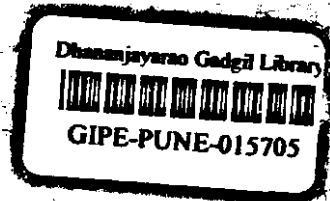


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V.1 Report

V.2 Summaries of evidence and appendices 1917

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E7.1-E7.2

DEPARTMENTAL COMMITTEE ON JUVENILE EDUCATION IN
RELATION TO EMPLOYMENT AFTER THE WAR.

FINAL REPORT

OF THE

DEPARTMENTAL COMMITTEE

ON

JUVENILE EDUCATION IN RELATION TO
EMPLOYMENT AFTER THE WAR.

VOLUME I.

REPORT.

Presented to both Houses of Parliament by Command of His Majesty.



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PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

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1917.

CONSTITUTION OF THE COMMITTEE.

MR. J. HERBERT LEWIS, M.P. (*Chairman*).
MR. W. A. APPLETON.
MR. R. A. BRAY.
MR. A. B. BRUCE.
MR. E. K. CHAMBERS, C.B.
MR. F. W. GOLDSTONE, M.P.
MR. SPURLEY HEY.
MR. J. P. HINCHLIFFE.
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MISS C. MARTINEAU.
MR. F. PULLINGER, C.B.
MR. J. F. P. RAWLINSON, K.C., M.P.
MR. C. E. B. RUSSELL.
LADY EDMUND TALBOT.
MR. H. M. THOMPSON.
MR. CHRISTOPHER H. TURNOR.

MR. J. OWEN (*Secretary*).

MR. G. MCFARLANE (*Assistant Secretary*).

TERMS OF REFERENCE.

To consider what steps should be taken to make provision for the education and instruction of children and young persons after the war, regard being had particularly to the interests of those

- (i) who have been abnormally employed during the war;
- (ii) who cannot immediately find advantageous employment;
- (iii) who require special training for employment.

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and that some dislocation, and probably a very extensive dislocation, of industry will take place, affecting the conditions of juvenile employment. In view of the fact that in normal times the number of children entering into employment for the first time amounts to more than 500,000 each year, the need for more than ordinary care in the guidance of young persons in such circumstances as are likely to prevail is apparent. The Committee consider, therefore, that it would be a grave dereliction of public duty if, whilst the means are at hand to offer valuable assistance, large numbers of young persons were turned upon the labour market without that guidance which even in normal circumstances has been recognised as necessary.

6. Moreover, wherever the labour market is even temporarily disturbed, it will be of the greatest advantage to have the assistance of responsible public bodies in devising such expedients as may be practicable for dealing with young people seeking employment. Many of the existing Juvenile Employment Committees and Juvenile Advisory Committees are already collecting information as to local conditions and prospects, and it is evident that new committees will be able to render assistance more effectively if they are able to make provision beforehand. Wherever, also, the work of existing bureaux has been interfered with by the withdrawal of officers for other service it is desirable that preparation should be made for restoring such bureaux to their fullest efficiency to meet the period of demobilisation.

(Signed) J. HERBERT LEWIS (*Chairman*).
 W. A. APPLETON.
 R. A. BRAY.
 A. B. BRUCE.
 E. K. CHAMBERS.
 F. W. GOLDSTONE.
 SPURLEY HEY.
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 CHRISTOPHER TURNOR.

J. OWEN (*Secretary*).

G. McFARLANE (*Assistant Secretary*).

24th August 1916.

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**DEPARTMENTAL COMMITTEE ON JUVENILE EDUCATION
IN RELATION TO EMPLOYMENT AFTER THE WAR.**

REPORT.

TO THE RIGHT HONOURABLE H. A. L. FISHER, M.P., PRESIDENT OF THE
BOARD OF EDUCATION.

SIR,

WE have the honour to present to you our Final Report on the questions which your predecessor in office, the Right Honourable Arthur Henderson, M.P., referred to us in April 1916, with regard to the education and instruction of children and young persons after the war. We have already presented an Interim Report urging the desirability of extending the work of Juvenile Employment Bureaux.

Procedure of the Committee.

1. In the course of our inquiries we have met on 35 days and have examined 97 witnesses. These have included a large number of employers and Trades Union officials, of teachers, social workers, and Government officials.

The employers who have come before us have covered a wide field. Thus we have had representatives of agriculture, coal-mining, iron and steel manufacture, the textile trades, engineering, building, railway conveyance, food production, the dress and clothing trades, glass manufacture, commercial occupations, retail shopkeeping, and others. Those who have put before us the views of labour include representatives of various branches of the engineering and metal trades, the textile industry, the furnishing trades, printing, pottery making, and clerical occupations. We have also had the benefit of the views of representatives of the County Councils Association, the Association of Municipal Corporations, the Association of Education Committees, the Association of Directors and Secretaries of Education, the National Association of Education Officers, and the Workers' Educational Association.

Summaries of the evidence, which have been submitted to and approved by the witness in every case, are given in Volume II. of this Report.

Besides taking oral evidence from the bodies and persons already alluded to, we have addressed an inquiry to the witnesses from England and Wales who gave evidence before the Consultative Committee in connection with the Report on attendance at Continuation Schools which was published in 1909. A summary of their views will also be found in Volume II.

Through the Board of Education we have been furnished with a large amount of information from those Local Education Authorities which exercise powers under the Choice of Employment Act on the subject of the changes caused by the war in the conditions of Juvenile Employment. That branch of the Board of Trade which is now the Ministry of Labour has also assisted us by instituting an inquiry into the same subject through the Juvenile Branches of the Labour Exchanges in all places in which there is an Advisory Committee. We desire to express our thanks to the two Boards and the Local Authorities and the Advisory Committees for their co-operation.

One of the members of the Committee, Mr. Christopher Turnor, has, at our request, contributed a special Memorandum on the Rural side of the problem which will be found at the end of this Volume.

Introduction.

2. Any inquiry into education at the present juncture is big with issues of national fate. In the great work of reconstruction which lies ahead there are aims to be set before us which will try, no less searchingly than war itself, the temper and

enduring qualities of our race; and in the realisation of each and all of these education, with its stimulus and its discipline, must be our stand-by. We have to perfect the civilisation for which our men have shed their blood and our women their tears; to establish new standards of value in our judgment of what makes life worth living, more wholesome and more restrained ideals of behaviour and recreation, finer traditions of co-operation and kindly fellowship between class and class and between man and man. We have to restore the natural relations between the folk and the soil from which the folk derives its sustenance, to revivify with fresh scientific methods and better economic conditions the outworn practice of our agriculture, to learn over again that there is no greater public benefactor than the man who makes two ears of corn to grow where but one grew before. We have to bring research to bear upon the processes of our manufactures, to overhaul routine and eliminate waste, to carry our reputation for skilful workmanship and honest and intelligent trafficking into new markets and to maintain it in the old. These are tasks for a nation of trained character and robust physique, a nation alert to the things of the spirit, reverential of knowledge, reverential of its teachers, and generous in its estimate of what the production and maintenance of good teachers inevitably cost. Whether we are to be such a nation must now depend largely upon the will of those who have fought for us, and upon the conception which they have come to form of what education can do in the building up and glorifying of national life. For ourselves, we are content to leave it to that arbitrament.

Scope of the Inquiry.

3. The inquiries which we have undertaken have necessarily brought us into touch with many problems, not only of education, but also of industrial organisation, of administration, and of finance. With many of these we do not conceive ourselves as having either the competence or the mandate to deal. Nor have we regarded our reference as giving us a roving commission to overhaul even the educational system as a whole; and in steering our way through the problems we have endeavoured, as far as possible, to concentrate our outlook on those groups of children and young persons whose interests are particularly commended to our attention. These groups are three: children and young persons who cannot immediately find advantageous employment; those who require special training for employment; and those who have been abnormally employed during the war. Obviously, these three groups are not mutually exclusive. Even apart from war conditions, there have always been many who could not find advantageous employment because of the absence of a suitable training, while abnormal employment during the war may prove in many cases to be the direct cause of inclusion in one or both of the other groups. Taken together, the three groups may be expected, after the war, to constitute a very large section of that great class of employed juveniles between the ages of 12 and 18, to which nearly all members of the community belong in their turn, and which for many years past has been the subject of grave searchings of heart amongst educationists and social reformers. They also include those children who are approaching the end of their day schooling, and are on the point of entering employment with such equipment as that schooling can afford. Our problem, therefore, is the standing problem of the adolescent wage-earner, aggravated by the effect of war-time conditions upon the serious difficulties which at all times it presents. We think it right to begin our survey by a recapitulation of the main factors of this problem as they stood before the war. Thereafter we will proceed to indicate the new factors, or the further intensification of the old factors, of which the war itself is the cause. And finally, we will consider how far the remedies which have formerly been advocated still remain applicable, or how far the new elements due to the war seem to call either for modifications of these, or for supplementary measures of an emergency character.

Statistics of Enrolment.

4. We have endeavoured, on the basis of the census returns of 1911 and of figures collected by the Board of Education at about the same date, to arrive at a statistical picture of juvenile education as it stood before the war. The results are set out in a Table at the end of this Report. They are for various reasons not precise, but the following table may be taken as showing with approximate accuracy the

proportion of children and young persons in each age-group between 12 and 18 who were under some kind of public educational influence :—

	Children and Young Persons Aged between					
	12-13.	13-14.	14-15.	15-16.	16-17.	17-18.
Percentage in Full-time Courses	91	66	12	4	2	1
Percentage in Part-time Courses	4	9	16	14	13	10
Percentage unenrolled	5	25	72	82	85	89

From the proportions given as unenrolled, at any rate in the earlier age-groups, should be deducted something for children educated outside the purview of the Board of Education. For this deduction 5 per cent. would be a liberal estimate. The great weakness of the figures is that, while they show the proportion of children still enrolled at school on some date on which they were between 13 and 14, they do not show the proportion who remained until they were actually 14. This proportion cannot be more than 66 per cent. or less than 12 per cent. ; if we place it at 50 per cent., the conjecture will probably not be far from the truth. Similarly, the proportion who stay to 13 must be something between 91 per cent. and 66 per cent. ; we suspect that the difference between these percentages is due in the main to withdrawals immediately after 13.

The story, then, amounts to this. The aggregate enrolment in public full-time day schools (Elementary, Secondary, and Junior Technical) reached its maximum of about 662,000 between 12 and 13, when it represented nearly 95 per cent. of the total juvenile population of that age. During this year about 30,000 dropped out, mainly under the half-time system. About 185,000 dropped out at 13, about 85,000 between 13 and 14, and about 266,000 at 14. Only about 84,000, or 13 per cent. of the 650,000, are likely to have received any fragment of full-time education after the age of 14, and not more than 5 per cent. can have received this in Secondary Schools. Between 14 and 18 these small numbers rapidly dwindle. Even the nominal Elementary School age terminates at 15, and although Secondary Schools are supposed to keep their pupils at least until 16, they are really at their fullest between 13 and 14. Even then they only get less than 6 per cent. of the juvenile population, and between 17 and 18 this proportion has fallen to less than 1 per cent. Practically, therefore, public education after the Elementary School leaving age is a part-time affair. And there is very little of it. In 1911-12 there were about 2,700,000 juveniles between 14 and 18, and of these about 2,200,000, or 81·5 per cent., were enrolled neither in day schools nor in evening schools. The number who were being educated outside the purview of the Board of Education may be regarded at this stage as almost negligible. Here, then, are the two great causes of educational wastage ; general disregard of the facilities offered by evening schools completes what early withdrawal from the day schools began. Statistics do not show the whole state of the case, and in interpreting them two additional points must be borne in mind. One is that, quite apart from the question of half-time exemption, many children, during the later years of their day school life, are employed outside school hours in ways and to an extent which seriously interferes with their educational progress. The other is that even the meagre amount of evening school enrolment does not represent anything like the same amount of continuous instruction from 13 or 14 up to 18. Many children enter evening schools during the session after they leave the day school, and then disappear. Many come after an interval of years, and have to spend their time in relearning what they had forgotten. Nor does an enrolment mean much. About 15 per cent. of the students enrolled in evening schools for 1911-12 failed to complete the absurdly small minimum of 14 hours of attendance during the session, and the average hours of attendance were no more than about 50.

Conditions of Juvenile Employment.

5. No doubt, however, education and, still more, industrial training, are not confined within the four walls of a school ; there is a discipline of the workshop and the office as well as of the classroom. Can it be assumed, then, that the conditions of juvenile employment were such as in themselves, and without the aid of formal schooling, to establish the character and develop the industrial efficiency of young

citizens? The question is one which we cannot ask without a sense of irony, and its answer is written large in the records of former inquiries and in the sociological literature of the last decade. More than once already the country has gaped at it and passed it by. It is not for us to trace over again in detail the ground which has been covered by the Majority and Minority Reports of the Poor Law Commission, by Mr. Cyril Jackson's Report on Boy Labour, which appeared as an Appendix to the Reports of the Commission, by the Report of the Consultative Committee on Continuation Schools, and by Mr. R. H. Tawney's valuable Memorandum for that Committee. A brief analysis based on those documents must suffice.

Apprenticeship.

6. The range of employment open to juveniles is a wide one, and any general statement of its conditions must be prefaced by the warning that these vary considerably in detail from industry to industry, from locality to locality, and even from business to business. At the top of the scale come the apprentices or learners; at the bottom many factory workers and others engaged in "blind alley" occupations. Apprentices are employed, not for their immediate commercial utility, but in order to maintain or increase at a future date the supply of skilled workmen in their industry. These, in theory, get a training which is of a practical kind, and has the advantage of being acquired in the atmosphere of business, not of a school. The fact that the age of apprenticeship is in some areas nearer 16 than 15 years of age unfortunately causes a considerable gap to intervene between the time when juveniles leave school and the time when they settle down to learn a trade. During this interval they have nothing but more or less casual occupations to fall back upon, and, when they finally enter their industries, are in most cases less well equipped than when they left school two years before. Moreover, apprenticeship does not by itself give a training which fits boys for modern industrial conditions. As a system of training, it was developed when industry was stable, methodical, and regular, and it is not fully suited to an age when it is unstable, changing, and irregular. A boy undertakes to serve seven years or five years in order to acquire a trade, but, after his skill has been laboriously obtained, it may at any moment be rendered entirely unnecessary by changes in the organisation of industry. What is required in addition to manual dexterity is general industrial knowledge and intelligence which will enable him to adapt himself to changing industrial conditions. But such general adaptability apprenticeship does not of itself give.

Blind Alley Employment.

7. Far worse, however, is the state of the large number of children in blind alley occupations. These are not engaged to learn a trade with a view to practising it as adults, but are merely employed for their immediate commercial utility upon simple operations. The only reason for their employment is the fact that, as instruments of production, they are cheaper than adults. As there is generally an unsatisfied demand for cheap labour, they make good earnings in proportion to the cost of their maintenance, until the point comes when they need adult wages. Their economic value in the home renders them largely independent of parental control, just as the law of school exemption renders them independent of social control. At the mature age of 14 they have become free competitors in the labour market, and they use their freedom to the full. Many of them pass from job to job at intervals of a few months; others find their way to the even more complete economic independence of street trading. Their occupations give them no kind of industrial training which will fit them for skilled adult employment, and in many cases not even that general training of the faculties which makes the intelligent and adaptable, even though unskilled, labourer. Nor are these occupations necessarily an avenue even to unskilled employment within the same industries. Most of those following them will be dismissed whenever they begin to ask for an adult's wages. This is not because they are inefficient workers or for any other personal or accidental reason; it follows regularly and inevitably from the way in which the industries are organised. Either they have no adult workers or practically none, or they can only absorb in adult employment a small proportion of those employed as juveniles. The rest drop out, to become general labourers at the best, or, at the worst, to join the ranks of the permanently or intermittently unemployed.

Effects of the War.

8. Upon this educational and industrial chaos has come the war, to aggravate conditions that could hardly be made graver, and to emphasise a problem that needed no emphasis. Many children have been withdrawn at an even earlier age than usual from day schools, and the attendances at those evening schools which have not been closed show a lamentable shrinkage. We are not prepared to say that much of the work which is now being done by juveniles in munition factories and elsewhere is in itself inferior to the work which most of them would have been doing in normal times, but there can be no doubt that many of the tendencies adversely affecting the development of character and efficiency have incidentally been accentuated. Unsuitable occupations in the distributive trades have largely been transferred from boys to girls. Parental control, so far as it formerly existed, has been relaxed, largely through the absence of fathers of families from their homes. Wages have been exceptionally high, and although this has led to an improved standard of living, it has also, in ill-regulated households, induced habits of foolish and mischievous extravagance. Even the ordinary discipline of the workshop has in varying degrees given way; while the withdrawal of influences making for the social improvement of boys and girls has in many districts been followed by noticeable deterioration in behaviour and morality. Gambling has increased. Excessive hours of strenuous labour have overtaxed the powers of young people; while many have taken advantage of the extraordinary demand for juvenile labour to change even more rapidly than usual from one blind alley employment to another. Whether these conditions will be complicated by a shortage of employment for juveniles at the close of the war, it is not at present possible to foretell. But it is reasonable to suppose that there will in any event be a considerable dislocation of employment, in the sense that many juveniles will have to find occupations other than those in which they are at present engaged; and the process of adaptation to lower wages and normal prospects is not likely to be other than difficult and disturbing.

The Search for Remedies.

9. What, then, are the remedies? In a sense there is only one remedy—*porro unum est necessarium*. But it is a pretty thorough-going one; nothing less than a complete change of temper and outlook on the part of the people of this country as to what they mean, through the forces of industry and society, to make of their boys and girls. Can the age of adolescence be brought out of the purview of economic exploitation and into that of the social conscience? Can the conception of the juvenile as primarily a little wage-earner be replaced by the conception of the juvenile as primarily the workman and the citizen in training? Can it be established that the educational purpose is to be the dominating one, without as well as within the school doors, during those formative years between 12 and 18? If not, clearly no remedies at all are possible in the absence of the will by which alone they could be rendered effective.

The Bill of 1911.

10. In searching for means, the will once given, we are not surveying an uncharted field. Much of the ground which we have had to tread has already been covered by two Committees which reported in 1909. One was the Interdepartmental Committee on Partial Exemption from School Attendance; the other was the Consultative Committee of the Board of Education, which was asked to consider Attendance at Continuation Schools. The two Committees dealt primarily with distinct aspects of the problem of school attendance, but their conclusions inevitably overlapped. We do not think it necessary to set out these conclusions, which necessarily underlie our own investigation, in detail, since their common resultant took definite shape in a School and Continuation Class Attendance Bill, introduced into the House of Commons by Mr. Runciman as President of the Board of Education in 1911. It should be borne in mind that neither Committee was concerned, except incidentally, with the question of a general raising of the leaving age; and this fact perhaps explains some weaknesses of the Bill. It proposed the complete abolition of half-time and the establishment of a normal school leaving age at 14. This leaving age was, however, to be subject to variation in both directions on a basis of local option. Local option might raise the leaving age to 15; alternatively or concurrently, it might require attendance at Continuation Classes after leaving school, for not more than 150 hours a year, up to an age not higher than 16. On the other hand, local option might be

directed towards granting total exemption for beneficial employment to individual children over the age of 13, which might be unconditional if the employment was to be in agriculture, but could only be granted for other employment where an effective system of compulsory Continuation Classes had been established. Where such a system was in force, employers of children under 16 were to be required to notify the Local Education Authority of the employment, and the Authority was to be required to notify the employer of the amount and time of attendance at Continuation Classes required of the child. It was left open to the Authority to place compulsory Continuation Classes either during or after working hours, and no direct limitation was imposed upon the hours of employment of a child who became subject to continuation attendance. A useful gloss was put upon the old term "beneficial employment" by a provision that, in considering whether an employment was beneficial, the Authority was to have regard to the likelihood of that employment leading to permanent employment and affording the child useful training.

We note also that the Bill was in form a consolidation of the whole law relating to School Attendance, and we feel strongly that in any future revision of the law the advantages of consolidation ought to be taken into account. The confusion due to the existence of different byelaws and different standards of exemption in neighbouring areas is much complicated by the multiplicity of statutes bearing upon the question, and the consequent uncertainty at many points as to what the law actually is. Any step in advance that is now decided upon should incidentally be in the direction of simplicity and uniformity. In particular, it appears to us essential that any new legislation should override the Factory Acts, in so far as they are inconsistent with its provisions. It has been held by the Courts that in certain cases the Factory Acts give partial exemption, for factory employment only, to children who are not exempt under the local byelaws, and thus the very statutes which were originally conceived for the protection of juveniles have been converted into an engine of reaction. We regret to say that the Bill of 1911, which, although far from perfect, in our opinion would have been a considerable step in advance, was not proceeded with.

Other Proposals.

11. Much more far-reaching proposals than those of the Bill of 1911 had already been made by responsible bodies at an earlier date, and have been repeated before us. Thus, the Royal Commission on the Poor Laws, which sat from 1905 to 1909, paid close attention to the problems of boy labour, especially in their relation to adult employment. The Commission submitted both a Majority and a Minority Report. The Majority proposed a leaving age, at any rate for boys, of 15, with exemptions at an earlier age for boys leaving to learn a skilled trade. They also suggested the desirability of some kind of school supervision until the age of 16. The Minority were more thorough-going, and definitely advocated the halving of boy and girl labour, not merely on educational grounds, but also in order to reduce the adolescent competition with adult labour. They recommended that no child should be employed at all before the age of 15, that no young person under 18 should be employed for more than 30 hours a week, and that all young persons so employed should be required to attend for 30 hours a week at suitable Trade Schools to be maintained by the Local Education Authorities. Very similar proposals have been brought before us by Mr. Sidney Webb, who laid special stress upon the importance of a high leaving age in minimising the competition of juveniles for employment, should there be a shortage of such employment after the war. A similar view, again, was advocated upon more purely educational grounds by representatives of the Workers' Educational Association, a body for whose educational achievements we feel the greatest admiration. The Association has since formulated its policy in a published memorandum setting out an elaborate scheme of educational reconstruction. It contemplates an immediate universal leaving age of 14, to be raised within a period of five years to 15, and an option to Local Education Authorities to raise the age to 16. Between the leaving age and the age of 18 the Association would limit the hours of labour for all young persons to a maximum of 25 per week, and would require attendance at part-time education for not less than 20 hours a week. It was submitted to us, again, on behalf of the London Trades Council, that the majority of affiliated bodies which have expressed opinions to that Council are in favour of a leaving age of 16. We should add that both the Workers' Educational Association, and some, at all events, of the Trades Unions consider that a leaving age higher than 14 would entail the provision in all or some cases of maintenance allowances.

If we are unable in our recommendations to go all the way, for immediate and practical purposes, with these proposals, this is certainly not from any want of sympathy with the ultimate educational and social ideals upon which they are based. But legislative measures, in order to be effective, must after all carry the assent not merely of the most intelligent members of the classes directly affected by them, but also of something like a fair majority of the average members of those classes. We have been impressed with the conviction of some of our witnesses as to the extent of the support which a vigorous educational policy would command amongst working men; but we are unable to find adequate confirmation for the belief that public opinion is as yet ripe for a universal prolongation of full-time education beyond the age of 14, without any vocational advantage accruing to the individual child from the additional school years, except such as he will share with all other children.

The Difficulties of Local Option.

12. Our consideration, then, must start from the point reached by Mr. Runciman's Bill. We do not, however, suggest that the England of 1917 should be content with what the England of 1911 viewed with apathy. Some pages must now be torn out of the Sibylline book. In the first place, we have come to the conclusion that the age limits, whether for full-time or for part-time education, ought not to be left to local option. On this point there was great, and, in view of past educational history, rather surprising, unanimity among our witnesses, in particular among those most directly concerned with local administration. But they have some sound logic behind them. It must be borne in mind that, at any rate in the more populous parts of the country, the lines of administrative demarcation are often of a somewhat arbitrary kind. The areas of different Local Education Authorities are geographically contiguous, and neighbouring towns are competitors both in their business output and in their demand for child labour. It is easy to see that an Authority which might be perfectly willing to accept, and might even actually desire, a step in advance, provided that it was uniformly imposed upon all neighbouring areas, might be unprepared to take, or might be prevented by the ratepayers behind it from taking, such a step on its own initiative, at the risk of imposing a business handicap upon its own area. One dissentient Authority might, therefore, delay the progress of an optional reform far beyond its boundaries. The same principle must clearly also affect the attitude of rival firms of employers engaged in one of the many industries which cover areas much wider than that of any one Authority. We learn that it is in part on account of this competition between area and area that the optional provisions for compulsory Continuation Schools included in the Scottish Education Act of 1908 have, broadly speaking, proved inoperative. Business communities cannot afford to be quixotic. There is, and ought rightly to be, abundant room for the exercise of local discretion in every branch of the educational system. Our own proposals will tend, not to decrease, but to increase the difficulties and responsibilities of the functions entrusted to Local Education Authorities. We have no doubt that they will be faced, as other difficulties and responsibilities have already been faced, courageously and successfully. But we do not feel that local conditions much affect the broad general question as to the amount of education which a child can receive with advantage to the nation, as well as to itself, its locality, and its industry, before reaching the age of discretion; and on this particular point the balance of advantage appears to us to be undeniably on the side of national uniformity.

Rural Conditions.

13. Secondly, we feel that there was a clear injustice to country districts in the proposal of 1911 to allow of differentiated exemption for employment in agriculture at the age of 13. There is no doubt that it will prove easier to raise the standards of education in the towns than in the villages, and we are fully prepared to find that a good deal of time may be necessary in order to make any changes now determined upon completely operative throughout all rural districts. Nevertheless, we consider that it would be a fatal mistake to accept a lower standard as the one proper to be aimed at, and, when practical difficulties permit, attained, in these districts; not only for the sake of the large number of children who, although born and educated in villages, will certainly not spend their whole lives in those villages, but also for the sake of agriculture and of the agricultural population themselves. After all, agriculture is essentially from top to bottom a skilled

industry, and if there is to be an agricultural revival in England, one of the most potent means for bringing it about must be an improved education, resulting both in a higher degree of farming ability and in a higher conception of the possibilities of village life. Of this, those who most desire the revival are the most firmly convinced. We are glad to find that most of the agricultural witnesses who have appeared before us, while fully realising the special difficulties that will attend progress in rural areas, hold firm to the faith in equality of educational conditions as the essential objective. We have been much encouraged by Captain Bathurst, M.P., by Mr. G. A. Bellwood, and Mr. W. Tremlett, on behalf of the National Farmers' Union, and by Sir Herbert Matthews, the Secretary to the Central Chamber of Agriculture, and we desire to call special attention to the resolutions placed before us on behalf of the County Councils Association, who are perhaps in closer touch than any other body with the problems of rural education. This Association would raise the school leaving age to 14 in all areas, urban and rural. It would require attendance at Continuation Schools up to the age of 18 in all urban areas, and it recognises that there is most urgent need for further education between the ages of 14 and 18 in rural districts, and, although it does not consider it practicable to require that Continuation Classes shall be universally provided in those areas, suggests that County Education Authorities should be obliged to extend the proposed provisions for Continuation Schools to rural districts wherever possible. This is an important pronouncement which, in view of the thoroughly representative character of the Association, by no means a purely educational body, must be held to mark a distinct advance in rural opinion.

The Committee's Main Proposals.

14. We come now to our own suggestions. It is, we think, clear that there are two lines of advance which can be pushed forward concurrently. One is the strengthening of the existing system of compulsory full-time attendance at Elementary Schools; the other the bridging over of the period of adolescence by a new compulsory system of attendance at Continuation Classes. Early legislation is required—

- (a) To establish a uniform Elementary School leaving age of 14, which entails the abolition of all exemptions, total or partial, from compulsory attendance below that age;
- (b) To require attendance for not less than 8 hours a week, or 320 hours a year, at Day Continuation Classes between the ages of 14 and 18.

We do not, of course, contemplate that any child, who has already obtained statutory exemption, whether total or partial, when the new Act comes into operation, will be deprived of that exemption, or that any child, who has already reached the age of 14 at that time, will be required to attend Continuation Classes. Thus the new obligation will only apply to each individual child who becomes 14 at a date after it comes into operation, and as a result it will not be until the completion of four years that all juveniles between 14 and 18 will have come within its scope. This arrangement will not therefore recall to compulsory education any child who has previously passed the new leaving age, and it will at the same time enable Authorities to plan the extension of their work by annual instalments. During the year after the Act begins to operate it will apply to all children between 14 and 15, during the second year to all between 14 and 16, during the third year to all between 14 and 17, and during the fourth and subsequent years to all between 14 and 18.

We propose to deal separately with each of the suggested reforms, but before so doing we desire to emphasise the principle that they are really integral parts of one reform, and that juvenile education, to be effective, must be continuous and progressive, with whatever change of methods and of orientation, throughout both the full-time and the part-time stage. Much of the weakness of the present system is due to the interval of oblivion which often separates the Elementary and the Continuation schooling, and sometimes reduces the latter to the mere repetition of childish lore. At whatever age the child leaves the Elementary School, there should be no gap between elementary and continuation teaching.

Half-time.

15. We do not think it necessary to detail once more the arguments in favour of bringing to an end at the earliest possible date the present detestable system of half-time exemptions below the age of 14. They have been fully set out in the

Report of the Departmental Committee on Partial Exemption, and are now universally accepted, except in a few localities in which the system has become a habit, and in which its removal would entail some modification of familiar economic conditions. Our own investigations have been limited to an attempt to ascertain whether recent events have led to any material change of public sentiment in these areas. We do not find much reason to suppose that this is the case, but we are satisfied that, even within the textile industries, which are practically the only ones much affected, there is, and always has been, a strong body of opinion in favour of the change, and that, if it were once made, the necessary industrial reorganisation would not be a matter of serious difficulty. We regard it as imperative that it should be made at the earliest possible moment. Without this, no attempt to ameliorate juvenile conditions could carry with it a guarantee of good faith. There are at present about 20,000 half-timers in Lancashire, 11,000 in the West Riding of Yorkshire, and 4,000 distributed over other areas. Of these about 26,000 entered upon half-time employment at the age of 12, and 9,000 at the age of 13. The special provisions for agricultural half-time have been made little use of, and would not be missed. It is much more important from a farming point of view, and is wholly reasonable, that school holidays should be so arranged as to set children free during the local seasons for harvesting operations.

The Law of School Attendance.

16. The half-time question is, therefore, numerically, a minor aspect of the wider question as to the age to which compulsory full-time attendance at school should be continued. It is not necessary to trace here at length the history and complexities of the existing law of school attendance; they are admirably set out in a Memorandum printed as Appendix No. 18 to the Report of the Committee on Partial Exemption. In a sense it is true to say that the statutory leaving age is already 14, but the ways in which earlier exemption can be obtained are so numerous, and in many localities are so freely taken advantage of, that the effective leaving age often approximates rather to 13 than to 14. The main determining factor is the nature of the byelaws adopted by the locality. These must by statute contain some provision for either total or partial exemption at an earlier age than 14. All byelaws provide for total exemption on reaching an educational standard, which may be either the Fourth or a higher Standard, as defined in the Code, and is in fact generally either the Sixth or the Seventh Standard. Many byelaws also make provision for a certificate of total exemption, irrespective of any standard of attainments, after a certain number of years of regular school attendance. This is often known as the "Dunce's Certificate." The degree of regularity of attendance required for this purpose is a very low one, and where this particular form of byelaw is in force, it is nearly always on the attendance rather than on the standard qualification that exemption is obtained. There is, however, this check upon the free use of the "Dunce's Certificate," that it only gives exemption to children who are going, in the opinion of the Authority, into beneficial and necessary employment. The value of the check depends entirely upon the interpretation which the Authority chooses to put upon the term "beneficial employment." In this respect the practice of Authorities is by no means uniform, but the commoner tradition has certainly been to look almost exclusively to pecuniary and not to educational benefit.

There are some further possibilities. The Factory Acts, as already indicated, are held to give partial exemption to children above the age of 12 for factory employment, even though no provision for partial exemption is made by the byelaws. Quite apart, moreover, from the grounds of exemption specifically set out in byelaws, the requirement of attendance made by those byelaws does not apply to children whose parents can plead some "reasonable excuse" for non-attendance. Certain reasonable excuses are laid down by statute. A child may be under efficient instruction in some other manner, or may be prevented from attendance by sickness or some other unavoidable cause, or no Public Elementary School may be available within a reasonable distance. It has, however, been held by the Courts that this is not an exhaustive list of reasonable excuses, and in particular that poverty in the home or the need for a child's services at home may be accepted by the magistrates as a reasonable excuse. As a result of this decision, a practice has grown up whereby Authorities refrain from prosecuting parents for the non-attendance of their children, if they think that such an excuse might be reasonably put forward; and there are areas in which the number of children who are allowed to discontinue attendance under this practice is nearly as large as the number who qualify for regular exemption

under the byelaws. It is not possible, in the face of these complications, to arrive at any statistical measure of the extent to which each separate means of obtaining exemption operates. It is clear that the presence or absence of an attendance qualification in the byelaws is one important factor. Where no such qualification exists, the standard selected for the attainments qualification becomes of the first importance. Most children cannot pass the Seventh Standard much before 14. A great deal, however, also depends upon the spirit in which the Authority carries out its administrative work under the byelaws, and a great deal upon the extent to which it has become habitual amongst the parents in any particular locality to apply for exemption on behalf of their children at the earliest possible moment. This in its turn is largely affected by the local demand for child labour. The give and take between educational enthusiasm on the one hand and the demand for child labour, coupled with educational inertia on the other, may indeed be regarded as the ultimate cause underlying all the apparent vagaries of local option.

It is not possible to obtain any precise statistics which will show, even for the country as a whole, how many children in fact remain at school until they are 14. The figures given in paragraph 4 of this Report show that the number of children between the ages of 13 and 14 in attendance on a given day was much smaller than the number in attendance between the ages of 12 and 13; they do not show how many of those recorded as in attendance between 13 and 14 continued in attendance until their 14th birthday. It is still more difficult to apportion the wastage between the areas of different Authorities, but, broadly speaking, we believe it to be true that the effective leaving age approximates to 14 in London, and in 105 other areas (6 Counties, 34 County Boroughs, and 65 Municipal Boroughs and Urban Districts), with an aggregate population of about 14,000,000; that in 63 areas (5 Counties, 13 County Boroughs, and 45 Municipal Boroughs and Urban Districts), with an aggregate population of 6,000,000, it approximates to 13; and that in the remaining 150 areas (51 Counties, 35 County Boroughs, and 64 Municipal Boroughs and Urban Districts), with an aggregate population of 16,000,000, the average leaving age is somewhere between 13 and 14. Even in the areas at the top of the scale there is always a certain percentage of early leavers, and some of the largest and most wealth-producing areas are at the bottom of the scale.

A Uniform School Leaving Age of 14.

17. We have no hesitation in recommending, again with the support of the great majority of our witnesses, that a uniform minimum leaving age of 14 ought now to be enforced by statute, both in town and country. This will, of course, entail the sweeping away of the whole system of attendance byelaws and of the administrative machinery which has grown up around them. It will be necessary to retain the specific "reasonable excuses" for non-attendance at school, which were laid down in the Act of 1870. Apart from the statutory excuses, we think that the leaving age should be very strictly construed, and that the comparatively recent practice of granting individual exemptions on grounds of poverty should be brought to an end. This will presumably involve, in view of the decisions of the Courts already referred to, a direct statutory enactment that poverty is not to be regarded as a reasonable excuse for non-attendance. We are aware that there are cases in which it may be thought a hardship that children who are capable of earning, and whose earnings would just make the difference between insufficiency and sufficiency in the home, should be restrained from earning. Whatever may be the right remedy in such cases, we feel very clear that it is not the curtailment of education for just those children who stand most in need of education; and we would point out that the necessity of recourse to the Poor Law can be obviated by the use of the power given to Local Education Authorities by Section 11 of the Education (Administrative Provisions) Act, 1907, to provide bursaries for scholars in Public Elementary Schools from the age of 12 upwards. If our views on this point are not accepted, and it is thought necessary to continue some provision for individual exemptions on grounds of poverty; we would suggest that any power of this kind given to Local Education Authorities should be subject to control on the lines of Section 3 of the Education (Scotland) Act, 1901. This requires a register of all such exemptions and of the reasons for them to be kept, and to be submitted, if called for, to the Central Authority, which can take appropriate action in the case of any unreasonable exercise of the local powers. Without some such security as this any provision for poverty exemptions

would be liable to serious abuse should the Authority be a reactionary one or unable to resist local pressure towards a lax administration of the new statutory requirements. We consider that any provision for exemption is dangerous.

School Terms.

18. Another principle which finds a place in the Scottish Acts should, we think, in any event be adopted. Children should not be allowed to leave school one by one as they reach their individual 14th birthdays, but should be retained until fixed dates, which would thus naturally come to mark the ends of school terms. This principle was, in fact, included in the Bill of 1911, which named the 31st days of March, July, and December as the fixed dates. The educational advantages of the arrangement are obvious. The schools could readily adapt themselves to a terminal organisation, where that does not already exist. The disturbance now caused in the upper classes by the sporadic dropping out of children would be avoided, and children passing to Continuation Classes or other places of further education would start their new work in homogeneous classes. We have inquired whether the arrangement would be likely to cause economic inconvenience by overstocking the labour market at certain times in the year, and we are assured that no substantial difficulty of this kind has arisen in those parts of Scotland in which it is in force. We recognise that the arrangement would probably involve a further use of fixed dates for the admission of infants.

Difficulty of a Higher Leaving Age.

19. We have already given reasons in paragraph 11 for the view which we have adopted, not without some reluctance, that the time has not yet come for a universal leaving age of 15. It has been suggested to us that individual Local Authorities might be given the power of adopting this leaving age for their own areas. Even this limited application of the principle of local option to a matter which we regard as essentially one to be determined by national legislation is, in our opinion, to be deprecated. We do not think that many Authorities would be willing, or would be allowed by public sentiment within their areas, to make an isolated use of such a power. On the other hand, we feel sure that the existence of the power would excite alarm and hostility amongst many parents and employers who believe that Education Authorities, although popularly elected bodies, are prepared to sacrifice economic to educational considerations at every point. Those who are familiar with educational administration are conscious that this is far from being the case. Nevertheless, we do not desire to run any risk of prejudicing the acceptance of reforms which we believe to be indispensable for the sake of a quite uncertain gain. Moreover, employers will, in any event, have to be asked to make considerable changes of organisation in the interests of education. We are convinced that in the long run the results will be at least as much to their advantage as to that of the children. But it is only fair that the demands to be made upon them should, as far as possible, be of a definite and not an indefinite character, and should be uniform, or at least equivalent, throughout the country.

Improvements needed in Elementary Schools.

20. One reason why we have not recommended that ordinary Elementary Schools should be organised to keep children up to the age of 15 is the fact that many schools still require a good deal of reorganisation before they can be regarded as wholly satisfactory even for children between 12 and 14. We have even been conscious in the course of our inquiry that the almost universal desire for a leaving age of 14 is somewhat qualified by the consciousness that all is not quite well with the upper forms of Elementary Schools. Some of the criticism which has reached us is probably based on ignorance as to what actually takes place in the schools, or on misunderstanding as to what the measurable results of education at the age of 14 ought to be. Rightly or wrongly, however, the opinion is freely expressed that in many schools the upper standards are marking time; and if the critics are asked for a remedy, the suggestion is generally made that the educational methods are not practical enough. We feel little doubt that there is a considerable element of justice in such criticism. We do not take the demand for a more practical education to be a demand for a more directly vocational education. It is only a demand for a less bookish education. Education is a mental process, but the truth that for many children, especially those

who will live by their hands, the best avenue to the mind is through the hands has not yet worked its complete revolution in the pedagogic methods of the 19th century. More manual instruction of various kinds is needed both for boys and girls in every type of school.

The complaints of outside critics are fully confirmed by the evidence of the Board's Chief Inspector of Elementary Schools, Mr. F. H. Dale, C.B., who told us that, although a great advance in the direction of a practical bias in teaching has of recent years been made in many areas, others are still very backward, and that it is still the case that every year thousands of boys and girls leave school without having had any training in manual subjects or domestic work, and that thousands more receive very little. The reasons are to be found partly in the disbelief of backward Authorities in new methods, partly in the greater cost of practical teaching, and partly in the want of qualifications of many teachers for such work. Generally speaking, the greatest weakness in this direction is to be found in village schools, where the predominantly urban training of the teachers often tends to prevent a sufficient adaptation of the teaching to the rural environment. But even in village schools a good deal has been done, and much more could be done, by the skilful use of such subjects as rural carpentry and gardening, and much encouragement may be found in the success of the experiment carried out by the Lindsey Authority, which is referred to in Mr. Christopher Turnor's Memorandum, and which has proved effective without entailing any great additional cost, either for staff or buildings or equipment. We do not think that the question of marking time is wholly one of curriculum. The remedy lies partly in the provision of better teachers and of smaller classes. We wish to emphasise the point that, if the uniform retention of children to the age of 14 is to be justified, it is essential that no time should be lost in taking steps to bring about such an organisation of the upper classes of all schools as will ensure the maximum of benefit from the additional period of school life. If this is not done, the parents, who are asked to forgo another year of wages, and the employers, whose supply of child labour is to be limited, will have a legitimate grievance.

Compulsory Continuation Classes.

21. We come now to the new device of compulsory Continuation Classes. These are, so far as we can judge, the remedy to which educational and social reformers look with the greatest confidence as a step towards the final solution of the juvenile problem. There are, of course, no substitutes for a sound early education, but such education, when it terminates at 14, or even at 15, leaves the child with intellect and character still unformed at perhaps the most critical stage of his development, when both his mental and his physical life are at the maximum of instability. Some handrail is required over the bridge which crosses the perilous waters of adolescence, and it is this that a sound system of Continuation Classes may help to provide. We have asked ourselves and have asked others, whether the few hours a week, which is all that it appears to us practicable at the present time to secure for education, will be of substantial value for the purpose, in view of the numerous hours that will still remain available for the counteracting influences. We believe that the answer is in the affirmative. Many will feel that the system of half-time employment and half-time schooling, which has been put forward in some schemes of reform, approaches more nearly to a counsel of perfection. But we do not believe this to be at present attainable, and we are assured by experienced teachers that, if they are given something like eight hours a week during a continuous period of years from the time of leaving school, they will be able so to utilise those hours as to maintain that effective contact with the forces of civilisation, which is at present in too many cases so soon broken. Even though the educational obligation may be a small one, it will still be sufficient to establish the principle that a child is no longer to be regarded as at once attaining, when he enters employment, to the fully independent status of wage-earning manhood. He will still be one under authority and open to the influences of encouragement and reproof, of the corporate life and the offered ideals, which, even more than mere instruction, are of the essence of the educational process. Over and above the four years' prolongation of formal education which they imply, we believe that compulsory Continuation Classes will carry on the moral and disciplinary influence of the Elementary School, will conduce to a far higher standard of physical well-being, will increase the industrial efficiency of the mass of the population, and will give those able to profit by it full opportunity for the beginnings of a valuable technical training.

Need for Day Classes.

22. It is now almost universally admitted that Continuation Classes, if they are to be an effective instrument of reform, must be compulsory and must be in the day-time. The mere fact that they become a first claim upon the time of the child, and a condition to which all his labour contracts are subject, will in itself have a far-reaching importance as symbolising the new attitude to be adopted by the community towards its juvenile members. But there are, of course, more practical reasons than this. We should be the last to under-estimate the value of the work which has been accomplished by evening classes in this country; their history, their achievements, and their weaknesses are fully set out in the invaluable Report of the Consultative Committee. They have bestowed inestimable benefit upon many generations of children, fortunate enough in their parents, or in their employers, or in their own physical strength or force of character, to be brought within the scope of their influence. It is, of course, precisely those children who have not been so fortunate, and who therefore needed the beneficent influence most, who have been left out. The Report of the Consultative Committee seems to us to make it quite clear that no further substantial advance can be expected upon voluntary lines. On the other hand, the idea of a system of compulsory evening schools is now universally rejected, in view of the ample evidence that for a very large proportion of children anything of the nature of serious schooling after a full day's labour would be not a benefit but a cruelty. We do not want any more of the waste and overstrain involved in the teaching of tired pupils by tired teachers.

Continuation Classes should therefore, we think, normally be in the day-time, and, so far as children in employment are concerned, the hours devoted to them should be hours which would otherwise have been spent in that employment. No employer should be allowed to engage a child except under conditions which will enable the child to attend his appointed classes at the appointed hours. It will therefore be only fair, as between employer and employer, that the amount of the Continuation Class requirements shall be clearly laid down by statute, and shall be such as to impose an equivalent burden upon all employers throughout the country. We propose that a definite number of hours of schooling, which shall be not less than 320 in each year, shall be required by statute, and that these shall all fall within fixed hours of the day-time, say, between 8 a.m. and 7 p.m. The actual hours to be appointed for each individual child will, of course, have to be determined by the Local Education Authority, and on this matter we make some further observations below.

Age Limits of Compulsion.

23. We must, however, first consider over how many years of a child's life the obligation to attend Continuation Classes is to extend. The Bill of 1911 did not propose to continue it beyond 16, that is to say, for more than two full years after the normal school-leaving age. The Consultative Committee suggested that compulsion should extend to 17, which is the age up to which boys and girls are regarded as juveniles for the purposes of the Labour Exchanges Act and the Choice of Employment Act. But we cannot feel that the period of maximum danger to health and character is over before 18, and we believe the value of continuous discipline and physical supervision from the Elementary School onwards to be undeniable. We therefore consider that compulsion should continue to 18.

Limitation of Hours of Employment.

24. It has been urged upon us by several witnesses that any such measure as we are advocating should be accompanied by some general statutory limitation upon the number of hours over which juvenile employment and continuation schooling taken together should extend. The limitation most often suggested is 48 hours a week. We appreciate the desire to avoid an undue tax upon the physical strength of juveniles, and to secure for them full opportunities of reasonable recreation and free development. But we hardly feel that it is within our province to propose any further limitation of employment than is necessary in order to secure our principal object, which is the provision of facilities for education under conditions which will leave the child in a physical and mental state to profit by that education. Where there is already a statutory limitation upon the hours of labour, as in factories and workshops

and in shops, the permitted hours of labour should no doubt be reduced by the number of those claimed for the Continuation Classes. We should be glad to see a substantial reduction in the hours of van-boys and warehouse-boys, into which an enquiry was recently held by a Departmental Committee of the Home Office. Moreover, we are of opinion that the retention of the present hours of labour for adolescents in many industries will militate against the success of the educational recommendations which we now put forward.

Number and Distribution of Hours.

25. So far we have only stated the number of hours which we desire to see spent in Continuation Classes as not less than 320 a year. The precise distribution of these hours will be a matter for the Local Education Authorities, and the working out of satisfactory schemes of distribution will give ample scope for all the administrative gifts which they have at their disposal. We regard it as of the first importance that in framing their schemes the Authorities should take representatives of the local industries, both employers and workmen, very fully into council. The employers will inevitably be put to some inconvenience in order to release their juveniles at suitable times, and it is essential that this inconvenience shall be minimised in every possible way. As a rule, we anticipate that it will be found convenient to require the attendance of each juvenile for 8 hours a week during 40 weeks in the year, and to arrange these 8 hours in two half-day sessions of 4 hours each. The length of these sessions should not prove excessive, in view of the part that physical and manual training will play in the curriculum, and the arrangement by half-days will have the advantage of leaving sufficient intervals for ablutions and meals between the hours of instruction and those of labour. We do not, however, think that there should be any hard and fast rule as to the distribution of time. Thus, in some exceptional cases, Authorities may find it necessary to arrange for the attendance of some children from 5 to 7 on four afternoons in each week, and so utilise the premises of Elementary Schools after day school hours. Moreover, there will be certain industries which are subject to seasonal fluctuations of employment, and for which it may be desirable to organise concentrated courses during the slack periods of the year. The system should be elastic enough for adaptation to such special conditions. It has been suggested to us that it might be of advantage if the Board of Education were to enter into conference with representatives of such industries, and arrive at model schemes for them, which might be adopted, with any necessary local modifications, by Local Education Authorities.

Excuses for Non-attendance.

26. There will, of course, in the case of the Continuation Classes as well as in that of the Public Elementary School, have to be certain reasonable excuses which shall be held to justify the absence of a child. The question of poverty does not arise here, as the classes will be concurrent with wage-earning. We think that children should not be required to travel an unreasonable distance in order to attend Continuation Classes. Sickness or any similar unavoidable cause will obviously also be a reasonable excuse. We have considered with some care how far exemptions should be given on the ground of an efficient education obtained in some other manner. A considerable freedom should, we think, be left for alternative methods of education, provided that any question as to the efficiency of these should be a matter for expert decision, which in the last resort must mean decision by the Board of Education. We suggest that an approved certificate, given after a satisfactory course ending not earlier than 16 in a Secondary School recognised by the Board as efficient, might carry with it exemption from compulsory continuation attendances between 16 and 18. No doubt it is desirable that young persons leaving Secondary Schools should undertake some further study. But, if they have duly profited by their educational advantages, they will have learnt to value study for themselves, and may reasonably claim to determine for themselves the direction which it shall take. We should be prepared to extend a similar exemption to anyone, however educated, who has reached the age of 16 and succeeded in passing the matriculation examination of a British University, or an examination accepted by a University as equivalent thereto.

These proposals do not, however, cover the whole ground. It will be necessary, even where further schooling is required, to accept certain alternatives to attendance at the public Continuation Classes. We have mainly in mind the needs of individual children who are in a position to obtain valuable instruction of a tutorial character. We should strongly deprecate the establishment of privately-controlled systems of Continuation Classes side by side with the public system. We therefore think that alternative instruction should not be accepted unless it entails a substantially greater amount of day-time study than would be entailed by attendance at the ordinary classes. This will meet the case of those who want, and have leisure for, something better than the public system can give; it does not offer a way out to those who want something less good, or merely something a little different. Extra subjects can, of course, be taken in leisure hours. If the community requires facilities for day-time instruction, it must take responsibility for seeing that these facilities are used to the best educational advantage. On the same principle, alternative instruction should also be open to the inspection of the Local Education Authority and the Board of Education, and should not be regarded as a reasonable excuse for non-attendance at the public classes, if it has been declared to be unsuitable by the Board of Education. We have deliberately at this point used the term "unsuitable," as a wider term than "inefficient," because in judging of the value of such instruction it is necessary to take into account the right selection of subjects as well as the actual efficiency with which they are taught. We should be unwilling, for example, to see a concentrated course of typewriting accepted as an equivalent for attendance at a carefully-planned Continuation Course.

Penalties.

27. The sanctions under which continuation attendance should be enforced involve some difficult legal questions. It is not, of course, possible to assume that all boys and girls up to the age of 18 are under the effective control of their parents, and therefore it is not possible to rely wholly upon that prosecution of the parent which is resorted to in the case of Elementary Schools. No doubt the parent, and also the employer, should be liable to a penalty in so far as any act or omission on his part is shown to be the cause of a failure in attendance. The young persons themselves, if old enough, might also be liable to a penalty. Whatever other sanctions the Legislature may deem it necessary to impose, in order to secure attendance at Continuation Classes, we should expect to find the most effective sanction in connection with employment, not merely in proceedings against an employer who failed to give the requisite facilities for attendance, but in making the right of a child to be employed and the right of an employer to employ that child both contingent upon the actual satisfaction of the requirement.

Duty of Authority to Provide Classes.

28. It must not be forgotten that an obligation to attend Continuation Classes implies a corresponding obligation on the Local Education Authority to provide suitable Continuation Classes. This will mean such an amendment of Section 2 of the Education Act of 1902 as will convert the power conferred on the Authority to supply or aid the supply of education other than elementary into a duty, so far as Continuation Classes are concerned. It will also, no doubt, involve the repeal of the twopenny limitation on the rate which a County Council may raise, without special sanction from the Local Government Board, for the purposes of higher education. It appears to us that the most practicable plan for bringing the new system into operation would be to require each Local Education Authority to submit to the Board of Education at an early date a comprehensive and systematic plan for the organisation of Continuation Schools within their area, together with proposals for bringing that plan into operation by such stages as may be practicable. Some power will have to be given to the Board of Education to enforce the duty upon any Authority which neglects to perform it, and we are not aware of any more effective means of enforcing such a statutory duty than the withholding of moneys to which the Authority would otherwise have been entitled. In some cases it might also be possible to transfer the neglected duties to another Authority having powers to aid Higher Education within an area. We do not attach much practical value to the constitutional device of a mandamus.

Curriculum from 14 to 16.

29. What is to be taught in Continuation Classes? Obviously that is a question to which no complete and final answer can be given in advance. There is much garnered experience of evening schools to draw upon, but the new conditions will in many respects be different from those of evening schools, and the Continuation Schools will have to supplement and revise that experience for themselves as they develop. The planning of curricula suitable to the needs of its own locality is very much one of the matters in which the discretion of a Local Education Authority should, within reasonable limits, have full play. A few words may, however, be said on the general principles which should be applied. We need hardly say that we do not regard the object of establishing Continuation Classes as being merely an industrial one. The industries stand to benefit amply enough, both directly through the beginnings of technical instruction, and indirectly through the effect of education upon the character and general efficiency of those who come within its influence. But we are clear that the business of the classes is to do what they can in making a reasonable human being and a citizen, and that, if they do this, they will help to make a competent workman also. Though this is wholly true, it is also true that education must be approached, especially at the adolescent stage, through the actual interests of the pupil, and that the actual interests of pupils who have just turned a corner in life and entered upon wage-earning employment are very largely the new interests which their employment has opened out to them.

Although, then, at any rate in the earlier years, Continuation Classes should give a general and not a technical education, we think that they may with advantage from the very beginning have something of a vocational bias. This will not mean very much more than that the children will be as far as possible classified according to their occupations, and that four or five alternative courses will be planned, in which subjects will be differently grouped and differently treated, so as to give them some kind of living relation to the occupations of the children taking them. Certain subjects, such as English and Arithmetic, will probably find a place in all the courses, but these subjects will be somewhat differently handled, with a different selection of books and a different choice of material for exercises, according as the course is one for pupils engaged in handicrafts or for pupils engaged in commerce. For example, in the industrial courses stress will be laid upon measurements; in the commercial courses upon the keeping of accounts. Similarly, these fundamental subjects may be supplemented in industrial courses by Mechanics and Physics, and in commercial courses by Geography or Shorthand. There will be separate courses with a good deal of Drawing in them for pupils engaged in artistic industries. There will be nautical courses in seaboard towns and villages. And everywhere there will be special home-making and other courses for girls, in which domestic and practical subjects will play a considerable part.

Over the greater part of the country, specialisation is not likely to go much further, between 14 and 16, than this. But areas differ, and where there is a single predominant industry in an area, which most of the children will as a matter of course enter, there will be a natural tendency for the character of that industry to colour the instruction from the very beginning. Education, after all, must be based upon environment, and in such areas the industry is the central feature of the environment. This principle will have a special application in rural districts. It will not, as a rule, be possible to arrange more than two courses, one for boys and one for girls, in a rural village. The girls will require instruction in household and other practical subjects just as much as, or more than, in the towns, although upon somewhat different lines. And both for boys and for girls it will be both natural and right that the whole curriculum should relate itself to the rural atmosphere, just as it will relate itself to an artisan or a commercial atmosphere in a manufacturing town or a seaport. It is true, as we have already pointed out, that when they become adults many children brought up in villages will find their way to the towns. This is largely because the conditions of country life are not what they should be; the opportunities for betterment are too few, and for many youths farm work is a blind alley. But we are convinced that these conditions could and should be changed. Developing a rural atmosphere in the Elementary Schools should assist in checking the migration from the country, and this will be all to the good. We advocate no change in our methods of instruction which would unfit those who leave the country for town life or which would in any way curtail their opportunities—far from it, we believe that these changes will make more useful citizens of the rising generation, and give them a wider and a sounder outlook upon life.

Curriculum from 16 to 18.

30. Between 16 and 18 a greater amount of specialisation will probably be introduced. A liberal basis is still essential, and the English teaching should now tend towards a deliberate stimulation of the sense of citizenship. For young persons engaged upon highly skilled work, however, technical subjects bearing upon that work will inevitably come to take a leading place in the curriculum, although even for them the civics and the humanities must by no means be excluded. The activities of farm schools and of travelling agricultural instructors will come in at this stage in rural districts. But it is only a minority, in towns at least, who find highly skilled work, and there is little room for technical instruction in any strict sense for those engaged in low-skilled or unskilled occupations. Here the experience of Evening Schools to some extent deserts us, since it is this great mass of low-skilled and unskilled workers whom Evening Schools have most failed to reach. But here also there is bound to be a good deal of differentiation. In some cases, a desire for knowledge will have established itself which will require development upon humanistic lines, and which will reach upwards to the admirable ideals of self-education which lie at the heart of the Workers' Educational Association movement. In other cases, and we will hope in a diminishing minority of cases, the capacity for study on anything like academic lines will be approaching the saturation point. For these it will be necessary to plan courses in which the general subjects of the earlier period will be diversified by others directed to one or other of those multifarious personal interests which afford the amenities of life. Music, art, local history, home industries, first-aid, natural history, will all afford an opportunity for the skilful teacher, and can be treated suitably both for boys and for girls. We incline to think that in happily planned towns, no less than in villages, gardening will prove an invaluable subject at this stage, and it is obvious that, as the Continuation Classes will be carried on in summer as well as in winter, some of the difficulties which at present attend instruction in gardening will be overcome.

Physical Training.

31. For all children, and throughout the period of compulsory attendance, we are convinced that physical training should be regarded as an indispensable element in the curriculum. The problem of adolescence is at least as much a physical as a mental one. The recent facts of recruiting have thrown a disquieting light upon the physical condition of large sections of the population of this country, and we fully endorse the view expressed before us by Sir George Newman, that active measures should be taken to continue throughout adolescence the system of physical training and supervision which has already been initiated with such happy results in the Elementary Schools. It is perhaps in this respect that the inevitable early termination of the Elementary School life is most unfortunate. Whatever may be thought of the advantages and possibilities of continued schooling in the ordinary sense after the age of 14, there is not the slightest doubt that from a physical point of view the break in a child's life, when he leaves school, comes just at the moment when the disturbance of puberty brings him most in need of skilled and sympathetic direction. And this is also just the moment when he has to face the new strain of employment. The core of a system of physical training for adolescents should consist of formal gymnastic exercises aiming at definite effects on the development of the body. The exercises should be capable of employment for the correction as well as the prevention of physical defects and deformities, and should include some intended to develop bodily control, graceful movements, and a sense of rhythm. Sir George Newman advises us that such a course of training should be based generally on the Swedish system, and could with best advantage be given in daily lessons of about half an hour. If, however, Continuation Classes are organised on the system of two half days a week, he thinks that a lesson of 45 minutes on each of the two days should suffice, and if this time were extended to an hour, it would be possible to include some useful direct instruction in physiology and in the laws of health.

In our opinion not less than one hour a week ought in all cases to be devoted to physical training. But we feel that the inclusion of physical training renders it essential that the time for Continuation Classes should be planned upon the basis of eight hours, or the equivalent, rather than upon the basis of six hours. The experience of Evening Schools has shown that six hours a week is the minimum time in which reasonable

progress can be made in a reasonable number of educational subjects, and we should be extremely unwilling to trench upon these hours in order to provide those requisite for physical training. The introduction of physical training should carry with it the extension to the whole adolescent period of the advantages of a school medical service, and also of clinical treatment, except in so far as that is rendered unnecessary in the case of young persons in employment who have already become eligible for medical benefits under the National Insurance Act. Sir George Newman considers that it will probably be desirable to arrange for the medical inspection of all young persons at the age of 16, and again shortly before the age of 18. He also concurs in the view, which we had arrived at independently on other grounds, that careful consideration should be given by the Board of Education and the Home Office to the desirability of transferring from the Factory Certifying Surgeons to the School Medical Officers the work of certifying as to the physical fitness of children for employment under the Factory Acts. This is work which, by its very nature, should be closely co-ordinated both with the ordinary work of medical inspection and with the work of advising juveniles as to suitable employment.

Provision for Evening Hours.

32. Evening Schools, over and above their educational functions, have in the past done valuable service in keeping children off the streets. It would be a regrettable set-off against the educational advantages, if the transference of Continuation Classes to the day-time were to remove one of the few facilities available in crowded towns for a wise employment of the evening hours. We do not anticipate that the schools will in fact be derelict after dark. Evening Classes will continue on a voluntary basis for students over the age of 18, and the education given in the earlier years will have failed in its objective if the number of these older students is not in a short time largely increased. But school buildings at least, perhaps in the main under voluntary supervision, should continue to be at the service of the juveniles, for whom the evening hours will in future be to a greater extent available as hours for wholesome recreation. In the summer, recreation should as far as possible be in the open air. The evenings will in future be longer, if the operation of the Daylight Saving Act, which we regard as one of the most beneficent by-products of the war, is continued in times of peace. There will be games, and gardening, and cadet training, and scout-craft. It is the winter which will demand resources other than the poor alternatives offered by the inclement streets, the gambling pitch under the railway arch, and the garish entertainments which appear to be all that the low-grade theatres and picture palaces care to provide. The Continuation School, like the Day School, ought to become a centre for the self-directed activities of its pupils, as well as for those imposed upon them, and its buildings should serve as a home for innumerable clubs, debates, study circles, concerts, and other forms of social gathering. In the evening, too, the serious instruction of the day-time may be supplemented by voluntary classes in recreative subjects for those who desire them. Moreover, since the Continuation Classes will require home-work, and since many homes are not adapted to home-work, it will be well that rooms should be open in which home-work may be done under responsible supervision.

Probable Reception of the Committee's Proposals.

33. We look forward with confidence to the response which a scheme of educational reform, based upon a uniform leaving age of 14, with compulsory Continuation Classes up to 18, will evoke from educationists. Their only complaint will be, not that we have gone so far, but that we have not dared to go further. But our task will not be complete unless we express some opinion as to the reception which the proposals may expect to get from the persons whom they will most directly affect. These are, we think, on the one hand the parents, and on the other hand the employers. So far as the children are concerned, they readily accept an established order of things, and it will not be long before the juvenile takes his schooling up to the age of 18 as a matter of course, just as he now takes his schooling up to the age of 13 or 14. We have already hinted at our conviction that it will prove possible, with the help of the Continuation Classes, to create between 14 and 18 such a living interest in the things of the mind, as will flood the voluntary classes for after-study, and make us one of the best instructed of European peoples.

The Attitude of Parents.

34. The attitude of the parents will be determined by a play of forces, the resultant of which we hardly feel able to calculate. On one side, there is the desire to do the best possible for the futures of their children, a desire which is far more widespread than social reformers always realise. On the other, there is much failure or uncertainty of judgment as to what that best possible may be, which leaves an open door to the conviction that early wages are at least an immediate and tangible good. The wages difficulty chiefly attaches itself to the proposal for a uniform leaving age; it cannot be pretended that if a child stays at school until 14 instead of 13, the parent will not lose the child's wages during the additional year. This must inevitably affect the general sentiment in those areas in which, owing to an exceptional demand for child labour or other causes, the habit of leaving school at 13 has entrenched itself. These are mainly for one set of reasons the textile districts, and for another the rural districts. Sentiment is not logic, and we are therefore not much helped by the argument that there is no sound reason why parents in one area should expect their children to begin earning earlier than they could do in another area. So far as the textile districts are concerned, it would be difficult to maintain that adult wages are so low as to oblige families to fall back upon child wages in order to keep themselves above the poverty line. Even if it were so, the best economic opinion points clearly to improved education as a direct means of increasing the productivity, and therefore the wage-earning power of the adult. On this point we may refer to the evidence given by Professor S. J. Chapman, of Manchester, before the Consultative Committee. In relation to Continuation Classes, the wages question becomes comparatively insignificant; and here we think that the provident parent will easily recognise that the balance of advantage in the proposed change is all in favour of his child. At the most, the reduction by eight hours of a working week of anything from 48 to 90 hours could only mean a reduction of wages by anything from a sixth to an eleventh. We do not believe that it is feasible to stereotype, least of all by an Education Act, either the rates of juvenile wages which now prevail or those which prevailed before the war. There is, or was, some element of custom in them; but substantially they are bound to fluctuate, especially in unregulated industries, in accordance with temporary economic conditions. We do not, as a matter of fact, think that employers as a body will desire to make specific reductions in wages on account of the few hours to be devoted to schooling. We do not think that they ought to make such reductions. The incidental limitation of the supply of child labour will probably prevent them from making such reductions. The rapid effect of improved education upon the productivity of juveniles will leave them with little justification for making such reductions. We do not honestly think that the parents need have much fear on this score.

The Attitude of Employers.

35. We turn to the employers. We may at once say that nothing has more impressed us throughout our investigation than the progress which has been made amongst employers in recent years towards sound ideals of working-class education. Two converging forces appear to have been at work. In the first place, we have become conscious of a growing uneasiness, which is rapidly becoming articulate, as to the ethical aspects of the prevalent attitude towards child labour. There have always been protests against this attitude, but during the nineteenth century they were mainly protests from outside; now they make themselves heard within the industries. Employer after employer has come before us to recount his personal experience of "time off," and in so doing has expressed a strong conviction of the responsibility which firms incur by the employment of juveniles on a large scale, and of the greater reliance which must be placed on education if these responsibilities are to be more adequately discharged in future. Side by side with this awakening of conscience has gone a growing appreciation of the direct industrial value of education, both technical and general. This has no doubt been due in part to the example of other countries, which have had to face the problem of building up new industries and have found in education a potent means towards a solution. But we believe it to be to an even greater extent an outgrowth of the tradition of British industry itself, in which, in spite of the dissensions between capital and labour, there has never been a very sharp line of demarcation between the operative and the controlling classes. There is no industrial town but can point to flourishing businesses

wholly created by the brains and enterprise of founders who once laboured with their hands on the pot bank, in the weaving shed, or in the fitting shop. The British workman is famous for his ability to make a little theoretical knowledge go a long way, and the little theoretical knowledge, painfully and belatedly acquired, as the foundation of a glittering career, has proved an ever-present object lesson in what book-learning may do for a man. Quite apart from the cash value of strictly technical knowledge, it has proved an industrial discovery of the first magnitude that the personnel of a factory is part of its equipment, and that time and money are well spent in bringing that equipment to a high state of initial perfection, in keeping it properly lubricated, and in saving it from disastrous stress and strain. The conception, for example, of a statistical inquiry into the conditions and results of industrial fatigue is a significant indication of the altered point of view. The point of view of the farmers as a whole is no doubt at present less advanced than that of urban employers, but we have given reasons in an earlier paragraph for the belief that even amongst farmers there is a growing recognition of the advantage which agriculture may reap from improved education.

Experiments in "Time Off."

36. The ethical and business factors, then, have both contributed to a great extension of educational facilities for employed juveniles during the last decade. It is probably little known, outside the narrow circle of educational administrators, how many employers, in some way or other, encourage attendance at Continuation Classes. A variety of plans have been tried. Some employers make attendance at evening schools a condition of employment. This by itself is perhaps a somewhat crude method. But a real stimulus is provided when promotion or increased wages are made to depend upon regular school attendance and satisfactory progress; and the practical difficulty of fatigue is at least partly removed when students are excused overtime, or are allowed to leave the works on school nights before closing hours, or to arrive late on the following morning. It is, of course, a great step in advance when employers give definite time off for schooling in the morning or afternoon. This is now a growing practice, and many employers have either arranged with Local Education Authorities that the hours of time off should be devoted to courses specially organised to meet the needs of their younger workers, or have themselves established "works schools" on their own premises for the purpose. A great Government Department, as was only right, has been a pioneer in this direction. The Admiralty system of part-time day schools for dockyard apprentices was established as far back as 1843, and an interesting description of it has recently been published in pamphlet form by the Board of Education. Of schools established by private firms of employers, we may cite those of the British Westinghouse Electrical Manufacturing Company at Trafford Park, Manchester, and of Messrs. Cadbury at Bournville, merely as typical examples on which direct evidence has been laid before us. Similarly, as an example of the use made of Technical Schools during time off, we may point to the evidence given on behalf of Messrs. Boots, of Nottingham, with regard to the education of their scientific and clerical staffs. Many other instances of both types of training could easily be given.

Signs are now apparent that the movement which has been initiated by individual firms may in future be taken up by combinations of firms. The new development centres for the present in London, where a deliberate attempt has been made during the last few years to overhaul the Continuation Schools, and to make the most that can be made of them within the limits of the voluntary system. The creation of an interest amongst London employers in industrial training has been an indispensable step. In certain trades the response has been considerable, notably the building, printing, dressmaking, and drapery trades. In all of these, educational schemes involving time off are under consideration. In some cases, the schemes point in the direction of some revival of apprenticeship, and as an indication that the movement is not confined to London, or even to urban areas, we may note the Devonshire scheme for farm apprenticeship, to which our attention was called by Mr. Tremlett, of the National Farmers' Union. The principle of time off has hitherto been mainly applied to apprentices or learners who are expected to become skilled workmen. It has been carried further by certain firms, such as Messrs. Cadbury, Messrs. Rowntree of York, and Messrs. Crosse and Blackwell of London, who give facilities to boys and girls engaged upon unskilled work for some continuance of a general education, in which physical exercises and, for girls, household subjects, play a considerable part.

Adaptation of Industries.

37. We hold, then, that the present trend of thought and feeling amongst employers gives reasonable ground for hope that a more general reform in the direction to which they themselves point will be met with much sympathy and co-operation on their side. On the other hand, no one knows better than the progressive employers how limited is the advance which can be made on the basis of voluntary time off. The movement which we have sketched has been initiated by employers who have realised the importance of the forces of education to the nation, to their own industries, and to the young people in their employment. We believe that the great mass of average employers will be ready to adopt, and even to approve, a reform, on condition that it is imposed upon their business competitors as well as upon themselves. It must, of course, be added that the experiments hitherto carried out on voluntary lines have naturally been in those industries in which the reorganisation involved has been least. The proposal of a uniform requirement will be met with pleadings for the exemption of special industries or processes, in which it will be claimed that the release of juveniles cannot be effected without difficulties of organisation that will result in stopping production during their absence. Exemption will be, and will be felt to be, extremely unfair to the other industries. The view generally taken by our industrial witnesses is that many of the alleged difficulties are imaginary, or can be overcome by an exercise of that organising capacity in which British enterprise has never been lacking, and, as a rule, by some increase in the number of juveniles, or even of adults, employed. Juvenile labour is not as a rule highly specialised. The functions of individual boys and girls are convertible, so that if each had to be absent during two out of the ten or eleven half-days in each week, the case would be met by employing one-fifth or one-sixth more. The matter would thus resolve itself into one of working costs. After all, absences on account of illness or the like are already very numerous, and provision has to be made for them. Nor must it be forgotten that the possibilities of employing improved machinery for certain operations, which are at present carried out by juveniles, have not yet been fully explored. We are told, for example, that there might be a considerably increased use of mechanical doffers in worsted spinning. Similarly, a wider adoption of the Northrop loom in the cotton industry would enable employers to dispense with a number of children who are at present engaged in replacing shuttles in more old-fashioned looms. The cotton industry may, however, present another kind of difficulty, of an economic rather than a mechanical kind, owing to the custom by which the direct employer of "little piecers" is not the manufacturer, but the spinner in charge of a pair of "mules." Here, no doubt, some change in economic conditions of long standing may prove inevitable. We do not know what, if any, advantages, other than those of prescription, can be claimed for the present practice.

Uncertainties of the Future.

38. It is certainly true that the present attitude, even of the best employers, may undergo modification if the war leads to a serious break of continuity in industrial development. The demand for substituted labour during the war has undeniably entailed a considerable suspension of educational facilities; it has not proved possible to spare "time off" when time was worth its weight, not in gold, but in blood. The set-back would be intolerable if there were no prospect of its being recovered, and more than recovered, when peace is re-established. For the moment the future of industry remains a sphinx and answers no questions. So far as the children are concerned, the evils of a period of bad trade might bring some compensation, when it became apparent that the limitation of juvenile employment is capable of being used as an effective means of reducing adult unemployment. It is in the alternative possibility of a period, long or short, of exceptionally brisk trade that the danger of a reactionary tendency amongst employers is involved. There may be an insistent demand for cheap labour, pushed even to the point of a claim that the sacrifice of child life, which has been reluctantly assented to for the purposes of the war, must be continued indefinitely for the purposes of an economic war. Some employers may feel that any period of prosperity is likely to be short-lived, and may be tempted to adopt a policy of rapid production and quick returns, as less speculative than the re-establishment of their businesses upon a broad foundation and with a long outlook. Any such policy, if widely adopted, would prove a serious danger to the hopes of education. We feel bound once more to emphasise the truth that if the juvenile

problem is to be solved it must be by treating it as primarily a moral and not an economic issue. Is the civilisation for which Englishmen have fought to be made a civilisation worth fighting for? We take comfort in the knowledge that those who will decide will be largely those who have fought.

Buildings and Teachers.

39. Once the principle of Continuation Classes is upon the statute book, the rapidity with which it can be brought into general and effective operation will depend upon the administrative capacities of the Central and Local Education Authorities. There will be two great practical obstacles—the supply of buildings and the supply of teachers. We do not propose to say much about either of them. If a step forward is decided upon, each will have to become the subject of a careful expert inquiry or of a series of inquiries, both central and local. In many towns there are Technical Schools and Schools of Art, the buildings of which at present stand empty in the day-time, and will afford a nucleus of the new provision required. Additional accommodation will be necessary, especially for the junior classes. At the beginning, more use will probably be made of Elementary School premises between the hours of 5 and 7 p.m. than will ultimately prove convenient. The expert surveys will explore the possibilities of utilising for small numbers buildings which have been disused for Elementary School purposes, and even buildings which were not originally constructed for school purposes at all. Much may be done by a skilful process of internal adaptation, with quite satisfactory results so far as health and suitability for teaching go, even though the architectural result may not always be imposing. Temporary buildings, left derelict after the war by military units, munition factories, and Government offices, may prove available. Ultimately, no doubt, permanent buildings will be required, but there will be some advantage in waiting until experience has shown what type of permanent building is best fitted for Continuation Class work. On the other hand, it is just conceivable that the emergencies of demobilisation may make it desirable, in the interests of the building trade, to push ahead with building schemes for national purposes, and if such a contingency arises, some of the legal difficulties which at present attend the acquisition of sites for school purposes may find a rapid solution. In country districts, the advantages of adding on to village schools will have to be weighed against the advantages of establishing a common Continuation Centre for a group of villages, and arranging for the conveyance of pupils. Every county will need its central farm institute for the more advanced work.

On the whole, we anticipate that the difficulty of providing teachers will be much greater than the difficulty of providing buildings. There is already, owing to causes which we need not analyse, an admitted shortage of teachers for Elementary Schools. Large drafts, therefore, upon the Elementary School supply, to meet the needs of the Continuation Classes, will not be possible, although no doubt some individual teachers will pass from the one service to the other. The urban industries will, however, be good for a considerable number of teachers of technical subjects, and the disbanding troops may yield some teachers of physical exercises. In country districts the system of travelling instructors of agriculture and other rural subjects will be strengthened and extended. It is the academic supply which will require the most careful forethought, and probably also the stimulus of better conditions than those which rule in many branches of education at present. Obviously, in the long run, the only way to obtain an adequate supply of adequate teachers is to pay adequate salaries. It will also be necessary to provide courses of training both for the academic teachers and for those taken from the industries. The strengthening of the teaching force is an economic problem, and it is by economic inducements alone that a satisfactory and permanent solution can be found.

Urgency of the Reform.

40. Whatever the difficulties may be, they must be treated as incentives to action, and not as excuses for inertia. We do not doubt that the majority of the Local Education Authorities will be prompt to discharge the new duties and responsibilities for which they have themselves asked. The progress made by the rural counties is bound to be gradual; ample time should be given them to complete the necessary provision for the remoter parts of their areas. We are assured, as the result of investigation in certain counties, that, at any rate as regards buildings, the

difficulties are not so great as might have been anticipated. At any rate there is no reason why the country as a whole should wait for its reform until the ultimate hamlet is ready to come into line. We feel strongly that as brief an interval as possible should elapse between the end of the war and the beginning of the new educational order of things; if only because this will enable the Continuation Classes, as we point out below, to do some salvage work amongst those children whose elementary schooling the exigencies of war have so ruthlessly cut short. We hope that the enabling statute will be so framed as to come normally into operation on an early appointed day; and where, in exceptional circumstances, preparations cannot be made in time, power might be given to the Board of Education to make a deferring order or a series of deferring orders, fixing for the area or part of the area of any Authority such later appointed day, within a limited period, as in all the circumstances it might find necessary.

The Cost of the Committee's Proposals.

41. The buildings factor and the staff factor will ultimately govern the question of cost, of which, therefore, we can attempt no more than the roundest estimate. On the assumption that the cost of an Elementary School place remains much at its present figure, the cost of converting all half-timers into full-timers and keeping all children up to the age of 14 may be put at anything from 1,000,000*l.* to 1,250,000*l.* The cost of Continuation Classes will, of course, depend upon the extent to which they can be made universal. It is perhaps a somewhat improbable assumption that all juveniles between 14 and 18 not otherwise educated will come within their operation by 1921. If this were the case, the country would then have about 2,600,000 pupils to deal with, and these would require about 32,000 full-time teachers. The gross maintenance cost, on such a basis, may perhaps be put at anything from 6,000,000*l.* to 8,000,000*l.* a year, in addition to the 1,000,000*l.* or thereabouts now spent upon Evening Classes for juveniles. We are not in a position to offer an estimate of the cost of providing buildings. All this is gross cost, but when the finance of Continuation Classes comes to be seriously taken in hand, the further question of the distribution of burden between the Exchequer and the local rates will inevitably present itself. It can hardly be treated apart from other aspects of the financial relation between the Central and Local Authorities. On this we desire to make two points. The first is, that the smaller the new burden which the change imposes upon the rates, the more readily it will be accepted by the councils and the ratepayers who stand behind the education committees; the second, that local willingness to accept even a reasonable addition to the rates must depend upon an equitable adjustment of other outstanding financial questions. Localities which think themselves hardly treated over one service are not in a mood to undertake another without closely counting the cost. We suggest that grants in aid of present as well as future expenditure should be simplified and very substantially increased.

The Employment of Children Act.

42. The problem of juvenile employment is not confined to those children who have left the Elementary School. Many children under the age of 14, especially in poor districts, undertake wage-earning tasks outside school hours. In some cases these tasks are not merely uneducative, but positively harmful, and in some they are so laborious or prolonged as to interfere to a serious extent with the benefits to be derived from schooling. Powers for the regulation of employment outside school hours exist under the Employment of Children Act, 1903, but they are not widely adopted, and where they are adopted, they are often very laxly administered. In themselves, apart from the special question of street trading, they are probably adequate. They enable a Local Authority to make byelaws relating to children under 14, which may prescribe an age below which employment, either in any occupations or in any special occupation, is illegal, or the hours between which such employment is illegal, or the number of daily and weekly hours beyond which such employment is illegal; and may also prohibit absolutely, or permit subject to conditions, employment in any specified occupation. We suggest that these powers should be treated as powers under the Education Acts, and that all Local Authorities should be required to make byelaws under the Act and to administer these byelaws and the statutory provisions of the Act through their Education Committees. Any such change should carry with it a substitution of the Board of Education for the

Home Office as the Central Authority for the approval of byelaws under the Act. The statutory provisions should be extended and less should be left to byelaws. The special question of street trading was considered by a Departmental Committee of the Home Office, which submitted Majority and Minority Reports in May, 1910. The Majority recommended statutory prohibition of street trading by boys under 17, and by girls under 18. The Minority assented with some reservation as regards girls, but desired to leave to Local Authorities the option of establishing a licensing system for boys over school age. Whichever solution is adopted, we think that the administration should be in the hands of Local Education Authorities. Apart from considerations of practical convenience in working, we feel that the integration of functions which we recommend will have the advantage of definitely establishing the position of the Local Education Authority as in some sense the guardian of the juvenile against those decivilising forces, within and without, against which the whole process of education is a constant warfare.

Problems of Demobilisation.

43. We do not regard our reference as fully discharged by this general survey of juvenile education in relation to employment. Our attention was invited not merely to the standing problem, but in particular to the effects of the war upon that problem. Two questions call for consideration under this head. The first is whether the abnormal conditions of employment which have prevailed during the war call for any supplementary measures, over and above the scheme of reform which we have already outlined, in the interests of those juveniles who have been subject to such conditions. The second is whether, and, if so, how, the educational service can help in the process of demobilisation, especially if a shortage of employment for juveniles should declare itself after the war. We propose, therefore, to conclude with some observations on each of these two themes.

Abnormally Employed Children.

44. We have already pointed out that the abnormality of juvenile employment during the war has been a matter of degree rather than of kind. There has been an abnormal intensification of most of the disquieting features which juvenile employment ordinarily presents. The trouble is perhaps due less to the actual character of the work done than to the incidental conditions under which it has been done. A very large number of boys and girls have been doing work other than that which would have fallen to them in times of peace. It may be doubted whether it has, in itself, been either more educative or less educative in any marked degree. There appears to be no doubt, on the other hand, that in many cases it has been so strenuous as to be physically injurious, and has been accompanied by a great further relaxation of bonds of discipline, which were already loose. The mischief has been done. It has affected individuals in different ways and to different extents, and it is hard to see how any educational remedies of an effective kind can be applied so far as these individuals are concerned. It is manifestly impossible either to subject the whole body of young persons who have been abnormally employed to some special educational discipline, or to pick out those who may be supposed to have suffered most and to apply a differentiated discipline to them. Some distinction may perhaps be made on an age basis; between those under and those over 14. One of the elements of abnormality has been the early withdrawal of children from school, not only for munitions work or for agriculture, but for many miscellaneous employments, of which it would be impossible to trace any record. This process of early withdrawal began early in 1915 and is likely to continue until peace is declared. If it ends with 1917, it will then have measured a span of three years, and the children affected by it will then be of all ages between 12 and 17.

Let us take first those who are still under 14 when the abnormal demand terminates. Some, perhaps most, of them will still be subject to the statutory obligation of Elementary School attendance. The first obvious remedy which suggests itself is to enforce that obligation and send them back to school. How far this will in fact be possible in individual cases must in the main be a matter for the Local Education Authorities. Much will depend upon the character of the individual child, upon the time he has been absent from school, and upon the time which has still to elapse before he reaches the leaving age; much, also, upon the number of such children in any particular locality, and upon the possibility of

arranging special classes for them within the Elementary Schools. Broadly speaking, we do not feel that this is a very hopeful way of dealing with the difficulty, at any rate for children who have been absent from school for more than a very short period. Children who have tasted freedom and have been initiated into the responsibilities of wage-earning will regard themselves as having put off childish things, and will not readily submit once more to the discipline which they believe themselves to have left behind. Perhaps this difficulty will be most strongly felt in rural schools in which, as often happens, no male teacher is available. There is not, of course, any statutory power under which children still of school age can be required to attend at any kind of full-time day school other than an Elementary School; nor do we think that any such power could readily be brought into existence for a temporary purpose. On the other hand, if the foundations of a compulsory Continuation Class system can be laid, as we have recommended, at a very early date after the war, we see no reason why Local Education Authorities who are ready to bring such a system into operation should not be allowed to apply it to children under 14 who have left the day school before the appointed day, whatever may be the reasons which have led to their withdrawal. This method would bring back into the educational fold a good many of the younger children amongst those who have been prematurely withdrawn. It would be necessary to form preparatory classes for them in the Continuation Schools, from which they would pass at the age of 14 into the ordinary classes provided for other children of similar age.

Possibilities of Special Training.

45. We hardly think that it would be possible to deal in the same way with children who are already over 14 on the appointed day. The difficulties of discriminating between these and other children of the same age would be considerable, and the attempt to carry out such a process would certainly be resented by the children themselves, by their parents, and by their employers. The only plan, which would be generally intelligible, or would be accepted as fair, is to treat all children of the same age as upon the same footing. It has been represented to us that some children who have undertaken abnormal employment were of exceptional promise at school, and might normally have had opportunities of obtaining exceptionally good work, and perhaps of continuing their full-time education beyond the age of 14. And it has been suggested that such children should be given an opportunity after the war of receiving short intensive courses of technical training in preparation for some skilled employment. It is, of course, impossible to say how many children there would be in any one locality both desirous of receiving such a training and capable of profiting by it; probably there would be very few indeed unless maintenance allowances, which we are not prepared to recommend, were offered. Room might perhaps be found for a few such children in existing Junior Technical Schools, which might be able to admit them at a somewhat later age than usual. We hesitate to advise the establishment of special full-time courses, at any rate by direct state action, for the express purpose of dealing with such children. It is not much use starting any kind of full-time technical training without a very clear idea of the result which it is intended to produce, and without making careful provision in advance to secure that the pupils, when trained, will be able to obtain suitable employment in industry. A good deal of preparation and forethought are needed, and we fear that it would be very difficult for anyone to say, until the various industries have re-established themselves, in what direction there is likely to be an effective demand for the kind of trained pupil whom such technical courses as are contemplated would turn out. It appears to us that the best plan would be to call the attention of Local Education Authorities to the possibility that such courses might be of service, and to leave it to them to bring the courses into existence if they see an opportunity.

Anticipated Dislocation of Juvenile Employment.

46. It goes without saying that we should view with the greatest apprehension any widespread shortage of employment for juveniles after the war. Serious demoralisation would be the swift and immediate result, which no educational effort would then be able to stem. We have no means of estimating what the probabilities of such a shortage are. The position may be largely eased by a scientific handling of the process of demobilisation, to which we look forward with confidence. Ultimately it becomes a problem of absorption. Sooner or later, the industries which are now on

a war footing must either absorb or discharge their juveniles. In some industries we understand that an optimistic estimate has been formed, both of the desire and of the capacity of employers to absorb juveniles without injustice to adult workers. But it is clear that large discharges must in time take place from arsenals and other establishments whose output cannot possibly be maintained upon a war level. The next stage will be determined by the capacity for absorption of other industries whose activities are at present in abeyance. No doubt there will be a demand from these, but its magnitude can hardly as yet be measured. Even if there is no general shortage of work, there must be a great deal of dislocation while juveniles are moving from one job to another, and it is quite conceivable that the period of dislocation may be a prolonged one. In the meantime, the juveniles will spend part of their time in making fitful applications for posts, and the rest in hanging about the streets; and their numbers will be rapidly increased as new generations of children leave school.

Suggested Temporary Raising of the School Leaving Age.

47. Two remedies have been suggested to us. One is that power should be taken by the Government, in the event of a general or a local emergency arising, to raise the general or local leaving age by an administrative act, not merely to 14, but to 15. This step, if it were practicable, would no doubt be effective in limiting the competition of younger children with those already on the labour market. We very much doubt whether it is practicable, and we are quite sure that it would not be satisfactory from an educational point of view. The schools are not in most cases equipped to deal with children over the age of 14 on a large scale, and the process of re-organising them for a purely temporary purpose would be a difficult one, and would probably have made little progress before the temporary need had passed. Possibly the power ought to be kept in reserve, but it should be a last resource, and we sincerely trust that it will not have to be exercised. Obviously, the heartburnings amongst the parents of the children affected would be very great. Short of such an heroic measure, we think that a strong effort ought to be made, by teachers and all other persons capable of influencing children and their parents, to explain to them the difficulties of obtaining suitable work during the period of demobilisation, and the great advantages, both personal and national, of prolonged attendance at school. The Juvenile Employment Bureaux might render assistance by ceasing to call upon children to consider their occupations while they are still at school, and to some extent by giving a preference to older children in putting forward applicants for jobs. We are conscious, however, that there will be a tendency amongst employers to prefer younger applicants, who will not have been demoralised to the same extent by the experiences of war-time, and will be more ready to accept the lower rates of wage which must rule in peace. The competition for work of children still at school should clearly be reduced, if there is any general shortage, by a free use of the powers under the Employment of Children Act, which we have described in paragraph 42.

Special Classes for Unemployed Juveniles.

48. The second suggestion which has been put before us is only a palliative. There was a temporary shortage in juvenile employment, of no great duration, at the beginning of the war, and the experiment was tried in various quarters of opening special classes which might be attended by persons out of employment during a half of each day. The demand for labour re-established itself before these experiments could be carried very far. They might no doubt be resumed in any further emergency, and, if so, should be organised in close relation to Employment Bureaux. The Bureaux might not unreasonably give a preference, as offers of work became available, to those in attendance at the classes. We do not profess to think that any education of serious value can be given in this way; the advantage would be a disciplinary rather than a strictly educational one. Children on tenter-hooks not to miss the chance of a job are not likely to be in a state of mind for systematic study, and progressive instruction will hardly be possible with a class which is in a state of flux as its component elements obtain their jobs and disappear. The experience of 1914, moreover, made it clear that nothing but the most intermittent attendance can be expected at such classes, unless maintenance allowances are given and their receipt is made dependent upon attendance. We do not think that such maintenance allowances ought to be a charge upon educational funds, but if they are provided out of relief funds, we think that class attendance should certainly be a condition.

Juvenile Employment Bureaux.

49. Whether there is shortage or merely dislocation of juvenile employment, the remedy to which we should ourselves attach more importance than to any other is the effective organisation of Juvenile Employment Bureaux. We have already dealt with this point in an Interim Report, and we have therefore now only to confirm and, if possible, emphasise, what we there said. We recommend that more liberal financial aid should be given to Juvenile Employment Committees. The Bureaux cannot prevent, but they can minimise, the chaos which widespread unemployment will cause, and they will serve as a starting-point from which the abundant goodwill which is always forthcoming in times of national stress can be organised and turned into fruitful channels.

Summary of Recommendations.

50. We therefore recommend—

- (1) That a uniform Elementary School leaving age of 14 be established by statute for all districts, urban and rural, and that all exemptions, total or partial, from compulsory attendance below that age be abolished (§§ 10-17).
- (2) That a child be deemed to attain the leaving age on that one of a reasonable number of fixed dates in the year, marking the ends of school terms, which falls next after the date upon which he reaches 14 (§ 18).
- (3) That steps be taken, by better staffing and other improvements in the upper classes of Elementary Schools, to ensure the maximum benefit from the last years of school life (§ 20).
- (4) That difficulties of poverty be met in other ways than by regarding poverty as a reasonable excuse for non-attendance in interpreting Section 74 of the Education Act, 1870 (§ 17).
- (5) That the Factory Acts be amended in accordance with the amended law of school attendance, and that the law of school attendance be consolidated (§ 10).
- (6) That the Board of Education and the Home Office do consider the desirability of transferring the work of certifying as to the physical fitness of children for employment under the Factory Acts to the School Medical Officers (§ 31).
- (7) That it be an obligation on the Local Education Authority in each area to provide suitable Continuation Classes for young persons between the ages of 14 and 18, and to submit to the Board of Education a plan for the organisation of such a system, together with proposals for putting it into effect (§ 28).
- (8) That it be an obligation upon all young persons between 14 and 18 years of age to attend such Day Continuation Classes as may be prescribed for them by the Local Education Authority, during a number of hours to be fixed by statute, which should be not less than 8 hours a week, for 40 weeks in the year (§§ 14, 21-25), with the exception of—
 - (a) those who are under efficient full-time instruction in some other manner (§ 26).
 - (b) those who have completed a satisfactory course in a Secondary School recognised as efficient by the Board of Education and are not less than 16 (§ 26).
 - (c) those who have passed the Matriculation examination of a British University, or an equivalent examination, and are not less than 16 (§ 26).
 - (d) those who are under part-time instruction of a kind not regarded as unsuitable by the Board of Education and entailing a substantially greater amount of study in the day-time than the amount to be required by statute (§ 26).

- (9) That during the first year from the establishment of this system the obligation to attend classes extend to those young persons only who are under 15, during the second year to those only who are under 16, during the third year to those only who are under 17, and subsequently to all those who are under 18 (§ 14).
- (10) That all classes at which attendance is compulsory be held between the hours of 8 a.m. and 7 p.m. (§ 22).
- (11) That it be an obligation on all employers of young persons under 18 to give them the necessary facilities for attendance at the statutory Continuation Classes prescribed for them by the Local Education Authority (§ 22).
- (12) That where there is already a statutory limitation upon the hours of labour, the permitted hours of labour be reduced by the number of those required for the Continuation Classes (§ 24).
- (13) That in suitable cases the young persons be liable to a penalty for non-attendance; and that the parent or the employer be also liable in so far as any act or omission on his part is the cause of failure in attendance (§ 27).
- (14) That the local administration of the Employment of Children Act, 1903, be transferred to the Local Education Authorities, that it be an obligation on every Local Education Authority to make byelaws under the Act, that the statutory provisions of the Act be extended, and that the Board of Education be the Central Authority for the approval of byelaws under the Act (§ 42).
- (15) That the curriculum of the Continuation Classes include general, practical, and technical instruction, and that provision be made for continuous physical training and for medical inspection, and for clinical treatment where necessary, up to the age of 18 (§§ 29-31).
- (16) That suitable courses of training be established and adequate salaries be provided for teachers of Continuation Classes (§ 39).
- (17) That the system of Continuation Classes come normally into operation on an Appointed Day as early as possible after the end of the war, and that the Board of Education have power to make deferring orders fixing later Appointed Days within a limited period, where necessary, for the whole or part of the area of any Local Education Authority (§ 40).
- (18) That the obligation to attend Continuation Classes be extended to children who are under 14 when the Act comes into operation, although they may already have left the day school (§ 44).
- (19) That the attention of Local Education Authorities be drawn to the possibility in certain cases of providing special full-time courses for children and young persons who have been abnormally employed (§ 45).
- (20) That in areas where maintenance allowances from public funds are available for the relief of unemployed young persons after the war, attendance at any classes that may be established for such young persons be a condition of relief (§ 48).
- (21) That the system of Juvenile Employment Bureaux be strengthened and extended before the termination of the war, and that further financial assistance be given to Local Education Authorities for their maintenance (§ 49).
- (22) That in areas where there is a probability of juvenile unemployment, teachers and other suitable persons explain to children and their parents the difficulties of obtaining work and the advantages of prolonged attendance at school (§ 47).
- (23) That the State grants in aid of present as well as future expenditure on education be simplified and very substantially increased (§ 41).

51. We cannot quit our labours without expressing our deep gratitude to our Secretary, Mr. Joseph Owen, and his assistant, Mr. G. McFarlane, whose industry, resource, and wide knowledge of educational conditions have proved invaluable to us throughout.

We have the honour to be, Sir,

Your obedient Servants,

(Signed) J. HERBERT LEWIS (*Chairman*).
 W. A. APPLETON.
 *R. A. BRAY.
 A. B. BRUCE.
 †E. K. CHAMBERS.
 †F. W. GOLDSTONE.
 †SPURLEY HEY.
 †JAS. P. HINCHLIFFE.
 *§F. LAVINGTON.
 †CLARA MARTINEAU.
 †FRANK PULLINGER.
 §CHARLES E. B. RUSSELL.
 †MARY E. TALBOT.
 HERBERT M. THOMPSON.
 CHRISTOPHER TURNOR.

J. OWEN (*Secretary*).

G. McFARLANE (*Assistant Secretary*).

16th March 1917.

A.—NOTE BY MR. R. A. BRAY AND MR. F. LAVINGTON.

We desire to bring out more clearly certain points dealt with in paragraph 49 of the Report, and recommendation (21) based on that paragraph, as their present wording appears somewhat ambiguous.

In the Interim Report, whose recommendations are confirmed in paragraph 49, the Committee, speaking of Juvenile Employment Bureaux, urge (1) that the fullest use be made of such existing agencies, (2) that, in those areas in which hitherto no such facilities have been provided, steps should be taken at once to induce Local Education Authorities to exercise their powers under the Education (Choice of Employment) Act, or (3) if they are not prepared to take such action, to enter into arrangements with the Board of Trade for the establishment of a Local Juvenile Advisory Committee.

To these recommendations is now added the further recommendation (4), that where these Bureaux are established under the Education (Choice of Employment) Act, further financial assistance be given to Local Education Authorities for their maintenance.

With all these recommendations we are in full agreement.

R. A. BRAY.
 F. LAVINGTON.

B.—NOTE BY MR. E. K. CHAMBERS.

I think that it would not be becoming for me, as an Officer of the Board of Education, to express any opinion upon the proposal in Recommendation (14) that that Board should be the Central Authority for the approval of byelaws under the Employment of Children Act.

E. K. CHAMBERS.

* Subject to Note A on page 29.
 † Subject to Note C on page 30.

† Subject to Note B on page 29.
 § Subject to Note D on page 30.

C.—NOTE BY MR. F. W. GOLDSTONE, MR. SPURLEY HEY,
MR. J. P. HINCHLIFFE, MISS C. MARTINEAU, MR. F. PULLINGER, AND
LADY EDMUND TALBOT.

1. Whilst in agreement with the recommendations of the Committee in respect of other matters, we feel strongly that the question of the giving of advice and assistance to boys and girls between the ages of 14 and 18 years in the matter of employment is vitally important, and we are of opinion that the present permissive powers of Local Education Authorities should be made compulsory.

2. In their Final Report the Committee recommend compulsion upon all Local Education Authorities to provide suitable Continuation Classes for young persons between the ages of 14 and 18. The question of the giving of assistance and advice to adolescents in the matter of employment becomes, therefore, more urgent and necessary.

3. At the present time Local Education Authorities have permissive powers under the Education (Choice of Employment) Act, 1910, to provide such facilities. Whilst a number of Local Education Authorities have availed themselves of their permissive powers under this Act, others have failed to do so, owing partly to the question of cost and partly to the incidence of the war, which has largely stopped the initiation of new work.

4. If compulsion in the matter of education be applied to young persons between 14 and 18 years of age, the duty of providing suitable classes will naturally fall upon the Local Education Authority. Each adolescent will pass part of his time at his employment under the supervision of his employer, and part of his time in attendance at classes under the supervision of the Education Authority. It will be absolutely necessary that there should be close co-operation between the Education Authority on the one hand and the employer on the other. There must necessarily be direct co-operation in such matters as—

- (a) Schemes of education for Part Time Day Classes.
- (b) Attendance at Part Time Day Classes.
- (c) Conditions of work in respect of type of employment, hours, prospects.
- (d) Provision of information, advice, and assistance to both employer and juvenile in respect of vacancies.

5. If the main recommendations of the Committee are accepted the Local Education Authority will be under statutory obligation to provide—

- (a) Full time education up to the age of 14.
- (b) Byelaws dealing with employment of school children out of school hours up to the age of 14.
- (c) Continuation Day Classes for all young persons between 14 and 18 years of age.

6. The Local Education Authority already possesses permissive powers for the giving of advice and assistance to adolescents in the matter of employment, and since we are fully convinced that the body best fitted to carry out this work effectively is the Local Education Authority, it appears an urgent necessity that such permissive powers should be made obligatory at an early date.

7. We therefore recommend that it be made obligatory upon all Local Education Authorities to exercise their powers under the Education (Choice of Employment) Act, 1910.

F. W. GOLDSTONE.
SPURLEY HEY.
JAS. P. HINCHLIFFE.
CLARA MARTINEAU.
FRANK PULLINGER.
MARY E. TALBOT.

D.—NOTE BY MR. F. LAVINGTON AND MR. C. E. B. RUSSELL.

We have signed the Report subject to the expression here of our dissent from the concluding sentence of Recommendation (14), to the effect that the Board of Education be the Central Authority for the approval of byelaws under the Employment of Children Act, 1903.

CHARLES E. B. RUSSELL.
F. LAVINGTON.

SUMMARY TABLE showing for the YEAR 1911 the APPROXIMATE NUMBERS and PERCENTAGES of CHILDREN and YOUNG PERSONS in ENGLAND and WALES, at each YEAR of AGE from 12 to 18, known to be under FULL-TIME or PART-TIME INSTRUCTION.

Pupils Classified according to the Nature of Instruction and the Type of Institution.	Aged 12 and under 13.		Aged 13 and under 14.		Aged 14 and under 15.		Aged 15 and under 16.		Aged 16 and under 17.		Aged 17 and under 18.	
	No.	Per Cent.	No.	Per Cent.	No.	Per Cent.	No.	Per Cent.	No.	Per Cent.	No.	Per Cent.
(a) Under half-time instruction in Public Elementary Schools.	25,231	3·61	8,921	1·29	—	—	—	—	—	—	—	—
(b) Under full-time instruction in Public and other Elementary Schools.	597,612	85·43	421,869	61·08	48,378	7·05	7,243	1·08	747	0·1	200	0·03
(c) Under full-time instruction in State-aided and other Secondary Schools recognised by the Board of Education.	32,709	4·68	36,455	5·28	30,722	4·47	20,628	3·08	11,522	1·71	4,905	0·74
(d) Under full-time instruction in Schools working under the Regulations for Technical Schools and Schools of Art, &c.	419	0·06	1,225	0·18	3,016	0·44	1,958	0·29	1,318	0·20	811	0·12
(e) Under part-time instruction in Schools working under the Regulations for Technical Schools and Schools of Art, &c.	6,009	0·86	51,967	7·52	112,270	16·34	93,717	13·99	82,592	12·27	65,312	9·8
(f) Pupil Teachers and Student Teachers -	—	—	—	—	—	—	4	0·00	1,727	0·26	4,603	0·69
(g) Under instruction in Universities -	—	—	—	—	—	—	2	0·00	167	0·02	431	0·07
(h) Total of above -	661,980	94·64	520,437	75·35	194,269	28·30	123,552	18·44	98,078	14·56	76,345	11·45
(i) Difference between the total above and the number of persons enumerated in the Census of 1911.	37,531	5·36	170,295	24·65	492,869	71·7	546,419	81·56	574,896	85·44	589,890	88·55
(j) Total of persons enumerated in the Census of 1911.	699,511	100·00	690,732	100·00	687,255	100·00	669,971	100·00	672,969	100·00	666,235	100·00

SUGGESTIONS BY THE COMMITTEE FOR THE CURRICULA OF DAY CONTINUATION CLASSES.

Preliminary.

1. The following notes are intended to give some idea of the character of the education which may be provided by the proposed scheme of part-time day classes, and to show incidentally that the difficulties of providing for the needs of a great variety of students are not insurmountable, if certain guiding principles are recognised in arranging the curricula.

2. Whilst one of the prime objects of the scheme is to increase the industrial efficiency of the workman, the education of the future citizen is even more important. Consequently the instruction provided must not be narrowly technical, but must develop the general powers of the mind. It is not, however, desirable to separate sharply technical instruction from general culture. The antithesis between the education of the workman and the education of the citizen has frequently been pressed too far. If the teaching is given on sound educational lines, the process of acquiring technical knowledge becomes a good mental training; whilst the knowledge that enables a man to become an interested and intelligent co-operator in modern industry, instead of a mere tool, is in itself a valuable part of a good education for citizenship. Keeping in mind the dual object of education for citizenship and for industry or livelihood, the curriculum should preserve a balance between the technical and the humanistic elements. If, further, the technical subjects are treated as a medium of education, and not simply as a means to production, there is little danger of the curriculum becoming utilitarian in any narrow sense, although it will, rightly, be thoroughly practical, having regard to the ends in view.

3. General education should form the basis of the system, and during the first two years the curriculum will as a rule be entirely general; but this does not mean that it should be predominantly literary. The period between 14 and 18, or thereabouts, is the period in which young people are intensely interested in the objective world. The interest shown by boys of this age in mechanical contrivances and scientific appliances, in ships and aeroplanes and engines, for example, and in the objects of the natural world, in birds and animals and the "wonders of nature," is typical of their attitude of mind. It is the practical age, the age of exploration, experiment and discovery; and at this period exclusively literary studies are congenial only to a certain exceptional type. Consequently a curriculum which has for its object the training of the future citizen, as well as of the efficient workman, must take account of the natural development of mind at this stage and must give to the practical activities of boys and girls greater scope than is provided in the traditional curricula of the schools.

4. At a later stage (beyond the period of compulsory attendance) it is hoped that the boys and girls who have had their outlook widened and their intelligence disciplined by the teaching in these classes will interest themselves in matters which are of importance to the good citizen, but which are appropriate to maturer powers of mind—politics, economics, history, literature and philosophy. The experience of the Workers' Educational Association has revealed the possibilities of an intellectual life for working men and women in regions previously supposed to be inaccessible. But at the stage with which we are concerned serious study of such subjects is premature and is likely to defeat its own object. It is however possible, even at this stage, to keep alive such intellectual interests as are natural and have been fostered by the training of the good Elementary School. The literary interest is by no means to be repressed, and, as will be seen, provision is made in the curricula suggested for a substantial proportion of time to be devoted to "English."

5. It is suggested that the four years' course should be broadly divided into two equal stages. In the first stage, while the pupils are between 14 and 16, the curriculum will as a rule be general. In the second stage, begun when the pupils have mostly entered into the occupations in which they will remain, the technical and vocational aspects of training can most effectively be pursued. But even in the first stage some regard will be paid to future vocational needs, and in the second stage general education will not be discontinued.

The First Stage of Instruction.

6. Broadly speaking, the junior students can be divided into three main groups—(i) those who have entered or are likely to enter industrial occupations of the kinds for which definite technical instruction will subsequently be of service, (ii) those who have entered or are likely to enter commercial or clerical occupations, and (iii) those whose requirements as to technical instruction are still undetermined. Whilst the general character of the education provided is preserved, an industrial, rural, or nautical bias will be given to the curriculum for the first group, and a commercial bias to the curriculum for the second group. In the first stage, four groups of subjects are of primary importance—(i) the English group, (ii) the Mathematical group, (iii) the Manual and Scientific group, and (iv) the Physical Training group.

7. The English group may be said to form the basis of the curriculum. It is at any rate the common ground, continued throughout the whole four years' course, receiving different developments in the later stages, according to the needs and capacities of particular categories of students. The aim of the teacher of these subjects should be that of any other teacher of the humanities, viz., the widening of his students' horizon, their training in self-expression, and the encouragement in them of a love of reading. Such subjects as History and Geography will naturally be included; and so much has been done in recent years to provide the means for teaching social and industrial history on lines interesting to young people, that it ought not to be difficult to give a sound elementary knowledge, which will serve as a basis for those who subsequently become serious students in such classes as those organised by the Workers' Educational Association. Geography, again, with its intimate connection with Economics on the one side and with the study of the culture of other nations on the other, is capable of being made an avenue to humanistic studies. The adaptation of the curriculum in the English subjects to the needs of the three main groups mentioned in § 5 presents little real difficulty, although it will give scope for considerable initiative and ingenuity on the part of teachers. A teacher whose pupils are already engaged in mining or in engineering, or in agriculture, will use different illustrative material from that chosen by a teacher whose pupils are junior clerks. Most of the ground will be common to all, but in the selection of matter for reading and for composition and in the treatment of History and Geography there is room for considerable variety, in order both to appeal to the interests of students in widely different circumstances as regards occupation and outlook, and to make the instruction of practical utility.

8. In the second group—the Mathematical group—Practical Mathematics and Practical Drawing occupy the chief place for those engaged in industrial pursuits. The students are taught to measure, to make dimensioned hand-sketches and simple drawings to scale, and to make calculations based on the measurements recorded on the drawings. There is hardly any industry in which a training of this kind is not of practical utility. It is a common experience that older students wishing to take up some branch of technological study are frequently hindered, and even deterred, by the want of a very moderate degree of mathematical knowledge which can easily be acquired at this period, whilst the pupils are fresh from the Elementary School. Special groups of students might very well, even at this stage, derive some advantage from a particular bias being given to the instruction in Mathematics and Drawing. Thus in an engineering district the treatment will differ a good deal, both in subject-matter and in illustration, from that appropriate for rural students. But the subject will in all cases be treated as a subject of general education, profitable equally for boys proceeding to skilled trades and for those likely to remain in unskilled trades.

For boys and girls engaged in commerce and for girls following domestic occupations the subject will receive different treatment and will often be combined with Book-keeping or with Household Accounts.

9. In the third group—the Manual and Scientific group—the subjects are of great importance for all categories of students. Manual work has long been recognised as a valuable medium of intellectual training. For the large majority of those who will enter into manual occupations it affords opportunities of acquiring a knowledge of principles which it is difficult to acquire in the actual workshop, where production and not education is the main object. The young student can also acquire a knowledge of trade materials and of certain fundamental trade processes, and can learn to recognise the application of scientific principles to trade work. Similar knowledge is

often found to be not less valuable for those who will not enter manual occupations. For all boys, and even for girls, the practical use of tools is very important, and if the instruction gives them a knowledge of the properties of ordinary household materials and the power to carry out simple repairs a good deal will have been gained. Lessons in Woodwork and Metalwork suitable for industrial and rural workers will no doubt be common, and wherever opportunities exist practical gardening will prove an interesting and instructive subject, not only in rural districts but in the outskirts of towns. For girls the usual subjects will be Cookery, Needlework, Dressmaking, Millinery and Laundry work.

For boys in the constructive trades, such as engineering and building, a practical course in Mechanics and Physics is essential, while in the country districts Rural Science related to soils, crops and farm animals will be an attractive and useful subject whenever suitable facilities and teachers can be found. If the time necessary for other subjects will permit, a course on the "Science of Common Life" might very well be given to all students.

10. A very important subject, some would say the most important, is Physical Training. Experience during the war has shown to a very marked extent how seriously deficient are the bodily health and development of our boys and young men, and what great improvements can be effected under suitable training. The undersized youth with slouching body and awkward gait, who was so often met with at street corners before the war, must disappear; and instead of him we must have a well-developed young man, erect, strong, sound in wind and limb, and capable of doing his work, whether manual or mental, as it ought to be done. Physical training in schools will lead us a long way towards this end, especially if it is accompanied by medical inspection and treatment, and it ought certainly to be provided for all boys and girls during each year of their attendance at Continuation Classes.

The character of the physical training will no doubt vary to some extent with the sex and occupation of the students. Whenever possible it should be associated with instruction in elementary Physiology and the Laws of Health, and in certain districts, such as the poor quarters of large towns, matters which are usually regarded as common knowledge may require to be made the subject of formal instruction.

The Second Stage of Instruction.

11. At about 16 the students would enter upon the second stage of instruction referred to in § 5, for at the end of two years a new classification of the students would be possible and desirable. By this time the majority would have entered into the occupations in which they are likely to remain. By this time also the teachers would have been able to gauge their capacities and the bent of their minds. It is a matter of common agreement that hitherto one of the hindrances to technical education has been the want of good preparatory general education. The curriculum outlined in the foregoing paragraphs will do much to remedy this, and it may reasonably be expected that a much larger number of those in the skilled trades will be able to profit by definite technical instruction than have been able hitherto to avail themselves of the classes in Technical Schools.

12. In the second stage of instruction the students might be divided into four main groups. The first group will be composed of those already engaged in the great industries of agriculture, engineering, building, mining, the textile trades, &c., and in the smaller industries in which technical knowledge plays an important part. These industries absorb a considerable proportion of young people over 16, and though not all of them can profit by technical instruction the proportion of those who can do so is increasing. For the whole of this large group the educational requirements are already known. The curricula of the existing Technical Schools and Colleges, developed during a long period and constantly undergoing revision, merely require to be modified in detail to suit the new circumstances of compulsory attendance at day classes for eight hours a week.

The second group consists of those large numbers of boys and girls who are engaged in commercial and clerical occupations. These occupations include trade (retail, wholesale, import and export), transport, finance (including banking), insurance and the commercial side of constructive and manufacturing industries. Here again the experience of the last ten years has enabled the lines of the most suitable courses of instruction to be clearly indicated.

The third group is composed of girls. In so far as girls are engaged in any of the occupations for which industrial or commercial instruction is required, they will fall into one or other of the categories referred to in the preceding paragraphs. But there remain a very large number engaged in domestic occupations of various kinds, and for these special provision of suitable classes must be made.

The fourth group, also a large one, consists of those boys who are engaged in occupations for which no form of vocational instruction is necessary.

13. To the young people in industrial employment three courses are open. The best students—those who throughout the first stage of instruction have shown capacity and determination—will very likely take up a course of study (called by the Board of Education a “Major Course”), which will lead them later on to positions of great responsibility and usefulness. If the students are occupied in engineering their curriculum will consist of Engineering Science as the central subject, and will also include Practical Mathematics and Engineering Drawing. Such a course will further their general engineering training and, combined with suitable instruction and experience in works, may lead eventually to such positions as those of leading hands, foremen, designers, and heads of departments.

But for students who are not so capable and who do not aspire to the highest posts a “Minor Course” will be preferable. A Minor Engineering Course will assist in developing intelligence and usefulness in the operations of a single trade, such as pattern-making, moulding, fitting, or smithing. The instruction will be based on operations and processes with which the students are familiar, and the curriculum will contain Workshop Practice as the central subject, together with Workshop Calculations and Workshop Drawing.

There yet remains a third course, suitable for those students who, though engaged in industrial work, do not require technical instruction of the types already described. In the textile trades for example, the proportion needing ordinary technical instruction is small. The majority of textile operatives ought, however, to have a certain amount of vocational instruction. This would include the history and structure of their industry. It would deal with the mechanical inventions which have transformed the handloom into the automatic power loom and the old spinning wheel into the complicated series of machines now used in the production of yarn; with the origin and character of the raw material—cotton, wool or silk—and the changes this undergoes in the various machines which gradually turn it into cloth; with the marketing of yarn and cloth and their export to different countries; and finally with the organisation of the industry as a whole, with trades unions and employers’ associations, and with the relation of the industry to the State. Such a course of vocational instruction would be of great value. It would not only tend to produce more intelligent workmen and workwomen, but would add an intellectual interest to their lives.

Nor would it be necessary to allot a great deal of time to this part of their instruction. The Major and Minor Courses which have been mentioned require some six hours a week for technical subjects, whereas the vocational instruction just described could be given in one hour or at most two hours a week. The remainder of the time would be free for Physical Training, for English and for other subjects begun in the first two years of the course.

14. For those engaged in commercial and clerical occupations similar courses would be provided. There would be Major Courses for the cleverer students who show signs that they may rise to important and responsible positions. If a student is employed in the import and export trade, his curriculum would consist of the Theory and Practice of Commerce as the central subject, and would also include Commercial Arithmetic, Accounting and either Economic Geography or a Foreign Language. The central subject is based on Economics, and would provide the student with a knowledge of the structure and organisation of commerce.

There would also be Minor Courses for those who are engaged in such work as that done by shorthand writers and typists. These courses would provide instruction in English, simple Accounting and Shorthand, and would give some opportunities for practice in Typewriting.

In some of the commercial occupations there is required a great deal of account keeping, of record keeping, and of written communication of various kinds. For example in transport work, goods have to be followed with suitable records from place to place, and such matters as methods of conveyance, routes, speed and costs have to be dealt with. A knowledge of what may be called the “business methods” appropriate to particular occupations is required by a large number of subordinate

employees. Some instruction on these lines may therefore very well be provided for those classes of students who require it, though the amount of time required is not likely to be more than about an hour a week.

15. It may be expected that after the war an increasing number of girls and young women will find employment in industries and occupations which have hitherto been staffed entirely or almost entirely by men. There is already a good deal of evidence to show that in commercial, clerical, engineering, and some other occupations the increase in the number of women employees brought about by the war will to some extent be permanent, and there can be little doubt that in the future there will be a considerably larger number of women who will require technical instruction. In part these will be provided for along with men students in the industrial and commercial courses which have already been described.

But the industries which have always employed a preponderance of women workers will require increased attention from the educational point of view. There will have to be a larger number of part-time classes giving technical instruction for girls engaged in such occupations as trade dressmaking, trade millinery, trade laundrywork and upholstery. In the day classes established for these girls there ought to be ample time for technical (including artistic) instruction related to the trades, as well as for instruction in other subjects.

For the numerous girls employed either at home or elsewhere in domestic occupations a suitable course would include Domestic Subjects (say, 3 hours a week), Arithmetic and Household Accounts (1 hour), Physical Training (1½ hours), English subjects (1½ hours), and some other subject such as Vocal Music (1 hour). Wherever possible a wide choice of Domestic Subjects should be allowed. Some girls would prefer to devote most of their time to Needlework, Dressmaking or Millinery, some to Cookery or Laundrywork, and others to House Management or Home Nursing.

16. It is necessary to deal, finally, with the boys who are employed in occupations for which no kind of vocational instruction is required. Unfortunately the work often done by these boys requires little intelligence and practically no skill. From their occupations they get neither training nor prospects. Under happier social conditions the work would either not be done at all, or be performed by machines, or possibly by adults. It is greatly to be hoped that the present upheaval will result in the extinction of all or at any rate of the great majority of the occupations in which these boys are now engaged. But if these occupations are to be continued even temporarily, it will more than ever be desirable that the boys who are employed in them should get such compensation as continued education may be able to afford. The education would necessarily be of a general character, though no doubt a practical as well as a humanising bias should be given to it. Some form of handicraft—Woodwork, Metalwork, or Gardening—will be essential, and to this should be added instruction in Calculations and Drawing, in English subjects, in Vocal Music (or some alternative), and, of course, in Physical Training.

MEMORANDUM BY MR. CHRISTOPHER TURNOR ON SOME EFFECTS OF THE COMMITTEE'S PROPOSALS ON RURAL DISTRICTS.

As one of the few country members on the Committee, I have been asked by the Chairman to write this Memorandum. I shall confine myself to a consideration of the effects upon rural districts of the two main suggestions of the Report, viz., the raising of the school leaving age to 14, and the introduction of compulsory continuation instruction up to the age of 18.

The Raising of the School Leaving Age.

1. In some respects the difficulties in the country will prove far greater than in urban areas. In many cases the present understaffing of country schools will be accentuated; for it is estimated that to raise the school leaving age to 14 throughout England and Wales an additional 5,000 teachers will be required. Undoubtedly the chief difficulty will be found in the case of small schools with a head mistress, and these constitute a very considerable proportion of our rural Elementary Schools. In many of these schools the brighter children are at present more or less marking time during their last year at school; where this is the case now, the education of such

children will not be improved merely by their remaining until 14. It is essential, therefore, that the staffing in country schools should be improved, and the time has come when it should be clearly recognised that the present system of paying low salaries to the single-handed teacher is altogether wrong. As a matter of fact, the small school calls for personal qualifications in the teacher quite as high as those required in larger and better staffed schools. Adequate salaries and a better system of promotion will prove an effective remedy for many of the present educational ills.

2. Another means of effecting improvement will be found in providing Saturday classes and holiday courses for teachers. Some counties already make provision for this, but the practice should be greatly extended. Experience shows that teachers eagerly avail themselves of such opportunities of improving their qualifications and of keeping themselves abreast of educational developments.

3. Too much stress cannot be laid upon the need for the thorough reorganisation of the rural Elementary School. It will probably be found desirable to organise "higher tops" by bringing together in central schools the upper standards from the surrounding small schools. Such central schools could then be closely connected with the proposed Day Continuation Schools. The centralised combined Elementary and Continuation School should become the centre of intellectual activity and leaven the surrounding district. The Board of Education should take this work in hand with the least possible delay. If it was generally felt that the instruction in the Elementary School was really satisfactory, there would be less opposition to extending the period of education by means of Continuation Schools.

4. With regard to the curriculum of rural Elementary Schools, the Board of Education has issued excellent memoranda on practical work; yet development in this direction is slow in most counties. Care and caution are perhaps advisable, but the time has come for energetic action. Manual work for boys and girls must be developed in *all* our schools, and our rural schools must draw their inspiration from the surrounding country life. It is during the years which are spent in the Elementary School that the child most naturally expresses itself "manually"; it is, therefore, of the greatest importance to devote a sufficient time to the manual side, and experience has shown that three afternoons a week can be given up to manual instruction without injuring the literary side. Boys and girls can take many of the manual subjects in common. For instance, gardening, poultry, bee-keeping, rabbit keeping, and even cooking and simple sewing, can most profitably be taught to boys. In later life the youth often has to cook for himself when housed in a bothy or saddle room, and if he settles overseas a knowledge of cooking may be essential.

For girls, nothing is more healthy than light work on the land, if not actually on a farm at all events in the garden. Our country women are strangely without out-of-door occupation, and this is a great loss. The boys will specialise on carpentry and metal work, while the girls take up advanced needlework, laundry work, house work and cookery, and learn the rudiments of hygiene.

5. This development in the Elementary School must come, and come without delay, if the Elementary School is to be in the true sense preparatory to the Continuation School. Children must arrive at the Continuation School with their interest in manual work and in nature thoroughly aroused. And the continuation instruction must be no mere repetition of elementary school work (as was so often the case in the rural evening school), but it must confirm and ever expand that which the child has learnt during his years at school.

6. The difficulty of providing accommodation will not prove serious in the purely rural districts, for the school population has been decreasing of late years. But a difficulty of another kind will undoubtedly arise from the attitude of the farmers, or at any rate of the majority of them. Their real object, sometimes openly avowed, is to get boys on their farms at the earliest possible age. The average farmer does not believe in education, and considers that the longer a boy remains at school the less inclination he will have for work on the land. In the past the farmer has had some justification for this attitude, for our rural schools have been urban in outlook, and little practical work has been provided in them. Unfortunately the farmer has not the imagination to see that when the coming alterations in our system of education have had their full effect the situation will be very different.

At present a boy begins work upon a farm, say at 13. He comes without any active interest in the land or its cultivation; in most cases he does not know how to handle a tool intelligently. He is put to work; little is done to interest him in his work, or to show him how it should be done. There is not one farmer in a hundred who knows how, or is willing to take the trouble, to instruct the boy upon his farm. Education in the school may be unsatisfactory, but so it is upon the farm, even with regard to the practical work on which the farmer prides himself.

7. Let us now consider the new and revised type of Elementary School. It will have a rural atmosphere, for the school work will take its inspiration from the surrounding country life. The boy's interest will be stirred in regard to the land and everything that grows upon it. He will gradually begin to understand that work upon the land, intelligently done, is the least monotonous of work. As a result of the full development of manual instruction in all Elementary Schools he will leave school knowing how to handle all ordinary implements and tools with skill.

There is no reason why there should not be Saturday farm classes for boys who elect to join them. Such classes would be held on some neighbouring farm, during the last two years of school life, and they could be made the means of familiarising the boys with horses and live stock. There are one or two counties in which this is being done to a limited extent.

From the farmer's point of view there is no doubt that the boy so trained, and taking up farm work at 14, will be far more useful than the boy leaving school at 13 who has received no such training. Few farmers will admit this at first, but a period of actual experience will convince them. The intelligent farmer, however, fully realises that education of the right sort is of practical value. It is only the unintelligent and uninstructed farmer who denies it. It is noteworthy that the intelligent opinion of the farming community, as unanimously expressed by the Central Chamber of Agriculture, is in favour of raising the leaving age to 14 and of establishing day continuation classes for young persons up to 16.

Compulsory Continuation Schools.

8. Although in the following paragraphs much attention is given to the effect the proposed extension of education will have upon agriculture, since agriculture is the chief industry in rural districts, the fact must be remembered that a large number of country children eventually migrate, and probably always will migrate, to the towns. Therefore country children must receive the advantage of continued instruction, or otherwise they will suffer great disadvantage when they enter upon urban life.

The establishment of a compulsory system of Day Continuation Schools will be a change far more drastic and difficult to effect than that of raising the Elementary School leaving age to 14. The difficulties in the country will be far greater than in the towns. In rural districts it will not be possible to introduce the compulsory system universally upon a given date. County Education Authorities must be given a period of some years in which to extend the system, until it becomes all-embracing. Attention should be concentrated in the first instance upon the most promising districts; in other districts the development must needs be gradual. But it should rest with the Board of Education, and not with the Local Authority, to say whether the provision of Continuation Schools should be deferred in any particular area.

9. The supply of suitable teachers will present the first and greatest difficulty, but with the demand will come the supply, as it did in 1870. It must be borne in mind that the Continuation School will be of a more advanced type than the Elementary School, and if an adequate scale of salaries is provided it should prove attractive to the keen teacher, and thus be the means of bringing into the country districts teachers of high attainment. It may be well, therefore, to examine the possible sources from which teachers for the rural Continuation School can come:—

- (a) If the system is adopted of taking a good Elementary School with a highly qualified head master and making it the centre for the upper standards from the neighbouring schools, and the centre for continuation instruction as well, the nucleus of the staff would be provided. The head master's salary would be increased and his staff enlarged.
- (b) If teachers for Continuation Schools and for the increasing needs of the Elementary Schools are to be found, it is quite clear that a larger number

of the rising generation must be induced to prepare for the teaching profession, and it follows that greater provision must be made for giving the necessary training. A Return of the Board of Education shows that County Councils are doing more than their share in this work, in fact they are training teachers for the towns. Towns must therefore increase their training college accommodation. Further, every effort must be made to attract country-born children to enter the profession. In Lindsey (part of Lincolnshire) this is being done by a new type of pupil-teacher centre; the pupils attend for two years at a carefully selected school, in which there is a highly qualified head master, who is given an extra assistant so that he may be able to devote some of his time to these special pupils. This method seems to be working well, since 68 out of the 71 pupils have passed their examination. To require the would-be teacher to attend a Secondary School is, in many rural districts, to shut completely the door to the profession.

- (c) Assistant elementary school teachers could take special courses, and so qualify to take special subjects in connection with the Continuation School.
- (d) The "two-year" students in the Training Colleges might be encouraged and enabled to take a third year's training at some college or institution specialising in rural and practical subjects. Trained certificated teachers might take a similar course. The Board of Education allows it, and more teachers would undoubtedly take advantage of this opportunity if the incentive were given to them.
- (e) Untrained certificated teachers are also eligible for this one-year course, and Local Education Authorities might well encourage them to take it, as the Consultative Committee in their Report on Continuation Schools recommended, by providing scholarships or maintenance allowances.
- (f) Although it would be more difficult to arrange in the country than in the town, some provision could be made to give courses of training to part-time teachers in special subjects, *i.e.*, gardening, carpentry, butter-making, &c. Holiday courses might be organised for this purpose with great advantage.
- (g) Once the system of County Agricultural Staffs becomes universal and properly developed, some of their lecturers could attend central Continuation Schools and take classes. This they could do without unduly interfering with their other important function of bringing instruction to the very door of the adult agriculturist.

Too much stress cannot be laid upon the importance of the county agricultural organiser and his staff; properly used he is the chief factor in agricultural progress; and, as has been shown, he can also play an important part in the system of Continuation Schools. It should therefore be made a statutory obligation upon every county to appoint an agricultural organiser. As long as this is left optional many counties will fail to appoint, or where appointment is made the reactionary element will have the opportunity of fighting against every case of re-appointment.

10. In any area with a really large continuation school population there would have to be undoubtedly an entirely separate Continuation School in no way connected with the Elementary School, but, at all events during the first ten years, these cases would be few in rural areas. In very sparsely-peopled districts peripatetic teachers will have to be resorted to.

11. Much of the value of the rural Continuation School will depend upon the character of the curriculum adopted. It seems desirable, therefore, to set forth in some detail the special needs of the rural students. Boys working on the land will be learning farm processes on the farm far better than they can be taught in any school. So far as this class is concerned, therefore, the practical work in the Continuation School should be, if the term can be used, practical-theoretic work with a direct bearing on their every-day work. In general terms, the practical work will be the continuation and amplification of the manual instruction given in the Elementary School.

For girls the practical work might well partake of the character of the instruction given in the "lower grade instruction centres" which have been in existence in Germany for some time, and which have shown excellent results.

12. As an example of what might be taught in most rural Continuation Schools, the following skeleton syllabus, for two sessions weekly each of four hours' duration, is suggested:--

A.—BOYS' COURSE, FIRST YEAR.

- (a) *Arithmetical Subjects*.—General arithmetical principles. Arithmetical examples based on rural life and experience. Mensuration of plane figures contained by straight lines. Areas and volumes. Simple farm accounts and rural business methods. Practical examples based on drawings to scale.
- (b) *English Subjects*.—Simple essays on general subjects, and on rural life and conditions. Letter writing—general and business. Study of suitable standard works in English Literature. Correction of grammatical errors. The use of the dictionary. Geographical distribution of the various types of agriculture.
- (c) *Physical Education*.—Based on the syllabus issued by the Board of Education.
- (d) *Woodwork*.—Practice in rough and rapid sketching of tools, implements, and other objects met with in rural life. Recognition, qualities, and uses of various kinds of timber. Preservation of timber. Drawing to scale, and also full size, of articles which will afterwards be made in wood. Use and care of tools, particularly the chisel, plane, saw, gauge, brace and bit, &c. Making and mending garden fences, gates, hen coops, beehives, dog kennels, steps, garden frames, feeding troughs, &c.
- (e) *Rural Science*.—Science bearing on rural pursuits, taught mainly by means of experiments conducted in class. Soils and Manures, their classification and composition. Essentials of fertility. Plant Life. Seeds—germination, processes of growth, &c.

B.—BOYS' COURSE, SECOND YEAR.

- (a) *Arithmetical Subjects*.—More advanced general arithmetical principles. More advanced examples based on rural life and experience. Mensuration of surfaces and solids, based on right line figures, the circle, cylinder, and cone. Practical application of above to land measuring, stack measuring, thatching, &c. Use of chain and crosshead: simple levelling. More complete system of simple book-keeping, suitable for a farmer or small holder. Continuation of study of rural business methods.
- (b) *English Subjects*.—Composition and letter writing of a more advanced character. Study of suitable standard works in English Literature. Home reading. The use of the dictionary. Simple ideas of social and industrial history, with special application to rural development.
- (c) *Physical Education*.—Based on the syllabus issued by the Board of Education.
- (d) *Metal Work*.—Elementary knowledge of tools and materials. Properties and use of cast iron, wrought iron, and steel. Drawings to full size and to scale, to serve as the working drawings for subsequent practical exercises. The simpler processes of shearing, punching, bending, and filing of sheet metal. Exercises in rivetting, chipping, drilling, filing, screwing, &c. Exercises involving the use of solder.
- (e) *Rural Science*.—Continuation of work of First Year. Manures, feeding stuffs, animal life, insect pests.

C.—GIRLS' COURSE, FIRST YEAR.

- (a) *Arithmetical Subjects*.—General arithmetical principles. Household accounts, including dairy and poultry accounts.
- (b) *English Subjects*.—The same syllabus as that of the First Year Boys.
- (c) *Physical Education*.—Based on the syllabus issued by the Board of Education.
- (d) *Cottage Cookery*.—Cookery suitable for a rural working population. General Household Management.

- (e) *Home Dressmaking and Needlecraft*.—The cutting out and making up of a simple blouse and simple skirt, together with the prices of materials used, and the quantities required for different garments. How to use paper patterns and adapt them to different measurements. Mending of garments.

D.—GIRLS' COURSE, SECOND YEAR.

- (a) *Arithmetical Subjects*.—General arithmetical principles—more advanced than those of the First Year. Household accounts and rural business methods. Simple book-keeping.
- (b) *English Subjects*.—The same syllabus as that of the Second Year Boys.
- (c) *Physical Education*.—Based on the syllabus issued by the Board of Education.
- (d) *Laundry Work and General Housewifery*.—Care and management of infants. Revision of main principles learnt in First Year cookery courses. Simple lessons in Sick Nursing.
- (e) *Home Dressmaking and Needlecraft*.—Continuation of work begun in the First Year: more advanced exercises. Special attention to the repairing of clothing. Simple rehovation of clothing: renovation of the bottom of a skirt, altering the sleeves of a dress where badly worn at the elbows, cutting down of larger worn garments so as to fit young children.

13. In the main, instruction in the rural Continuation School will have to be more general than in the town school. After deducting, say, one hour for physical drill, a fair division of time might be to devote one half to the literary side and one half to practical work. For however important the manual and practical side of continuation instruction may be, too much importance cannot be attached to the literary side, as one great object to strive for is the implanting of a real love of reading, than which nothing will do more to add an interest to life in the country.

14. The provision of adequate accommodation for the rural Continuation School may prove a matter of some difficulty. There are few institutes and spare buildings in the country. Schoolrooms will have to be provided, and temporary wooden constructions must be used, provided that they are well ventilated and lighted. Then as experience is gained in the work of these schools, and their permanent shape and purpose take form, the temporary buildings would gradually be replaced by permanent ones.

15. A more serious difficulty is likely to arise from the opposition of the employer, especially of the small employer, of juvenile labour. The farmer will suffer perhaps more than any other class of employer, and the inconvenience will be greatest in the case of youths between 16 and 18 years of age, for a certain number of these will be acting as under waggoners in responsible charge of teams of horses, and it will be necessary for the farmer to get some other man about the farm to take over the management of the team on two afternoons in the week. In some counties where ploughing ceases at 2 o'clock the afternoon session might be arranged to fit in with the farm hours. Everything possible should be done to meet the convenience of the employers of these youths, and generally the school vacations should coincide with the times of heaviest farm work, but in no case should the schooling be interrupted by a break of more than three months.

Employers, however, will have to adapt themselves to the new conditions. The patriotic employer will realise that the new system is raising the standard of intelligence and skill, and he will find that he can adjust his work to meet the new educational requirements; above all, he will find, if the methods of instruction are soundly devised, that he has an employee who is every day becoming a more and more effective worker, and worth more money to his employer.

16. Finally, there is the parents' point of view to consider. The more intelligent parents should not be hostile to continuation instruction, for it will benefit the child and will not cause the parent financial loss. Continuation instruction will affect the family earnings really less than will the extra year at the Elementary School, but with the imminent rise in wages the parents' opposition to this also should not be serious.

17. Compulsory *evening* Continuation Schools in rural districts were considered by the Consultative Committee to be unworkable, but compulsory *day* Continuation Schools are in an entirely different category. Although admittedly these schools will be more difficult to set up in the country than in the towns, yet in the national interest they must become universal in the shortest practicable time. And the system of continued education must perforce be compulsory, for to leave it optional and voluntary would be to do the greatest injustice to the country child, who in practice would often be denied the educational advantages offered to the rising generation in the towns.

18. In conclusion, it may be well to consider certain points of social and economic importance. The chief object of education is to produce the type of citizen of which the nation stands in greatest need. Education can be made the chief factor in forming the character of a race and guiding its inclination, if it be rightly regarded as a means to an end rather than the end itself. In considering the question of education in its relation to the land there are certain points of fundamental importance which it is necessary to keep in mind. First, that it is not only necessary to raise the standard of intelligence amongst the cultivators of the soil, but also to give the whole people, urban as well as rural, a sounder understanding in regard to the land. They must realise that it is in truth the nation's greatest asset, and that therefore it must not be neglected as in the past, but fostered and developed to the full. Further, the nation must realise that nothing will so assist rapid recuperation after the war as the speedy and systematic development of our land resources at home and overseas. It must realise also that we cannot maintain a virile race unless we have a large and flourishing country population. Finally, it must be realised that the solution of many of the town problems is to be found in the country. If the land is giving employment to its full quota of labourers the pressure on urban labour markets will be relieved; and if a decently high wage is fixed for agricultural labour, it will check the migration of cheap labour to the town and the disastrous competition which ensues. There is reason to believe that the nation is stirring, that it is beginning to understand these facts, and that it will demand a full development of the land and an increased supply of home-grown food.

The pressing question is: How are the desired results to be achieved? It is a question which no one considering the problem of education can put aside, for the land can only be developed if cultivators are forthcoming in sufficient numbers. What is the present situation in regard to cultivators of the soil? The land of the United Kingdom employs a million less men than it did 60 years ago; it employs per thousand acres only about one-half the number employed in Germany and other countries. Taking the Empire as a whole, our white agricultural population, *i.e.*, all men, women, and children living by agriculture, amounts only to some 13½ millions, while Germany, with an area only $\frac{1}{4}$ th that of the British Empire, has an agricultural population of over 20 millions. The mere statement of this fact should make clear the necessity for inducing as large a proportion as possible of the rising generation to follow a career on the land. And to this end we must arouse the interest of the present school generation in the land, and make them understand the importance of developing our land resources to the full. Further, we must make them realise that there is no more patriotic work to be done for one's country than to consecrate one's life to securing a large and flourishing agricultural population—a population which will live in the open air and in the midst of fair fields and pleasant places, and whose high task will be to give the security to the nation which an adequate home-grown food supply alone can give.

DEPARTMENTAL COMMITTEE ON JUVENILE EDUCATION IN
RELATION TO EMPLOYMENT AFTER THE WAR.

FINAL REPORT

OF THE

DEPARTMENTAL COMMITTEE

ON

JUVENILE EDUCATION IN RELATION TO EMPLOYMENT AFTER THE WAR.

VOLUME II.

SUMMARIES OF EVIDENCE AND APPENDICES.

Presented to both Houses of Parliament by Command of His Majesty.



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DEPARTMENTAL COMMITTEE ON JUVENILE EDUCATION IN
RELATION TO EMPLOYMENT AFTER THE WAR.

REPORT.

VOLUME II.

CLASSIFICATION OF WITNESSES.

The Witnesses have been arranged under nine main heads, as follows :—

- A.—Representatives of Employers.
- B.—Representatives of Labour.
- C.—Officers of Government Departments.
- D.—Associations of Local Authorities.
- E.—Members of Local Authorities.
- F.—Administrative Officers of Local Education Authorities.
- G.—Teachers and Teaching Associations.
- H.—Social Workers.
- I.—General.

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A. REPRESENTATIVES OF EMPLOYERS.

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A.—REPRESENTATIVES OF EMPLOYERS.

(NOTE.—The classification of industries in this section is generally the same as that followed in the Report of the Census, 1911.)

COMMERCIAL OCCUPATIONS.

MR. T. S. RATCLIFFE, Director of Boot's Pure Drug Co., Ltd., Nottingham.

See under CHEMICALS, page 19.

CONVEYANCE OF MEN, GOODS, AND MESSAGES.

MR. F. POTTER, General Manager of the Great Western Railway Company.

1.—THE JUVENILE STAFF OF THE GREAT WESTERN RAILWAY.

The juvenile staff of the Great Western Railway form about 10 per cent. of the whole number of employees. There are some 6,600 juveniles on the wages staff (*i.e.*, those who are taken on without educational tests, including about 1,300 apprentices) and about 1,100 on the clerical staff.

(a) *The Wages Staff*

The members of the wages staff are only required to show ability to read and write on joining. They include van boys, who are taken not before 14 and who, if they remain with the Company, usually become carmen; engine cleaners, who are not taken before 16, and may ultimately become drivers; and messengers, lamp boys, &c., who at the age of 18 or so become porters, goods porters, ticket collectors, &c., and ultimately rise to be signalmen, guards, station masters, &c.

(b) *Apprentices.*

Apprentices are employed for the most part at Swindon. They are encouraged to attend evening classes for three evenings a week at Swindon Technical School up to the age of 21. In the case of the apprentices from outside who pay a premium, attendance at evening classes is made a condition of apprenticeship, but this has not been found practicable so far in the case of the sons of mechanics and others. Those who do best in the earlier years of the evening courses are selected to attend day classes for two afternoons a week. This day course extends over three years, and for each year's course there is a competitive examination, successful students passing on from one year to the next.

(c) *Clerks.*

Lad clerks have to undergo an entrance examination in Arithmetic, Dictation and Spelling. The first-named subject is of an elementary character and is regarded as a test of accuracy only. Of late years there has been a deterioration in the results of this examination, 65 per cent. of the candidates having failed on a recent occasion. Witness thought that lack of neatness and accuracy, and failure to give a good grounding in the rudiments of education, are the chief faults of present day schools, having found a falling off in these respects since the time when most of the boys came from private schools.

Junior clerks are examined annually in the subjects of the entrance papers, together with Shorthand and knowledge of railway matters, until they have passed the senior examination. This takes place at age 18 to 19, and qualifies for appointment to the permanent staff, from which the heads of departments and other leading men are recruited. Clerks are encouraged to attend classes conducted by qualified members of the staff in subjects other than those with which they are engaged at the moment, and facilities are given for free attendance at lectures at the London School of Economics, to which the Company subscribes.

2.—THE SCHOOL LEAVING AGE.

Witness said that the majority of boys educated at Public Elementary Schools leave between 13 and 14. In many cases they take up casual employment (newspaper selling, &c.) before entering upon regular work. This period of irregular occupation is most prejudicial on educational and moral grounds. It may not be possible to require attendance beyond 14, but it would be advantageous for boys to remain at school till 15 if they are unable to secure regular employment.

Instead of the present arrangements under which the byelaws as to school leaving vary in adjoining areas, attendance should be required universally up to 14. This would simplify the administration of the law and would establish 14 as the commencing age of boy-labour. Railway Companies do not, as a rule, employ boys under 14, and would be prepared to accept 14 as the minimum age for employment.

3.—THE CURRICULUM OF THE ELEMENTARY SCHOOL.

Witness agreed that on the whole there has been improvement in the education given in Elementary Schools, especially in the larger towns. But often so many children leave between 12 and 14 years of age that the top classes are too small to receive full attention, and the education in these classes is often the weakest part of the school. This is particularly true in rural districts. Witness suggested that special attention should be paid to the development of the powers of observation and the skilful use of the hands, by means of nature study and handicraft and the recording of the things seen and done; and to physical and moral training, by suitable drill and exercises and by organised games and the encouragement of Scouting and similar movements.

4.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

(a) *The Scholarship System.*

It is obvious that there will always be two groups of young people, *viz.*, those who will form the rank and file, and those who are qualified to occupy positions of responsibility. This applies to both boys and girls, but in greater measure to boys. Speaking not only for the Great Western but for other Railway Companies, Witness said that every facility should be given to those showing good ability, good character and good intelligence to obtain the best possible education, in Secondary Schools or elsewhere, for fitting them to employ their talents to the best advantage of themselves and the community. But the ordinary methods of examination in book knowledge are defective, and in many cases the differentiation is attempted at too early an age. The system of scholarships at Secondary Schools is good, but it does not catch all who would profit by more advanced education.

The rank and file should be fitted for carrying out their life duties with intelligence, and for fulfilling their obligations as citizens.

(b) Evening Schools.

It is impracticable to make evening class attendance compulsory. In many cases physical difficulties and home duties prevent regular attendance. Compulsion would be resented, and would in many cases prevent those who attend from deriving full benefit from the instruction.

Attendance at evening classes should however be encouraged by all possible means. Under present conditions it has been found practicable in certain districts to secure the attendance of from 50 per cent. to 70 per cent. of the boys leaving the Day Schools, and with suitable encouragement the majority of the boys could be induced to attend. The methods followed should include close co-operation between Day School Teachers and Evening School Authorities, so as to ensure enrolment at Evening Schools before or at the same time as leaving the day school; the association of physical training and recreation with educational work; and the co-operation of the employer, by receiving reports of attendance and progress, and giving freedom from employment in the evenings.

(c) Technical Education.

While the teaching of a trade is best done in the manufacturing workshop, the teaching of the sciences allied to the industry can best be effected in Technical Schools. Selected boys should be permitted or required to attend Technical Schools as part of their training. The selection might be based partly on evening school work and partly on the report of the employer or his representative. When such training is required by the employer the time should be recorded and paid for by him as if it were spent in the workshop, and the work should receive his sympathetic interest. As a rule it is desirable that the employers should be trusted to a large extent with the management of the Technical School, the supervision by Government Inspectors being limited to such general conditions as will ensure that public money is being properly spent.

(d) The Training of Clerks.

Although young people employed in offices may with advantage have some knowledge of the technics of the

industry, it is desirable that special facilities be given for commercial training.

(e) The Training of Girls.

There can be little doubt that women will be employed in future in manufacturing industries and in offices to a greater extent than before, and in so far as they are so employed their training should be similar to that of boys. It is important, however, that there should be greater facilities for training girls in domestic work and in motherhood; this should be in continuance of their day school education if possible.

5.—PART-TIME DAY CLASSES.

Witness thought that part-time Day Classes for all young people between 14 and 18 would be very desirable if only they were practicable. He felt that they were educationally sound, but saw great and special difficulties in their introduction into the traffic industry. It is true that no great dislocation would ensue at the larger centres if the juniors had to attend day classes in rotation, as the Companies could employ additional staff to take their places; the difficulties would occur at the smaller stations. In the case of van boys, who are away from headquarters for the whole of the day, it might be possible to arrange the instruction by whole days at a time, but this would mean increasing the number of boys by about one-sixth.

If all junior employees between the ages specified had to receive the equivalent of two afternoons a week instruction in the course of each year, it would hardly be possible to allow them off for two months at a time to avoid the inconvenience of the half-day breaks. Adequate substitutes could hardly be found; and the extra cost to the Great Western for lad clerks alone would be about £6,000 per annum. From the boy's point of view withdrawal from work for so long a time would have the disadvantage of retarding his acquirement of the knowledge of his craft. Witness agreed, however, that continued education would benefit these young people in many ways and make them better servants of the Company, and that this would be true not only of clerks and apprentices, but of engine cleaners and similar persons.

AGRICULTURE.

Mr. G. A. BELLWOOD, Member of the Education Committee of the Lindsey County Council and of the Rural Education Conference; and Mr. W. TREMLETT, Chairman of the Education Committee of the National Farmers' Union; on behalf of the National Farmers' Union.

A. MR. BELLWOOD.

1.—ELEMENTARY EDUCATION IN RURAL AREAS.

(a) The Curriculum of the Elementary School.

Witness expressed the view that the education in rural Elementary Schools was too urban in character, and that if it were strengthened on the manual side farmers would better appreciate education in general. Formerly education gave children a bias against agriculture, and changes to remedy this are too recent to have affected public opinion. The Elementary School is not however the place for teaching agriculture; this is best done on the farm, with the co-operation of the Education Authority, as in the Devonshire scheme of educational employment. It is desirable to extend the teaching of domestic subjects, with a view to making better housewives and to lessen the tendency of women to desert the country for the town. The foundation of this must be laid in the Elementary School.

(b) The School Leaving Age.

Witness expressed the personal view that the raising of the school leaving age beyond 13 is not desirable for the present. It would be cruel to keep the children of people with large families from earning longer than at present. The education of the young for longer periods is most important, but it should not be governed by cast iron rules, since children's abilities and prospects vary quite as much as their

health, and should be subjected to the same investigation. Each child should be reported upon in its school work as it now is by the school doctor, and Care Committees should advise parents as to the child's future education as well as its health.

Personally witness thought that if a boy is to live on a farm it is well for him to go to it at 13, and that this would still be true even if more practical teaching were given in the Elementary Schools. He advocated a leaving age of 13 partly because of the marking time which goes on at the top of many rural schools, and a suitable system of Central Higher Schools would do much to meet his objection to raising the age to 14. Incidentally he pointed out that the closing of small rural schools, though it has the advantage of abolishing imperfect classification, tends to send parents into towns for the sake of educating their children.

(c) Children Abnormally Employed in Agriculture.

Witness expressed the view that children who have been away from school for a long period will not fit in with school life again.

2.—HALF-TIME EMPLOYMENT.

Half-time employment is unsatisfactory to both farmers and teachers.

3.—CONTINUATION EDUCATION.

Continuation Schools for girls should be held in the day-time; for boys day classes are not so necessary. Witness did not think that any voluntary system could be effective, and would be prepared to recommend compulsion. The attitude of farmers in general to such a proposal would depend greatly on the type of instruction provided; personally he thought that the classes should be mainly vocational. Farmers at present are more favourably disposed to education than before, and realise the importance of raising the standard of labour by securing for the rising generation better opportunities for developing their

intelligence. If the standard of education is materially raised in the towns it should be correspondingly raised in rural districts, in the way best suited to the conditions of the countryside. Boys of marked ability should not be handicapped by lack of education or indifferent teaching.

4.—INTERMEDIATE AND HIGHER EDUCATION.

Witness advocated the development of farm labour classes and short courses of instruction given by County Council staffs, and a great increase in the number of farmers' sons going to Agricultural Colleges.

B. MR. TREMLETT.

Witness put in a Memorandum of Agreement drawn up by the Devon County Education Committee, contemplating the establishment of a system of employment under the supervision of the Education Authority, the farmer being bound to instruct the employee, or to cause him to be instructed, in the trade of farming. The scheme, which contemplated two years as the minimum period of training, was approved by the National Farmers' Union, but unfortunately the

war had prevented anyone being placed under it. Witness thought that Devonshire farmers would adopt the scheme, as it gives them quasi-parental authority over the boys, and tends to prevent them from leaving, as they often do, for reasons unconnected with their work. The scheme has the distinctive feature of combining employment, wages and education, and should result in the training of a number of intelligent workers on the land.

SIR HERBERT MATTHEWS, Secretary of the Central Chamber of Agriculture.

1.—THE BEARING OF IMPROVED EDUCATION ON AGRICULTURE.

Witness hoped that it was becoming generally accepted that England must never again allow herself to be so dependent on sea-borne food stuffs as she had been in the past forty years, and that the land of the United Kingdom must produce more of the necessities of life. One factor necessary to bring about this increased home production is the revision and development of our system of education. If the land is to produce more there must be more men engaged in cultivating the soil, and these men should be of a higher order of intelligence than the average agricultural labourer of the past. In Denmark, with a poorer soil than ours, much of the success is due to the high schools and to other efficient means of education in rural areas; in our own country on the other hand partial failure is due in some degree to the low standard of education among the labouring classes. Witness believed that the majority of farmers were agreed that agriculture would benefit if their labourers were more intelligent. Whether this is so or not it is unquestionable that with the growing use of all kinds of machinery higher intelligence is necessary.

2.—THE REFORM OF RURAL ELEMENTARY SCHOOLS.

The first step towards the desired end is to alter the character of the instruction given in our rural Elementary Schools, which has been too urban in the past, and has encouraged boys to leave the rural districts. At present the majority of boys entering agriculture leave before the age of 20, and in certain counties, where wages are exceptionally low, as many as 75 per cent. do this. If wages were higher more would desire to stop on the land; with prices at their present level farmers could afford to compete with non-agricultural employers in the labour market, but this had been true only since the war began.

The majority of children leave school without any knowledge of how to use their hands intelligently, whereas every boy and girl should have sufficient manual training to teach them to use their hands. If this were accomplished the attitude of the farmer towards education would undoubtedly undergo a change. Until the farmer realises that practical benefit accrues from the years spent at the Elementary School he will continue to oppose education generally, and a later leaving age particularly.

If boys were kept at school till 14 the opportunities of introducing practical methods into the teaching would be much greater than at present. If instruction were given in Gardening and other forms of manual work, boys would be of more use to the farmer at 14 than they now are at 13. Manual instruction should be made compulsory in all rural day schools and followed up in Continuation Classes.

Witness thought that a leaving age of 14 would be opposed at first by farmers, although this is the

leaving age in the agricultural districts of Scotland and most continental countries. English farmers do not value education in boys, partly because the system has been so carried out in the past as to produce anxiety to get to the towns. It must be admitted, however, that probably 90 per cent. of our farmers would not sufficiently appreciate education even if it were on better lines. There would be no real hardship to the farmers if they were unable to employ boys under 14, and even if there were some hardship the advantage to the children would be sufficient to justify it, provided that local authorities continued to time the school holidays so as to suit local agricultural needs.

Witness would like to see the teaching of domestic subjects to girls much more widespread, and agreed that it would be a good thing if their interest in country life could be aroused while they were still at school. He thought that the training of girls to go on the land should be encouraged even in Elementary Schools, at any rate if they were likely to become small holders or the wives of small holders. He doubted whether the openings for them as wage earners were sufficiently attractive.

3.—DAY CONTINUATION CLASSES.

Assuming that a good foundation had been laid in the Elementary School, the next step should be Continuation Classes in special day schools, or centres of some form or other. The instruction should be given as a rule on one day in the week, not on two or three; and for two or three months in the summer the classes would have to stop. On the other hand they could be concentrated in winter. The classes should be continued up to the age of 16.

Witness thought that probably the majority of our farmers realised the wastefulness of educating children up to the age of 13 or 14 and then leaving them to forget much of it; but the majority did not believe in education even up to 12 or 13. The institution of compulsory Continuation Classes and other educational reforms would have to take place over the head of the average farmer; we cannot afford to wait until he is sufficiently enlightened to realise the necessity of education.

So far Witness had only been considering labourers' children, but better facilities should be afforded to farmers' children as well. Many of the small farmers send their children to the same classes as those attended by labourers' children, but most of the larger farmers send their children to County Secondary Schools, where the curriculum is seldom suited to the farmer's son. If the instruction were made more practical more farmers would sooner or later send their sons and allow them to stay on to 16, or possibly 17, instead of withdrawing them at 15, as is now usually the case. We need a much more highly educated race of farmers, as well as labourers, if agriculture is to be turned from a mere bucolic pursuit into the highly organised scientific industry of food-production that is necessary for the preservation of the United Kingdom.

4.—INTERMEDIATE AGRICULTURAL EDUCATION.

Witness was in favour of developing farm labour classes, and short courses of instruction given by County Council staffs, from which he had seen good results. The necessary development might be brought about through the agency of farm schools and farm institutes.

5.—HIGHER AGRICULTURAL EDUCATION.

In some cases the majority of the pupils in our Agricultural Colleges do not come to learn farming, but aim at better paid work in the Colonies, or at land agents' posts at home. If it were not for the presence of this class of pupil it is to be feared that

the number of farmers' sons sent to the Colleges to learn farming would not be numerous enough to keep them open. Witness would like to see facilities for the passage of suitable children with scholarships from Elementary Schools to Agricultural Colleges; this would stimulate the children to study and be an advantage to farming.

6.—THE ABNORMAL EMPLOYMENT OF CHILDREN IN AGRICULTURE.

Witness thought that children taken from school prematurely during the war should be brought back to school if possible, though he approved their release for war purposes. What they have lost should be made up to them, even if farmers as a body disagreed.

MR. W. HAWK, Chairman of the Cornwall Executive Committee for Agriculture and of the County Small Holdings Committee.

1.—THE SCHOOL LEAVING AGE.

The leaving age in Cornwall is 14, with the possibility of total exemption on passing Standard VI, or partial exemption on passing Standard V. Most children stop at school till 14. Witness expressed a preference for 15, but feared that public opinion would not support him. It is the farmers who desire children to be released before 14; but their attitude would certainly be modified if there were a general increase of practical instruction in rural Elementary Schools.

2.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

(a) Rural Elementary Schools.

Rural Elementary Schools should prepare the ground for agricultural work, but not give specialised instruction in agriculture. There ought to be an increased number of schools whose "tops" have an agricultural bias. Cornwall has already made a start with Central Schools on these lines. There is also room for a new type of school to take children at 14 and give them a training with a suitable agricultural bias.

Better staffing in rural schools, i.e., better paid teachers and more teachers, would help to keep the parents of young children away from the towns, especially as there is an undoubted career on the land in Cornwall for able men of small means. The comparatively high wages paid in towns are of course some inducement to migration.

The system of basing a head teacher's salary on the size of his school is radically wrong. Cornwall has adopted the principle of paying £10 in addition to the scale salary to the heads of successful small rural schools. This is a good plan, for it is important that the country child should have as good an education as the town child. For the same reason the leaving age in the country should not be lower than it is in town.

In view of the difficulties of inculcating co-operation among adults, instruction in its principles might well be given in Elementary Schools.

(b) Rural Vocational Education.

Rural pursuits should be popularised by the teaching of such subjects as elementary Agriculture, School Gardening and Poultry-keeping. At least one expert adviser is needed for each County to visit the schools and assist Head Teachers who desire to become more proficient in the management of school gardens, poultry and bees. He should conduct Teachers' Classes, &c. where necessary. He should have a University Degree, as his educational status should be such as to command the respect of Head Teachers.

(c) Agricultural Education in Secondary Schools.

A peripatetic staff of agricultural instructors is absolutely essential in counties where Agriculture is

the principal industry. They would require laboratories for Agricultural Chemistry and suitable specimens for teaching such subjects as Botany and Veterinary Science. In counties where there is a network of Secondary Schools fairly accessible to all, co-ordination is needed between the peripatetic agricultural staffs and the staffs of Secondary Schools. Contiguous to the schools, which should be the centres for agricultural instruction, there should be small demonstration plots to assist students to identify grasses and other plants, help them to understand the effect of cultivation and the physical principle of capillarity, and enable them to see the effect of different fertilisers. The instruction given at these centres should lead up to more advanced instruction in scientific agriculture at the Farm Institute for the Province.

3.—COMPULSORY CONTINUATION SCHOOLS.

There should be day or evening schools for young persons between the ages of 14 and 17. Day Schools would be preferable, but Evening Schools would often be practicable where Day Schools would not. In some areas it would be possible to make use of elementary school teachers and buildings, but that would not always be so.

Evening Continuation Schools are doing good work, but they are organised on wrong lines. They should be run, so far as possible, on what may be termed "club lines." The instruction should be made attractive, and they should be real continuation schools and not schools for the repair of defective education. Boys should be taught military and Swedish drill, and there should be a rifle range with compulsory competitions. This should not lead to militarism but to discipline. For the boys there should also be lessons in Literature, History, Geography and Civics, given as far as possible by persons not connected with school life. Subjects suitable to the particular locality should also be taken, and employers should be consulted as far as possible with respect to the curriculum. For the girls there should be Swedish Drill, Music, Literature, Needlework and Housewifery. There should be good reading rooms, and games should be frequently organised.

Witness suggested that a Bill should be presented to Parliament to the effect that no young person between the ages of 14 and 17 should be employed for more than 48 hours in a week, of which 12 must be spent in a recognised Continuation School, but not more than three hours in any one day. It should be the duty of every Local Education Authority to provide Continuation Schools, and all young persons between 14 and 17, whether employed or not, should carry on their education in some recognised educational institution, such as a Continuation School or other establishment recognised as efficient by the Local Education Authority. Witness thought that his County Council were not yet ripe for this, but that their attitude might change if more assistance for education were given by the National Exchequer. Their opposition is to the rates, and not to education as such.

MINING.

MR. W. A. DURNFORD, Joint Manager of Earl Fitzwilliam's Collieries, Elsecar, near Barnsley.

1.—THE SCHOOL LEAVING AGE.

Witness was deeply impressed with the need for continuing education beyond the present stage in mining districts, with the object of civilising the pit boys, who as a class run practically wild, and are entirely undisciplined and too ready to defy their parents, their union and their employers. Very few of them read or go to Evening Schools, although some attend Mining Classes at a later age to prepare for the Home Office certificate.

A school leaving age of 14, without exemption of any kind, would be a step in the right direction, and would be accepted by the community as a whole, though some parents, including mothers who need the help of their girls at home, would object. If the age were raised it would be necessary to make better provision for the older scholars. In populous areas higher standard schools for children over 13 would meet this point.

2.—COMPULSORY DAY CONTINUATION CLASSES.

To establish compulsory Day Continuation Classes for juveniles over 14 would be much more difficult. The cost would antagonise the community, and the difficulty of obtaining teachers would be great. Dislocation of the mining industry would be caused by the reduction of the already inadequate supply of boy labour, as the work done by boys in and about mines is of prime importance, and could not economically be performed by men. Again, in the South Yorkshire coalfield work frequently goes on throughout the week, except Sundays, two and sometimes three shifts of workers being employed in each period of 24 hours. As the nature of the work renders it

necessary for the boys to work simultaneously with the men, it would not be possible to let them out for two or four hours in the course of a shift.

If it is essential that education should be continued in working hours, it would be the less of two evils for the boys to be absent for a whole day each week rather than to leave work early on four days each week, even though the latter plan is educationally preferable. The payment of wages for time lost would not be a very serious obstacle; the cost would ultimately fall on the industry and raise the price of coal.

In view of the fact that in normal times many pits only run five days a week, and that the boys do not work on an average even 44 hours a week, that the boys' work is not of an arduous nature, and that they have already too much spare time on their hands, it would certainly not be unreasonable for them to give eight hours a week (outside the present hours of work) to education. In the hands of competent teachers this would be largely recreative. The school hours in a mining district could easily be made to fit this arrangement, provision being made for morning classes in the case of boys employed at the pits during the afternoon or evening.

Witness favoured compulsion on these lines up to 16, but felt that public opinion would probably not approve going beyond this age. The curriculum would have to be on different lines from that of existing evening schools. Most of the boys would resent attendance at first, and the teachers should therefore be highly experienced men, capable of preserving strict discipline and giving instruction with a view to character-forming and general civilisation. Technical education is of minor importance for pit boys of this age. Witness strongly advocated physical instruction and military drill

MR. T. VIVIAN-REES, late Managing Director of the Welsh Navigation Steam Coal Co., Ltd., and Director and General Manager of D. Davis and Sons, Ltd., South Wales Colliery Proprietors.

1.—THE ELEMENTARY SCHOOL AND ITS DEFECTS.

Witness said that the importance of securing higher efficiency in our present system of education has been recognised for many years. Unless immediate action be taken in this direction we shall be seriously handicapped in the maintenance of our commercial, industrial and political status.

The Elementary School in general fails to stimulate the child's power to think and understand, or to awaken his general intelligence. A similar failure is often associated with the secondary school product. Many business men and others share this opinion. Too much value is attached to the acquisition of knowledge in bulk, and the curriculum is overloaded. Most of the book knowledge acquired is absolutely devoid of interest to the child, and there is no apparent connection between his task and the practical work and interests of life. The result is that within a few years the youth forgets most of the knowledge acquired at school.

The cramming system in Elementary Schools is diametrically opposed to the cultivation of the domestic, social and civic virtues, its tendency being to make the pupil self-centred and self-obsessed; it has no relation to his position in the home or in the State. It has no educational value, and the facts so gulped are not assimilated.

2.—SUGGESTIONS FOR IMPROVING ELEMENTARY SCHOOLS.

The upper standards in these schools might be subdivided into industrial, commercial and general sub-standards respectively, the numbers in the sections being proportionate to the employment figures of the district in which the children are likely to earn their living. About two-thirds of the school time in these sub-standards should be devoted to general subjects, and one-third to special subjects connected with industry or commerce. This system has been adopted with satisfactory results in America and elsewhere, and Witness favoured its adoption strongly. It is obvious that its application must be determined by local conditions, and that specialisation should not be carried to excess. In the American classes of this type

the girls are trained in active manual work, housework, sewing, cooking, &c., while a portion of the time of the boys is utilised for trade training. It is found that a considerable proportion of the children who enter these business classes remain in school beyond the compulsory age.

3.—THE ABOLITION OF HALF-TIME EMPLOYMENT.

Witness said that half-time employment is practically non-existent in London, Birmingham, Cardiff and other important industrial centres; and he saw no economic reason why it should not be abolished, even in the textile districts. Probably much of the child labour now employed could be dispensed with by the introduction of modern machinery or by better organisation, and undoubtedly if child labour were not available adults would be more fully employed. It might indeed prove a hardship in a vast number of homes if the assistance of the children as wage-earners before 14 were withdrawn, but we cannot afford to sacrifice the child, and it should not be beyond the power of the State to meet the necessities of such cases.

In many areas children are allowed to be employed 4 or 5 hours per day in addition to full-time attendance at school, and the byelaws relating to the employment of children of school age therefore need drastic revision. Care should be taken, however, not to interfere too precipitately with the employment of children as an auxiliary to adult earning, provided that the hours are reasonable and the work is suitable

4.—THE RAISING OF THE SCHOOL LEAVING AGE.

Witness would raise the leaving age to 14 uniformly. On economic grounds he did not think it expedient at present to go beyond this limit, though he would like to do so. He thought that permissive powers given to Local Authorities to go beyond 14 would not be exercised.

5.—COMPULSORY DAY CONTINUATION SCHOOLS.

Whatever steps are taken in the direction of establishing Day Continuation Classes, the authority of the

law will have to be invoked, as unless continuation education be made compulsory it will not reach those who need it most. Day Continuation Classes, combining theoretical and practical work, should be made compulsory between the ages of 14 and 17, and employers should be required to grant six hours a week for attendance, this time to be treated as part of the working day, without deduction from wages. Even in the case of boys working in mines, with a weekly limit of 48 hours, the classes should be held in the employer's time, as teachers agree that otherwise the boys are unfit for study on account of the exhausting physical and mental conditions of their work.

All young persons should also be compelled to attend recreative evening classes in Hygiene and Physical Exercises for one or two short evenings each week. Such classes might properly be assigned to the evenings, though young people would be too tired physically to undertake serious study except during the day. The aid of voluntary organisations, such as the Boy Scouts, should be enlisted as far as possible in arranging these classes.

It would be absolutely essential to set up in each locality consultative committees of Education Authorities, and of employers and labour leaders in the various industries, in order to settle the conditions of day-time attendance. In South Wales, where the industries are few in number, the problem would be comparatively simple. The classes should be held at different hours to suit local conditions.

Witness had consulted many employers on the possibility of organising industry to comply with the conditions of part-time day classes. Some of these say that the young persons could not be spared, but others, who realise the value of education, are prepared to submit to compulsion. The attitude of many of those who object to the proposal is due to prejudice, and to lack of appreciation of the value of educational influences during the period of adolescence.

There are special difficulties as regards boys employed below ground in mines, as it is quite impossible for them to leave work at midday to attend school in the afternoon, on account of the danger involved in passing along haulage roads. It might be possible to arrange for attendance for one whole day per week, as is now done by students of the South Wales School

of Mines, Pontypridd. The Employers' Federation as a whole might perhaps support some such scheme if it were submitted to them judiciously and authoritatively. On the coalfields the lack of accommodation and of teachers would be the chief obstacle to establishing Day Continuation Classes; the difficulties of allowing the boys off, even under a three-shift system, could be overcome.

Teachers in general need to be more adequately paid if satisfactory results are to be obtained. It would be necessary to bring the teaching into close touch with trade and commerce, and with the life of the community in general. Witness agreed tentatively to the employment of the practical artisan or business man as a teacher, provided that care was taken to avoid undue specialisation. In places where trade schools exist, immediate steps might be taken to train some of the senior scholars to occupy positions as teachers.

The subjects of instruction in Continuation Schools should depend on the occupation, but humanistic instruction and the duties and responsibilities of citizenship should be emphasised. Many adult colliers undoubtedly show great interest in literary and historical studies, as recently shown by experience of their attendance at lectures in History and so forth.

Witness strongly advocated establishing part-time Day Classes at the end of the war, and thought that the South Wales coal owners would not oppose this. It is true that there is now a shortage of boys for mining, but the sooner the question of adolescent education is faced the better. An opportunity like the present will never recur, for employers are plastic and ready to accept changes. Every effort should be made to interest them in the work of the schools, and to get them to look on assistance to the schools, and if possible periodical inspection of them, as part of their professional duty. They should also be urged to afford facilities to teachers to become acquainted with actual methods of work in offices and elsewhere.

Generally speaking, Witness favoured the system of continuation classes which has proved so satisfactory in Munich and has almost eliminated blind alley employment. The school workshops there are in or attached to school buildings, which for many reasons is an advantageous arrangement.

ENGINEERING AND METAL TRADES.

MR. ARTHUR BALFOUR, Managing Director of Arthur Balfour & Co., Ltd., Sheffield, Makers of Crucible Steel, Tools, &c.

1.—THE SCHOOL LEAVING AGE.

On industrial and commercial grounds Witness advocated a leaving age of 14, without exemption for poverty or any other reason. Sheffield employers would probably advocate 15, but parents would object to this. The leaving age in Sheffield has lately been reduced to 13 owing to shortage of labour and the urgent need for maintaining the output of steel, but Witness felt sure that it would be raised again to 14 as soon as possible.

Witness had no complaint to make on the subject of marking time in the last years of the elementary school course. Hence if compulsory Continuation Schools were to be instituted no great change would be required in the curriculum for children between 12 and 14.

2.—THE ABOLITION OF HALF-TIME EMPLOYMENT.

Witness was emphatically in favour of half-time employment before the age of 14 being abolished, as it is unsatisfactory in every way, and has already been discontinued to a great extent in this country. In Lancashire it is still a great evil, but in Sheffield it has been almost entirely eliminated.

3.—COMPULSORY PART-TIME DAY CLASSES.

Children who take up employment after leaving Elementary Schools at the age of 14 should attend trade schools in working hours for at least two half-days a week. Attendance should be compulsory, and the employer should be under obligation to allow young

people to leave work to attend, and should pay their wages during the time that they are so attending. In Witness's own works there would be no difficulty in organising such a system. Additional boys, or women if necessary, could be employed to take the place of the relays of boys attending trade schools. There would be no insuperable difficulty in Sheffield in providing accommodation for the classes, and the employers themselves would offer every facility. The amount of attendance required per week might be different for different types of employee (e.g., apprentices, work-boys and office boys) subject to the minimum of two half-days. On the whole however it might be better to demand the same number of hours for all, so as to avoid difficulties in the classification of young people.

The period of compulsory attendance should extend up to the age of 18 at least. It would be well if the best students were to go on to 19 or 20 in Senior Technical and Commercial Schools or Colleges.

4.—COMPULSORY EVENING CLASSES.

Witness was sure that it is a very great physical strain for boys or girls under 20 to work the whole day, and then go to Evening Schools and give their minds seriously to acquiring further knowledge. Hence he opposed compulsory Evening Classes. His own firm pay the fees of employees in regular attendance at Evening Schools, and raise their salary by stages according to the examinations which they pass, but they have experienced great difficulty from inability to attend regularly. This, no doubt, is largely due to the strain of modern industry.

SIR HUGH BELL, BART., Iron Master and Colliery Proprietor.

1.—THE SCHOOL LEAVING AGE.

Witness said that under present conditions he would not object to a leaving age of 14, without any form of exemption. Speaking generally, he favoured raising the age to 16, but saw great economic difficulties in such a step. If however the first few years of such a change could be bridged, any inconvenience caused would be much more than compensated by the vastly improved earning power of the nation. The child, better equipped by sounder and more thorough education, and better trained by the additional years of school discipline, would be a better wage-earner from the beginning of his economic career. What is perhaps even more important, he would be a better citizen.

If the end of the war were followed by a period of economic stress it would not be a suitable time for raising the leaving age beyond 14; at such times it is advisable that as much employment as possible be available for as many as possible. When trade is brisk, on the other hand, the earnings of the child are less important to the family, and the age might well be raised.

2.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

It is important that the child should be kept under discipline and his education continued after the age of 14, and, above all, over the time which often elapses between his leaving school and going to work. If the boy of 14 cannot get occupation with suitable prospects, he should be compelled to remain at school.

Too early specialisation of teaching is a mistake. While the curriculum in each Elementary School should be framed with reference to the neighbourhood in which the school is situated, the trend of the education should be general rather than particular. No great attempt should be made to introduce vocational teaching at a very early stage. Towards the end of the course some special science teaching should be given, of a kind likely to be of use to the pupil in after life. For instance, if Chemistry were taught, the examples and experiments should be drawn from agricultural chemistry in a rural district, and from metallurgical chemistry in a district where iron was the chief industry.

Attempts to teach a trade should not be made in the Elementary Schools. The tendency to devote time to teaching manual dexterity is to be deprecated; it is better to direct attention to the training of the brain rather than the hand, though it is no doubt difficult to separate the two. It must also be borne in mind

MR. R. H. BEST, Chairman of Best and Lloyd, Ltd., Cambray Works, Handsworth, Birmingham.

Witness submitted as the basis of his evidence a booklet—"The Problem of the Continuation School," by R. H. Best and C. K. Ogden, B.A., 1s., (King & Son, Westminster).

1.—THE CONTINUATION SCHOOLS OF MUNICH AND OTHER GERMAN TOWNS.

(a) Trade Schools.

The population of Munich is nearly 600,000. The percentage of boys who, on leaving school at 14 years of age, do not go straight to definitely taught trades is 8 per cent. This is reckoning all boys, including the backward ones who fail in the leaving year to qualify for the workshop classes. The percentage reckoning only those boys who have passed through the workshop classes is 2½ per cent. Having chosen their trade, boys must attend a Continuation School in the daytime up to the age of 18 (or 17 should their apprenticeship only last three years). According to their trades, they attend the special Trade School instituted for members of that trade alone.

There are schools for every trade which can provide more than 20 pupils between the age limits mentioned above, smaller numbers being grouped with a kindred trade. 56 trades are represented in the Continuation School system, technical instruction being provided not only for brassworkers, mechanics, shoemakers, printers, gardeners and so forth, but for coachmen, bakers, butchers, waiters and chimney sweeps. The schools are entirely free. Each is managed by a Committee representing the trade, the municipality and the School. In Munich about half the cost is borne by the municipality, but in other parts of Germany the State usually contributes one-third.

that the great function of the teacher is to keep the attention of the pupil alert; for this purpose manual teaching may be of infinite service. It should be used as a means to an end and not as an end in itself.

3.—PART-TIME DAY CLASSES.

Witness outlined the four years course in Engineering which is given at Middlesbrough High School to boys of 16 and upwards. The classes are held during the time of the employer, who pays the students as if they were at work. They started in 1902 with 35 students; the number of students has never exceeded 38 and has been as low as 14. In 1915-16 the number was 16.

Witness hoped that the system of part-time day classes might be largely extended. Employers should encourage young persons entering their service to attend such classes, and facilities should be given with this object. Without compulsion it would be impossible to get the system widespread; he did not object strongly to compulsion, though not viewing it with particular favour, thinking it better to send only the willing boy and to have attendance regarded as a privilege.

If it were decided to make day classes compulsory between the ages of 14 and 18, they should be held in the employer's time in trades where the weekly working hours exceed 48. Engineering employers ought certainly to allow time to their employees, and no difficulty should be found in arranging classes without disturbing the industry. In coal mining, on the other hand, it would be very difficult to organise part-time day classes for all, but it would be quite possible, and not too great a strain, to make young boys employed in this industry attend classes for about six hours a week in addition to their 48 hours of work.

Assuming compulsory part-time Day Classes up to 18, general education should be continued in them, though the need for this would be less if elementary education were more perfect. In the earlier years of the course the teaching should have a vocational bias, but instruction in specific trade processes should not be given. The inclusion of physical exercises would be desirable.

Witness regarded Works Schools with disfavour, thinking it well to draw a sharp line between the school and the workshop. He would not approve compulsory Evening Classes in so far as they would compel young people more or less exhausted by a day's work to attend.

The boys attend for an average of about eight hours weekly, either during one whole day, or usually twice for half a day. With seasonal trades the time is varied to suit their convenience. All the instruction is given between 7 a.m. and 7 p.m. The employers are obliged in every case to allow the time, and though this at first met with some opposition, everyone has long become converted by the excellent results, and the employers themselves are amongst the most enthusiastic supporters of the schools.

In every case special school workshops are intimately associated with the class-rooms for theoretical instruction, as the whole of the continued education of the boys is centred on the practical work there carried out in closest connection with their actual trade. Trade Arithmetic, Business Composition, Citizenship, and Hygiene are invariably taught, though the treatment is adapted to each particular trade. All subjects are treated so that they grow naturally out of the trade taught in the class, and in such a way that the student hardly notices when the teaching about trade leaves off and when education comes in.

(b) General Schools.

The few boys who adopt those occupations most properly regarded as unskilled must attend special Continuation Classes for four hours a week. These classes are also attended by boys who have not yet chosen a definite trade, but are in search of one.

Thus in Düsseldorf 11 classes are held for messengers, office attendants, labourers, casual workers, and those not in any trade. The instruction includes German, and Arithmetic in association with the keeping of accounts. One of the aims of these general Trade Schools is to guard against the temptation to start at any sort of odd job, the comparatively high pay for which may tempt the boys to sacrifice their future. Classes on the lines of those in Düsseldorf exist in most towns, and in many cases efforts are made to render the occupations for those in attendance as skilled as possible. Thus in Berlin messenger boys, in particular, are encouraged to take a real interest in their work, by special lessons bearing on all their activities in connection with post, registration, and the hundred and one things which may be done either carelessly and stupidly, or intelligently and in a conscientious spirit.

2.—THE APPLICATION OF THE MUNICH SYSTEM TO ENGLAND.

(a) *The Need for Trade and General Training.*

Witness thought that the Munich system could be made to apply to England, with the probable exception of rural areas, with which, however, he was not familiar. It is true that conditions in Munich itself do not resemble those in English industrial towns, but there are German towns, *e.g.*, Düsseldorf, in which the conditions of factory life are very similar to those in England, which have adopted the Munich system of schools centring round the student's trade.

After the war this country will be in urgent need of schools and training, both for skilled (brainy) trades and unskilled (bodily labour) trades. For the latter general schools will be required, and for the former trade schools. All lads, whatever their occupation, should attend a school, but no boy should be allowed to attend a Trade School unless he works at the respective trade, as Trade Unionists naturally object to lads learning their trade at a school and then being thrown in competition on the labour market.

If the end of the war is followed by a period of unemployment, the boys and girls concerned should attend general schools for three or four days a week until they find employment, rather than run loose in the street.

In all the schools training in Citizenship should be regarded as of the first importance, because the results to the nation would be of the greatest value. This kind of training appeals to Trade Unionists more than shop practice and mental training.

MR. A. P. M. FLEMING, of the British Westinghouse Electric and Manufacturing Co.,
Trafford Park, Manchester.

1.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Witness said that apart from the problem of providing for the future of those youths and girls who have been employed abnormally during the war, improved facilities for the education of all juvenile industrial workers along lines that would improve their efficiency are essential, in order to equip them for the severe economic and competitive conditions that are likely to occur after the war. It is even more necessary that such educational facilities be directed to assist them to a more complete appreciation of the responsibilities of citizenship.

Vocational and general education cannot be considered separately. While general education should be directed fundamentally to the development of those qualities and powers required ultimately for good citizenship, the problem of how to make a living occupies such a large place in life that vocational preparation becomes an integral part of general education. Vocational education may therefore be considered as representing that part of general education which has a direct bearing on some future vocation. It does not include the teaching of any particular trade, neither should any practical work it involves be directed to the attainment of manual dexterity in the use of special tools. Its function is to develop the mental and physical qualities necessary for the successful pursuit of a vocation.

(b) *The Mode of Controlling the Schools.*

The central and local control of the Trade Schools should be in the hands of men familiar with business and experienced in manufactures, assisted by experts. The schools will be a failure if controlled by Authorities who are mainly versed in general education. Many such Authorities, being unfamiliar with trade and commerce, look down upon trade as "commercialism," and this attitude throws them out of touch with the very people whose co-operation is essential. Business men as a rule regard the question of education with apathy, though since the outbreak of war there are marked signs of improvement in this respect.

The Central Authority should define principles, and municipalities should have freedom to carry out details within limits, according to the requirements of their districts. Individual schools should be managed by employers and employees, subject to adequate representation of the municipality, because if the control is not in trade hands the interest of the persons of most importance to their success is not obtained. In view of the desirability of giving a large amount of freedom to the Committee in the management of their schools, it would obviously be wise to require them to contribute a considerable share of the money which they are administering.

(c) *The Need for a Gradual Beginning.*

A start should be made with schools for lads who are of the leaving age and up to 16 years old, gradually extending to 17, then to 18, and later to girls. Schools should be commenced for trades where the employers and foremen are willing to co-operate. The demand for boys and the natural flow of boys to those trades where they know they will be educated will cause employers, in their own interests, to be in favour of schools for their trades, because otherwise they will suffer from a lack of boy labour.

This gradual growth will lead up to the time when compulsion of all occupations can become practicable. It will obviate the dislocation of industry which would be caused if all boys up to 17 or 18 were required to attend from the outset. It will give time for the training of trade teachers who, after all, are of the first importance, and it will allow time for schools to be built and for an orderly organisation to be established. It seems improbable that such an organisation can be suddenly brought into being on a large scale, and it is better to start on a lesser scale which would make efficiency practicable.

2.—COMPULSORY ATTENDANCE AT PART-TIME DAY CLASSES.

Continuation education should be compulsory up to the age of say 18, provided the right kind of continuation education is available. Evening Classes are open to the criticism that a boy is too fatigued to study unless his day's work has been of a comparatively light manual character. For this and other reasons part-time Day Classes are most desirable. To ensure their success, however, and to secure the right kind of education, the active co-operation of the employer must be obtained. Part-time day courses should preferably be carried on in schools connected with individual works; where only a few youths are employed, a number of neighbouring firms in the same industry could co-operate in the maintenance of a Works School.

Continuation education should bear directly upon and be supplementary to the everyday work of the youth. In this respect much of the present continuation education is of value only to the limited few who possess the ability and perseverance to rise to superior positions. It is of almost negligible value to the vast majority who will be manual workers all their lives. It is to the interests of this latter body that continuation education should primarily be directed. At the same time means should be provided for the advanced education of the minority who show ability to profit thereby.

Modern apprenticeship not only demands craft knowledge, such as the old-time master personally imparted to his apprentice, but a wider experience and knowledge necessitated by the rapid changes in industry and the increasing range of tools and materials used and of products manufactured. Generally speaking, apprentices now require to pay less attention to manual dexterity in a limited series of operations, and more to acquiring a knowledge of the varied materials, &c., used. A fully skilled workman requires to know the principles underlying various trade processes, the names, descriptions, construction and uses of tools and appliances, the origin, properties and uses of materials employed, and the methods of using drawings and diagrams. He should appreciate the importance of avoiding waste of time, material and effort through elementary ideas regarding the cost of materials and processes.

Owing to the impossibility of imparting this specific trade knowledge in a technical school, it is necessary to undertake this work where specialised teachers can be found—on the premises of business and manufacturing corporations themselves. Such a Works School possesses far more advantages than those incidental to the intimate contact between the school work and the shop work. A close connection is established between apprentices and the works staff, which can be utilised in replacing that personal touch between employer and employee which is not otherwise possible under modern industrial conditions. The selection of capable workers for posts of higher responsibility is rendered a comparatively easy matter, while the proximity of school to works makes it possible to distribute the time spent in school throughout the week—a valuable educational advantage.

Apart from instruction applying to the recognised industrial trades, much can be done in a Works School to assist the repetition worker, and in fact any juvenile employee, male or female, although a considerable amount of the instruction thus provided would have to be more general than that ordinarily given in the case of the worker in the skilled trades. Thus far in only limited cases in engineering has instruction on these lines been provided for girl workers. There appears to be no fundamental reason however why this should not be done, if economic and industrial conditions after the war justify the employment of specialised female labour on broader lines than was the case in pre-war times.

Witness hoped that if compulsory Continuation Classes were established, their basis would be sufficiently broad to include Works Schools. He would not object to inspection of his own Works School as part of the scheme.

If the day class were held in schools dissociated from the works, he would give 8 hours instruction weekly. If it were given in Works Schools 6 hours would suffice. It would not do for the training to stop at 16, for in the two years from 14 to 16 it is not possible to teach enough from the point of view of industry. Training up to 18 would produce a great improvement in the quality of the boys, and at the latter age it might be worth while to send specially deserving youths to full-time courses at Universities.

3.—THE WESTINGHOUSE WORKS SCHOOL.

Witness outlined the history of his Works School, in which the courses extend as a rule from about 14 to 17½, but in some cases to the end of apprenticeship. The instruction is divided into three broad stages. In the first stage the apprentices learn in class the rights, privileges and duties of an apprentice. They are taught a continuation of their Arithmetic, Mechanics and Physics in application to shop problems, the reading (not the making) of drawings and the elements of costing. After about two years in this stage they are divided into mechanical and electrical sets, and receive instruction relating to machines, materials, processes and electrical phenomena. In the third and final stage trade instruction is given, with the object of imparting to them the accumulated experience of their predecessors.

In the final stage the instruction includes information bearing on the specialised work of the shops in which the boys may for many years be engaged. Only to a very limited extent would this be detrimental if they went to another firm. Witness maintained that this final stage was a necessary and

important part of the business of learning a trade completely, and was characteristic of his own works school.

The whole of the teaching staff is drawn from the works staff. It is frequently changed in order to obtain the most able men. At present senior apprentices are being trained for the work of lecturing. The whole of the teaching is in trade subjects or has a trade bias; for other matters Witness relies on the personal intercourse between the boy and his foreman. While there is no direct teaching of English, yet the teaching of civics is included in the curriculum, and Witness claimed that the training given is beneficial to the boy from every point of view and would make him a better citizen. This is further assisted by co-operation for the purpose of sports, social gatherings, &c. The boys get a much wider training than before, on account of the transfer from shop to shop, and the pick of them get the same facilities as men with University training.

Witness estimated that the cost in a firm where 10 boys can be trained for each trade would be £10 per boy per annum, neglecting the cost of keeping machinery idle. In his own firm the cost is rather less than £5 per boy per annum.

4.—THE SCHOOL LEAVING AGE.

Witness thought it desirable that the school leaving age should be uniform all over the country, and that there were many reasons why it should be raised to 15, although the straitened financial circumstances of some parents might operate against this. At 15 the youth is more physically fit to take up industrial work than he is at 14; his bent for a particular vocation is likely to be more marked, and he is less likely slavishly to imitate the often unsatisfactory characteristics of older workers.

The age should be raised, however, only if suitable means are provided for vocational education in Elementary Schools, since in many cases at present boys are able to reach the ex-seventh standard at the age of about 12, and they then mark time for two years in going over ground already covered. An even better plan would be the development of Junior Technical Schools as instruments of general education, but here expense would be an obstacle. Junior Technical Schools should avoid trying to teach a trade or dexterity in the use of particular tools (Witness spoke of engineering schools only), but they could do much in developing latent characteristics. The use of drawings, the most important physical laws underlying the industry, and an appreciation of the need for applying science to industry should enter into the programme. Such Junior Technical Schools as Witness had visited seemed to him to lack clearness of aim, and to tend to work for the needs of the small minority of boys who will become foremen &c. This tendency may be corrected as the use of Junior Technical Schools becomes more extended.

5.—THE ABOLITION OF HALF-TIME EMPLOYMENT.

Witness thought that half-time employment should be abolished. It is the period immediately preceding the school leaving age in which the education of the child should be most effective in preparing for the future occupation, and no inroad should be made on the time thus spent. Further, nothing should be allowed to restrict the play period or time devoted to physical development at this age. Half-time employment is detrimental in this respect, for notwithstanding the nominal restrictions in length of working periods, the hours are often abnormally long and the working conditions bad. Further, in the majority of cases half-time employment is of a blind alley character.

6.—THE IMPORTANCE OF PHYSICAL TRAINING.

Witness said that throughout the periods of primary and continuation education too much attention cannot be given to physical development. Modern industrial conditions impose greater demands upon the nervous energy of the worker. The more highly educated he becomes, the more likely is he to adapt himself to these conditions and to possess a capacity for recuperation. In this connection, the distractions offered by modern amusements, within limits, may not be detrimental.

7.—THE PRINCIPLES OF VOCATIONAL SELECTION.

Witness urged that as manufacturing is the basis of national prosperity every means should be taken to select and direct to the industrial vocations the most intelligent workers, and not, as at present, to allow those who are often the most inefficient to drift into industry. Means should be taken to determine as early as possible the natural bent of the child as regards its future occupation. Before vocational education commences, it may be sufficient to discriminate broadly between children who have an aptitude for commercial life and those who seem best fitted for industrial work. In the absence of suitable psychological or other means of discrimination, careful observation on the part of teachers may serve the purpose, and to this end teachers in primary schools should be brought much more closely into contact than at present with everyday working conditions, and be able to impart to their students a clear conception of the character of the various local occupations.

8.—THE RELATION OF EDUCATION TO INDUSTRY.

Witness thought that continuation education should be directed mainly by employers and representatives of labour, who, if their interest in the matter is sufficiently aroused, are in the best possible position to determine the lines on which industrial education should proceed. It is impossible for any educational scheme to attain a full measure of success without the close co-operation of employers and workers with the educational authorities.

This problem of the education of industrial workers on the broadest lines might well constitute a common bond between organised Labour and Capital, and its successful solution is a matter of far reaching importance to the community generally. At present the majority of employers, while fully appreciating the efficiency of tools and the importance of the quality

of materials, pay little attention to what is infinitely more important, namely, the efficiency of their workers. In this connection the education of the employers themselves is of importance, and the same may be said of trade unions.

In considering the relation of general to vocational education, Witness suggested that the best foundation for citizenship is that provided for a skilled worker in some occupation. The most valuable portions cannot be done until towards the school leaving age, and industrial workers form a favourable nucleus for instruction in the rights and duties of citizenship, owing to the sense of mastery and satisfaction arising from work well performed. Self-respect, self-reliance, self-control, carefulness, accuracy in work and word, consistency, discipline—virtues which have made the skilled craftsman the aristocrat of his class—also distinguish the good citizen. Experience has shown that many apprentices refuse to consider any form of instruction not bearing directly on their trades, and the lower their intellectual level, the stronger is this feeling. If, however, the individual workman is dealt with, his work, his difficulties, &c., and then the association of workers in a firm considered, it is not difficult to proceed to the association of firms in an industry and the interdependence between industries and the State. This leads naturally to legal enactment and administration, local government, the empire and its trade, &c. Hence trade instruction for adolescents forms a convenient starting-point for courses in Civics. The trade is taught, ennobled, and through it the status of the whole of the community practising it is raised. This arrangement is sound because it frankly accepts the material basis on which many apprentices work, but leads to higher and wider considerations. It recognises the necessity of making a living before it is possible effectively to live. The best, most contented, and healthiest worker is ever the best citizen, in whatever walk of life he may be found.

ALDERMAN SAMUEL OSBORN, J.P., Steel Manufacturer, Sheffield.

1.—TECHNICAL SCHOOLS IN SHEFFIELD.

Witness described in outline the organisation of Evening Schools in Sheffield, the value of which was often fully realised by boys, especially after they had spent a year or two at work. The next development under existing legislative conditions might perhaps be in the direction of Preparatory Trade Schools for boys of 14 to 16 or 17 (or even 18) held in the early part of the evening, the boys being let off work by their employers. In the earlier years the instruction in these schools should include a great deal of drawing.

At the Technical School of Art several trade classes are conducted, the number of students in 1912 being 207. In the School of Art the number of day students attending for instruction in crafts was at its maximum in 1913, when there were 17. These included a number of silversmiths, who attended in the afternoons by arrangement with their employers. The Sheffield system of exhibitions for passing promising students from the Elementary Schools to the School of Art was turning out some very good craftsmen.

2.—CO-OPERATION OF EMPLOYERS WITH EVENING SCHOOLS.

Witness's own firm employ some 200 boys, who are taken on at 14, or occasionally at 13. In 1907 he started a scheme for encouraging them to attend Evening Continuation Classes, on lines already followed by Messrs. Vickers. The firm were now contemplating making wages dependent to some extent on satisfactory school work. From the point of view of numbers the results had never been very satisfactory; in spite of the fact that there was no age limit in connection with the privileges only 27 individuals entered classes in 1915, and only 11 claimed the rewards offered for attendance and examinations. Hence the firm's experience of a voluntary system of Evening Schools, in spite of the excellent facilities offered, was not very satisfactory.

3.—PART-TIME DAY CLASSES.

In the event of part-time Day Classes during the employer's time being made compulsory, manufac-

turers would have to adapt themselves to the regulations formulated by the Government. They are already anticipating some change. The hours of labour for young persons should be limited, and the hours of starting and stopping work prescribed.

In the steel trade it would be very difficult to let boys off in relays to attend classes, but it might be done in some cases; in fact Witness had not yet seriously considered the possibility of carrying out the change. To employ adult males instead of boys would mean extra cost, and he doubted whether there was a margin of unskilled adults available to take the place of boys released for Day Classes. Nevertheless manufacturers would no doubt soon adapt themselves to the enforcement of part-time Day Classes.

It would be an excellent idea to select the best students in the part-time Day Classes at the age of 18 or thereabouts and to give them facilities for full time instruction in institutions of University rank.

4.—THE SCHOOL LEAVING AGE.

It would be a good thing to raise the school leaving age to a uniform 14, although some difficulty might be experienced at the moment on account of shortage of labour. An obstacle to any such change will be the desire of many parents to derive early profit from their children's labour. Local Authorities should be given power to raise the age to 15, but 15, though desirable, is hardly practicable at present. If the age is to be raised, it will be necessary to change the curriculum and organisation in the higher classes of the Elementary Schools, so as to avoid the marking time which is often found there.

5.—SUGGESTION FOR EDUCATION AFTER THE WAR.

Witness thought that if the demand for juvenile labour continued for some time after the termination of the war public pressure might demand a curtailment of school time. He suggested, with a view to meeting this difficulty and at the same time preventing children from entering "blind alley" occupations, that satisfactory agreements of service between employers of children and their parents should be

produced before sanction to leave school is granted; such agreements might include indentures of apprenticeship. It was probable that under such conditions employers would not pay the present high rate of wages, and that parents would therefore not be quite as ready to let their children leave school; this would not be a disadvantage. On the other hand those parents who are least concerned about their children's future would be likely to take what could be obtained at the moment rather than wait, and it is just in such cases where there is the greatest risk

of children taking up undesirable or "blind alley" employment.

Witness considered that all juvenile street trading should be abolished.

It was desirable that a certain amount of physical recreation should form part of the education of boys who are not engaged in active manual work. For this purpose existing voluntary agencies should be utilised and encouraged, and required to conform to a certain standard. The recognition of such voluntary work would be advantageous, and would give an opportunity for moral and religious instruction.

Mr. P. J. PYBUS, Managing Director of the Phoenix Dynamo Manufacturing Co., Ltd., Bradford.

1.—SCOPE OF EVIDENCE.

Witness said that his evidence dealt with the vocational training of the sons of the working artisan or labouring class, this class being incapable of maintaining its boys without financial assistance during the period of training and after the age of 14. He did not profess to deal with general education. Moreover, as his training and experience lay particularly in engineering and the kindred trades, the bulk of his evidence referred to this class of work. His suggestions would require modification for the textile trades, on account of the absence of any general system of apprenticeship in these.

2.—TECHNICAL COLLEGE ORGANISATION.

The work of local Technical Colleges is handicapped by the attempt to teach too many subjects, and the spending of public money in innumerable small equipments results in no one College being properly equipped. In a great industrial district such as that embracing Leeds, Bradford, Huddersfield, Keighley and Halifax, there should be only one college for each branch of technology. All the small laboratories and workshops now organised for the teaching of any special branch of trade should be concentrated in one centre, where a large and complete equipment should be provided. Again, the teachers of specialised trade instruction are underpaid, and consequently tend to be inefficient. A man who can give instruction in the design of engines or dynamos can command in ordinary trade three or four times the salary paid in Technical Colleges. By consolidation of specialised technical training in one centre, larger salaries could be paid, as could also the railway fares of students from their own town to this centre. The Technical College should be the annex of the factory. Both in America and in Germany this relationship is being developed with great success. At the Cincinnati Technical College the connection with the Cincinnati Machine Tool Co. is so close as to make it difficult to distinguish whether a Professor is employed by the Technical College to teach or by the Company to design, and the effect on both college and factory is most inspiring. The Technical College of to-day can teach a boy to machine a particular part of an engine with reasonable accuracy, but to produce it in any way except at the minimum cost and by the very latest machinery is pure waste of time. If it is argued that the time is not wasted, because the boy procures a certain amount of general handiness with tools, the reply is that this elementary part of the work should be done at the Secondary School between the ages of 15 and 16. Production can only be taught in the factory, and money spent on machine tools in Technical Colleges is generally wasted. The life of a machine tool is not the time taken to wear it out; the tool is scrapped whenever another device does better work at less cost. Witness had often noticed Professors in Technical Colleges gloating over a tool which was out of date when they bought it and which, after a year or two, becomes more or less of a curiosity.

3.—ADVANCED TRAINING FOR APPRENTICES.

Assuming that the training in the Secondary School and Technical College is satisfactory from the point of view of commercial efficiency, the age at which this training can most efficiently be given requires consideration. The product of the Technical College coming into a works at 18 often fails to key-in to the

industrial system, and is not really as valuable as a boy of 16 fresh from the Secondary School.

Witness was convinced that two or three years in the workshops prior to the age of 18 give to any lad a sense of discipline and a grip of life in its various aspects which cannot be secured by any other means. For the first year of apprenticeship, therefore, up to the age of 16 or so, all the boys should receive instruction in elementary principles on Saturday mornings and in the evenings (time off being allowed on the following mornings) or, better, during the day for (say) 8 hours a week for 40 weeks per annum. At the end of the first year, the better half should be sorted out on the strength of their performances at school and in the works, and passed on for a year's higher instruction, which might occupy (say) two half days a week and Saturday mornings. At 17, about half of these should be sorted out for another year's training. The result would be a number of highly trained apprentices at the age of 18, who should be sent with exhibitions for full-time training to Technical Schools of University rank, the firm paying wages. After the University course, the ex-apprentice should be bound to give his services to the firm for (perhaps) two years.

Witness had not considered in detail what to do with the 50 per cent. rejected at 16, but had no objection to giving them suitable training in part-time Day Classes, so long as there was no attempt to make them experts. The 50 per cent. rejected at 17 would profit by another year's instruction, but should not be allowed as much time in the day as the others.

4.—COMPULSORY CONTINUATION CLASSES.

Witness admitted the defects of the present system of evening technical education, but thought that compulsion might perhaps be applied in the evening if time off were allowed on the following morning. Compulsory Saturday morning classes might also be added. A scheme on these lines should not seriously affect output.

It would be desirable to have part-time Day Classes in the employer's time, provided that the employer could be convinced that the instruction would be useful in his business, and that the boy would stay with him for a reasonable time after the end of his course, instead of going for higher wages to a rival employer who refused facilities. The latter point would, of course, be met if the giving of facilities were compulsory on all employers. Judging from the feeling of employers with whom Witness was in touch, there would be some opposition to the compulsory granting of 8 or 10 hours a week, even up to the age of 16; this would come mostly from small employers. The opposition would perhaps be lessened if the amount of time demanded were rather less. It should also be borne in mind that after the war there will probably be less opposition than formerly, as employers are realising to a greater degree the value of character and training, and the power of education to impart these. It would be a step in the right direction if the Government gave contracts only to those firms who give facilities for attendance at Day Classes to their junior employees. There is a certain type of hostile employer who ought not to be considered.

5.—HALF-TIME AND THE SCHOOL LEAVING AGE.

Witness thought that the half-time system as it exists was a bad thing. He advocated raising the leaving age throughout the country to 14.

MR. WILLIAM ROBERTS, Works Manager of Messrs. Tangyes, Ltd., Engineers, Birmingham.

1.—THE SCHOOL-LEAVING AGE.

The leaving age in Birmingham and district is 14, but in some places it is possible for boys to leave at 13 if certain conditions are fulfilled. Witness favoured an age of 14 all round, without exemption of any kind. He would not give permissive powers to Local Authorities to raise the age to 15 or 16, as the burden thus imposed on parents would be too heavy.

2.—THE HALF-TIME SYSTEM.

Witness advocated the abolition of half-time employment in all industrial centres. In conjunction with half-time education, it is usually teachers' time wasted, and in many instances, especially in the poorest districts, it might be termed cruelty to the children.

3.—PART-TIME EDUCATION UP TO 16.

All boys commencing work should be compelled to receive instruction up to the age of 16 for a weekly period not exceeding six hours, this time to be paid by his employer as if the boy were at work. It would also be advisable that some restriction should be placed upon the boy to prevent frequent changes of employment during this period of training. The training should be of a general character, and should include such subjects as Arithmetic, Drawing, Mathematics, Chemistry and English, with perhaps a trade bias depending to some extent upon the locality.

Witness did not approve compulsory attendance at evening classes. Many of his firm's employees attend of their own free will, but are often too tired to do satisfactory work.

4.—PART-TIME EDUCATION AFTER 16.

Technical training for apprentices should be given after the age of 16 throughout the period of apprenticeship, i.e., up to the age of 21. Attendance should be compulsory, the compulsion being enforced by Government. The classes should be managed by the Local Education Authorities, assisted by consultative committees representative of the trades. Messrs. Tangyes have found that technical training for apprentices is very necessary, and already exert compulsion on their privileged apprentices, who receive instruction for a period not exceeding ten hours a week in their work time. For trade apprentices six hours a week would be sufficient.

In all factories three types of men are found, and probably always will be—the skilled, the semi-skilled, and the unskilled. Witness would differentiate between these types at the age of 16 in the matter of curriculum, and would enforce attendance only on those willing to become apprenticed to some trade. Under present conditions this would result in compulsion for about 50 per cent. He would not compel the remainder to attend technical classes, though training with other aims would be of value for them.

5.—THE EQUIPMENT OF TECHNICAL COLLEGES.

Witness thought that a weak feature in the equipment of Technical Colleges was a tendency to cut down expenses in workshops and laboratories by a too rigid economy in the supply of necessary tools and scientific apparatus.

BUILDING.

MR. W. J. RENSHAW, Building Contractor and Joinery Manufacturer, Atlas Works, Putney, S.W.

1.—THE SCHOOL LEAVING AGE.

Speaking more particularly of London, Witness said that he was in favour of raising the school leaving age to 15. Such a change would bring the following advantages:—

- (i) Increased proficiency in general education, and more intelligent absorption of it.
- (ii) Greater opportunity of giving an industrial or commercial bias to the training during the last two years of schooling.
- (iii) Increased physical ability to stand the strain of work in shop or factory.

The extra year at school would give a better equipment for a trade or an office; in the London building trade boys of 15 would be preferred, although many boys of 14 are fit for work. If Parliament were to decide on a leaving age of 14 for the whole country, without any kind of exemption, Witness would like to give London and other Authorities permissive powers to raise the age to 15. If the leaving age were raised to 16, on the other hand, it might have an adverse effect on the building trade, as it would tend to spoil the boy for a handicraft, and be a step towards educating a black-coated brigade of youths to whom hard manual labour would be unpleasant.

2.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Witness felt sure that there exists a general desire to have every possible facility for general and vocational education, but especially for vocational. He thought that the action of the L.C.C. Education Committee in setting up Central Schools with a vocational bias was an important move in the right direction. It should have excellent results, and might well be copied by other Authorities.

Evening institutes and evening technical classes only need a measure of compulsion to make them fulfil the purposes for which they are intended. If compulsory day-time attendance cannot be obtained Witness was in favour of making attendance compulsory at evening Continuation Schools; and would not regard it as a hardship if boys and girls were compelled to attend evening classes twice a week from 14 to 16 years. This compulsory attendance might cause the habit of

evening school attendance to grow, the students continuing to attend from choice where first they had to attend under compulsion.

3.—COMPULSORY PART-TIME DAY CLASSES.

Witness was in favour of compulsory attendance at day Continuation Schools for general and technical instruction for six hours weekly from 14 to 16 years, followed by compulsory attendance at evening classes for two or three evenings each week until 18. This would meet the requirements of the building trade. One whole day would be better for the trade than two half-days, since if the six hours instruction were given in two separate blocks an undue amount of time would be consumed in travelling.

Witness would not object to the extension of compulsion to all boys in the building trades, provided that the employer were called upon to pay wages for time off only in the case of apprentices. He was opposed however to compulsory attendance at Day Classes for more than two years after the school leaving age. Even that measure of compulsion would involve a heavy sacrifice by employers, and it would be disastrous to go beyond, because of the dislocation of work which would ensue (e.g., when a man works with the aid of a boy) especially among small employers.

So far as the building trade employers generally of the country are concerned there would not be much objection to adapting working conditions to the requirements of a system of part-time Day Classes for two years, but not for any longer period. It is true that about half the time would be absorbed by general education, and that the remaining three hours a week would not afford much technical training in two years, but this point would be met by making attendance at evening classes compulsory between 16 and 18.

4.—SCHEMES OF APPRENTICESHIP IN THE BUILDING TRADES.

The Institute of Builders have formulated a scheme of apprenticeship in which it is to be part of the

indenture that the apprentice shall attend trade technical day classes without diminution of wages for six hours per week for the first two years of his apprenticeship. The scheme is now being discussed with the National Federation of Building Trade Employers in the provinces, and Witness had great hopes of the results of the co-operation of this large Federation with the Institute in adapting the scheme for national application.

The results of discussion with employers and trades unionists alike have been encouraging, and have shown general agreement on the following points:—

- (i) The urgent need for a popular and general apprenticeship system which should start with some connection between the school and the shop, job or factory;

- (ii) The compulsory attendance of the apprentice for six hours per week at day trade classes for the first two years;
- (iii) The compulsory attendance of apprentices at evening classes for two evenings in each week for the second two years;
- (iv) Better wages for apprentices in the future than in the past.

Witness had also been strongly impressed by the favourable reception given by representatives of Master Builders and Trades Unionists in London and the provinces to a draft national scheme for apprenticeship in the Building Trades. He saw no reason why the Local Joint Committees proposed for working the scheme should not be set up in connection with other trades.

GLASS.

MR. K. A. MACAULAY, Director of Messrs. Chance Brothers & Co., Ltd., Glass Manufacturers, Smethwick, near Birmingham.

1.—THE SCHOOL LEAVING AGE.

Witness said that before the war the school-leaving age in West Bromwich was 14. Since the beginning of the war it had been reduced to 13 for boys, to help the supply of juvenile labour. It should be restored to 14 after the war, and if possible raised in the case of girls to 15. The Labour Certificate should be abolished and no exemptions be granted before the normal leaving ages. Fourteen is a suitable age for boys to enter factories but too young for girls, who would benefit greatly by an additional year at school if it were devoted chiefly to domestic subjects.

There is no half-time employment in West Bromwich before the age of 14. Such employment would be very undesirable.

2.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Improved facilities for further education are undoubtedly desirable. Stronger Government support of Secondary Schools is probably the way in which the most substantial progress can be made. The Junior Technical School system also is capable of useful development, though these schools are at a disadvantage compared with Secondary Schools in not taking their pupils from the Elementary Schools until a later age.

In order to draft suitable children from Elementary to Secondary Schools and retain them after the compulsory age it will be necessary to have better maintenance scholarships from 14 to 16 and some really good scholarships from 16 to 17 or 18. To do this and to offer a better career to Secondary School teachers by means of higher salaries will require a liberal increase of Government aid, as sufficient local support cannot be counted upon. Pressure of rates will be severely felt in the years following the war, and the tendency will be to starve that part of the educational system which is not compulsory.

If Secondary Schools were given a good deal of liberty to increase the time devoted to science and technical instruction in the later years of the course the result would be an education valued by employers.

3.—DAY CLASSES FOR APPRENTICES.

Witness thought that part-time Day Classes should be provided for those going into skilled trades where there is apprenticeship or some equivalent system. His own Company, and probably other employers, would co-operate by arranging for the attendance of suitable boys without reduction of pay. The intention of his Company was to start an apprenticeship system as soon as possible, and to admit to it each year a limited number of boys who are learning highly skilled mechanical work. Each apprentice might perhaps attend classes for two afternoons a week up to the age of 18. The number affected would probably not be more than 10 or 12 to begin with, but it would

increase each year until the system was in full working order.

4.—PART-TIME DAY CLASSES.

Witness thought, looking at the matter solely from the point of view of their employment, that continued education would be absolutely useless for a number of their juvenile employees; though he made an exception in favour of physical training. He agreed, however, that it is unsatisfactory for the education of so many children, on which large sums have been spent, to cease at 14, and that there is much ground for the contention that general education should be continued up to the age of 18. With this object his firm encourage the attendance of their junior employees at evening classes. Hitherto he had opposed compulsion, on the ground that much can be done by employers giving facilities and encouragement, and that any system of education would be spoilt by the compulsory inclusion of those who were uneducable, or unwilling to take advantage of it. He did not see how it would be possible to bring compulsion to bear on young persons or their parents, and thought it would be difficult to compel the employers. He agreed that under a voluntary system many young persons will always defer joining Evening Schools for one or two years after leaving the Elementary School, and that the resulting break in their education is a strong argument for compulsion. His views on the whole question might be modified if he had the opportunity of considering a definite scheme for bringing compulsion into force.

Witness thought that employers in his own district would, as a rule, oppose compulsion strongly. Parents also would oppose it. The war however had produced some change in the attitude of employers and parents alike.

Messrs. Chance employ a certain number of boys in the manufacture of window glass. Here the conditions are such as to offer peculiar obstacles to the establishment of compulsory classes, but Witness would not say that these are insuperable. No book learning beyond elementary education is required for this employment, but intelligence and manipulative skill are wanted. In order to acquire skill it is advisable to begin early, though Witness would not on that account prefer boys to begin at 13 instead of 14. The work is carried on in shifts, the hours of work for each boy changing from week to week in a cycle of three weeks. In the glass trade as a whole, including the manufacture of bottles, Witness knew of no special difficulties, apart from these shifts, to prevent the organisation of part-time classes.

So far as Witness knew, window-glass makers had never been trained except by starting as boys. The manipulative skill, which becomes almost instinctive, takes many years to acquire, beginning with simple light work for which the wages are naturally small. Competition with other countries makes higher wages for learners impracticable.

CHEMICALS.

MESSERS. F. H. CARR and T. S. RATCLIFFE, Directors of Boot's Pure Drug Co., Ltd., Nottingham.

1.—THE FIRM'S METHOD OF RECRUITING EMPLOYEES.

The headquarters of Messrs. Boot's firm in Nottingham employ about 700 young persons of both sexes under the age of 16, recruited from both Elementary and Secondary Schools. Those from the latter type of school are preferred, and the firm would be prepared to cease engaging young people under 16 for their laboratories and offices if a sufficient supply could be obtained from Secondary Schools at that age. They would like the education of these to have had a certain bias from 15 to 16, e.g., clerical or scientific, but would be content if definitely technical studies were postponed until after 16.

2.—THE TRAINING OF THE INDUSTRIAL STAFF.

All boys intended for industrial work are drafted if possible through the firm's laboratories, with a view to making the most suitable selection for the different departments. All these boys attend evening classes in Chemistry, Physics, and Mathematics at the firm's expense, and are allowed to leave work early on class nights. Advanced students attend classes in Chemistry conducted in the firm's time by a Professor of Nottingham University College. Boys from Elementary Schools respond only slightly to this treatment, partly because they are insufficiently grounded, and partly because they are tired by the day's work.

There will be a great demand in the near future for boys and girls trained as chemists. One reason for the backwardness of the fine chemical industry in this country is the lack of right training on the part of the mass of industrial workers.

The experience of the firm has led them to advocate a system of compulsory part-time classes in all industries up to the age of 18, provided that hours of work were considerably reduced. A suitable arrangement might be about 15 hours of school and 40 or 42 hours of work. This would give much better results than the present system, especially if the school curriculum for the last year or two were given a slight bias with a view to the future occupation. In this connection Mr. Carr suggested that it might be possible to determine a child's bent in one of two or three directions at the age of 11 or 12, and thereafter, without specialising, to differentiate between those who show mathematical and literary and artistic tastes. Mr. Ratcliffe, on the other hand, desiderated a perfectly general education up to the age of 14.

One reason for advocating compulsion is the need for fairness all round. At present, boys trained by one firm often go with their qualifications to rival firms who take no steps to train their employees. This would be less objectionable if there were a sufficient number of other firms from whom trained boys could be drawn, but in view of all the circumstances compulsion should be universal.

3.—THE TRAINING OF THE CLERICAL STAFF.

Experience in connection with the office staff and the distributive side of the business generally has led the

firm to advocate compulsory part-time instruction for all employees, including girls, for reasons similar to those put forward in the case of chemists.

There seems to be ground for the belief that primary education is either not thorough enough or is too diffuse to afford a firm foundation for a commercial career. Simple tests applied to candidates for employment seem to show that fundamental subjects such as Arithmetic are insufficiently grasped. It is also usually found that primary school girls taking up Typewriting and Shorthand are deficient in spelling, grammar and punctuation, and so make very indifferent shorthand-typists.

For many years the firm paid evening school fees, and allowed time off on evening school nights. They also arranged half-hour talks to boys on business subjects by heads of departments during working hours, and instituted compulsory gymnastics in the firm's time for girls under 16. But in view of the deficiencies alluded to above, they co-operated with the Nottingham Education Committee in 1913 in establishing classes for their employees in a special school building. Attendance was made a condition of employment. Nearly 600 boys and girls from all departments attended on two nights a week from 6.45 to 8.45, tea being provided at the firm's expense. A Works Education Committee, representative of the workpeople, was formed to look after absentees and obtain the co-operation of parents. In framing the curriculum special prominence was given to English. Commercial Arithmetic, Geography and First Aid were also included, with Needlework and Nursing for girls not employed in the office.

The experiment was very successful, and attendance and conduct were excellent. The classes proved very useful in enabling the firm to discover promising intellects which might otherwise have been overlooked. Marked improvement in discipline and character among the unskilled workers was observed. In view of these results the firm advocate the continuation of education for all, the instruction to be general at first, and specialised later after the age of 16.

4.—THE TRAINING OF SHOP ASSISTANTS.

Outside Nottingham the firm train only a certain number of pharmaceutical students, but they have been considering the training of shop assistants. Compulsory day instruction for these would not interfere with the business of the larger shops, and all difficulties would disappear, even in the smallest shops, if the scheme were compulsory on all employers.

5.—THE SCHOOL LEAVING AGE.

A leaving age of 14, without exemption, followed by part-time day instruction up to 18, would be better than a leaving age above 14. From the industrial point of view there is great value in the apprenticeship system.

PRINTING.

Mr. W. HOWARD HAZELL, Director of Hazell, Watson & Viney, Ltd., Printers and Binders, London and Aylesbury; and Mr. EDWARD UNWIN, Chairman of Unwin Brothers, Ltd., Printers, London and Woking, and Chairman of the St. Bride Foundation Printing School; on behalf of the Federation of Master Printers.

A. MR. HAZELL.

1.—THE SCHOOL LEAVING AGE.

Witness said that public opinion is slowly realising the advantage of raising the school leaving age, but that probably the public has not yet been sufficiently educated to welcome the change. From enquiries made it appears that some of the more advanced employers and the more educated and particularly the better paid workmen might welcome the change, but many employers and workmen would be opposed to any alteration. If the school leaving age were to be raised it would be desirable to raise it by one year only, so as to interfere as little as possible with trade and the income of the working man's family.

2.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Witness thought it desirable that there should be improved facilities, particularly for vocational training. Technical classes for printers are held in London at St. Bride Institute, the Camberwell School of Arts and Crafts, the Borough Polytechnic, Aldenham Institute, and the School of Photo Engraving at Bolt Court, and special classes are held at the Central School of Arts and Crafts. Similar classes are held in Edinburgh, Glasgow, Manchester, Leeds, Dublin, Leicester and some other centres. There are however large printing works in a number of country towns where there are no technical institutes, and in

other towns where facilities for instruction in printing are not yet in existence. Except for the employees of certain firms in large cities, the practical training of apprenticeship is not co-ordinated with day instruction in classes, and probably not more than one-tenth of the total number of apprentices attend technical classes of any kind.

The training of the teachers for technical classes should not be overlooked, as a skilled craftsman has not necessarily the art of imparting his knowledge.

A considerable number of boys in the printing trade are not trained in technical work, such as composing, machine printing, lithography, &c., but are engaged as feeders to machines, errand boys, warehouse assistants, &c., and for these general education only would be necessary. From two-thirds to one-half of the lads between the ages of 14 and 17 years would come under this category. In small towns it might be difficult to arrange technical classes for apprentices, by reason of the cost of the equipment required; in such places it might be possible to give theoretical instruction in school and practical instruction in the works.

3.—COMPULSORY ATTENDANCE AT CONTINUATION SCHOOLS.

Witness thought that this change could be carried through with a minimum of opposition. It would be welcomed by the enlightened employers, who in many cases are insisting on their apprentices attending classes (often in the employer's time), and it would cost the parents nothing if the classes were partly or entirely in the employer's time. It would raise the standard of education to the ultimate advantage of the whole trade. The full benefit of the present classes is often lost owing to the students failing to attend regularly.

B. MR. UNWIN.

1.—SCHEME FOR TRAINING LONDON APPRENTICES.

Witness outlined a scheme for the better selection, education and training of young printers in London, which has been under consideration by a Committee representing master printers, printers' managers and overseers, and trade union associations, with representatives of education. The scheme has not yet been adopted in its entirety by the Federation.

The chief feature of the scheme is the setting up of an independent body, the Apprenticeship Board, which would see that a careful selection of apprentices is made. It would also supervise the work that a boy is taught from year to year, according to the facilities of the office in which he is employed. Virtually, the boy will be indentured through this body, which will, as it were, look after him during his apprenticeship, with a view to ensuring that he gets a thorough training in the workshop, supplemented by a rational training in the Technical Institute.

The course of training would begin with a full time course for two years in a Technical School, beginning at the age of 14. This school would be provided by the Education Authority. The full-time course would

4.—FACILITIES FOR ATTENDANCE AT PART-TIME DAY CLASSES.

Witness said that employers are recognising that it is impossible to expect boys of 14 and 15 to benefit by instruction at the end of a full day's work. Afternoon classes are held at St. Bride Institute, and arrangements are being made for extending them. They are also held at Camberwell, Borough Polytechnic and Aldenham Institute, and in some of the provincial towns. The attendance is small, and it is desirable that compulsion should apply to these classes if the trade is to benefit as a whole. If the classes were held every day in the week, and attendance were compulsory for say 6 or 8 hours weekly, either partly or entirely in the employer's time, the employers could arrange to send their boys on different days, either in the morning or afternoon, so as to interfere as little as possible with their business. Small employers would be more inconvenienced than large employers.

Compulsory attendance should extend up to the age of at least 16 years, with facilities for further voluntary evening classes, as the full course of technical training cannot be given in two years, and, the habit of attending technical classes having been formed, the numbers attending voluntarily would probably be much greater in the future. Personally Witness would welcome compulsory classes held in the employer's time up to 17 or 18.

It is desirable that the education for those who are apprenticed to the trade should not be strictly limited to technical instruction, as in many cases the employers find the general education of the lads is not sufficiently advanced, particularly for work in the composing room. Instruction should also be given in citizenship, health and physical exercises, first aid to the injured (particularly for those working machinery), and similar subjects, which would all help to make the lads better craftsmen.

be succeeded by afternoon classes up to the age of 18. Instruction before 16 would be general in character, with a certain practical bias in favour of printing, and would require no great amount of special apparatus. After 16 a good deal of apparatus would be required, and, it is contemplated, would be provided by the Education Authority, or by manufacturers gratis, as has already been done. A small wage would be paid to the boys during the period of full time training, the first three months of which would rank as a probationary period, the whole of the two-year course counting as part of the apprenticeship term.

The scheme is not applicable to small provincial towns on account of the difficulty of setting up an apprenticeship board from representatives of the different interests concerned in order to control the scheme, nor does it apply to unapprenticed boys.

2.—THE SCHOOL LEAVING AGE.

Witness favoured a leaving age of not less than 14. To raise it to 15 would create difficulties over the seven year term of apprenticeship which is universal in the printing trades.

TEXTILE FABRICS.

MR. T. D. BARLOW, of Messrs. Barlow & Jones, Cotton Spinners and Manufacturers, Bolton.

1.—THE RAISING OF THE SCHOOL LEAVING AGE TO 14, AND THE ABOLITION OF HALF-TIME EMPLOYMENT BEFORE THAT AGE.

Witness said that there is unquestionable evidence that the average physical condition of children who have entered industrial life at 12 is lower than that of those who remain at school. He therefore held that the school leaving age should be raised at once to 14, and half-time employment before that age abolished. Opposition to such a proposal would possibly come both from employers and from parents, but any inconvenience and pecuniary loss that might be caused would not outweigh the physical and mental injury inflicted upon children by the present system.

Witness's firm employs 58 half-timers, or rather less than 3 per cent. of the total number of employees. If the school leaving age were raised to 14, and the work

of these half-timers undertaken by older children, the wages paid would have to be raised, but the increased cost of production thereby caused would be insignificant. As to the pecuniary loss inflicted upon parents by such action, Witness felt unable to speak with definite assurance, though he did not believe that in Bolton the hardship would be of any great magnitude. But he did not consider that such arguments from employers or parents, even admitting their validity, should be allowed to affect the decision to raise the school leaving age to 14.

2.—HALF-TIME EMPLOYMENT BETWEEN 14 AND 15.

Improvement of the instruction or better staffing of the top classes of many Elementary Schools is absolutely essential if the leaving age be raised to

14; if this cannot be accomplished it would be better to leave things as they are. On the assumption that it can, the year between 14 and 15 should be divided between school and work, half-time to each. Half-time employment, though very harmful for children between 12 and 14, has the inestimable advantage at the proper age of mitigating the initial severity of work in a cotton mill. To start immediately upon a 10-hour day or 55½ hour week is a very severe strain on a young person. Witness himself had found it to be so at the age of 21, and was convinced that an intermediate year of half-time must be of great value in reducing the initial strain upon those younger. The school instruction during this year should have a vocational bias and include elementary Mechanics, Mathematics and Manual work.

3.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

The same intellectual equipment to provide efficiency and success is not required in cotton manufacturing as in, e.g., engineering or certain branches of the chemical industries. The facilities that already exist for vocational training in the textile trades are in the highest degree admirable, and any boy who wishes to secure technical education in either spinning or weaving can do so at very small cost. Possibly there is some danger now of unduly enlarging the curriculum of Elementary Schools and of not concentrating sufficiently upon a few essential subjects, and at the same time of permitting too early specialisation in later vocational training. The latter point has been to a certain extent corrected, but in any case specific instruction in Cotton Spinning or Weaving should not be permitted until a definite standard in elementary Mathematics and Mechanics has been reached.

4.—COMPULSORY ATTENDANCE AT EVENING SCHOOLS.

The adoption of this practice would be unquestionably beneficial. The effect of improved education during the last 30 years, despite its inevitable defects, has been to enlarge the mental horizon of those who have experienced its influence. The intellectual and emotional activities of operatives who have been working all day in a cotton mill, at occupations both laborious and monotonous, seek some means of expression. Hence these activities should be deflected as far as possible into stimulating and useful channels. If no control be maintained, it is almost inevitable that evenings are spent in an idle and futile manner. It would therefore be desirable that there should be compulsory attendance for two or three nights weekly at Evening Classes. The moral stimulus thereby imparted precedes in importance the increased knowledge and control of technical processes which such training gives. But the problem of determining exactly what is to be taught at Evening Classes is not easy. The percentage of boys who do not respond to advanced vocational teaching is not small, and if too inflexible and limited a curriculum be adopted, it is more than probable that the results would be disappointing. Manual training might be developed, because there is no reasonable doubt that it reacts intellectually, especially upon backward and stupid children.

MR. CHARLES COLEING, on behalf of the Drapers' Chamber of Trade of the United Kingdom.

1.—THE SCHOOL LEAVING AGE.

Witness was personally most strongly in favour of raising the age limit beyond 14, but feared that until there is a radical change in public opinion it would probably be found impracticable to do this.

Some Government Departments set a bad example by taking into employment very young boys and girls. No Government employment should be given to young persons except at an age, not less than 15, to be settled in consultation with the Education Department.

2.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

(a) Elementary Education.

Many children unfortunately leave the Elementary Schools without a thorough primary knowledge of Arithmetic, Writing, Reading, Composition, Grammar, History and Geography. The experience of

5.—PART-TIME DAY CLASSES AFTER 15.

On the assumption that the school leaving age were raised to 14, and the half-time period to 15, it would not be unreasonable to assume that the daily instruction given during the latter period should be vocational, or rather, that it should tend in that direction. But to continue such part-time day training to a later age is not necessary so far as the textile trades are concerned, and there would be great difficulty in carrying out such a scheme. The raising of the school leaving age will of itself increase considerably the number of school children, and if further day training be added the existing machinery will be overtaxed, with a corresponding necessity for capital expenditure and an increased number of officials. Moreover, the introduction of such a system would cause serious inconvenience, and even dislocation, in the cotton trade. The processes of cotton manufacture are continuous. The raw cotton enters the mill and moves without intermission through a series of operations until it becomes the finished yarn. In a perhaps slightly less marked degree of continuity, the yarn becomes the woven cloth. The machine is, so to speak, greater than the individual. On the spinning mule, for instance, the spinner, with two assistants, controls the operation of 2,000 or more spindles; and with the machinery at present in use, the labour required for its efficient manipulation has been reduced to a point below which diminution is not possible. If, therefore, labour were removed for a certain number of hours per week up to the age of 16, 17, or 18, great dislocation would be caused, even if the removal were organised upon a relay system. There does not exist a sufficient supply of labour for such an experiment.

If a re-arrangement could be effected in relation to mule spinning, so that boys who become piecers would not have to wait such a long time before they become full minders, it would improve the situation. To a considerable extent mules could be worked on a basis of two minders rather than on the present system. But this re-arrangement depends on the action of a particular Trades Union which holds very strong views upon this point.

Though Witness was not convinced of the necessity for part-time training up to 18 from the point of view of the scientific needs of the textile industry, he agreed without any qualification that from the point of view of improving the operative as a man and as a citizen there is no limit to the amount of education he should receive, and *a priori*, any improvement in such respects would result in the operative becoming a better worker. At the same time, his opinion having been asked as an employer, he felt bound to draw attention to certain aspects of the question in regard to increased education. He did not desire it to be inferred in consequence of this that he wished to decrease the educational advantages offered. On the other hand, he was convinced that the cotton industry affords a satisfactory career for many workers, and that it is to the interest neither of the State nor of the individual that operatives should turn from it to other occupations which may appear superficially more attractive.

many traders is that boys and girls coming into their employment often fail to display a reasonable knowledge of these elementary subjects, to which therefore much more attention should be given. More attention should also be paid to Drawing, not as it would be taught in an Art School, but training in the use of the pencil to teach the child to visualise on paper what it comprehends.

(b) Secondary and Technical Education.

There should be more Secondary Schools, the course in which should not end before the age of 18. Some of them should give opportunity for a practical acquaintance with Science (Chemistry, Mechanics, Physics, &c.) up to the standard of the Intermediate Science Course of a University. Trade work should be excluded, however. Others should contain a higher commercial division, giving a course of general character with sufficient emphasis on trade to prepare for a commercial career.

Whole-time preparation for trade and commerce should be developed in Technical Schools. Day trade schools would, as pre-apprenticeship schools, furnish the necessary link between general education and employment in commerce, and the time spent in them should be regarded as part of the apprenticeship term.

(c) *Part-Time Day Continuation Classes.*

Attendance at day continuation classes should be compulsory upon all young persons between 14 and 18 who are not receiving whole-time education, and the employer should be compelled to afford the necessary opportunities.

There should be Advisory Committees in connection with all the schools, and on the Committees there should be representation of capital, management, labour, the Education Authority and the general public. The time spent at the classes should be part of the day's work, and every learner should be under a Contract of Training, to which all the interests just mentioned should be parties.

Witness's conclusions in regard to part-time Day Continuation Classes are largely due to his experience of the training classes for drapery learners now being held at the L.C.C. Central School of Arts and Crafts. About 50 or 60 boys and girls attend from 9 a.m. to 11 a.m. on two days a week in their employers' time. The course is intended to widen general education, but

at the same time has a strong vocational bias. Instruction is given in colour, design, salesmanship, and in the materials of business, but there is no intention to give shop training. Witness was convinced of the great educational value of the scheme.

If six hours a week could be given to continuation classes it would be sufficient for learners in the distributing trades. Witness found it quite possible in his own business to release juveniles for attendance, and thought that this would be true of the drapery trade as a whole. Without compulsion it would not be possible to bring all parents or all employers into line.

Attention should be drawn to the immediate need for training suitable teachers for the distributive trades. They should possess both practical knowledge and the power to impart it, and should have broad conceptions of the civic ideal, so as to imbue the scholars with a sense of citizenship.

(d) *Evening Classes.*

Witness disapproved of evening education, except for older learners, journeymen, and other workers who have arrived at such an age that attendance would not be of physical disadvantage. For young workers evening classes are unsuitable. After a day's work they cannot possibly be in mental and physical condition to benefit. If they attend any sort of evening classes these should be of a recreative character.

(SIR ALGERNON F. FIRTH, BART., President of the Association of Chambers of Commerce of the United Kingdom.)

(See under GENERAL, page 30.)

MR. H. P. GREG, Cotton Spinner and Manufacturer.

1.—THE ABOLITION OF HALF-TIME EMPLOYMENT.

Witness advocated strongly the abolition of half-time employment, on the ground that it is detrimental to the employer, unfair to the teacher, and injurious to the child. He himself had not employed half-timers for the last 20 years, purely as a matter of business. He did not share the view that half-time labour is cheap, and thought that the employer gains in every way by not engaging children under 14. The present would be a good time for abolishing the system, by reason of the high wages now obtainable by children of 14 and upwards. There would be a certain amount of opposition, but it need not be taken seriously.

2.—THE SCHOOL LEAVING AGE.

Witness advocated a leaving age of 14; he himself employs no one under that age. This reform also would raise some outcry, but it would not be serious, and there would be no disastrous effect on the cotton trade. For this change also the present time is particularly opportune, and after the war the need for finding work for discharged soldiers will help. There is some truth in the view that a man cannot be put to a child's work, but it would be possible, by a general process of moving down, as it were, to employ older persons in place of younger.

3.—PART-TIME DAY CLASSES.

Witness admitted the need for education after 14, but disapproved compulsion, in spite of the small numbers who continue their education under the present voluntary system. Boys are only too glad to learn, if the right curriculum is provided. They are not a low, pleasure-seeking, selfish set of hooligans; considering their surroundings, and their lack of space and quietness for study, they are high-minded, justifiably ambitious, keen in work and play, and alive to the importance of taking advantage of opportunities for self-improvement. On this ground Witness considered compulsory attendance of any sort after 14 to be unnecessary at present.

Whole-time education up to 14 should first of all be put on a proper basis and made attractive, without any of the marking time which often takes place from 13 to 14. Then there should be voluntary evening classes, which would be widely attended if the previous education had been entirely satisfactory.

Witness thought that part-time Day Classes would not be feasible in the cotton trade if the supply of

labour were thereby caused to be intermittent, as it is essential to keep the machinery going, and to prevent material from accumulating at any point of the long chain of spinning and manufacturing processes. It might be possible to have work and school for juveniles between 14 and 18 by alternate weeks or alternate months. This would be better than the present system of alternate morning and afternoon shifts. But Witness was sure that all part-time instruction is essentially scrappy and unsatisfactory, and that only a few profit by it. Whole-time education followed by whole-time employment is much to be preferred.

4.—THE GENERAL ORGANISATION OF EDUCATION.

Witness thought that our educational programme for the masses of the people is entirely unsatisfactory. Although the so-called upper classes have a course of instruction mapped out for them from earliest childhood to 21 or 22, the children attending the Elementary Schools are educated up to 11 or 12, after which, for nine out of ten, there is nothing to follow on. Their education as a whole has ceased, and though they may attend classes and obtain certificates very little good can ensue. It is as though a cotton spinner attempted to excuse the imperfections of his yarn by saying that his carding department was as near perfection as possible. It would pay him far better to keep all his departments in a state of average efficiency than to have several below and perhaps one or two above. While it is important to look educationally after the two or three clever boys, it is suicidal to ignore the two or three million average boys. Thus there should be a progressive liberal curriculum as readily accessible to the elementary school boy or girl as it now is to the public school boy or girl.

Elementary education should cease at 12. From 12 to 15 there should be junior Secondary Schools, compulsory up to 14, the curriculum being purely liberal and including one language. Witness thought that half, or at least one-third of all children would then stop at school till 15. From 15 to 18 there should be senior Secondary Schools, giving a liberal education with vocational bias, followed by university courses, both liberal and vocational, from 18 to 21. Finally, from 21 to 24, there should be post-graduate courses of vocational character. All these courses should be full-time for such as choose to attend them, maintenance grants being awarded where necessary.

MR. GORDON HARVEY, M.P., Cotton Spinner and Manufacturer.

1.—THE IMPORTANCE OF HIGHER EDUCATION.

Witness said that he had been an employer in the cotton trade all his life. He had had experience in the administration of education as school manager, Chairman of a School Board and Chairman of the Elementary Education Committee of the Lancashire County Council. For 20 or 30 years he had observed closely the conditions of life and work of artisans in the cotton districts, and as a result was strongly convinced of the value of higher education for boys and girls.

For the ordinary worker a good elementary education up to the ordinary standard is of great value, and beyond this a knowledge of science and the cultivation of the reasoning powers are desirable. The intelligent artisan is much happier than the rule of thumb worker, and excels him in the quality and quantity of his output.

Witness considered that the time had come for an attempt to raise the level of the education of all the people. Apart from the question of special facilities for the brilliant, the best method was to improve the Elementary Schools and to raise the leaving age.

2.—THE IMPROVEMENT OF ELEMENTARY SCHOOLS.

Secondary Schools, though excellent institutions, cannot provide higher education for all. They are not in the proper sense secondary to the Elementary Schools, and have no real link with them. They are held in different buildings, often under different Authorities, and the methods and outlook of the teachers in the two types of schools are far apart. Even if the two types were linked up (and it seems quite certain there is no intention of the kind), it is an economic impossibility to provide enough Secondary Schools to make it a geographical possibility for all children to attend. Finally, the Secondary School only provides one type of higher education, aiming at the University and the professions, especially the teaching profession; whereas for the artisan and those engaged in managing and supervising in manufacture another type of higher education is required, more scientific and more practical, having as its aim the evening science class and the Technical School.

For this purpose Witness strongly recommended an extension of higher grade or higher elementary teaching. Every Elementary School where the attendance was 500 or over ought to have its own top for ex-standard science and manual instruction. Where the numbers of older children did not warrant a

separate building, the largest Elementary School might be equipped with an upper department, and the older children from neighbouring schools drafted into it.

3.—THE SCHOOL LEAVING AGE.

To raise the leaving age to 14 was perhaps as much as could be done at one step, but such a step was essential as a foundation for progress. If taken, it ought to be accompanied at once by a scheme for improved elementary education.

In the Lancashire textile areas the raising of the age would be unpopular with the majority of parents, but their objections might be removed. The accusation of selfishness brought against parents in this connection was too sweeping. The parents of children who are now of leaving age in most cases received very little education themselves, but they were very practical people, and were particularly impressed with the importance of getting the child early into its life vocation, and feared to lose the chance of a good opening. They did not see that after a longer school life a child made quicker progress in the factory, and there did not appear to them to be any connection between the school and the child's career. If the leaving age was to be substantially raised, such a connection must be brought about in the later years of school life, and if the child was to be content to remain at school (and this was not unimportant), there must be many more teachers, with smaller classes and more individual attention, and a less restrictive discipline and less monotony.

4.—THE HALF-TIME QUESTION.

Witness considered that if children left full-time school at 14 it was too early to leave them entirely to their own resources. Some connection with the day school should be kept up until the age of 16. He regarded 16 as early enough for those engaged in work during the day to begin to go to evening classes, but he felt that the break with the day school should be gradual and not sudden. For this reason he did not favour the abolition of the half-time system, but preferred to raise the age of half-time concurrently with the raising of the leaving age. He desired to impress upon the Committee that the abolition of the existing arrangement of half-time was not a question for employers, who were indifferent to it, but for parents alone.

MR. A. H. ILLINGWORTH, M.P., Worsted Spinner.

Witness said that he spoke from knowledge of the worsted industry, in which he employs, in Bradford, about 2,000 hands, 75 per cent. of them being females.

1.—THE HALF-TIME QUESTION.

There was a great deal of half-time in the Bradford trades, but Witness himself only employs a small and diminishing number of half-timers, the number having fallen from 95 in 1913 to 43 in 1916. The fact that there was no half-time in Huddersfield is due to the local trade being mainly woollen mule spinning, for which adults are required, and also coloured spinning for the fancy worsted trade, which requires older and more experienced hands, while the Bradford trade is competitive in spinning mainly of white worsteds, and very largely for export to foreign countries. On account of the climatic conditions, the spinning is concentrated in a small district, where there is not sufficient population to run the machinery, one of the difficulties being that there are no large engineering works in which fathers of families can earn large wages. A large number of boys who enter the Bradford textile trades are not absorbed. They begin to leave spinning for dyeing, engineering, and weaving, and other skilled trades, about the age of 16 to 18, and have no difficulty in getting work.

Although the population of Bradford between 1874 and 1916 has more than doubled, the number of half-timers has declined, as the following table shows:—

Population in 1874...	145,000
Number of half-timers ...	38,416
Birth rate ...	38 per cent.
Death rate ...	25 " "
Population in 1895 ...	198,000
Number of half-timers ...	24,636
Birth rate ...	28 per cent.
Death rate ...	22 " "
Population in 1901...	279,000
Number of half-timers ...	7,474
Birth rate ...	23 per cent.
Death rate	16.7 per cent.
Population in January, 1916 ...	292,000
Number of half-timers ...	5,186
Birth rate for year 1915 ...	17.4 per cent.
Death rate for year 1915 ...	15.7 " "

It will thus be seen that since half-timers have been interfered with by legislation the birth rate has decreased by more than one-half. More recently still, the Chamber of Commerce has been in negotiation with the Education Authorities, with the result that the latter have allowed children to work full time at 13 for those firms which agree not to engage any more half-timers between the ages of 12 and 13 during the war. Girls of 13 are earning from 17s. to 18s.

a week. This has placed Bradford on the same terms as the surrounding districts, where they have always been allowed to work full time at 13.

Witness thought that moderate educational reformers considered this arrangement to be satisfactory, and an improvement on what went before. He himself was indifferent as to whether he employed half-timers or not. He expressed the opinion that in a good mill the conditions affecting health are invariably better than they are in school.

2.—THE SCHOOL LEAVING AGE.

If the leaving age were raised to 14 after the war, this would emphasise the existing shortage of juvenile labour, and it would not be easy to say whether the trade could still be organised in face of this. On the whole, Witness thought it would be as well to continue things as they are at present, especially as he felt almost certain that many of the women now in the trade who have replaced men will not remain when the men come back, and the probability of a surplus of labour is therefore very remote. On the whole, he thought it best for a child to leave school at a comparatively early age, say 13 or 14; after that age he would not have compulsory instruction of any kind, but would give abundant facilities for further education on a voluntary basis. Witness stated that all

MR. WILLIAM LEACH, Worsted Manufacturer; formerly Member of the Bradford Education Authority.

1.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Witness said that the war had demonstrated to the West Riding of Yorkshire, and Bradford in particular, that an integral department of the staple wool and textile trade—the dyeing industry—had been so utterly neglected that the need for a more scientific scheme of technical and vocational instruction had been brought home to many who had never before realised it. Hence the question of improved facilities for further education, both vocational and general, was one of considerable moment to them.

Witness was of opinion that no vocational or technical training should be commenced before the full elementary and secondary courses had been completed, or, speaking broadly, before the age of 16 for boys and girls. He therefore wished to see secondary education made as free and compulsory in the near future as elementary now is. He saw only one difficulty in the way of this reform, that of finance. He thought the attempt to undertake technical and vocational training without a proper grounding in mathematics, science, and languages to be thoroughly unscientific, leading inevitably to waste of time and half-results on the part of the student, and great loss of competency afterwards. Again, the intending engineer who begins any form of technical or vocational study without a secondary school course in Mathematics is soon brought to a standstill, and the same holds good for the intending mechanic, weaving overlooker, locomotive driver, and the host of other persons associated with machinery. The absence of a good secondary training was, in his judgment, the chief cause of our educational backwardness.

2.—COMPULSORY ATTENDANCE AT CONTINUATION SCHOOLS AFTER THE AGE OF 14.

Witness said that this proposition assumed the continued existence of a large army of children terminating their regular school career at the end of the elementary course, without any knowledge of languages, the arts and sciences, &c. Assuming this bad state of things, a scheme of half-time at work and half-time compulsory attendance at Continuation Schools seemed to him to be inevitable.

3.—FACILITIES FOR ATTENDANCE AT PART-TIME DAY CLASSES.

Witness thought that one of the conditions upon which employers should be granted the right to employ young people up to the age of 18 should be the affording of facilities for attendance at part-time Day Classes. The terms upon which this might be done should be dictated by the Local Education Authorities under authorised byelaws, and in no sense left to the voluntary authority of the employer.

businesses in the West Riding in the wool trade, which employed machinery, have been started by men who originally worked in mills as half-timers, and Bradford has been able to beat the world in competition, and is still by far the largest centre of the wool trade of the world.

3.—PART-TIME DAY CLASSES.

Part-time Day Classes for juveniles engaged in the mills could not be arranged, as it would involve stopping the machinery. There would be no practical difficulty in causing one boy or girl to use a machine on one day, and another boy or girl on another, except that there is a great shortage of hands. So far as office work is concerned, part-time day classes could be arranged.

Witness thought it difficult to say whether boys, as a whole, would benefit from instruction after the age of 14. Some that were keener probably would, but these are precisely the ones who are now benefiting under the voluntary system. If the Government proposed compulsory part-time Day Classes for six hours a week up to the age of 16 or 18, following on a leaving age of 14, there would be serious and determined opposition from the worsted industry.

4.—THE RAISING OF THE SCHOOL LEAVING AGE.

Witness said that the war had unhappily made disastrous inroads into the theoretical 14 which stands at the present leaving age. There could be no question of the need to reverse the process the moment the war is over. His own experience on the School Attendance Committee pointed to the conclusion that the school leaving age will not quickly be raised by the consent of working-class parents in great industrial centres. Economic pressure blinds them to the urgent necessity for it, and they are hard to persuade that child labour acts detrimentally on the wages of adult labour. Nevertheless, he believed that reform must be advocated at once. He thought it inevitable that working-class parents would have to be persuaded into agreement by an extension of maintenance grants where a case for necessity can be made out. No alteration of the law is needed to do this, as adequate powers to make grants for both elementary and secondary scholars already exist. The earliest legislative measures should be taken to increase the leaving age to 16 without exemptions of any kind.

Witness would be glad to see the leaving age raised to 14 as a first instalment of the proposed reform, and if this were done he would like to see the institution of fixed dates for entering and leaving school, for employers should find it useful to know when the supplies of children may be expected. The schools also would profit, through being able to employ their teaching staff more economically and to distribute it better.

5.—THE ABOLITION OF HALF-TIME EMPLOYMENT.

Witness saw no objection to half-time employment, provided that the age at which it begins could be gradually raised to 16, and the terms on which it may be entertained were safeguarded. Granting this, it might well constitute a wise method of gradually breaking-in youths and girls to the real duties of life.

During the last five years Bradford had experienced a remarkable increase of wages, of something like 50 per cent. in the case of the wool combing industry, and Witness thought that the financial necessity for half-time had therefore diminished. Again, seeing that spinning is a blind alley occupation for most of the children who enter it, by reason of the low wages paid to adults, the effect of raising wages to the level of those in the other branches of the industry would cause young people to stop on, and half-time labour would thus become superfluous.

Witness thought that there had been no change of opinion among parents on the question of half-time during the war. Employers could probably be shamed into a better course—some large worsted spinners, indeed, have always refused to employ half-timers—

but the only way to abolish child labour would be to do it in spite of the parents, who would acquiesce, he thought, after a short time. In this connection, Witness advocated two reforms, viz., the appointment of the school doctors as the sole certifying authorities for half-time labour, and the vesting in the Local Education Authority of the entire jurisdiction for granting half-time leaving certificates.

In regard to the first, Witness said that the medical examination of children applying for half-time exemption by private practitioners paid by the employer has long tended to routine carelessness. The school doctors, on the other hand, having already carefully surveyed every child concerned, are in a position to pass competent judgment on the physical capacity of the child for the occupation sought. In regard

to the second, the Education Committee in practice can exercise no jurisdiction whatever over a child who, having reached the age of 12 and made the very moderate number of attendances required by law, seeks to enter factory employment as a half-timer. The Committee has jurisdiction over non-factory employment only. If it is not satisfied that the proposed occupation is both "beneficial and necessary" it can refuse permission for a child between 12 and 14 to be employed half-time in a barber's shop, or by a newsagent, or as a messenger, &c., but it has continually to bear in mind that a refusal to grant the certificate usually means that the child goes automatically into the mill. Its jurisdiction even in this limited field is therefore more imaginary than real.

MR. WILLIAM MOORE, Director of Messrs. Moore, Eady and Murcott Goode, Ltd., Manufacturers of Hosiery, Underwear and Gloves, of Leicester, Derby, Hinckley and Burbage.

1.—THE SCHOOL LEAVING AGE.

Witness advocated a minimum school leaving age of 14. Under the present system intelligent children are frequently exploited if they are able to secure total exemption in the 6th or 7th standards at 12 years of age. Very often this is done simply from greed on the part of the parents and not from necessity. It deprives the child of his right to a good education, and does him a great injustice. Children leaving school at 12 have very often to take to errand running or other casual work, with the result that they drift into blind-alley employment. This is a great loss to the nation which should not be allowed to continue.

2.—HALF-TIME EMPLOYMENT BEFORE 14.

No child should be allowed to enter a factory or workshop to the possible injury of his health and the detriment of his education. He should continue at school till 14, when he will be better equipped, physically and mentally, for the battle of life. Witness employed no half-timers in any of his works, having abolished the system from 25 to 30 years ago.

3.—PART-TIME DAY CONTINUATION CLASSES.

So far as the hosiery trade is concerned, there would be great difficulty in holding Day Continuation Classes on one or two half days a week for juveniles up to 18.

SIR W. E. B. PRIESTLEY, M.P., Chairman of Priestley's, Ltd., Dress Fabric Manufacturers.

1.—HALF-TIME EMPLOYMENT.

Witness thought that half-time employment should be abolished at once, while the workman is prosperous and not in need of his child's wages. Once the system had disappeared, it would be unlikely to revive. This reform would meet with a certain amount of opposition, as all industrial experiments have done. For instance, in Bradford recently, neither employers nor operatives were unanimous on the question of abolishing half-time in spinning, but the step was taken, as part of a bargain for releasing children for full time employment at 13. Witness anticipated that there would be no more half-time in Bradford, and hoped that the leaving age of 13 would be raised by the Government to 14. The great prosperity of Bradford is undoubtedly due to those of its young men who have been technically trained, and not to the half-timer.

2.—THE SCHOOL LEAVING AGE.

Children should be kept longer at the groundwork of education, and it would therefore be an advantage to raise the school leaving age; the more this is done the better.

3.—COMPULSORY PART TIME DAY CLASSES.

Improved facilities for further education are very desirable for the sake of our industries, but Witness had found, when Chairman of the Bradford Education Committee, that it was extremely difficult to bring young people of 14 to 17 within the sphere of further education. Compulsory evening classes would be too great a strain for the majority, and he looked for the only possible solution to a system of facilities for

Attendance at such classes would involve too much dislocation of the industry; it would decrease production and render foreign competition keener than ever. It would be possible to allow children to leave work for classes at 5 p.m. on two evenings per week, though such a proposal would meet with opposition. Witness would prefer to provide elementary technical instruction in the staple trades of the district during part of the last year at school for all children who have passed the 7th standard at 13 years of age. This instruction should be given preferably in Central Technical Schools within easy reach, and not in a number of small classes attached to Elementary Schools.

4.—COMPULSORY EVENING CLASSES.

It is very desirable that boys and girls should continue their education after 14, as the results of elementary education are often thrown away in the early years of working life. It would be an advantage for children beginning work at 14 to receive instruction in the technique of their trade at evening classes. These should be free, however, as at present many able boys and girls are deterred by the expense. Witness did not think that education obtained in the evening after a day's work is inferior to that obtained during the day. The normal hours of work in the hosiery trades are 8 a.m. to 6.30 p.m., and he approved the idea of compulsory evening classes for boys and girls in these trades.

attendance at compulsory part time Day Classes in the employers' time.

Something on these lines has already been done in Bradford. Some years ago the painters and decorators' apprentices began to attend for three or four afternoons a week at the School of Art, with excellent results. The engineers followed suit with similar success. There would be some difficulty in making such a system universal, but the results would justify the means. Employers with whom Witness was acquainted would acquiesce in such a compulsory system, though there is undoubtedly a type of employer who would not.

Personally Witness would be prepared to pay his young employees for time spent in school as if they were at work, but he thought that employers as a whole could not be expected to do this. It would be profitable to the country to give the employee some form of State grant, e.g., in the form of a scholarship.

The course of instruction should last to the age of 18, and should be technical or general in character according to the choice of the student or his parents. About three afternoons a week might be devoted to the course; a working week of 55½ hours, to include these three afternoons, would not be unreasonable. Witness did not approve the idea of a working week of 48 hours, to include eight hours education. He thought that eight hours education was not enough on the one hand, and that 40 hours labour was too little on the other.

In the industries with which Witness is connected there would be no difficulty in allowing boys under 18 to attend classes at times when the men are at work, as the boys are always interchangeable, in cotton as well as woollen and worsted. Some people make much of the alleged difficulties, but opposition of this sort is always engendered when changes are proposed.

DRESS.

MR. H. J. BOSTOCK, of Messrs. Edwin Bostock & Co., Ltd., Boot and Shoe Manufacturers, of Stafford, Stone and Northampton.

1.—THE SCHOOL LEAVING AGE.

Witness advocated a school leaving age of 14, without earlier exemption on any grounds. There should be no attempt to give vocational training before the age of 14.

2.—PART-TIME DAY CONTINUATION CLASSES.

The usual weekly hours of work for young people in the boot trade are 52½. In view of this Witness thought it absolutely unreasonable to expect attendance at Evening Schools except from the occasional ambitious student. He attached great importance to young people having sufficient leisure, and therefore advocated compulsory part-time day instruction for six or eight hours a week for all of them up to the age of 18. As there is not much scope for technical training for the rank and file in the boot trade, the instruction should be mainly general in character.

MR. H. KAY, of Messrs. Peter Robinson, Ltd., London, W.

1.—THE SCHOOL LEAVING AGE.

No young person should be allowed to leave school under 14 years of age.

2.—THE CHOICE OF EMPLOYMENT.

The selection of careers for young persons is a matter which should be very carefully dealt with. In order to relieve parents of work for which they are in many cases unfitted, the methods now employed to some extent in London should be developed to the utmost, viz., co-operation between the school authorities, the Juvenile Advisory Committee and the Employment Department of the Ministry of Labour. Employers should be prevented from applying direct to the schools, and young persons should pass through the channels mentioned, which would also be followed by employers when they require learners.

Far too much attention has been paid of late to the high initial wage which certain occupations have offered, and little regard has been paid to the future of the young persons. Control and guidance by the Juvenile Advisory Committee would do much to reduce the numbers drifting into blind alley occupations.

3.—PART-TIME DAY CLASSES.

On the question of training for young persons employed in the manufacturing sections of the Dress-making, Ladies' Tailoring, and Millinery trades Witness urged that attendance at Trade Schools for all girls between 14 and 16 should be compelled by the State, employers being compelled to concede time for training during business hours. The time allowed should be not less than six hours each week, four hours being allotted to general education, and two to trade training to supplement the instruction given in the work-room. Advisory Committees should be appointed in connection with the Trade Schools, representing the Education Authority, the Juvenile Advisory Committee, the employers, and the employed. Short reports of the progress of young persons should be furnished by employers to the Juvenile Advisory Committee or the Education Authority, or to both. Reports on general education and attendance should

This step would result in raising considerably the general level of intelligence of the workers. As a manufacturer Witness would welcome this; the disciplinary results would also be of value to the nation.

To take young people out of the factory in batches for instruction would cause a certain amount of inconvenience, but the effects would be no more serious than when boys are absent through illness. Any increased cost of production would no doubt be passed on to the consumer.

The less progressive employers would of course prefer the period of instruction to terminate at 16, rather than 18, but if all were treated alike no one would have real cause for complaint. Witness thought that we have no right to take the whole time of young people for work at the expense of their education, and that the present system of exploiting children is a grave error from the national point of view.

in turn be provided by the Education Authority to employers. By this means a continued interest would be taken in the progress of the young persons from 14 to 16 years by the parties chiefly concerned in their career.

A scheme on these lines has already been adopted by certain London employers, and the London Juvenile Advisory Committee are bringing it to the notice of the principal firms in their area in the hope that they may accept it. If such a scheme is to be universally successful it must be compulsory.

If the period for attending part-time classes was extended to 18, four hours a week during the last two years might be given to trade work and two to general education, but Witness thought that the best place for trade training between the ages of 16 and 18 is the workroom. He would like to extend the upper limit of age to 18 for general education to be given after business hours.

In support of his claim for Continuation Schools and trade training, Witness said that it was no unusual thing for girls and boys who enter his employ to be unable to spell correctly the name of the street in which they live. Cases had even come to his notice where children had made mistakes in the spelling of their own name. The present time seems most opportune to inaugurate and develop a proper system of Continuation Schools, and better education generally. As an employer, Witness would be glad to see the school age raised to 16, being convinced that employers have everything to gain by advancing education amongst their employees. One of the greatest assets any industrial concern can possess is an intelligent staff, and a uniformly intelligent staff can only be produced by a proper foundation of education and correct methods of trade training.

4.—FULL-TIME TRADE SCHOOLS.

Witness thought very highly of the London full-time Trade Schools, and would like to see an increase in their number concurrently with the provision of part-time Day Classes. He had found that they send into the trade a better type of girl, who is worthy of a higher wage at the outset and makes rapid progress.

FOOD.

MR. FRANK BLACKWELL, a Managing Director of Messrs. Crosse and Blackwell, Ltd.

1.—THE NEED FOR CONTINUATION CLASSES.

Witness put in, as the basis of his evidence, a memorandum by Major F. C. Bell, a Director of Messrs. Crosse and Blackwell, and expressed his agreement with the views set out therein.

Major Bell's opinion was that many children are quite ignorant on leaving school at 14, and that the talent possessed by the remainder is often wasted through not being developed. Hence it is essential either to extend the period of full-time schooling or, as an alternative, to provide Continuation Classes for

all. The former step would cause hardship to working class parents, and hence the provision of Continuation Classes must be extended. As attendance at these cannot be enforced as a rule by the influence of home, a measure of compulsion is required. In factories where the number of young persons employed warrants such an arrangement, the best results would be obtained by holding the Continuation Classes on or near the premises.

Each child should have an attendance card, and any person employing a child whose card did not record

the required attendance should be penalised. After-Care Committees should be given power to approve changes of employment.

In view of the misuse which young people often make of the money given them by their parents for food, every employer should be compelled to take steps to see that each of his juvenile employees receives a good meal in the middle of the day. The manner in which this and the other reforms advocated are carried out among the employees of Messrs. Crosse and Blackwell are indicated in the following sections.

Witness's own view was that there should be a leaving age of 14, without exemptions of any kind, followed by part-time continuation instruction up to 16.

2.—CLASSES FOR MESSRS. CROSSE AND BLACKWELL'S GIRL EMPLOYEES.

Classes for juvenile girl employees were started under the auspices of the London County Council at Battersea in 1914, and at Soho in 1916. At Battersea the classes are held within the precincts of the factory, at Soho in the firm's girls' club which is close at hand. They meet four evenings weekly in the firm's time from 5 to 7 p.m., and attendance is made a condition of employment.

The curriculum is directed mainly to the making of good citizens, and in the case of the Soho classes comprises English, Physical Exercises, Singing, Cookery and Home Dressmaking. At Battersea, where the firm have had greater experience, it includes First Aid, Home Nursing and Arithmetic, in addition to the subjects taught at Soho. The teachers are supplied by the London County Council, and the only cost to the firm is that of finding the premises. Certificates are granted by the Council, and the wage earned depends to some extent on the number of certificates obtained. The courses last for two years, beyond which Witness thought it unnecessary to go.

Excellent results have been obtained from the classes at Battersea. A great improvement in intelligence

and health has been noticed. The work in Dressmaking has been particularly good, and the training in First Aid and Home Nursing has made the children most useful in attending to cuts and burns in the factory. Indeed, what they have learnt has already benefited their employers as much as it has themselves.

Witness thought that all employers should be compelled to allow attendance at classes during working hours. His own firm had found no difficulty in allowing one section of their employees to leave work earlier than the rest, and even if it were made compulsory for girls to attend up to the age of 18 they could make the necessary arrangements without great difficulty, provided that accommodation were found by the Education Authority and that the classes were held from 5 p.m. to 7 p.m. He did not think it necessary, however, to go beyond 16.

Witness's firm attach great importance to the suitable feeding of their younger employees. In addition to the weekly wage (7s. for girls of 14) cocoa, lunch and tea are provided for all juveniles at Soho; juveniles at Battersea receive free lunch if their wages are less than 10s. 6d. A great improvement in physique has been noticed in consequence, and Witness thought that all employers should be compelled to see that their juvenile employees receive at least one good meal daily, though he agreed that it would be difficult for the small employer to do this.

*3.—CONTINUATION CLASSES FOR BOYS.

Witness said that his firm employ very few young boys. He had formed an opinion, however, that it would be a gain for boys engaged in heavy work if they worked fewer hours and attended Continuation Classes in Physical Exercises, English, and Arithmetic from 14 to 16 years of age. The decrease in the number of hours worked would give them time to develop fully, and at the same time their education would be greatly improved.

MR. GEORGE CADBURY, Junior, of Messrs. Cadbury Brothers, Bournville.

1.—MESSRS. CADBURY BROTHERS' SCHEME FOR THE ATTENDANCE OF THEIR YOUNG EMPLOYEES AT DAY SCHOOL.

(a) History of the Scheme.

From 1906 to 1912 Messrs. Cadbury's junior employees were required as a condition of employment to attend educational classes, held mainly in the evening. In 1913, however, it was realised that Evening Schools did not afford a satisfactory scheme of education, and steps were taken to release boys and girls for one half-day per week, so that they might attend classes in the firm's time. The Local Education Authority promptly undertook to provide staff, and to be responsible generally for the maintenance of the new school. Premises were secured in institutes of a type common on the outskirts of Birmingham—buildings used for social or educational purposes at night, but almost unoccupied by day. With comparatively little adaptation it was found possible to provide in one institute sufficient accommodation for 800 girls divided into batches of 80, each batch attending for one half-day per week. The boys were similarly accommodated in another institute. The scheme now embraces some 1,300 employees, including all boys and girls under 18 and all office youths under 19. But for the war, the scheme would have included 2,000 students.

(b) Organisation of the School.

The courses provided extend over four school years of about 38 weeks each or, in the case of office youths, over five years. The half-day consists of 3½ hours in the Boys' School and 3¼ hours in the Girls' School. During 1914-15 the experiment was tried of allowing most of the girls to attend for two half-days instead of one. This arrangement was much appreciated by the school staff and was clearly beneficial to the girls, but conditions of labour prevented its continuance.

The Local Education Authority have staffed the schools with full-time teachers of secondary school type, following the method of the subject master rather than that of the form master. Corporate life

is fostered by various school societies, and by social gatherings, dramatic performances and concerts. The Boys' School has football and the Girls' School an Old Girls' Association—in short, there are many of the accessories usual in Secondary Schools.

A large Day Continuation School is more easily organised than a small one, because one can have in the former several more or less parallel sections or classes doing work of a particular stage and thus offering alternative times for any one student to attend—a most important matter from the factory point of view—though of course when once the time has been arranged the student keeps to it during the term.

(c) Curriculum of the Boys' School.

In the Boys' School there is a general course for boys of normal ability whose employment is usually semi-skilled. It is based throughout on English, Arithmetic and Physical Training, but the English is treated broadly and the Arithmetic is replaced in the upper part of the school by Practical Geometry and Mathematics. Geography scientifically treated is included in the first and second years, Modern European History in the third year, and Industrial History in the fourth year. The absence of proper buildings has so far precluded the introduction of Practical Science. This is being remedied by the utilisation of a temporary Physical Laboratory.

It has been found necessary to form a few classes of exceptionally dull or backward boys, who have been given a course comprising only English, Gymnastics, and practical work, such as simple measurements in Physical Science or some handicraft subject.

(d) Curriculum of the Girls' School.

English and Gymnastics are the central subjects of the course in the Girls' School. In the earlier years Physiology and the Laws of Health are also taken, as a preparation for Sick Nursing and Care of Infants in the third and fourth years. Industrial History is taught by a specialist to many of the abler

girls, and proves popular. Health talks, lessons on general topics and short discussions on current events have proved valuable in broadening the girls' outlook and in helping them to develop and express their own views. The great problem in both schools is to determine which of the large number of subjects with strong claims shall be included in the curriculum.

A limited amount of homework is regularly set in both Boys' and Girls' Schools, and is fairly well done by a large proportion of the students. Wherever possible it is such as to call for original thought, enquiry, or initiative, such as the consultation of books in a public library.

(e) *How the Scheme Operates in the Factory.*

The withdrawal of hundreds of boys and girls from work during each week might cause great dislocation and inconvenience, even in a large factory, if it were not carefully planned beforehand. Only by patient consideration of each case, coupled with much tact and sympathy on the part of foremen and forewomen, can the interruption of work be reduced to a minimum. The more symmetrical or rhythmical the arrangement is, the more convenient will it generally prove in the department. Afternoons are of course inferior to mornings for study, and it is a good thing, if it can be arranged, for morning and afternoon classes to interchange half-way through the session.

(f) *The Position of the Smaller Factory.*

Messrs. Cadbury's classes are attended also by the employees of Messrs. Morland and Impey, whose factory is much smaller. The school having a comprehensive time-table, the smaller firm can send their employees in small groups of two or three, so that dislocation of work is minimised in their case also. This seems to dispose of the contention that such schemes are only for the largest and most highly-organised concerns.

(g) *Attendance of Day School Students at Evening Classes.*

It is the view of the firm that the work of the Day School should be supplemented by some study of a more or less practical nature in the evening. In 1913-14 the result of the regulations on this point was that out of 145 boys taking the General Course, 50 attended an Evening Class in Elementary Practical Physics and Mechanics; about 70 took Woodwork; and the remainder miscellaneous subjects. These boys were mainly engaged on semi-skilled or routine work, and a recreative or hobby subject was therefore quite a wise choice. The 50 office employees who attended Day Classes took up modern languages or commercial courses for one or two nights per week at the School of Commerce, Midland Institute, or other suitable institute. In the same session some 90 per cent of the girls attended for Needlework; Dressmaking, Cookery, or Housewifery at the evening schools most convenient to their homes; the remainder generally took Art, or Embroidery, or some commercial subject. Some selected Music. Quite a number of boys and girls undertake more evening work than is actually required of them.

2.—THE BOURNVILLE WORKS SCHOOL.

Apart altogether from the day schools for young employees, there are the activities of the Bournville Works School carried on at the factory during the firm's time and comprising (a) the Apprenticeship Scheme; (b) Trade and Office Classes; (c) Physical Training; (d) various other classes.

(a) *The Apprenticeship Scheme.*

Under this scheme the firm have trained apprentices in over twenty skilled trades during the past six years. The practical training is regulated by departmental syllabuses and trade examinations. Every quarter the foreman reports on his apprentices. For theoretical training full advantage is taken of any existing day classes, and failing these the apprentice attends evening classes until the age of 21.

(b) *Trade and Office Classes.*

In Messrs. Cadbury's factory, as in others, trades are carried on for which technical training cannot be obtained at public classes. For example, the making of card boxes seems to have been generally overlooked in the provision of facilities for technical education, although it is a large industry involving much skilled handwork for the better types of boxes, as well as the intelligent use of intricate machines.

At Bournville there is an arrangement for the systematic training of learners in card box making, and this has recently been supplemented by the establishment of a definite series of classes, each consisting of about eight students. The recent extension of machine box making to the gradual exclusion of handwork has necessitated a re-casting of the syllabus. The teachers are drawn from the firm's own staff. Though they have not been trained as teachers, they have, as a rule, done very good work; this is an important fact bearing on the question of supply of teachers under a universal system of part-time Day Classes.

Classes are also held in Office Routine, for girls as well as boys, with special reference to the methods in vogue at Bournville. These classes are intended to supplement the information received in ordinary commercial courses and to apply it to particular conditions.

Factory Schools possess a great advantage over Technical Schools in that their plant is much more modern and up-to-date. There might well be in this country a great extension of the system of giving instruction in the factory itself. If factory classes were arranged for the benefit of any particular trade, the trade itself might be asked to bear part of the expense as a condition of Government grant.

(c) *Physical Training.*

All boys and girls entering the factory are required to attend for two periods of half an hour each week in the gymnasium or in the baths. The training is generally on the Swedish system. Swimming and Life-saving are taught. This work has had a marked effect on the physique and health of the girls and boys, and has undoubtedly improved their efficiency as workers in a way nothing else could have done. The firm believe it has been of moral advantage as well.

3.—SOME PRACTICAL DIFFICULTIES OF THE DAY CONTINUATION SCHOOL.

During the past four years many difficulties have been faced in connection with the day schools for young employees. Some of these problems are still unsolved, but a few of the conclusions reached may be worth recording.

(a) *Surplus Labour during School Holidays.*

From the factory point of view, the ideal school would be in session every day the factory was opened, but it would be impossible to supply a staff to cope with this. As it is, teaching the same lesson several times in the week to fresh sets of students is sufficiently fatiguing, and the staff require much the same conditions as to holidays as exist in Secondary Schools. During these holidays the factory has to meet the problem of surplus labour. On the boys' side this gave rise to the firm's Camp School, which is held for three or four weeks in the summer. About 30 boys attend this school each week, and classes in outdoor subjects have been arranged under proper teachers. This Camp has been recognised by the Board of Education, and the fact that the time is organised and well-filled in, together with the social life outside school hours, has made it very attractive. The boys pay the cost of food, and the firm pay all other expenses and receive the Board of Education grant. This form of school has great possibilities of development.

(b) *Full-time Staffing.*

While there can be no two opinions as to the wisdom of employing full-time teachers, the method has certain limitations. Whenever subjects like Sick Nursing or technical and commercial subjects are required, the need of a part-time specialist may be

felt. The trained nurse, the engineer and the book-keeper, though often willing to teach Evening Classes, are engaged during the day in the practice of their various professions. On this account the students are advised to take one or two Evening Classes, thus securing whatever specialised instruction is called for by their occupations or requirements.

(c) *Discipline and Regularity of Attendance.*

Maintenance of discipline among wage-earning boys and girls between 14 and 18 is admittedly difficult, and has to depend largely on the personality of the teacher. For this and certain other reasons it would probably be much easier for employers to conduct their own part-time schools, the premises being inside the works, and the teachers being the firm's servants. On the other hand, from the standpoint of public policy, there are many reasons why such schools should be maintained by the Local Education Authority, as in this case. If this is done, then it is mutually advantageous for the contact and co-operation to be of the most intimate nature.

The Education Department of the Bournville Works receives absentee returns twice daily from the Day Schools. The causes of absence are inquired into and the explanations returned to the Head Master and Head Mistress during the same week. Absence from school is held to be equivalent to absence from work. Cases of serious misconduct or neglect of work are similarly notified, and are dealt with much as if they were matters of works discipline. Suspension of a boy from attendance at school carries with it loss of wages for the half-days affected. Systematic reporting does much good, and is applied to students whose superior progress claims recognition in the factory, as well as to those whose indifference calls for admonition.

The non-vocational Continuation School encounters various difficulties not met with in day trade classes for apprentices. The unskilled and unimaginative worker does not see any direct bearing of his studies on his work, as does the young fitter or carpenter at a Trade School. This renders all the more important the question of syllabus, attractiveness of teaching, and mode of presentation of the subjects.

(d) *The Problem of Premises.*

In the event of any general adoption of this type of school throughout the country the problem of premises will prove a serious one, as only in a few instances will existing premises be available. Such premises may usefully be combined with local Branch Technical Schools, and it is an advantage for the day students to be accustomed to frequent such buildings.

(e) *Payment for School Time.*

If attendance at part-time Day Classes becomes compulsory, manufacturers will be placed on a footing of equality. At present, firms sending their juniors to school and paying them for the time are faced not merely with a reduction of output, but also with a considerable wage bill for which there is no immediate return. At the same time the only method free from complication is to pay for the school half-days at the same rate as other half-days. If the boy or girl is

on a time-wage this is quite simple, and if he or she is working on a share or gang system, in which the wage of several workers is pooled and sub-divided afterwards, it is still possible to calculate the payment so that no hardship falls either on those who go to school or the other shareholders who remain working to maintain the output of the department. For individual pieceworkers an equitable method of wage adjustment is much more difficult.

(f) *Cost to Employers.*

There is no doubt that there is a considerable cost to employers in adopting this part-time system, as the staffing of a factory has to be increased. In Messrs. Cadbury's factory one-tenth of the young employees are away at school five days in the week, and therefore the staffing is increased approximately by 10 per cent. This increased staffing represents increased cost. Undoubtedly, too, more work is placed upon the foremen and organising staffs, but against this has to be weighed the ultimate value of having a more intelligent type of employee, which in the end will be found to outweigh by far the additional cost.

4.—THE SCHOOL LEAVING AGE.

Witness thought that it would be an advantage if every child were to remain under full-time instruction till 14, without exemption for any reason at an earlier age, afterwards receiving part-time day instruction up to 18. On economic grounds he preferred this plan to one involving full-time instruction up to 15 or 16; to raise the leaving age to this extent would create difficulties as to maintenance allowances. He approved the Scottish system of allowing children to leave school only on certain fixed dates in the year, and felt sure that it would be possible to organise his works under such an arrangement.

5.—THE POSSIBLE EXTENSION OF DAY CONTINUATION CLASSES.

If the system of Day Continuation Classes for juveniles between 14 and 18 is to be widely extended, it will have to be compulsory and universal. There is not much scope for further advance by voluntary action, as many employers would stand aside, and the problem of children who are employed in ones, twos and threes by small firms would prove very difficult. Employers as a body are now more favourably disposed towards technical instruction than they were before the war, but Witness doubted whether their attitude towards general education had improved correspondingly.

If Parliament were to decide on compulsory Day Classes Witness anticipated that two half-days, or (say) seven hours a week would be required. His firm would regard such an arrangement as educationally superior to their own plan of one half-day a week, and indeed had tried it at one time, and hoped to try it again.

If juveniles are compelled to attend instruction in the daytime for six or seven hours a week, the total number of hours that they may spend at school and work should be regulated. In Witness's opinion 52 hours a week for school and work is ample for boys and girls under 18.

GENERAL.

MR. J. WALKER CLARK, J.P., Chairman of the Parliamentary Committee of the National Chamber of Trade.

Witness said that the National Chamber of Trade, which is composed mainly of distributing traders, has 240 affiliated Associations in the United Kingdom, with a membership of over 100,000. He put in a circular dealing with matters under consideration by the Departmental Committee which had been adopted by the Chamber, and called special attention to the paragraphs which complained of the unsuitability and insufficiency of elementary education in imparting a knowledge of Reading, Writing, Arithmetic and Spelling.

1.—THE HALF-TIME QUESTION.

Considerable use is made of half-timers in small shops, and their employment is greatly appreciated both by shopkeepers and parents. The work is usually very much enjoyed by the young people; often they are used for errands and other light work. Witness had repeatedly noticed a most marked development in their intelligence and physique. His own experience was that, especially in the case of girls, they grow and develop rapidly after they begin work in the shop or workroom.

The Chamber of Trade has never passed a resolution on the half-time question, but the Halifax branch has voted unanimously in favour of its continuance, on the ground that it is useful to the small trader and beneficial to the child. The present shortage of errand boys has caused great loss and inconvenience to shopkeepers, especially in the smaller shops, and any further reduction in supply would result in the closing of their businesses or making them unprofitable.

2.—THE SCHOOL LEAVING AGE.

At the Annual Conference of the Executive Committee of the Chamber of Trade held at Manchester in 1916 a resolution was passed almost unanimously in favour of raising the school leaving age to 15, provided that exemption were granted for employment, at any time after 13, to children apprenticed to a trade whose employers were willing to give facilities for attendance at suitable day classes for about six hours a week for three years after leaving school. Witness thought that under such a scheme many children would remain at school till 15—in fact, the resolution was intended to make the number of exemptions before 15 as small as possible. On the other hand, no representatives of the cotton trade or of wool and worsted spinning were present at the Conference, and as the Chamber was not representative of agriculture the resolution would presumably apply to urban areas only. Speaking as one who had lived in an agricultural area, Witness thought that a proposal to raise the leaving age there would meet with opposition.

The condition as to apprenticeship could not be fulfilled by unindentured apprenticeship such as is the rule in the engineering trades in Halifax. For children who remained at school till 15 the instruction in the latter years should be given at Secondary Schools or Higher Grade Schools.

3.—THE TYPE OF EDUCATION REQUIRED IN ELEMENTARY SCHOOLS.

Business men contribute a large proportion of the cost of education, and therefore have a right to expect that the education given shall be suitable for business purposes. The irreducible minimum which the trader requires from his workers is a good grounding of arithmetic, a fair knowledge of grammar, accuracy in spelling, legibility and speed in writing, and ability to read aloud correctly. The technique of his trade

the employer himself is prepared to teach, but this cannot be done unless the mind of the employee is alert and intelligent. It is a deplorable fact that boys and girls who leave the Elementary Schools fail in this respect.

Teachers in the Elementary Schools fail as a rule to inspire enthusiasm for learning. Probably one reason for this is that they spend too little of their time with the children. It would be a good thing if children between 10 and 12 spent an hour after tea doing preparation for the next day under the supervision and instruction of their teachers, the older scholars staying for one and a half or two hours. A better plan, perhaps, would be to have school in the morning and again after tea, using the afternoon for Swedish drill, games, and handicraft instruction. The great increase in juvenile crime is probably due to the children having their evenings free, and to the present high wages paid for juvenile labour.

4.—COMPULSORY CONTINUATION SCHOOLS.

A good deal has been said about the need for Day Classes (in employers' time) for teaching the technical part of business. In certain trades, where expensive raw materials are used and there is need for great care and skill in the use of costly tools and appliances, this may be desirable or necessary; e.g., in cabinet making, engineering, tool making, and the electrical apparatus industry. But Witness's experience of girls who had been taught Dressmaking at technical classes was that they are not so suitable for the workroom as those who come straight from school, and he had never seen a syllabus for teaching the practical part of the drapery trade that appeared to him at all suitable. He held strongly that public buildings, public officials and public money should not be used for the private gain of individual employers. If small employers are able and willing to train their staffs, the larger ones ought to make their own arrangements, and not call on the State for help.

There is a division of opinion in the Chamber as to whether any form of instruction should be compulsory after 15 except for children exempted between 13 and 15. Probably there is a majority against any further compulsion, and a large minority against compulsion for those over 13. In Halifax a high percentage of the children attend voluntary Continuation Classes with excellent results, and Witness did not see why other places should not do as well.

SIR ALGERNON F. FIRTH, Bart., President of the Association of Chambers of Commerce of the United Kingdom.

A.—THE OPINIONS OF CHAMBERS OF COMMERCE.

The Association of Chambers of Commerce comprises 110 Chambers in the United Kingdom, with a total membership of over 80,000. A letter had been addressed to each of these Chambers asking for its views on the following points:—

1. The desirability of improved facilities for further education, both vocational and general.
2. Compulsory attendance at Continuation Schools after the age of 14.
3. Facilities for attendance at part-time Day Classes.
4. The raising of the school leaving age.
5. The abolition of half-time employment.

Witness put in, as part of his evidence, the replies which had been received. A brief summary of the views of the English Chambers is given below:—

1.—THE DESIRABILITY OF IMPROVED FACILITIES FOR FURTHER EDUCATION.

Batley.—Further facilities should be given for technical training, which is all important from the commercial point of view.

Blackburn.—Improved facilities, both vocational and general, are greatly needed. Better teaching is needed most of all. There should be greater provision of scholarships to enable bright but needy children to remain at school till they are at least 16.

Bradford.—Improved facilities are desirable, and should be extended beyond the school leaving age by Evening Continuation Classes with special reference to the vocational requirements of the district.

Carlisle.—Improved facilities are desirable. These could be given if higher grants were available for children over 12 in Elementary Schools. The work of these children could then have a more practical bias, and the training could be given, without teaching a trade, in the elements common to many employments. Similarly, intermediate and secondary education should have a more definite aim in preparation for groups of vocations.

Coventry, Dewsbury, Grimsby, Hartlepool, Huddersfield, Leicester, Luton, Sheffield and Walsall.—Improved facilities are desirable.

Derby.—More attention should be given to Reading, Writing and Arithmetic. In the near future one modern language should be taught in Elementary Schools.

Exeter.—Vocational education should form part of elementary school training, i.e., the upper standards should differentiate between children who are likely to pass to Secondary and Technical Schools respectively. There should be Technical and General Secondary Schools, such as exist in Germany, to which children could be drafted according as their future careers are to be industrial or literary in the widest sense of the term.

Gloucester.—Improved facilities for further education, both vocational and general, are needed. Science, Manual Instruction (for boys) and Domestic Subjects (for girls) are specially mentioned.

Halifax.—In this district the educational facilities are so great that there are no special requirements.

Hull.—A more thorough knowledge of the three R's is desirable. Pupils who show special aptitude should have special facilities for higher education.

Letchworth.—Further facilities are desirable, and more attention should be devoted to education than

hitherto. It is important to have capable teachers, and with this object higher salaries should be paid.

Manchester.—In large urban areas there should be increased provision of (a) Schools of Commerce for boys over 15 or 16, providing instruction in advanced commercial subjects, and especially in Modern Languages; (b) advanced technical instruction, allied to local industries; (c) much more extensive industrial and scientific research.

Newcastle.—The elementary part of our school system is the most satisfactory, and would be entirely so, given improved attendance, smaller classes, improved accommodation, and greater insistence upon thoroughness of work, particularly in English and Arithmetic. In the direction of further education the most urgent need is the provision of Secondary Schools, greater in number and different in type. In addition to schools of the literary type, we need schools with a pronounced scientific bias, the groundwork of the curriculum being mathematical and scientific. Students from this type of school should produce the future research students for the Science side of our Universities. Schools of commercial type are also needed, built upon a sound general education up to the age of 15, and specialising thereafter on commercial work.

More freedom should be given to local authorities in the provision of schools of experimental type. Any reasonable scheme for the provision of a new type of school should be entitled to receive from the Exchequer 50 per cent. of the cost of maintenance. Purely vocational education should not be given in the schools.

Nottingham.—It is essential that all children should receive the groundwork of a sound primary education in English, Arithmetic, History, Geography, Citizenship and Ethics. Vocational instruction should not be attempted before the age of 15.

Wolverhampton.—It is useless to consider increasing the facilities for further education of a general character until the basis of the present system has been re-organised, and made much more thorough. As regards vocational training, a return to the apprentice system is advocated.

Woolwich.—More attention should be paid to technical subjects at compulsory Continuation Schools. The attempt should be made to adapt the higher education of each child so as to qualify him for the position for which he is best fitted.

2.—COMPULSORY ATTENDANCE AT CONTINUATION SCHOOLS AFTER THE AGE OF 14.

Batley, Coventry, Exeter, Grimsby, Hartlepool, Huddersfield, Leicester, Luton, and Woolwich.—Compulsory attendance is desirable.

Blackburn.—Compulsory attendance is not advocated. The half-time employment of children of 12 should be replaced by vocational training for such of them as intend to become mill workers. In special instances facilities should be given for attendance at part-time Day Classes for young persons of 14 and upwards to fit them for the trade they propose to enter.

Carlisle.—Young people should be under the supervision of the Education Authority till 17, and should be required to attend Continuation Schools or to show that they are continuing their education in other ways. Responsibility for securing attendance should be placed on the employer, or, if the child is not employed, on the parent.

Derby.—Continuation Schools should be developed and extended, but attendance should not be generally compulsory. Apprenticeship should be encouraged, on all apprentices should be compelled to attend Continuation Schools.

Gloucester.—There is much to be said on both sides.

Halifax.—Compulsory attendance, though not absolutely necessary, is desirable for the sake of discipline. As Continuation Classes are only held in the winter months, there would be no interference with outdoor recreation.

Hull.—Compulsory attendance is very desirable. Physical training should form part of the programme.

Letchworth.—Compulsory attendance after 14 is not desirable, as only a small percentage would benefit by the instruction, but every facility in the form of scholarships and maintenance grants should be offered to promising children. The selection should be determined partly by the views of local committees, upon which Chambers of Commerce should be represented.

Newcastle.—See under (3).

Nottingham.—Attendance for at least eight hours per week should be compulsory for three years after leaving school. It is not believed that children are too tired after a day's work to profit by instruction, as true recreation consists in change of occupation, and all that is necessary is to interest the children in the subjects taught.

Sheffield.—After the war, attendance at Continuation Schools after the age of 14 should be compulsory. The instruction should be given in the day time, as the children will be too tired to benefit after the day's work.

Walsall.—Compulsory attendance is desirable in most cases.

Wolverhampton.—Compulsory attendance up to the age of 17 is strongly advocated, provided that the instruction is suitably practical.

3.—FACILITIES FOR ATTENDANCE AT PART-TIME DAY CLASSES.

Batley.—Facilities should be granted in specific cases only.

Blackburn.—See under (2).

Bradford.—In Bradford, owing to shortage of labour, arrangement has been made for the period of the war whereby the age for full-time employment has been lowered from 14 to 13, and children of 13 are to be allowed to work full-time with those employers who undertake not to engage any more half-timers. This experiment should be given a full trial before further legislative action is taken.

Coventry, Huddersfield, Hull, Leicester and Yeadon.—These Chambers are in favour of facilities being given.

Derby.—If Day Classes are established for young persons it is believed that employers will be prepared to offer facilities for their employees to attend.

Exeter.—Part-time Day Classes follow naturally from the proposal for compulsory Continuation Classes, as it is idle to expect the average child to benefit by attending Evening School after working all day. It should be part of the contract between the young person and his employer that arrangements should be made for the former to attend for a specific number of hours per working day at classes, such hours to count as part of the working week.

Gloucester.—This matter is to be considered seriously by local employers as soon as possible.

Halifax.—Facilities should be given for attendance at part-time Day Classes under supervision. This plan is already being carried out by certain groups of local employers.

Hartlepool.—The question does not affect the local Chamber.

Letchworth.—Facilities should be encouraged, but only given to those who show inclination to take advantage of opportunities for progress. This would be best achieved by giving day facilities to those who are willing to devote part of their time to Evening Classes.

Manchester.—Part-time day instruction in ordinary working hours should be compulsory, especially in connection with skilled trades between the ages of 14 and 18. The compulsion should be placed on the employers, and the work carried on under the supervision of the Education Committee. The instruction should be partly vocational, but general education should also be provided.

Luton.—Employers should be compelled to allow attendance at part-time day schools.

Newcastle.—Compulsory attendance at Continuation Schools and facilities for attendance at part-time Day Classes are best considered together. It would be cruel and unwise to compel attendance at Continuation Schools without a corresponding statutory obligation on employers to liberate the adolescent during a corresponding time. The time has now come when boys and girls over 14 and under 18 who are employed in any way whatever should receive systematic instruction in the principles underlying their occupation during 10 hours a week, and employers should be compelled to liberate them for an equal number of hours. The money spent on our evening school system is largely wasted, but it is not certain that compulsion in the matter of continued education is the remedy. The best solution is the right opportunity under the right conditions.

Nottingham.—Vocational instruction can be undertaken with advantage in part-time Day Classes. A

child's school years should not be occupied intermittently in industrial employment except in cases of extreme necessity.

Sheffield.—See under (2).

Wolverhampton.—Facilities for attendance at part-time Day Classes in proper cases are favoured.

4.—THE RAISING OF THE SCHOOL LEAVING AGE.

[NOTE.—In dealing with this question the Chambers appear to have dealt with the various leaving ages, 13 or 14, at present in vogue in their districts.]

Batley.—Unless there is a greater desire for education among working people the leaving age should not be raised at present.

Blackburn.—The leaving age should not be raised in Lancashire at present. It would not be wise to take this step at the same time as half-time employment is abolished, on account of the opposition which would be experienced from many quarters, especially parents.

Carlisle.—The leaving age should be raised to 14 by statute.

Coventry.—The leaving age should be the same all over the country.

Derby.—The leaving age should be raised to 14.

Exeter.—The proposals of the Chamber under (2) and (3) might render unnecessary the general raising of the age. It is strongly urged however that the Labour Certificate should be abolished, and that all children should be encouraged to attend school till 15 by a wide extension of the scholarship system.

Gloucester.—In Gloucester the leaving age is 14, but the local byelaws permit exemption for beneficial employment at 13, provided that the child has attended 350 times in each of five years.

Halifax.—The present leaving age is suitable to this district.

Hartlepool.—The leaving age should be raised.

Huddersfield.—The leaving age should be raised to 14.

Hull.—Difficulties would arise if the leaving age were raised, as Trade Union rules stipulate for seven years apprenticeship.

Leicester.—The raising of the age is desirable in itself, but at this juncture it would be attended with great difficulties.

Letchworth.—The leaving age should be raised.

Luton.—For the present the age of 14 should be rigidly adhered to, and all methods by which children are permitted to leave before that age should be abolished.

Manchester.—The minimum leaving age should be 14, and Local Authorities should have power to go beyond this in their own areas.

Newcastle.—No real benefit would result at present from raising the age to 15. The first step to be taken is to make the age of 14 effective everywhere.

Nottingham.—The age should be raised to 15 where possible, having regard to the capacity of the child and the circumstances of the parents.

Sheffield.—This question seems to be covered by making attendance compulsory after 14. See under (2).

Walsall.—The raising of the leaving age is not advocated.

Wolverhampton.—This Chamber opposes the raising of the leaving age, and would make it easier for boys who prefer work, and whose home circumstances demand help, to leave school provided they have attained a certain standard.

5.—THE ABOLITION OF HALF-TIME EMPLOYMENT.

Batley, Carlisle, Coventry, Derby, Leicester, Letchworth, Luton, Walsall, and Wolverhampton.—Half-time employment should be abolished.

Exeter, Gloucester, Hartlepool, Hull and Woolwich.—There is no half-time employment in these districts.

Halifax.—From the educational standpoint there is great difference of opinion as to this. From an economic point of view the feeling is that half-time employment should not be abolished.

Manchester.—Half-time employment prior to 14 should be abolished, but the system might be adopted with advantage from 14 to 15, with the establishment of vocational schools for industry and commerce.

Newcastle.—The half-time employment of children under 14 is probably unnecessary from an industrial point of view, and should certainly be abolished on educational grounds. What is wanted is full-time

education up to 14, and something like half-time employment between 14 and 18.

Nottingham.—Half-time employment is not needed as it was before the introduction of mechanical aids to business. In the case of young girls advantage might be obtained by devoting three afternoons per week to domestic employments and lessons in First Aid.

Sheffield.—Half-time employment of children under 14 should be abolished, but in the case of children of 14 or over half-time should be permitted.

B.—PERSONAL VIEWS OF THE WITNESS.

1.—FACILITIES FOR FURTHER EDUCATION.

Speaking as a business man, Witness thought that the most prominent failing in our present system of education is want of attention to the three Rs. He did not advocate vocational instruction in Elementary Schools, at any rate below the age of 14. He felt that commercial education is not sufficiently developed, in that it is mainly dependent on Evening Classes; it would be advantageous to establish a system of higher day schools allied to the commercial departments of the Universities. He also thought that we did not spend enough on scientific and industrial research.

2.—THE SCHOOL LEAVING AGE.

During the last five years employers have tended to favour improvements in education, and have shown a more liberal spirit as regards the education of their employees. Hence the end of the war would be a good time for raising the leaving age. Every child should be kept at school until 14, but the time is not ripe for going beyond this. Witness would not give Local Authorities permissive powers to raise the age to 15.

Scottish Chambers of Commerce had not raised any objection through the Association to the system of leaving Elementary Schools at certain fixed dates only, though Witness could imagine that employers in populous towns might find it troublesome if large numbers of children were placed on the labour market at the same time.

3.—THE ABOLITION OF HALF TIME.

Witness was personally opposed to half-time employment before the age of 14. His own firm employed a few half-timers, but could organise without them, and actually do so in their American mills. Chambers of Commerce disapprove of half-time as a rule, and the Association of Chambers would probably vote for its abolition. He suggested that Chambers of Commerce such as Bradford should have the chance of giving evidence on this point.

4.—PART-TIME DAY CLASSES.

Serious difficulties would be introduced in the textile trades if part-time Day Classes for young persons over 14 for, say, 6 hours a week were made compulsory. His own works employ some 225 young persons between the ages of 14 and 18. In some departments it would be possible to take these out in rotation, but in others the result would be to bring the older workers, or even the whole department, to a standstill. In these latter cases they could not organise the rotation even if there were a slight surplus of juvenile labour. The older workers would not object if any loss of pay were made good, in which event the loss would fall on the employer and be a serious handicap.

To improve the type of worker employed in textile factories would be economically sound, and the employer would therefore undoubtedly benefit by the continued education of his employees, provided that it did not involve stopping the works. Most employers would do their best to meet the conditions imposed by a system of part-time Day Classes, but a good deal of elasticity would have to be allowed, on account of diverse conditions in different industries and in different departments of the same industry. Witness would not oppose the innovation, provided that it involved no serious interference with output. Should its introduction be decided upon, he would make it gradual, say with boys first, in order to minimise dislocation of industry.

B.—REPRESENTATIVES OF LABOUR.

(NOTE.—The classification of industries in this section is generally the same as that followed in the Report of the Census, 1911.)

COMMERCIAL OCCUPATIONS.

MR. G. LATHAN, Secretary of the War Emergency Clerical and Administrative Workers' Committee.

1.—VIEWS REPRESENTED IN THE EVIDENCE.

Witness said that his Committee was formed in September 1914 for the purpose of watching developments arising out of the war, and for taking such steps in connection therewith as appeared necessary in the interests of clerical and allied workers. His evidence represented in the main the ascertained views of the Association of Clerks in the Second Division of the Civil Service, the Civil Service Federation, the National Amalgamated Union of Shop Assistants, Warehousemen and Clerks, the National Joint Committee of Post Office Associations, the National Union of Clerks, and the Railway Clerks' Association, these bodies having an aggregate membership of 271,500 members.

2.—CHILDREN ABNORMALLY EMPLOYED DURING THE WAR.

It is much to be regretted that in a number of agricultural districts and in some industrial areas Local Authorities were permitted to set aside byelaws prohibiting the employment of young children between the ages of 11 and 14 years, some 60,000 of whom, it is understood, have been taken from school earlier than would have been the case in normal times. A great injustice has been done to these children, and steps should be taken at the earliest possible opportunity to adjust the position. If this cannot be done during the war, existing byelaws should be brought into operation immediately upon the cessation of hostilities, and should be made applicable to all children under the present school leaving age, whether in employment or not. Some difficulty would doubtless be experienced in respect of those who, by their earnings, have assisted their parents in the maintenance of the home, and in order to meet this difficulty without depriving the child of its educational rights, it should be within the power of the Authorities to provide maintenance grants for adequate periods.

3.—THOSE WHO CANNOT IMMEDIATELY FIND ADVANTAGEOUS EMPLOYMENT AND WHO REQUIRE SPECIAL TRAINING FOR EMPLOYMENT.

As these children and young persons have been largely engaged in occupations necessary to the successful prosecution of the war, the responsibility for providing advantageous employment or special training necessary to equip them for other employment should be accepted by the State. National responsibility is emphasised by the fact that large numbers of young persons are being employed in munition factories, in Government offices and elsewhere on work of a character unlikely to qualify them for permanent employment. Courses of vocational training are highly desirable in the case of such persons in order to equip them for other duties, whether in the State service or in outside employment. Training should be available to enable young persons temporarily engaged in offices to strike out in new directions. In Government departments, on the railways, and probably in the majority of commercial offices the men serving with the colours have been guaranteed reinstatement on return from active service. Very necessary reductions in hours of labour should absorb some of the temporary workers, but considerable dislocation appears almost inevitable.

4.—THE RAISING OF THE SCHOOL LEAVING AGE.

The Associations affiliated to Witness's Committee unanimously favour the raising of the school leaving age, and a minimum of 16 years is recommended. Local Education Authorities should be given powers to make byelaws, and should be required immediately to take steps in that direction. In some cases, where children have not been permitted to leave school, they

have been deprived of considerable periods of instruction by the use of schools as barracks, and by economies effected by the Local Authorities. Both industrial considerations and educational requirements call for the raising of the school leaving age. Under the present system there is too much cramming; the memory is exercised at the expense of the reasoning faculties. If the present curriculum were spread over a longer period, the money spent on education would produce better results. Very few children of 14 are qualified to decide upon a trade or profession, or have given sufficient indication of their natural tendencies. Serious mistakes are made in the choice of occupation which might be avoided by providing two more years for preparation and consideration. Some system of maintenance grants would be a necessary corollary to this reform.

5.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Educational facilities should be generally and widely extended. Until the age of 16 has been reached education should be general rather than vocational or technical in character, with a view to the full development of mental and physical powers and the production of well-equipped, good citizens.

This standard could best be attained along lines which provide for the encouragement of the child's natural desire for knowledge. Present methods of teaching too frequently suggest the imposition of educational tasks, rather than the development of the powers of observation and reasoning faculties. Classes are far too large, and the teacher is unable to give the individual attention necessary to the attainment of good results. The tendency of education during recent years has been to produce large numbers of young persons with a disposition to enter clerical employment, although, frequently unsuitable and imperfectly fitted for it.

The new conditions created by the war will necessitate more extensive scientific and technical education for both young persons and adults. As indicated earlier, it is anticipated that when peace conditions have been reached many young persons will be displaced. It appears likely however that large numbers of workers will be required in new or extended industries, e.g., the engineering trades, scientific agriculture, the china, glass and chemical trades, especially if State assistance is given in re-organisation and development. Technical and scientific training to enable displaced workers to enter such new or enlarged industries is suggested, as well as training to equip young men and women for life in the colonies, where development will probably be accelerated. Extensive commercial and industrial development between Great Britain and her Allies is also anticipated after the war. This will create good openings for people with knowledge of European languages. Facilities in this direction should be provided. If the British Consular system is developed and more Chambers of Commerce are established abroad, after the manner of American and Canadian Chambers, the volume of British trade should increase and provide abundant opportunities. Our young people must be so equipped as to enable them to seize these opportunities.

6.—COMPULSORY ATTENDANCE AT CONTINUATION SCHOOLS AFTER THE AGE OF 14.

Objection is taken to compulsory attendance at evening Continuation Schools. The reasons for this are frequent long hours of labour, and the natural desire for recreation after a day's work. The student is not then in a fit condition, owing to brain-fag or physical fatigue, to receive full benefit from the instruction. The teachers at Evening Schools are also frequently

employed during the day, and enter upon their evening work more or less tired in mind and body. Thus the best return is not secured from expenditure incurred in the maintenance of such schools.

It is not suggested that Evening Schools should be abolished. They could be of immense benefit to adults who desire to increase their knowledge of particular subjects. Continuation instruction up to the age of 18 should be given in the day time, but voluntary attendance at Evening Schools after, say, 16 could be made attractive by means of physical exercises, lectures, concerts, indoor and outdoor games, and generally by something approaching to club life for young people. This would have an important bearing upon social problems.

7.—FACILITIES FOR ATTENDANCE AT PART-TIME DAY CLASSES.

Attendance at part-time Day Classes should be compulsory, employers being required to provide facilities in respect of the young persons they employ. Excellent results have attended voluntary arrangements on these lines in London and elsewhere. The teaching could be primarily vocational, but physical training might be included. In addition to purely trade schools, commercial schools, whose chief work would be the training of administrators and managers, are desirable. Steps should be taken to encourage the interests of both employers and employees in such schools. A minimum average attendance of ten hours per week should be secured. Special arrangements could be made to avoid dislocation in seasonal trades.

ENGINEERING AND METAL TRADES.

MR. J. T. BROWNLIE, President of the Amalgamated Society of Engineers.

1.—THE RAISING OF THE SCHOOL LEAVING AGE.

Witness considered it to be of the utmost importance to the nation that every boy and girl should receive the best education possible. With that object in view, having regard to the unsatisfactory result of our present educational system, he thought it imperative that the leaving age should be raised. Engineers as a body would favour raising the age to 14. Witness himself would go to 16, or in favourable circumstances higher. He agreed that in Lancashire a leaving age of even 15 would be opposed by employees and employers alike.

So far as apprenticeship is concerned, the raising of the age to 16 would not introduce difficulty from the point of view of the Trades Union or of the employer, seeing that apprenticeship generally begins about 16, with a view to a five-year period ending at 21.

Even if boys stayed to 15 it would not be possible to differentiate much between them with an eye to their future occupations, except broadly, as between artisans and clerks.

2.—THE ABOLITION OF HALF-TIME.

Witness disapproved the existing half-time system strongly. In the engineering trades there is none of

it, as far as he knew, and engineers as a body would not oppose its abolition.

3.—PART-TIME DAY CLASSES.

Witness said that he would approve the establishment by Parliament of universal compulsory part-time instruction given in the day time, and continuing to the end of the period of apprenticeship at the age of 21. The employer should be compelled to allow time for attendance. There should be no insuperable difficulty in the shops through machines standing idle because boys were taken away—the employer should realise that the boy is more important than the machine. Some firms allow boys to leave work at 4 p.m. to attend classes, and find that the inconvenience, if any, is very slight.

In part-time Day Classes between the ages of 14 and 17 Witness would give trade teaching, instruction in Physics and the nature of materials, and in Literature. But he would not stop at 17; he would like to extend the classes over the critical period of 18 to 21. He approved the idea of Works Schools, but not so strongly as to prefer them to external institutions. He did not fear that the effect of a Works School would be to tie the boy to the firm providing the instruction.

MR. W. J. DAVIS, General Secretary of the National Society of Amalgamated Brass Workers.

1.—THE SCHOOL LEAVING AGE.

Witness said that progress in the direction of a higher leaving age should be judicious and perhaps gradual, so as to minimise opposition from parents. Personally he would raise the age to 15, provided that exemption on passing a high standard were allowed at 14. As a preliminary step he would approve a universal 14, without exemption of any kind. He would not advise that individual authorities should at the same time have permissive powers to go to 15.

2.—THE HALF-TIME SYSTEM.

The existing half-time system should be entirely abolished for the sake of the physical efficiency of the child and fairness between competing manufacturers. On this matter there is a change of opinion even in Lancashire. If the Government took a strong line they would be supported by the country as a whole, and opposition would soon die out.

3.—FACILITIES FOR FURTHER EDUCATION.

A closer connection between the school and the workshop should be fostered by giving school instruction in mechanical drawing, in processes and the use of tools. This should be started in the Elementary School, where methods should be very practical, with a view to giving manipulative skill which would be of use later on.

4.—COMPULSORY ATTENDANCE AT CONTINUATION SCHOOLS.

Witness did not approve evening work for children under 14, but thought that if school life extended to 15 there might be an evening session of the schools, provided that the morning and afternoon sessions were suitably shortened. He favoured compulsory part-time Day Classes for young people up to the age of 18, subject to a certain amount of discretion being given to the Local Authority. Something on the German lines would be good. The curriculum should comprise literary and general subjects as well as vocational teaching.

Witness outlined a scheme drawn up by his Society, in conjunction with the Birmingham Employers' Association, for training young persons between 14 and 18 in part-time Day Classes for 6 or 8 hours a week. Fees were to be paid by the employers, and the Society was to give a contribution towards the expenses. The Employers' Association left it to individual employers to come into the scheme, which was unfortunately prevented from materialising by the war.

Witness would like to see such a scheme made universal and compulsory in the brassworking and other trades, and did not anticipate that any difficulty in organisation would be caused thereby. The scheme would eventually be a great gain to our commercial capacity, and would improve the technical skill and literary knowledge of our industrial workers.

MR. IVOR H. GWYNNE, Secretary of the Tin and Sheet Millmen's Association and Chairman of the Swansea Education Committee.

1.—THE SCHOOL LEAVING AGE.

Witness was personally of opinion that the leaving age from the Elementary Schools should be raised to 16. In addition to existing Intermediate and Secondary Schools, vocational schools should be established, and the Education Authority should have the right to select the children between the ages of 12 and 14 who are capable of taking a course of training in one of these three types of school. By this means the best educational and industrial results would be secured, inasmuch as the trades which those children would ultimately enter would materially benefit.

Public opinion generally is not quite ripe for this change, but public opinion would be prepared to compel all children to remain in school up to the age of 14 and to grant to Education Authorities the right to decide which of them could benefit by a course of higher instruction. The present method of exempting children before they attain the age of 14 is anything but satisfactory. Each Authority seems to have its own method and its own standard for this purpose. In the majority of cases the outstanding factor is the circumstances of the family. If the income is below a certain average per head the child is exploited in order to increase the income of the family, to the detriment of the future generation.

The labour examination is wrong in principle. Only the bright and intelligent children are capable of passing, and the backward child never stands a chance. Thus the examination deprives the schools of those who could benefit by further instruction, and insists that those who are not so capable shall remain in school. This raises the question of maintenance allowances or bursaries. The Government should provide these allowances in order to secure the best students for Secondary Education. Without some such arrangement for maintaining the children of the poorer classes in higher schools we can never hope for success.

Up to 14 education should be purely general. With a view to avoiding disorganisation of the Elementary Schools, children should only be allowed to leave at certain fixed dates in the year. Any excessive supply of labour thus caused at intervals would be speedily absorbed.

MR. CHARLES HOBSON, Secretary of the British Section of the International Metalworkers' Federation.

1.—THE SCHOOL LEAVING AGE.

Witness expressed the personal view that the school leaving age for all children should be raised to 15. The Trades Union Congress had advocated 16, and the Metalworkers would therefore certainly accept the lower figure. The rank and file of workers would do likewise if the instruction from the age of 12 bore on the future occupation. The cotton operatives would probably prove an exception, but they should be overridden in the interests of the children.

2.—EDUCATION BETWEEN THE AGES OF 12 AND 15.

Witness's own view was that between the ages of 12 and 15 vocational training should dominate the curriculum. As a member of the Sheffield Education Committee he had often found that boys of 12 have lost interest in their work through the instruction being too bookish. If their training were directed to their future pursuits they would gain heart and become interested. At 12 boys often show aptitude in a particular direction, and advantage should be taken of this to select their future trade and concentrate their studies on it. All schools for children over 12 would thus become specialised trade schools. Boys likely to be absorbed by unskilled work, e.g., dock labouring, should be trained accordingly. There would be no great danger of a subsequent change in the boys' tastes. In some cases the choice might be made at 10, or even at 8.

The responsibility for choosing a boy's trade at 12 should rest on a joint committee of employers, work-people, educationists and parents. Witness did not fear that this Committee might be guided by the temporary distribution of the demand for labour rather than by the interests of the individual child. Steps towards a decision should be taken, even before the age of 12, by submitting twice yearly to the Education Authority a report on each child of 6 and

2.—THE ABOLITION OF HALF-TIME EMPLOYMENT.

So far as the public in South Wales is concerned, there is but one opinion on this matter, viz., that the half-time system should be entirely abolished. In fact, no boys have for years been employed under this system at any of the works or mines in the district.

3.—COMPULSORY PART-TIME DAY CLASSES.

Witness did not advocate compulsory attendance at Continuation Schools so long as these schools are conducted on the present lines, and tired boys, after arduous labours during the day, are sent to be taught by tired teachers. Granted that public opinion is not ripe for full-time instruction up to 16, it would be better to keep all children at school till they reach the age of 14, and to insist upon part-time day instruction to 18. This would enable children to be physically fit to receive the instruction given, and would also compel the authorities to provide special teachers and avoid the necessity of utilising day teachers for evening work.

The part-time Day Classes should occupy at least 20 hours a week in working time. This would involve the engagement of duplicate sets of boys, an arrangement which would be quite compatible with the efficient organisation of the tinplate industry. If the result were a shortage of boys, matters would gradually adjust themselves, as they did when the employment of boys of 11 was stopped. The question of wages would right itself in the end. Witness did not anticipate serious opposition from employers to such a scheme.

The instruction given in the classes should be technical and scientific in character, in accordance with the nature of the work undertaken by the boys. Lack of technical knowledge on the part of the employee often causes serious financial loss to the employer. Literary and general instruction and physical training should also form part of the programme.

upwards. These reports should be scrutinised by a special Committee of the authority. Each child should be reported upon at the end of the first three months after first entering the school under the following heads: Dull, Average, Clever, Specially Clever.

3.—CONTINUATION EDUCATION AFTER 15.

Previous to commencing industrial teaching Trade Union leaders associated with the particular craft or calling should be conferred with on the instruction needed to ensure efficiency. This could readily be done through the Parliamentary Committee of the Trades Union Congress, who have every industry grouped. Because of the neglect on the part of both employers and workmen to teach their trade properly to apprentices, there should be appointed a special Committee with authority to see that trades are properly taught in every industrial centre. Every boy should be apprenticed under indenture providing for his being taught his trade by a competent workman and being allowed to attend school in the master's time for at least three years of the apprenticeship. The master should pay all school fees, and be held responsible for the boy's attendance. There should be a close relation between the workshop and the school, and all who teach should be practical operators. The equipment of the school should be such as to lead the workshop in all the recognised processes of manufacture. These conditions are realised at the Trade School of Solingen, devoted to teaching apprentices in the cutlery trade, the Trade School of Berlin, devoted specially to Brassworking, and the Diderot Technical School of Paris, for those intended for the Metal Trade.

Witness thought that it would be an advantage to all concerned if apprentices engaged in very large works could be taught in the day time inside the works by duly qualified teachers and expert workmen,

inasmuch as all necessary tools and appliances are at hand and the whole atmosphere is helpful.

4.—ABNORMALLY EMPLOYED CHILDREN.

Witness thought that it would be quite impossible to get children of school age back to a full-time school

if they had once been in employment. Such children should continue at school and at work concurrently, provided that the employment were suitable. The instruction might be given inside the works by duly qualified teachers in conjunction with expert workmen.

WOOD, FURNITURE, FITTINGS AND DECORATIONS.

Mr. A. GOSSIP, General Secretary of the National Amalgamated Furnishing Trades' Association.

1.—THE NEED FOR VOCATIONAL TRAINING IN THE FURNISHING TRADES.

There is no general system of indentured apprenticeship in the furnishing trades, but five to seven years are usually regarded as being necessary to learn a trade, and lads are generally reckoned as apprentices during that time. The learner does not always stop the whole of this time with one firm, since many employers only deal with one or two classes of goods and are not engaged in an all-round trade. A young person cannot get a proper insight into the trade in such a shop. There is still a fair number of shops, mostly in the provinces, where an all-round knowledge of the particular section taken up can be acquired. Few boys are trained in the best London shops, which are recruited generally from provincial towns.

For instruction the learner has to depend largely on the journeyman working nearest to him. Interest is seldom shown by the employer, who, as a matter of fact, seldom knows much about the trade himself, unless from the purely commercial point of view. To this there are of course exceptions. In factories where there is much machinery, boys may become expert at assembling machined parts without learning anything about such important matters as the reading of drawings.

Witness said that the Furnishing Trades' Association had never collected opinions on the question of general and vocational training at the public expense beyond the age of 14, but he thought that they would favour such training up to 16 at least. Personally he was in favour of the type of instruction given in the London County Council Trade Schools.

2.—THE SCHOOL LEAVING AGE AND PART-TIME CLASSES.

The labour examination and all other forms of total and partial exemption below 14 should be abolished. Children now abnormally employed should return to school at the end of the war to make up the period missed. The leaving age should not be less than 16, adequate maintenance grants being provided; failing this there should be compulsory part-time classes up to the age of 18 at least on one or two afternoons a week in the employers' time.

Witness did not approve compulsory Evening Schools after the day's work. There should be part-time Day Classes for all boys and girls, including those who do not need vocational instruction but would benefit by a general training. Vocational training should not be allowed to interfere with general instruction.

POTTERY.

Mr. J. LOVATT, Secretary of the National Amalgamated Society of Male and Female Pottery Workers.

1.—THE SCHOOL LEAVING AGE.

The school leaving age should be 14, without earlier exemption, partial or total, for any reason whatever. In Staffordshire this reform would mean adding a full year to the school life of a great many children. Witness's Society would support this step. Normal economic conditions will not allow the age to be raised beyond 14, however desirable this may be on educational grounds.

2.—COMPULSORY PART-TIME DAY CLASSES.

In the pottery trades juveniles work 52 or 53 hours a week. Attendance at part-time Day Classes in working hours should be compulsory up to the age of 16.

There should be no difficulty in adapting trade conditions to such a scheme, except possibly where a juvenile acts as an attendant to an adult. Even here the difficulty could be overcome by employing surplus juveniles.

The instruction should be mainly general, but should also lay a foundation for subsequent vocational training. In certain branches of the pottery trades, indeed, vocational instruction might be given as early as 15.

Witness had no proposals with regard to compulsory part-time training between 16 and 18. He was opposed to compulsory evening schools, but thought that there was scope for voluntary evening schools in association with the compulsory Day Classes.

PRINTING.

Mr. E. H. BERRYMAN and Mr. J. FRENCH, on behalf of the Printers' Managers and Overseers' Association.

1.—CONDITIONS OF ENTRY TO THE PRINTING TRADE.

For boys entering any branch of the trade indentured apprenticeship from 14 to 21 is almost universal. Apprentices are recruited mainly from boys who have attained the 7th standard at least in Elementary Schools. There is some difference of opinion as to the adequacy of the boys' education; Witnesses' own view was that the 7th standard curriculum is satisfactory and sufficient if well taught. Often however the apprentices are weak in reading, writing, punctuation, geography, grammar and general knowledge.

In provincial towns, where the leaving age is 13, the age of apprenticeship is no lower than it is in London, and is sometimes higher. So far as the printing trade is concerned the Witnesses did not

anticipate opposition to the age being raised to 14 in such towns.

2.—THE TECHNICAL TRAINING OF THE PRINTER.

A Committee representing all sections of the trade has suggested that after leaving the Elementary School at 14 the apprentice should serve the first two years of his indenture at a Printing Technical School, combining technical studies with general training. The first three months of the two years would be regarded as a period of probation. The Witnesses' Association is not unanimous in advocating two years, partly on the ground of the hardship inflicted on the small employer by the payment of wages during this time. An alternative scheme has therefore been proposed,

viz., a year at the Technical School followed by workshop training for two or three days a week, the remaining days being spent at school. Employers as a whole would probably agree to the proposal for 12 months' full-time teaching, and would pay wages for it.

Another suggestion of the Committee is the establishment of an Apprenticeship Board, whose duty it would be to see that apprentices bound to the trade through them were given full facilities in the workshop to enable them to learn the business thoroughly.

After the period of full-time teaching the apprentice should receive technical training in part-time Day Classes for 8 or 10 hours a week for three years at least, and opportunity should be afforded for technical training to the end of apprenticeship. Attendance might perhaps be compulsory up to the age of 18. Most printing firms would concur in this view, and Witnesses' own Association would welcome legislation making attendance at part-time Day Classes compulsory for apprentices up to 18 years.

Witnesses had not considered what type of training ought to be given to the unapprenticed boys who cannot be absorbed by the trade and leave it at 18, a fair proportion being afterwards employed in the warehouse department. They agreed that something should be done for them, and expressed themselves in favour of a universal system of part-time Day Classes.

3.—THE DEFECTS OF EXISTING PRINTING SCHOOLS.

Witnesses emphasised the need for the provision of well-equipped Printing Schools, controlled and staffed

by practical men who have had recent experience on the executive side of the trade, and who have continued in close touch with the needs of the business. The present Technical Schools leave much to be desired as regards organisation, equipment and staffing, and there is a strong feeling that the teaching is largely on wrong lines. Whilst recognising the earnestness of the organisers and staff of the schools, the trade as a whole has little or no faith in their methods, and consequently the interest in their work is less than it should be. The main defect from the practical standpoint is that the instruction is not carried out upon modern workshop lines. Frequently students devote many hours to the production of specimens, many of which are highly creditable from a spectacular point of view; but the trade would rather see the boys taught the elementary principles of work such as they would meet with in their every-day employment, and expected to produce a given piece of work in something approximating to commercial time. At present time in the schools seems to be of no value, and a student is allowed to spend interminable hours in producing a job, the principal object of which is to figure in an album at the end of the school term. There is a tendency in some of the schools to foster ideas which are looked upon in the trade as fads, and in these instances the teaching is often in direct opposition to the methods and practice of the printing office, and the boy has to unlearn some of the teaching of the school.

Mr. T. E. NAYLOR, Secretary of the London Society of Compositors.

1.—CONDITIONS OF ENTRY TO THE PRINTING TRADES.

Boys usually enter the printing trades at 14. In the composing department about 90 per cent. of those introduced are apprenticed; the others go after a few months into other trades, or into departments where apprenticeship is not in vogue. Many of those who enter are imperfectly instructed in elementary matters of special utility, e.g., literature, grammar, spelling, and the reading of ordinary manuscript. Witness emphasised the importance of proper care in the selection of suitable boys, and suggested that it would be well for boys who desire to enter a particular trade to be interviewed by a representative authority of that trade.

2.—THE TRAINING OF THE APPRENTICE.

Witness put in a scheme of his Society for training apprentices. The first two years of apprenticeship would be spent under full-time instruction in a Trade School, the teaching including literary and general subjects and the elementary principles and practice of the craft. After a probationary period of three months, the lad would be indentured to a firm of printers for seven years. At the end of the full-time course he would enter the printing office, continuing his education at more advanced part-time Day or

Evening Classes up to the age of 18 at least. The schema is intended to promote adaptability to change and to avoid undue specialisation.

3.—PART-TIME DAY CLASSES.

In the event of part-time classes being compulsory on all boys under 18, Witness would regard Evening Classes as unsatisfactory and would like to see compulsory day attendance. He approved extending the principle of continued education with a vocational bias to other trades besides printing, though the cost of equipment would be very great, especially if the course lasted up to the age of 18. The cost should be a national charge.

4.—THE SCHOOL LEAVING AGE.

There is a gradual growth of opinion among work-people in favour of raising the age to 16. The end of the war would be a good time for taking this step. If the Government took the matter in hand boldly, they would have a great majority behind them, especially if the education between 14 and 16 were such as to set up a connection between the school and the workshop. It would be an advantage if there were certain fixed periods in the year for leaving the Elementary School for the Trade School.

TEXTILE FABRICS.

Mr. J. CROSS, Secretary of the Amalgamated Weavers' Association.

Witness emphasised the fact that he was about to express personal views only. His opinions were substantially the same as those which he gave to the Consultative Committee on the question of Evening Schools.

1.—THE HALF-TIME QUESTION.

Lancashire opinion is steadily growing in favour of raising the half-time age beyond 12. In July 1914 the Textile Factory Workers' Association, representing spinners, weavers, loom overlookers, beamers, twisters and bleachers, discussed this question and decided, by 102 votes to 20, to take another ballot on the question of raising the age to 13. The war prevented the taking of the ballot, but, even so, the vote of the Association represented a step in advance of any that had been taken before.

Witness himself thought that the leaving age should be 14, but he would approach this point gradually, giving the industry, say, two years to accommodate itself to the new conditions. Thus after one year's notice the half-time age should be raised to 13; at the end of another year it should be 14; and, this being brought about, there should be no exemption of any kind below 14. Witness thought that if the Government were to introduce a bill raising the half-time age from 12 to 13, the opposition would not be great; Lancashire would accept the proposal as inevitable, and later on would probably not object if it were raised to 14. The end of the war would be a good time for initiating these changes.

Witness expressed the personal view that half-time below 14 is unnecessary. He did not attach importance to the argument that dexterity in spinning or weaving must be acquired at an early age.

2.—COMPULSORY EVENING SCHOOLS.

The Textile Factory Workers' Association had discussed on two or three occasions the question of compulsory attendance at Evening Schools, but no resolution in favour of it had ever been carried. Witness gave it as his personal opinion that compulsory attendance at Evening Schools would be educationally and morally beneficial to young people, for, if not in school, they lose a great deal of what they have learnt in the Day Schools, and spend much of their time in the streets. He thought that children above 14 years of age would not be too tired to attend two nights a week for about an hour and a half each time. Two nights a week from September to March would of course mean a very small amount of instruction, but he would expect a certain amount of home-work to be done as well. If physical training were thought to be essential, it would have to be provided outside the two nights. It would not be possible by persuasion to get many more children to attend Evening Schools than at present.

Some members of the teaching profession with whom he had conversed did not object to compulsory attendance, provided that the curriculum were suitably related to the staple trade of the district, e.g., by including general lectures on such topics as materials and machinery, with which the instruction in Mathematics and English might be correlated.

MR. W. MARSLAND, Secretary to the Amalgamated Association of Operative Cotton Spinners.

1.—THE SCHOOL LEAVING AGE.

Witness said that there is still a strong and widespread objection among cotton operatives to a leaving age of 14. He and the other trade union officials and the majority of local committees are not in accord with the workers on this point. Outside the cotton trade almost all trades unions view a leaving age of 14 with favour.

One of the chief obstacles to be encountered by proposals for continuing education beyond the present stage is the prevailing idea that children are marking time during the last year or so at school. The establishment of central schools or higher standard schools would help to overcome this. The present large size of classes is also an obstacle. If the age is to be raised to 14 and education continued beyond that point, the classes at the tops of the Elementary Schools should be reasonably small, and after the age of 14 some regard should be had to the future occupation. Another difficulty is the cost; education should be free to everyone in all its stages.

One reason given by cotton operatives against the raising of the age is that children are not likely to become good workers in the mill if their entry is postponed till 14. The argument that flexibility of finger must be acquired early is not so widely heard as at one time. Another objection often heard is that the leaving age of 14 is merely the thin end of the wedge, and that steps will be taken sooner or later to go to 16. Witness believed that there would not be serious opposition to a universal 14, if this were thought to be final. There would be no need to give the cotton industry special time to accommodate itself to this change.

2.—THE ABOLITION OF HALF-TIME.

Formerly all the members of Witness's Society opposed the abolition of half-time, but there has been a change of opinion within the last eight years or so, and it is often said now that they would be prepared to acquiesce. There has certainly been a great change since the operatives voted against abolition in 1908. In some districts half-time is now extinct, and in some where it still prevails there are mills, mostly modern in type, which do not employ half-timers. Such mills are increasing in number, and are well able to compete with others.

One reason for the reduction in the number of half-timers is the increasing stringency of the restrictions imposed on their labour by the Factory Acts and Factory Inspectors. The argument that poverty compels the child to work half-time is still heard, but not so much as before. If half-time were not allowed no great hardship would ensue, and a proposal to abolish the system after the war would not meet with very serious opposition. If the demobilisation of the

The programme should not be limited to vocational work, however, on account of the importance of humanistic studies. To organise our education is the best possible of method of meeting the commercial rivalry of foreigners.

3.—PART-TIME DAY CLASSES.

Witness did not favour the suggestion that young persons between 14 and 18 should be relieved of work during the day for attendance at classes. The difficulties would perhaps not be insuperable, but opposition would be great. Among the difficulties that would ensue are loss of wages (which, being paid on weaving at piece rates, would fall on the child) and diminution of output, arising from the stoppage of some 15 to 20 per cent of the looms for six or eight hours a week. Employers would not be able to get a surplus of labour to work a day or two days per week unless they paid full wages for it. The employers would stick at the increased charge on their capital. Difficulties of organisation and payment would render it hardly possible to engage and retain such a supply of labour as would ensure always having a full staff, and Witness could not recommend a system of part-time Day Classes, though he admitted fully the need for keeping young persons under disciplinary control till 18.

Army were carried out with speed, six months' notice would be ample.

3.—COMPULSORY EVENING CLASSES.

The United Textile Workers' Association, which includes the whole of the textile workers in the country, had objected to compulsory attendance at Evening Classes. Witness thought that if the leaving age were 14 and children were expected thereafter to work full time in the mill as well as attend Evening Classes, an evil greater than the existing half-time system would be created.

The numbers attending under the voluntary system would be largely increased if a freer choice of study were given. The curriculum of Evening Schools should include general education with a vocational bias, including a certain amount of the technique of cotton spinning.

4.—PART-TIME DAY CLASSES.

In view of the drawbacks attached to Evening Classes for young people between 14 and 16, and of the disorganisation which would be caused in the cotton trade by withdrawing young persons for a few hours weekly during the day, Witness thought that education could only be continued by the adoption of some kind of half-time system up to the age of 16.

Objections to compulsory part-time Day Classes would certainly come from employers, who would find it difficult to organise their mills. It would be easier to arrange a complete day's absence in each week than two hours or so in a day. The operatives also would object, as their income would presumably be diminished; their objection would of course tend to disappear if there were no diminution in earnings. If the young person spent five days at work and one whole day at school, the operatives would not object if wages remained the same, but the opposition of the employer would still have to be faced.

To carry out a system of half-time education to 16 would involve engaging twice as many young persons as are employed at one time. The surplus would not be so great, of course, if only two half days instruction per week were given. If the additional labour could be found it would be possible to adapt the trade to the new conditions; but as a matter of fact there is now a shortage of labour, parents being unwilling to send their boys as piecers, in spite of the high wages offered. This is because the majority of piecers do not become spinners, and are worse off at the age of 20 than young men in other trades. Normally the cotton trade is a blind alley for many piecers, who therefore leave for other occupations. To retain these to make up for the shortage in juvenile labour would be possible, provided that adequate wages could be offered.

MR. BEN TURNER, Mayor of Batley, and General President of the General Union of Textile Workers.

1.—HALF-TIME EMPLOYMENT.

Witness said that half-time in the woollen trade is practically extinct. In the worsted trade it was gradually being abolished before the war, and in Huddersfield, Wakefield and the Colne Valley had disappeared, but since the war there has been a tendency to its increase in places where it still survived. The members of his Association disapprove the practice of half-time employment in the worsted trade.

2.—THE SCHOOL LEAVING AGE.

Witness advocated the abolition of exemption on attendances at 13 except in rare cases, where it should be granted for medical reasons or family sickness alone, and not for employment. This view is shared by most, but not all, of those whom he represents, a change of opinion having taken place owing to increased intellectual prosperity during the last two or three years. It had been shown by investigation that it is custom, as much as poverty, that takes children away at 13. Hard cases should be met by maintenance grants. Witness advocated a leaving age of 14; personally, he was in favour of 15, but thought that the time was not yet ripe for going to that age.

The Scottish system of fixed dates for leaving school would be good for the school. It might however produce a difficulty for the employer, who might not be able to absorb the children if they came to him in large batches; the fact that the present system is deeply ingrained in the habits of the people is another difficulty. Factory Certifying Surgeons should be replaced by the School Medical Officers, who have the advantage of possessing the records of school medical inspection.

3.—PART-TIME CONTINUATION CLASSES.

Witness said that after a year or so the members of his Association would cheerfully accept compulsory Continuation Classes in the employer's time for (say) 6 hours a week up to the age of 18. Compulsory Evening Schools would be cruel institutions. If young people up to 18 were taken from work for 6 hours weekly, some difficulties would arise in textile factories, but they would not be insuperable, especially if the age were raised by steps, *e.g.*, to 16 for a beginning. Non-textile employers also would overcome the difficulty. Manufacturers are now seeing the need for promoting the education of children for the sake of developing trade.

If part-time Day Classes were universal only up to 16 there should be Day Trade Schools for exceptionally brilliant children over 16. Trades Unions would not object to a system of selection by merit for these schools.

4.—THE NEEDS OF THE ELEMENTARY SCHOOL.

The chief need of the existing system of primary education is the development of the upper classes by means of a system of higher standard or central schools, so as to avoid the marking time which frequently takes place between the ages of 12 and 14. There is also need for smaller classes, and for playing-fields, &c. The financial arrangements should be more fully nationalised; at present the burden on the rates is such that Local Authorities dare not reduce the size of classes to the extent necessary for proper teaching. Witness approved the extension of practical work, but did not believe in vocational training in the Elementary School. Even for those able to remain full-time beyond 14 he would not have strict vocational training from 13 or thereabouts; vocational training in such instances should begin about 16.

GENERAL.

MISS MARY R. MACARTHUR, Hon. Secretary of the Central Committee on Women's Employment.

1.—THE AFTER-WAR TREATMENT OF CHILDREN OF SCHOOL AGE WHO HAVE LEFT SCHOOL.

Witness was of opinion that children who have left school but would in the ordinary course still have an appreciable amount of schooling before them should return to existing Elementary Schools, or other classes capable of imparting the ordinary elements of culture. There should be no attempt to give technical instruction, which is only valuable when superposed on adequate general education.

Witness did not anticipate that difficulties would arise from unruly conduct on the part of children under 14, and did not accept the view that certain children, notably in rural districts, should not be brought back on the ground of their alleged demoralising effect on the others.

To secure to all children efficient elementary education up to the age of 14 would remove a very large number of boys and girls from the labour market. This and the abolition of half-time are well over-due reforms which would have considerable effect in easing the situation at the end of the war.

The employment of children of school age needs further regulation. The most important provisions of the Employment of Children Act, 1903, are left to the discretion of the local authority. Universal and compulsory regulations on this subject are needed.

The extension of our educational system is also urgently needed, but this cannot be effective until we first secure the foundations and stop up the gaps in the present system. To prohibit the employment of young children and to extend the school age universally to 14 is the first indispensable step.

2.—THE TREATMENT OF THOSE OVER SCHOOL AGE.

The boys and girls of 14 and over remain to be dealt with. To these, for obvious administrative reasons, should be added those who are nearing the age of school exemption.

Witness suggested that the right method of dealing with this matter would be to extend the school age, and bring under compulsory full-time instruction all young persons up to the age of 16. The course should include, in addition to general education, instruction directed to fit the child for success in some definite occupation. Maintenance grants would be necessary. On these points the experience of the Central Committee on Women's Employment and the London County Council in London is instructive.

In the first place, voluntary attendance without maintenance was tried, the County Council having instituted on the outbreak of war four centres of 200 each, where education of a more or less attractive and recreative character was provided. This experiment did not succeed, and after a short period of working the centres were closed.

After the failure of this larger scheme, a smaller and more fruitful experiment was started through the co-operation of the Central Committee with the Education Authorities of London, Burnley and Swansea. In London the County Council established special juvenile training centres, in each of which a scheme was framed to provide maintenance for girls attending the classes. The instruction provided by the Council amounted to about 15 hours a week, and included at different centres English, Dressmaking, Needlework, Hygiene, Home Nursing and Physical Drill. It was felt by the Central Committee that half-time instruction of this kind was not sufficient, and local arrangements were made to increase the amount of instruction to 25 hours a week, chiefly by practice in Needlework under supervision. In addition to the classes instituted especially for juveniles the Central Committee made grants to the students of various specialised training schools. Some of these schools were of a type which would be suitable for juveniles, *e.g.*, the classes for Grocery, Leatherwork, and Clerical Instruction carried on in London.

Witness claimed that the experiments in which instruction was coupled with maintenance had had

considerable success, and urged that plans should be made in good time to deal with emergency unemployment by the methods already adopted in London on a small scale. The machinery for this already exists,

and if a scheme were organised in advance no particular difficulty would be found in setting it to work.

Mr. J. STOKES, Secretary of the London Trades Council.

1.—CONSTITUTION OF THE LONDON TRADES COUNCIL.

The London Trades Council is composed largely of Trades Unions which are confined to London, and of the London districts of Unions of wider range. Of 26 local district trades and labour councils in the whole of London, 18 are affiliated to the Council. The Council has a total membership of 99,216 and is thoroughly representative of London trades.

2.—THE SCHOOL LEAVING AGE.

Witness said that 130 affiliated unions had been asked by his Council for their views as to the raising of the school leaving age. Forty-five replies were received, 20 of which were from Trades Councils. Some of the Trades Unions stated that they had been invited to give evidence direct, and in consequence did not answer the questions. 24 of the 45 were in favour of raising the school leaving age to 16 unconditionally; one favoured 15 unconditionally; 14 advocated raising the age conditionally on a maintenance grant or other qualifications; 4 were in favour of the age remaining at 14.

Since the war broke out educational matters have been discussed by trades unionists and the general public more than ever before. The opinion seems to be held that after the war many young persons now engaged on munitions work will be thrown on the labour market, and that it will therefore be advisable to keep all children who would normally just be leaving school under full-time instruction to 16. This would benefit the displaced workers by restricting the amount of competition they would have to face. The children whose education would be prolonged, and the nation as a whole, would also profit.

Witness was aware of the attitude of Lancashire and Yorkshire with regard to these questions, but thought that a great change had taken place of late. A recent Trades Union Congress resolution in favour of a leaving age of 16 was not opposed by cotton and woollen operatives, and it is probable that if a ballot of the textile workers' unions were taken now they would pass such a resolution. It is true that their motive would be in part a desire to avoid a surplus of labour, but they would probably desire to retain the later leaving age when they had once seen its advantages. Witness did not think that a leaving

age of 16 would interfere with those trades in which a shortage of juvenile labour is alleged.

3.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Assuming the continuance of full-time education up to 16 in Elementary or Intermediate Schools, 39 Unions expressed themselves in favour of improved facilities for both vocational and general education. One advocated vocational education alone, and one general alone. One suggested half-time employment and half-time school from 15 to 16, provided that the parents and the employer were given special opportunities to ascertain the aptitude of the children before 15. In Witness's own opinion education should be purely general up to the age of 14, and even after that age general training should predominate over vocational.

4.—COMPULSORY ATTENDANCE AT EVENING CLASSES.

Assuming a leaving age of 14, 27 branches opposed compulsory attendance at Evening Classes after that age. Six were in favour, and 10 assented on conditions, e.g., that the hours of labour should not exceed six per day or 30 per week, and that trade classes should be in accordance with the employment followed by the scholar.

5.—FACILITIES FOR ATTENDANCE AT PART-TIME DAY CLASSES.

Assuming a leaving age of 16, 13 branches approved facilities for attendance at part-time Day Classes. Seventeen others assented on condition that there should be no monetary loss to the pupils, and that the time spent at the classes should be counted as working hours. Ten opposed the provision of facilities, being in favour of a leaving age of 16 with nothing to follow.

The facilities in question should extend to the age of 18, with opportunities for the most brilliant students to go further. In dealing with this matter the Unions had not assumed that there would be any question of compulsion. Witness doubted whether they would agree to compulsory part-time Day Classes, though he admitted the value of such classes for juveniles, particularly from the point of view of physical training and general education, including instruction in the duties of citizenship.

C.—OFFICERS OF GOVERNMENT DEPARTMENTS.

ADMIRALTY.

Sir ALFRED EWING, K.C.B., Principal of the University of Edinburgh, late Director of Naval Education.

1.—THE TRAINING OF ENGINEERS.

Witness said that the problem of training young engineers could profitably be considered in conjunction with the organisation of the Dockyard Schools, the scheme of instruction in which seemed capable of modification for adoption elsewhere.

2.—THE SUPPLY OF DOCKYARD APPRENTICES.

The working staff of the seven Admiralty dockyards is maintained by the entry of apprentices, who are selected between the ages of 15 and 16 on the results of a competitive examination. The range of this examination, for which the competition is keen, is somewhat beyond that of the ordinary Elementary School. The boys who enter are mostly denizens of the dockyard towns, as the wages of apprentices are not sufficient to enable them to board away from home. Successful candidates are indentured for six years to

one trade or another; a large proportion of them become shipwrights or engine fitters. The number taken on yearly varies according to circumstances; at present it is about 900.

3.—THE DOCKYARD SCHOOLS.

All first year apprentices must attend the Dockyard School, which is divided into two sections, upper and lower, the boys being allocated to one or other, according to their performance in the entrance examination. There are now about 1,500 boys in the schools, divided almost equally between the upper and lower sections.

At the end of the first year all the apprentices take an Admiralty examination, on the results of which 50 to 60 per cent. of them are selected to attend school for a second year. At the end of the second

year there is another examination, on which again about 50 per cent. are picked out to continue their studies. In the Upper School a similar selection takes place at the end of the third year, but in the Lower School the course terminates at the end of that year. The Admiralty does not concern itself with those rejected at successive stages. They are at liberty to attend evening classes in the local Technical Schools, and many of them do so.

The programme of study in the Dockyard Schools is set out on page 8 of Educational Pamphlets No. 32, issued by the Board of Education, which may be referred to for a good account of the system.

Boys in the Upper School are excused work in the yard for attendance at school for three hours on each of two afternoons a week; they also attend school on three evenings, i.e., twelve hours a week in all. Boys in the Lower School attend for one afternoon and two evenings. All boys are allowed to leave work rather early on the afternoons of those days when they have to attend evening classes.

The privilege of attending school is greatly valued by the boys, probably because they recognise the opportunity afforded of gratifying their ambitions. They are very keen on their work, and some of them even attend concurrently at the local Technical Schools. The standard attained is extraordinarily high; higher, indeed, than is generally reached in the senior classes of Technical Institutes. The course of instruction enables the best boys to obtain Admiralty prizes, while the very best obtain cadetships in the Royal Corps of Naval Instructors, tenable at Greenwich. In this way the Admiralty has provided itself with many of its leading naval constructors and best technical officials, and many ex-apprentices have passed into private shipyards. It is noteworthy that half the Whitworth Scholarships and Exhibitions, open for competition to the whole country, are won by dockyard apprentices, though the course at the Dockyard Schools has not been framed with any reference to the examination.

4.—RESULTS OF THE SYSTEM.

The system outlined above results in a high standard of intelligence among the dockyard workers, a good number of whom are trained for the higher posts in the yard. Brilliant boys have prospects of the highest posts in the Constructive Department of the Admiralty open to them; and the wants of private shipbuilders are also supplied. The scheme has shown that it is possible to provide, on a part-time basis, an excellent technical training which is not only suitable for the ordinary workmen but is sufficiently good for foremen and draughtsmen, and forms a suitable grounding (and something more) for the most brilliant students. The system is of the highest national importance, and the Admiralty could not possibly dispense with the supply of first-rate men whom it thus gets from Elementary Schools. These men have had a real and practical acquaintance with manual work, and in this respect are at an advantage compared with those who have been through Secondary Schools and Universities.

5.—POSSIBLE EXTENSION OF THE SCHEME.

Witness saw no insuperable difficulty in extending a system of this kind to apprentices in the employ of private firms, possibly in other industries besides engineering. If apprenticeship is to be the normal

method of training engineers, it seems possible to stipulate as a condition of apprenticeship that boys in their first year shall be allowed some time off during working hours to attend classes, in addition to attending on certain evenings. At the end of the first year a test could be applied, and the privilege extended for another year to those who proved apt, and so on. The employers would of course lose a certain amount of the boys' time, but it would pay them as a body to do so.

A few large engineering firms already do something on these lines through the medium of schools of their own. Witness thought that such efforts must be limited. The employer who sets up such a scheme must be extremely altruistic, since under existing conditions the boys will probably deprive him of any direct advantage of their training by moving on to some other shop. Thus a great deal of action by individual employers cannot well be expected. But if the instruction were given in schools provided by the Local Education Authority, and if the employers all granted time off on a definite organised basis applicable throughout the district, all the advantages of the Admiralty system would be obtained. The selection of the fittest boys in such a case would presumably be made by the Education Authority, though the employer might have a voice. On account of the absence of the entrance examination for apprentices, the ordinary employer could not hope to get such good material to start on as the Admiralty does, but the system could be continued longer, possibly for the whole period of apprenticeship. Boys would get a good training as workmen, some would qualify as draughtsmen and foremen, and a few others would lay a foundation for the highest training of all. For these last, who would be selected boys showing exceptional promise, it would be necessary to provide for the continuation of their technical studies by means of scholarships of sufficient value to maintain them fully at Universities, or at Technical Schools of University rank.

If such a system as that outlined above were compulsory on all apprentices at the outset, there might be a danger that some firms would staff their works very largely with those rejected in the examinations, but Witness thought that employers would recognise this to be a very shortsighted policy.

Witness did not advocate the provision of day technical instruction for all boys; he preferred to make such instruction a privilege, except during the first year, and hence would not favour technical training for all apprentices for more than one year, or perhaps two years, after the age of 14. He pointed out, however, that he had been dealing with only one aspect of the problem of continued education for juveniles. The continuation of the general education of unskilled workers was an entirely different problem. If part-time Day Classes were to be made compulsory up to the age of 16 for persons of this type, he suggested that the training should not be entirely vocational, and that it should include elements of character-building. So far as the technical education of apprentices was concerned, he urged emphatically the value of part-time schooling during apprenticeship as a means not only of making workmen more efficient, but of selecting the few who were most fit for higher things, and of carrying them on towards the highest expert knowledge. Two half-days and two evenings per week would perhaps be a suitable allocation of time in carrying out such a part-time scheme.

BOARD OF EDUCATION.

MR. A. ABBOTT, H.M. Inspector of Schools (Technological Branch).

1.—THE ABOLITION OF HALF-TIME.

The effect of the half-time system upon education is very bad. Evidence to this effect is afforded by those Evening Schools which are attended by ex-half-timers. The children in question are puny, and appear ill-nourished in comparison with their fellows, while their educational attainments are so poor as to necessitate the provision of special courses of training.

According to the Census of 1911 the total number of boys and girls between the ages of 10 and 13 employed in the cotton trade was 11,427. This is only 1.89 per cent. of the total number of persons employed

in the trade, and the inconvenience resulting from the abolition of the half-time system would therefore be slight.

Witness advocated the immediate abolition of half-time, in spite of the opposition which would almost certainly come from operatives in the cotton and woollen and worsted trades.

2.—THE SCHOOL LEAVING AGE.

The leaving age for Elementary Schools should be raised to 14 immediately. This reform, though more difficult to bring about than the abolition of half-time,

would have valuable results both physically and educationally. The hours of working in the mills are such that children lose about two hours sleep as soon as they go to work full time, and the physical gain from an extra year at school would therefore be great. In Evening Schools the standard of work is incomparably higher in towns where the leaving age is 14 than where it is 13.

Children between 13 and 14 form 3.6 per cent. of the total number of workers in the cotton trade. To raise the leaving age to 14 would cause inconvenience at first, but the industry could adjust itself to the new conditions without serious dislocation. The work now done by children under 14 could be done by older children; this would mean a higher wage bill, but the industry is wealthy and could stand this. The admission of any more children under 14 to the mills at the end of the war should be prohibited; the industry has already had many hints as to the possibility of such a step.

Witness did not approve a leaving age of 15, on the ground that quite a large proportion of children are more happily and suitably engaged on reaching the age of adolescence in learning to take part in the industry in which they are to earn their living. At this stage neither full-time at school nor full-time in the mill is so well adapted to their educational needs as part-time attendance at both.

3.—COMPULSORY PART-TIME DAY CLASSES.

One difficulty in the way of establishing these classes is the existing shortage of juvenile labour, combined with the very high proportion of young persons under 18 in the cotton trade. At the Census of 1911 such young persons formed 24.4 per cent. of the total number employed, a figure only exceeded in woollen and worsted spinning, where it is 52.5 per cent. for males. Hence if half-time were abolished and the leaving age raised to 14, 5 per cent. of the total number of workers would be removed. If the leaving age were 15, or part-time instruction were compulsory to 15, another 5 per cent. would be affected, and the same would be true for each year after, so that approximately 25 per cent. in all of the total number employed would be affected (not removed) by a system of part-time classes up to 18. Assuming 8 hours instruction per week, the diminution in the percentage of time worked by the whole of the operatives would thus be rather less than 4 per cent. If the industry were prepared to face the expense, this shortage could be made up in the spinning industry from the large number of piecers who now leave between the ages of 20 and 30 on finding that they cannot get a living wage. In a mill with 80,000 spindles the wages bill would be increased by 10 per cent. if 10s. a week were added to the wages of these piecers with a view to keeping them.

Another obstacle in the way of part-time Day Classes is the fact that weavers are not paid by time but by piece. If Day Classes were compulsory it would be necessary to have a time-wage for young people. During the last few years the age at which children are placed in charge of looms has decreased, owing to shortage of labour, so that it is now rare for a tenter (i.e., a weaver's assistant) to be working as a full-timer. The result is that high piece wages are earned at an early age. If the age at which children are put in charge of looms were raised, and men were encouraged to run more looms by being given competent tenters paid by time, the gain would be great. Weavers would be more competent through longer training, and more men would be attracted into the industry. From the point of view of parental control it would not be at all a bad thing if young people earned less money, provided that the adults earned more. It is a grave trouble in the cotton districts that juveniles earn more than is good for them and adults too little.

MISS B. M. CUNNINGTON, H.M. Inspector of Schools (Technological Branch).

1.—CONDITIONS PREVAILING IN WOMEN'S TRADES AS THEY AFFECT EDUCATION.

(a) Skilled Trades.

Witness said that apprenticeship is practically non-existent in skilled trades for women, which are therefore acquired incidentally, the result being a tendency towards sectional knowledge. Progress frequently depends on change of employer, and is

Cotton employers have never seriously considered the possibility of adapting trade conditions to a system of part-time Day Classes. Witness advocated for a beginning a system of classes up to the age of 16, giving general instruction with an industrial bias, not specially towards textiles. Such a system could be organised if the trade were given due notice and the advantages to be obtained were carefully explained, but there would certainly be loud complaints. Opposition might be minimised if part of the instruction were given in the evening, but this plan has been tried elsewhere and found not very satisfactory.

In specific instruction relating to textiles were desired, it would be necessary to continue the classes to 18. Witness advocated this further step on condition that the trade were given time to adapt itself. Quite a small proportion of textile workers however require technical training.

Public opinion before the war would probably not have agreed to the institution of part-time schools in cotton districts; indeed, both employers and employees would have strenuously opposed such a step. Even now, with a change in the attitude of many persons, great opposition may be anticipated, and it will be necessary to make any changes very gradually, in order that the trade may have time to adjust itself to the new conditions. Witness thought however that the recommendations of the Committee on the question of part-time Day Classes for juveniles in the cotton trade should not be different from what they would be in respect of other juveniles.

4.—RE-ORGANISATION OF THE DISTRIBUTION OF LABOUR IN THE COTTON INDUSTRY.

If the industry is to be maintained on its present scale, it must have at its disposal, failing unforeseen mechanical developments, an amount of labour equivalent to the existing supply. The surplus required to make up for the withdrawal of juveniles cannot be obtained by engaging more young persons, nor by employing more women, as the proportion of unoccupied women in the cotton towns is already far lower than in other industrial centres. At the same time the employment of girls as piecers in spinning mills would be an advantage, even if the total number of women were not thereby increased, as it would add flexibility to any scheme, and would diminish the amount of blind alley employment in the industry.

Witness thought that the only method of obtaining the equivalent amount of labour is to employ more men. This could not be done in mule spinning without adding considerably to the cost of production, as the proportion of men in this branch is already high; but it might possibly be done in weaving by allowing men to mind more looms and giving them as assistants tenters paid by time. The earnings of the men would be greater, and consequently more would enter the trade; further, by increasing the income of the head of the family and diminishing the wages of young persons there would be better prospects of maintaining proper discipline in the home.

5.—EFFECT OF PART-TIME ATTENDANCE ON THE DISTRIBUTION OF POPULATION.

The textile towns, especially those engaged mainly in cotton manufacture, attract and retain a larger proportion of women residents than non-textile towns. Any re-organisation of the industry would not merely involve removals of families on a large scale, but might also necessitate housing schemes and other social reforms which are yet unforeseen. Such towns as Warrington and Wigan have small cotton industries and a good deal of surplus female labour. Possibly by State action, such as rebates on local rating or differential railway rates for a series of years, more cotton mills might be established in these towns, and the labour problem in other textile towns thereby made less difficult.

stimulated more by the desire for increased wages than by the spirit of craftsmanship. It is interfered with by fatigue from overtime and by long periods of slackness. Thus the existing conditions make for variety of employer and of experience, but not for breadth of knowledge. Trades Unions, where they exist, do not affect the conditions greatly. There is no real standardisation in these trades, but certain positions carry with them the performance of certain operations.

There has been a marked tendency for some time past for women to leave the skilled trades between the ages of 16 and 20, and for girls leaving school to take other occupations. The better hours and wages offered elsewhere are counter-attractions. The result has been a gradual diminution of the floating population of juvenile workers drawn upon by the trades during their busy seasons. The Board of Trade returns show that at the present time a great shortage in the ranks of dressmakers, milliners and laundry workers has been accentuated by substitution, the seriousness of the situation being aggravated by the fact that little is being done to train up a younger generation to replace them. Unless something is done to check these tendencies the inevitable result will be the re-employment of foreigners.

Some efforts have recently been made by individual employers to establish classes for their learners. The result has not been hopeful, partly because of a lack of desire on the part of the girls to improve themselves, although the classes have been held in the employers' time. Employers are unanimous that compulsion is necessary to bring about further education, though they may not find it convenient.

(b) *Semi-skilled Trades.*

These are trades which contain sections in which a certain amount of training is required, e.g., fancy leatherwork, the manufacture of feather trimmings, &c. The whole question of training needs inquiry. Efforts have been made by employers to give intensive courses of training to girls who have taken men's places, in order to hasten production. Similar courses have also been supplied by Local Education Authorities. The lasting utility of these courses is yet to be proved, and it is yet uncertain whether women are able to continue in some of these occupation under the unusual strain.

(c) *Unskilled Trades.*

Some large employers of unskilled labour have recognised the value of further general education, and have provided it mainly at their own expense. Objection to classes of this description has come in most cases from the girls themselves, who at the age of 14 to 16 are still children and do not look forward to the future. There is a great deal of restlessness among them, and many leave their posts for no good reason but the desire for change, and deteriorate rapidly.

2.—DAY TRADE SCHOOLS.

There are now 13 of these schools, including one for domestic service. Eight are in the Administrative County of London and three in Greater London. Two are in the provinces. These schools place out about 600 girls per year in eleven different trades. In dressmaking, where 755,964 women and girls are employed, the ranks are recruited by trade schools with only approximately 115 per year. In millinery about 30 girls have to supply the demands of 2,864 employers. In the laundry trade the schools provide only 30 or 40 every year of the 179,000 workers. The inadequacy of the schools as a source of supply is evident when it is remembered that in the needle trades in normal times there is an annual leakage of about 10 per cent. each year through marriage and other causes.

The training in the Day Trade Schools lasts two years, and provides a general all-round course in the technique of the trade, suitable for girls of 14 to 16 years of age. Girls destined for the cookery and laundry trades are taught Science, and those for the needle trades have some training in Art. They all receive instruction of a general nature, including physical exercises.

Employers make constant demand for the girls, and the schools could dispose of many more if they were available. The girls rise rapidly to promotion, and there is a steady increase in the initial wage. The interest of employers is shown in many other ways. Unfortunately in the needle trades the long periods of slackness, overtime, and overtime without pay undermine the girls' stability after a year or two, and they are induced to take up other employment.

3.—EVENING CLASSES.

A small number of industrial classes for skilled trades are held in London, and a few in the provinces. The numbers enrolled are insignificant compared with the numbers of workers. Owing to decrease in attendance when overtime begins, these classes are apt to close.

Most of the instruction given in the Evening Continuation Schools comes under the head of domestic subjects. Subjects of general education are included as a rule, and often physical exercises and subjects relating to health.

The conditions attending the occupations of girls in these classes are rather different in the north of England and in the south. The want of uniformity in the closing hours of London trades, and even in the same trade, together with the length of the journeys to and from home and the resulting fatigue, make evening classes prohibitive for large masses of workers who would otherwise take advantage of them. Over and above this there are the restlessness, lack of purpose, and dislike of restraint common amongst girls of 15 to 20 years of age, especially those who do not attend any classes whatever.

4.—PART-TIME DAY CLASSES.

There are many girls who could well attend classes in the evening but do not want to do so, and are often without any definite aim in life. But it must be admitted that the difficulties that beset many girls who might attend evening schools are stupendous. Such classes are good for those who live near their work or near a school, or do not go out to work, but there are many for whom late hours and fatigue make attendance impossible. Witness therefore advocated compulsory Day Classes without hesitation.

If Day Classes were made compulsory the greatest outcry would come from the small employer. Employers as a whole would resent compulsion less than regulation of hours. Some girls might be resentful at first, but if compulsion were applied universally this would wear off.

The instruction should include humane subjects, but as a special type of instruction is also required it would be better not to have the work in ordinary school buildings. If trade subjects were taught they should be in the hands of trade teachers. Witness would extend compulsion up to the age of 18 at least, if only for the sake of general discipline. If trade instruction were given on two half-days a week the course should extend over four years at least, for it has been realised that the full-time trade school course of two years is not long enough. Up to the age of 16 the curriculum should be partly general, and hence if industry is to benefit compulsion should not cease at that age. Many employers might be willing to hold the classes in their works. Some might attempt to increase working hours, so as to make up for the time given to the classes, but it would be necessary to checkmate this.

Part-time classes for domestic servants should be held in the afternoon, which is the most convenient time, though in any event a certain amount of inconvenience would be inevitable.

5.—DOMESTIC SERVICE.

This occupation is unorganised. Training for it is given in Poor Law and Industrial Schools, in schools maintained by philanthropic effort, and in a few schools maintained by Local Education Authorities. By these means endeavours are made to supply the largest of women's industries.

At all times there appears to be an insufficient supply of workers, except charwomen and elderly servants. At the present time substitution has withdrawn a very great number.

Little has been done for the continued education of domestic servants, but the best employers are generally willing for them to attend classes held in the afternoon. Naturally, few servants avail themselves of educational facilities on their only free evenings.

6.—CONCLUSIONS.

Witness thought that the difficulties in the way of employers bringing about a part-time system of education unaided are insurmountable, and that it is un-

likely that small employers would fall into line. Evening classes are entirely inadequate, and Day Trade Schools merely touch the fringe of the mass of workers in skilled trades, and only such of them as are able to forego earning for two years. There is little opportunity for skilled workers to obtain advanced instruction in their respective trades, nor is there any training provided for those of mediocre ability.

The disinclination for restraint and self-improvement can only be counteracted by compulsory continued education at the age when it is most needed. It is unreasonable to expect young workers to anticipate the needs of the future just when the restraint of school life has been removed.

Employers, as a whole would not resent the introduction of compulsion, though they would find it inconvenient, and many would welcome it. The present

time appears more propitious than any other for making the change.

7.—SUGGESTIONS FOR EDUCATION AFTER THE WAR.

Witness advocated the extension of Day Trade Schools wherever possible, and the utilisation of their resources to the fullest extent, for conducting part-time Continuation Classes, modelled in miniature on the full-time courses. In the part-time courses one subject should bear directly on the occupation of the worker, the teachers of practical subjects being selected from the trades themselves. There should also be borne in mind the possibility of classes being conducted on the premises of the place of employment by one of the responsible employees.

MR. F. H. B. DALE, C.B., Chief Inspector of the Elementary Education Branch of the Board of Education.

1.—THE QUESTION OF BRINGING BACK TO ELEMENTARY SCHOOLS CHILDREN WHO HAVE BEEN IN EMPLOYMENT BUT ARE STILL LIABLE TO ATTEND.

Witness was of opinion that as a rule it is undesirable to bring back as ordinary scholars to the Elementary School children who have been for some months in full-time employment, even though they are still liable under byelaws to attend school. Such children resent having to come back, and are in consequence unruly; they show a lack of interest in their work, which is accentuated by their being placed in classes with younger children. The detriment to the school and the likelihood that the abnormally employed children would not benefit by the instruction would both be reasons for dispensing with further attendance. A boy would probably not resent it so greatly if he were put in a special class in the school; this would enable him to receive special treatment and would minimise the detriment to the school as a whole.

Witness would leave it to the Local Education Authority to deal with particular cases; they would presumably base their decisions on the time of absence, the type of work undertaken during absence, and the length of time which had yet to elapse before the child became exempt. His own view was that a child who had been away for only a month might settle down, and on the other hand that it would not be worth while to enforce attendance for less than 9 months. As regards boys and girls who had been employed for some months continuously on the land, the general experience was that it was undesirable to bring them back to school. The problem was particularly acute in the country, because most rural schools are under women head teachers. If these schools were staffed like town schools the difficulty in the country would be no greater than in the towns.

In the event of there being much unemployment after the war, witness would like to see the children in question gathered into special classes in Elementary Schools or elsewhere. He agreed that it might be a greater evil to leave large numbers of children on the streets than to bring them back to Elementary Schools, even at the risk of jeopardising the discipline of the schools. He would not distinguish between children actually in employment and those unemployed (if they were still liable to attend under the byelaws) in the event of elementary school training or special classes being provided for such children.

2.—SUBJECTS OF INSTRUCTION FOR CHILDREN BROUGHT BACK.

The ordinary subjects prescribed for older scholars in Article 2 of the Code would be suitable for children brought back. Many will have lost ground in elementary subjects, and some of those who have been excused at 12 will be in danger of growing up illiterate. Children would gain especially by instruction in handicraft and domestic subjects; if half-time could be devoted to these alone it would be useful, and would be permissible under the Code.

Witness thought that the choice of subjects for older scholars was less important than the method of treatment and change of emphasis. In other words, the choice of suitable teachers is an important matter. The difficulty of making provision would be greatest in rural areas on account of the smallness of the

number of children and the lack of equipment for manual instruction. Gardening, which is now widely taught, might help to meet the emergency if it were really well handled. It would be best to bring the children back to a central village school, but this would often be impossible. It would be desirable to allow Authorities plenty of elasticity for the short time during which the arrangement would persist.

It would be a good thing to bring employed children back for part-time instruction extending beyond the ordinary exemption age. Assuming that the Elementary School was not the right place for them, the older children who could not be brought back might be grouped for purposes of discipline, though not of learning, with classes of young persons of 14 to 17. The atmosphere of the Continuation School would be a suitable one to develop. Vocational instruction might begin at 14 or 14½, though Witness would prefer not to give vocational training in Elementary Schools, even if the leaving age were raised to 15. The same opinion would not apply to training with a vocational bias, which simply means giving point and reality to the teaching by the use of illustrations drawn from the spheres in which the children live, and in which they are likely to be employed.

3.—THE EFFECT OF CLOSING THE AVENUES OF EXEMPTION AFTER THE WAR.

In certain areas considerable difficulty would arise, owing to a large increase in the number of children and the difficulty of getting teachers. It might be possible to transfer qualified teachers to the top classes of the schools, and to make some other form of provision in the way of teachers for the younger children.

Judging from recent experience in finding substitutes for buildings taken over by the Army authorities, there would be difficulty in some areas in obtaining the needful temporary premises. Some of the hospitals and other buildings which would become vacant might be suitable for school purposes.

Witness thought that in rural districts, children under 5 could often be excluded from school without harm. This exclusion however would not necessarily mean gain of teachers, especially in those smaller schools in which the youngest children form only a small group. On general grounds he would prefer the exclusion of all children under 6, provided that the exemption age were raised to 14. In urban areas, on the other hand, and especially in poor districts, it would cause serious social difficulties to exclude children under 5, and would be undesirable because the children would lose medical inspection and training in decent habits and the care of health. Young children under 6 would be better off in crèches under women of the nurse type with a knowledge of child hygiene, such as is often possessed by the nurses in charge of Schools for Mothers. Witness would prefer the Education Committee to be the supervising body for such crèches.

4.—THE SCHOOL LEAVING AGE.

Witness would prefer a school life of 6 to 14 to the present period of 5 to a variable age, provided that suitable provision were made for children under 6. This proviso would not apply to the rural districts. He would raise the school leaving age to 14 at the earliest possible moment, in the country as well as

in town, even in face of a possible shortage of teachers and accommodation. If this were done, he would limit the size of classes for the oldest children to 45. It would be necessary however to give Local Authorities a short time—not exceeding (say) 3 years—for bringing the change into operation. He would also abolish half-time and all means of getting exemption below 14, and would give Local Authorities permissive powers to make the leaving age 15. Even if the age were raised to 15, he would not introduce technical subjects into the curriculum, though better teaching and different teaching would often be an advantage.

Witness would keep children at school till 14 primarily for the sake of moral discipline and cultivation of physique; intellectual training, though important, was not, to his mind, the chief consideration. He thought that the moral influence of the teachers in Elementary Schools was often extraordinarily good.

MR. HUGH DAVIES, H.M. Inspector of Schools (Technological Branch).

1.—THE INFLUENCE OF EDUCATION AND RESEARCH ON THE BUILDING TRADE.

Witness said that his duties at the Board of Education involved the inspection of schools and classes in building subjects. One cause of weakness and inefficiency in the building trade is the frequent use of uneconomical methods of building, and the failure of builders to adapt themselves to new materials and methods. Out-of-date building byelaws have, however, a good deal to do with the latter. Further research, especially on materials, is needed, but very few persons in the building trades possess the necessary competence to carry out scientific research, this competence being dependent on early training. The existing system of evening technical instruction is not capable of producing such persons at a sufficiently early age. There are no higher colleges of building of University grade, as there are in engineering, to which building students of 19 or 20 could proceed with the aid of scholarships for the most advanced instruction. The curriculum of Schools of Architecture is too heavily weighted on the art side to suit the ordinary building trades student. Other causes of weakness are the inferiority of the business and commercial organisation of the trade to that of most others, and the employment of a large number of inefficient and comparatively unskilled men, from whom the employer gets comparatively little advantage or profit.

Lack of suitable commercial education is responsible for many small builders ending their career in the Bankruptcy Court. Builders, indeed, sometimes head the bankruptcy list, a fact which has been attributed by the Registrar of Bankruptcy to ignorance of simple book-keeping. The average small builder lacks elementary commercial knowledge, and hence cannot carry out financial arrangements, and loses the proper reward of his labour. These difficulties would be remedied by a good system of technical and commercial training.

Witness felt confident, after 25 years' experience of Evening Classes, that adequate technical training cannot be carried out by means of voluntary Evening Classes. Students come to such classes tired after the day's work; very little home-work is done, even by the best students, and the numbers fall off rapidly during the session. If compulsion were applied, the classes should not be held in the evening, on account of the physical fatigue of students, but time should be taken from working hours. This would naturally cause some difficulty to the employer, especially the small jobbing man, who at present brings the largest number of recruits into the trade. A few years ago Witness thought that this difficulty was insurmountable, but he has reason to think that employers would now consider favourably proposals for compulsory Day Classes. These should be held not only for boys entering skilled trades, but for all boys. The building trade stands to gain even by increased adaptability on the part of labourers. At the Brixton School of Building, painters' and decorators' apprentices spend the whole of the first two years of their apprenticeship at the school under a scheme arranged by the Master Painters and Decorators' Association. The Institute of Builders formulated a scheme for the revival of indentured apprenticeship, and for the better training of apprentices. The scheme involved attendance

Witness would favour the introduction of two or three fixed dates in each year for children to leave school. These dates should be fixed by the Local Authorities, who should have power to consult employers so as to avoid flooding the labour market with boys and girls at certain times.

5.—THE SUITABILITY OF THE PRESENT CURRICULUM IN THE EVENT OF THE LEAVING AGE BEING RAISED TO 14.

Witness thought that the "marking time" which is often alleged to take place in the last year of school life is found mainly in rural districts, and is due to the limitations of the teachers rather than to the dullness of the children. Sometimes it is due to lack of provision for practical work. The poor quality of a number of rural teachers is often due to the lack of a suitable system of promotion in country areas and to inadequate salaries.

by all apprentices at day classes on two afternoons per week in ordinary working hours, and on full pay for the first two years of apprenticeship.

2.—TRAINING FOR INDUSTRIAL OCCUPATIONS GENERALLY.

(a) Full-Time and Part-Time Courses.

The best preparation for boys proposing to enter important skilled trades is a full-time course of two or three years at a Junior Technical School, followed by three or four years trade workshop experience combined with attendance at part-time courses of technical school instruction. There should be a larger number of Junior Technical Schools in order to provide an adequate number of highly trained artisans in each industry. These schools are intended primarily for boys intending to enter trades, Senior Day Technical Schools being for those who intend to take up business or professional work. The resulting difference in aim renders the former school unsuitable as the normal avenue of approach to the latter, but at present boys of ability can pass from one to the other, and this should certainly be continued.

For all other artisans there should be part-time day courses during the greater part, if not the whole, of the apprenticeship period. Even those who are engaged in unskilled occupations of an industry would benefit by attendance at part-time courses.

Witness outlined a scheme of continued education for all boys engaged in industrial occupations, skilled or otherwise. There should be compulsory attendance at day classes for eight hours per week between the ages of 14 and 18. In the early stages the curriculum would be one of general education only, but it would gradually assume a technical character, although elements of general education would still be included.

(b) Curricula of Part-time Courses.

From 14 to 16 the curriculum would comprise English (including History and Geography), Mathematics and Practical Geometry, Science, Drawing, and Practical Work in a Workshop. This latter subject would not be trade practice in the ordinary sense, but a broad course developed on lines of manual instruction and covering a fairly wide range of materials and processes, the idea being, first of all, to utilise manual instruction as a form of general education, and, secondly, to ensure some understanding of the principles of industrial processes and of the adaptation of materials in industrial work. Such a course would help to cultivate trade aptitude where it existed in a boy, would assist him in the choice of a trade or occupation, and would enable him to exercise initiative and resource in whatever trade or occupation he may eventually adopt.

This curriculum, so far as the main subjects are concerned, would be continued between the ages of 16 and 18, but would be developed along differing lines according to the needs of the boys concerned. Thus for boys in unskilled occupations, or for whom no other provision can be conveniently made, the curriculum might be continued and developed on broad general lines. English would now include Citizenship, Science would include Hygiene, &c., &c. On

the other hand, for boys engaged in particular industries the instruction would have a bearing on those industries. Thus, for boys engaged in building, Mathematics and Geometry would be treated as Building Science, Drawing as Building Construction and Drawing, while the practical work would be developed along more specific building trade lines. Similarly, for boys engaged in engineering, these subjects would be developed on appropriate lines of engineering study.

Curricula planned on these lines would enable students who so desired to continue their education after the age of 18 in Evening Classes of the existing type, without any break in the continuity of their study.

(c) *Teachers for Part-time Courses.*

The majority of the teachers required would need to be specially trained. So far as possible, candidates for training should have special acquaintance with, if not actual experience of, industrial work and conditions, for the boys in attendance would, through their experience in workshops, be acquiring a new and wider outlook on life, and the appeal which the teacher would have to make to them should have some relation to their new points of view. The various subjects should not be treated as mere book studies. The practical problems of the boy's daily life and of his work must be brought into the scheme of instruction, and his expanding experiences of life under industrial conditions must be suitably turned to account. Hence the teacher should have sympathetic understanding or actual experience of the boy's mental and practical environment if the instruction is to be really effective.

Courses of training for teachers similar to those in existence at the L.C.C. Shoreditch Technical Institute would be suitable for teachers of the lower grades of these courses. Short courses of like nature might also be arranged for the many teachers in Elementary Schools who have a liking for mechanical pursuits, since some of these teachers possess special aptitude for imparting instruction of the kind required for these part-time classes, and their services might be utilised to great advantage. For teachers of the higher grades there might be full-time courses of training, similar to those organised for Technical School teachers by the Board of Education during the last two years.

(d) *School Buildings for Part-time Courses.*

The accommodation available in ordinary Day Schools and Technical Institutes would not be great. In most towns however it would be possible to find buildings, such as warehouses, public halls and large residences which could be adapted for the purpose. The hutments erected by the War Office could also be adapted if available after the war. The instruction to be given in these courses in all subjects should be largely based on practical work as in Junior Technical Schools, and the rooms should be in the main of the class-room workshop type. Hence any new buildings erected for this part-time work may be of an economical character.

In illustration of the type of new school buildings which it would be desirable to erect, Witness instanced buildings such as those of the Tynecastle Supplementary Schools and Workshops at Edinburgh, which have been provided for work of a character somewhat similar to that contemplated above. These furnish

an excellent example of economical building combined with efficient planning and equipment.

(e) *Part-Time Courses and Trade Training.*

In regard to the training of boys for the skilled trades, no scheme of school instruction would be fully effective unless accompanied by an adequate system of ordinary workshop trade training, such as was secured under the old apprenticeship system. A very large proportion of employers still believe in the possibilities of a system of apprenticeship, and efforts to revive it in a form appropriate to modern conditions might meet with some measure of success.

Witness submitted a scheme of apprenticeship in which provision is made for school instruction in part-time courses. The scheme suggests the establishment of Apprenticeship Councils comprising representatives of employers, of workmen's organisations, and of the Local Education Authority. There would be in every appropriate area an Apprenticeship Council for a given industry. This Council would regulate and control the selection and training of all apprentices to the industry in its area, and to this end would be one of the parties to the indentures of each apprentice. It would prescribe the working conditions and the wages of apprentices in its area, supervise the practical and theoretical training of the apprentices, settle all disputes between the master and the apprentice, and endorse all completed apprenticeship indentures. The scheme has been adopted in its main outlines by some Apprenticeship Committees.

3.—EMERGENCY CLASSES ON THE OUTBREAK OF WAR.

Witness had seen classes of two types (a) Non-vocational classes for unemployed boys and girls, and (b) Trade classes (e.g., saddlery, boot-making, fancy leather work, toymaking) for persons from other trades.

The classes as a whole were disappointing, in spite of some good features. The best was that in boot-making held at the Cordwainers' Technical College. The Principal, being in intimate touch with employers and well acquainted with trade details, was very successful in placing the trained workpeople at good wages.

The L.C.C. classes for boys were disappointing—the boys were restless, they felt that they might be out seeking jobs, and had not sufficient confidence that the Labour Exchange would keep open places that were notified. Matters were made worse by the fact that parents urged their boys to look for work, and that boys from Greater London came in and snapped up posts. Even to the saddlery classes at Toyne Hall many men seem to come for the sake of the maintenance grant, and were unwilling to leave at the end of the training period. Those who did best in these training classes were those who came from other skilled trades.

On the question of schemes for training munition workers, Witness said that much could be done by intensive training. After the war probably much could be done by this means for boys who are now losing instruction and wish to become apprentices in engineering or building, but unless they had some such definite trade in view, or were assured of specific occupation afterwards, a good deal of expense and trouble might be wasted. General education is a great advantage for those who desire intensive training.

SIR GEORGE NEWMAN, Chief Medical Officer of the Board of Education.

1.—PHYSICAL TRAINING IN CONTINUATION SCHOOLS.

Witness said that the war had emphasised the need for physical fitness. The School Medical Service is concerned with the detection and curing of defects, but active measures must also be taken to secure the physical fitness of all children. A system of physical education should make provision for:—

- (i) Formal gymnastic exercises, designed to exercise definite effects on the development of the body, and capable of employment for the correction as well as the prevention of physical defects and deformities;
- (ii) Games, including field sports, swimming, playground games and indoor play;

- (iii) Dancing of various kinds, further to develop bodily control, graceful movements, and a sense of rhythm.

Such a system of properly-organised physical training should be provided in connection with any system of compulsory Continuation Classes that may be established for boys and girls between 14 and 18 years of age.

Witness said that it would be satisfactory if a daily lesson of not less than half an hour could be given in physical training. The amount of time must however depend upon the total number of hours a week for which compulsory attendance is required, and it might therefore be necessary to confine physical

training to the occasions of the compulsory classes, in which case it should form an integral part of each session. If there were only two sessions the lessons should be longer than half an hour, say 45 minutes.

The preparation of a syllabus would need careful consideration, but certain general principles may be laid down:—

- (i) The nature of the boys' and girls' employment should be taken into account in framing the syllabus. Physical training would be necessary for all.
- (ii) Owing to the large number of boys and girls for whom instruction will have to be provided, it is inevitable, at any rate for some time to come, that a large portion of the instruction must be undertaken by teachers who are only partially trained. Even to meet existing requirements there is a dearth, especially of male experts.
- (iii) Even assuming that boys and girls are taught separately, the classes would still contain children of very varying physique and conditions of health.
- (iv) The scheme of physical training should form a connecting link between the system of physical training in operation in Public Elementary Schools and the system adopted in the Army and Navy. It should be based generally on the Swedish system. Witness objected on physiological grounds to military drill for young persons under 18.

2.—MEDICAL INSPECTION AND TREATMENT.

At present all children are medically inspected shortly before they leave school. Many of them have also to be medically examined by the Factory Certifying Surgeon before employment. The latter examination is normally made by a surgeon who has no previous knowledge of the child and no access to the records of the School Medical Service. Witness thought it worthy of consideration whether this responsibility for certifying as to physical fitness for employment should not be placed upon the Local Education Authority and its Medical Officers. This change should save expense, and is also desirable in that it would be possible for the Authority to co-ordinate closely the work of certification for employment with the work of the local Juvenile Employment Committee.

Whether or not this suggestion is adopted there are substantial reasons for urging that arrangements should be made for the medical inspection of all young persons attending compulsory Continuation Classes at, say, the age of 16, and again shortly before they reach the age of 18. This would of course involve a substantial increase in the work of the School Medical Service. Among the facts which make medical inspection desirable are the following:—

- ✓ (i) The records of the School Medical Service show that children on leaving school are suffering from a large number of defects. The development of the School Medical Service will tend to reduce the number of these defects, but they will always remain substantial.
- ✓ (ii) The age of puberty is frequently a period of temporary physical strain, especially amongst girls.
- ✓ (iii) The strain of factory life also is being felt for the first time.

Mr. J. O. PEET, H.M. Inspector of Schools (Technological Branch).

1.—OCCUPATIONS OF THE RURAL POPULATION.

It is generally assumed that practically the whole of the population in rural districts is engaged in occupations either directly or indirectly connected with the land, but the census returns of 1911 show that of the total number of occupied males of 10 years of age and upwards in rural districts little more than one-third were engaged in agriculture. The age distribution of farm workers, moreover, suggests that farm work is a blind alley occupation for many boys, since a large number apparently leave it as they attain to manhood. In many areas farmers depend for their labour mainly upon men who live in. When these

- (iv) Accurate information as to the physical condition of adolescents is essential in determining the occupation which they shall enter and for which they shall be prepared.

At the present time the majority of Local Education Authorities, especially in urban areas, take steps to secure that facilities are available for the treatment of certain defects, notably of eyes and teeth, of tonsils and adenoids, and also for so-called minor ailments (i.e., skin disease, discharging ears, &c.). For the following reasons it appears worthy of consideration whether these facilities for treatment should not be made available for all young persons attending compulsory Day Continuation Classes (except in so far as that is rendered unnecessary in the case of young persons in employment who have already become eligible for medical benefits under the National Insurance Act):—

- (i) As already explained, children on leaving school are still suffering from a number of defects.
- (ii) Especially in the case of eye and teeth conditions new defects are likely to arise.
- (iii) The strain of factory employment may accentuate defects.
- (iv) In some areas treatment is difficult to obtain, apart from facilities provided by the Local Education Authority.
- (v) The reduction of hours of employment may involve a reduction in earning capacity and of the sum available for meeting special expenditure.

3.—INSTRUCTION IN LAWS OF HEALTH, &c.

Witness said that any measures taken for remedying defects or for maintaining and improving the physical fitness of the rising generation will lose something of their value unless the children are instructed as to the importance of attention to matters affecting their health. He accordingly suggested that provision should be made for regular instruction in the simple laws of health, in the common facts of Physiology and, in the case of girls, in Domestic Subjects, including First Aid and Mothercraft. The instruction in Physiology and the laws of health should be closely associated with Physical Exercises, and might occupy two weekly periods of 15 minutes each.

4.—NUMBER OF HOURS OF COMPULSORY ATTENDANCE.

Witness said that it was not within his scope to suggest how many hours of instruction should be required weekly, but that in determining the question certain considerations should be borne in mind:—

- (i) The time devoted to instruction should be taken out of working hours and not added to them. Even when the hours of industrial employment are substantially below the maximum of 60 already laid down by the Factory and Workshops Act they still represent a sufficiently severe strain on boys and girls.
- (ii) Recreation and fresh air are essential to the healthy development of young people, and the hours should be arranged so as not to interfere with opportunities for obtaining them.
- (iii) As already suggested, adequate time should be allowed for physical training and for instruction in the elementary laws of health.

workers are from 20 to 30 years of age many of them migrate to industrial districts, especially those who wish to marry. This turnover of workers from agriculture to other industries, as well as the large number of non-agricultural workers resident in the country, needs to be kept in mind in considering the educational needs of rural districts.

2.—CHANGES IN AGRICULTURAL CONDITIONS DUE TO THE WAR.

Farm wages have risen considerably during the war and are unlikely to return to their old level. Higher

wages will probably lead gradually to more extended use of machinery and to greater economy and speeding up of labour. As a result there will be a greater call for intelligent workmen. Higher wages and the provision of small holdings should open out a prospect for thrifty boys who start as farm labourers becoming small holders and possibly large farmers later in life.

3.—INFLUENCE OF EDUCATION ON CHOICE OF OCCUPATION.

Educational methods or systems can do little to induce boys to enter and remain in rural occupations, except by increasing their wage-earning capacity and otherwise improving their chance of a successful career in the country. For a large proportion of the working classes country life has an attraction quite as strong as that of the town, and the main factors which decide whether a boy shall enter town or country employment are initial wages and future prospects. School work of a practical and rural character may make country life appear more desirable to a boy, and is no doubt a better preparation for it than book work only, but it will in general fail to overcome the attraction of higher wages, real or apparent, in the towns. The influence of low wages, poor prospects and lack of cottages cannot be counteracted by a special type of education.

4.—EFFECT OF EDUCATION ON QUALITY OF AGRICULTURAL LABOUR.

It is sometimes suggested that education is responsible for the poor quality of agricultural labour, and that in order to make a good labourer a boy must begin young. Farmers whom Witness had consulted had been unable to say that it makes much difference whether a boy begins work at 12 to 14 years of age, provided he is under fairly strict control. Those who object to much education for farm labourers are usually influenced by the fact that education fits the boy to some extent for better-paid employment, to which he soon goes. Naturally, the boys who do this are the brighter and more ambitious ones, and the quality of farm labour suffers, not because education unfits a lad for farm work, but because it enables him to secure better-paid work. If conditions were such as to induce boys who have done well at school to take up farm work and remain in it, education would not only render them more intelligent citizens but increase their value as farm labourers and improve their prospects of success as small holders.

5.—PRESENT PROVISION FOR FURTHER EDUCATION.

Before the war further education for persons beyond elementary school age was provided in rural districts by means of Evening Schools intended for young people of both sexes, but attended mainly by boys; courses on such subjects as Gardening and Poultry-keeping, intended generally for adults; winter courses for young farmers held in the day or evening, at one or two centres in a county; similar courses in dairy work for young women held in the summer; local classes for labourers in such operations as ploughing, hedging and thatching; and courses in Dairy-work, Poultry-keeping and general Agriculture, intended for young men and women and held at Agricultural Colleges and Farm Schools.

Evening Schools are attended by quite a small proportion of young people in rural districts. Their success is limited by the following conditions:—

- (i) Youths as a rule do not recognise the need to continue their education when they leave the day school. At the age of 18 or so many of them begin to see the importance of education and come to the school, if one is provided in their locality. But they have forgotten so much of the work of the day school that many are discouraged and soon cease to attend, while only a few ever get beyond the level of the upper standards.
- (ii) Teachers in charge of day schools in populous districts are rarely young, and many of them are disinclined to take evening work, while in thinly populated areas there are frequently no men teachers in the day schools.
- (iii) Lads who have been in the open air all day are apt to be sleepy, unless the work is practical or very interesting.

- (iv) Useful subjects like Rural Science are avoided because of the need for preparation, out of class hours, for experiment and demonstration. The value of the instruction in the more technical subjects is considerably reduced owing to the defective general education of the students. Notwithstanding these obstacles, some rural evening schools are doing excellent work.

6.—NEED FOR IMPROVEMENT OF EDUCATION IN RURAL DISTRICTS.

The education of most children ends just when they might begin to benefit from it, and before they have realised its advantages, either as conducing to advancement in life or from a cultural point of view. It is surprising how much day-school work is forgotten in a couple of years by a child who has left school at, say, 13. One essential for the improvement of education in rural districts is the continuing of instruction into the period of adolescence. To accomplish this an extension of compulsory attendance would be necessary, for neither employers, parents nor the boys themselves are keen enough about education to enable much to be effected under a voluntary system.

7.—THE SCHOOL LEAVING AGE.

The minimum leaving age should be fixed at 14, and the Labour Certificate and all forms of exemption prior to 14 should be abolished. Facilities for employing children half-time in agriculture are so rarely utilised that their abolition would probably not be opposed. The proposal to raise the age to 14 might be opposed by farmers. The withdrawal of boys under 14 from agriculture would produce no serious effect, however,—such boys are generally employed on odd jobs; as a rule they are not in charge of horses, and Witness attached no great importance to the view that a boy must begin to handle stock at 13 rather than 14. The raising of the age would increase the numbers in the upper standards of the Elementary Schools, and would thus help to clear them of the charge of marking time which is sometimes brought.

8.—CHILDREN RELEASED FOR EMPLOYMENT IN AGRICULTURE.

Witness said that in his opinion it would not be desirable to send children who had left prematurely for employment on farms back to the Elementary School.

9.—PART-TIME DAY CONTINUATION CLASSES.

These classes are very desirable where they can be provided; in thinly populated districts they might not be possible. To release young persons in the morning would be troublesome; the afternoon or early evening would be better, but then it would be difficult to get teachers. If special teachers were engaged for these classes it would not be easy to find full employment for them. Some continuation instruction, but not all, might be organised in the form of full-time winter classes.

Up to the age of 16 the work of young persons employed in agriculture is comparatively unimportant, and the difficulty of arranging for their attendance at day classes would be small. Continuation education up to 16 is very desirable if the technical agricultural instruction of older students is to succeed. Witness would like to go beyond 16; if this were done, there would be no question of the farmer not being able to carry on, though a certain amount of expense to him would be involved. In letting off boys of 14 and upwards small farms would have greater difficulty than large ones, and hence the difficulty would be least in counties where large holdings prevail. Difficulty would also occur on dairy farms and in the families of small holders, the boys of which are often put to important work at an earlier age than is usual on farms. Farmers would object to any inconvenience, but the Committee should override their opposition.

The courses should comprise both vocational and cultural elements. The type of course found most suitable in Evening Schools should be adopted for at any rate the first two years, i.e., (a) a literary subject, say, English Literature and Composition or

social and industrial History, (b) Arithmetic, including Accounts and simple practical Surveying and Levelling, and (c) a practical subject, say, Wood- or Metal-work or Rural Science. The whole of the work could be given a rural bias, and if attendance

beyond the age of 16 were compulsory, instruction should be provided in the last year of the course in such subjects as hedging, draining, care of stock and care of machines.

MR. G. H. WINSTANLEY, H.M. Inspector of Schools (Technological Branch).

1.—THE SCHOOL LEAVING AGE.

Witness thought that a leaving age of 14, without exemption of any sort, was eminently desirable; the only obstacle so far as mining is concerned is tradition. Employers, parents and workmen might object, but if the step were taken at the end of the war no serious opposition would be likely to ensue.

If the age were raised to 14, the curriculum in the last year might have a very slight mining bias, or rather general industrial bias, *e.g.*, in the applications of Arithmetic and Drawing, in the latter of which scale drawings, plans and elevations should be included. Very simple science lessons, with appropriate experiments, might deal with such subjects as the atmosphere, combustion and the principle of the safety lamp, as well as with the rudiments of Mechanics. Boys might be encouraged to read suitable books relating to mines and mining, and the life stories and inventions of such men as Davy, Watt and Stephenson. But instruction of a technical character should not be given at this stage.

2.—HALF-TIME EMPLOYMENT.

In mining there is no half-time employment, and hence no conceivable objection could come from the industry to its abolition in other trades.

3.—PROMOTION IN THE MINE.

Boys starting as miners usually continue in the mine. Advancement is steady, and promotion to subordinate (and even superior) official rank is within the reach of every intelligent workman. Subordinate officials are almost entirely recruited from the ranks of the workmen, and many certificated managers in charge of collieries have started as workmen in the mine.

Practically all promotion to official rank, superior or subordinate, is subject to the passing of statutory examinations and the possession of certificates of competency. Unfortunately, from certain points of view, promotion to official rank is in most cases not permissible (under the Coal Mines Act, 1911) until the age of 25.

4.—NATURE OF SPECIAL INSTRUCTION DESIRABLE.

It is not possible or desirable to give class instruction in actual mining operations with the idea of teaching the boy his trade. The only place for this is the mine itself. On the other hand it is very desirable that boys about to start or actually starting employment underground should be suitably prepared for their new environment and its peculiar dangers. A due sense of responsibility, the importance of obedience and strict observance of the regulations made for safety, and the need for a high standard of discipline should be carefully inculcated. An endeavour should be made so to develop their powers of observation and reasoning that they may intelligently assimilate their experiences in the mine, and steadily acquire practical knowledge of the kind that produces efficient workmen and reliable officials. Full particulars of the scope and character of the instruction desirable

are given in Circular 953 (Memorandum on the Teaching of Coal Mining in Part-time Schools) issued by the Board of Education.

5.—PART-TIME DAY CLASSES.

It is most important that the rank and file of the miners, as well as prospective mine officials, should receive instruction up to the age of 18, not to teach them their trade, but to raise their standard of intelligence and discipline and to train them to appreciate and guard against the peculiar dangers of their environment. Eight hours a week of general and vocational training up to the age of 18 would be sufficient for this, and also to lay a good foundation for subsequent voluntary attendance at classes in preparation for the statutory examinations for certificates of competency, for which candidates are not permitted to sit before the age of 23.

Attendance for half a day at a time is impracticable, for the same shafts are used for raising and lowering men and raising mineral, and hence the working of the shafts must be carefully organised. When men are being raised or lowered, the raising of coal is stopped, and as the winding hours are already restricted, to encroach on them further by raising boys for attendance at classes would not only reduce the output but make the working of the mine almost impossible. Witness therefore advocated a system of attendance at classes for one complete day per week. This would be better than giving instruction on consecutive days at one season of the year.

It would not be satisfactory to enforce eight hours instruction weekly in addition to the number of hours of work allowed by law. Many mines work on the two or three shift system, and as a boy is not always in the same shift difficulties would arise in his attendance at class. Duplicate or triplicate courses of instruction would thus be needed, and boys would have to transfer from one to another. Apart from this difficulty, boys over 16 might be required to attend classes outside working hours, but those under 16 are only children, whose need for daylight recreation is a real thing.

If boys went to school during working hours, their wages (subject to minimum amount) would presumably be lessened; but in South Wales, on the other hand, where students attend the Mining Schools established by the coal owners for one full day a week, there is an arrangement whereby their weekly earnings are not necessarily reduced.

The teachers of the part-time classes should include persons with expert knowledge of mining. Eventually it would be quite possible, with suitable conditions of employment and adequate remuneration, to get a sufficient supply of persons with the necessary qualifications, but courses in pedagogic methods would be desirable. The possession of the Colliery Manager's Certificate should not be regarded as a necessary qualification, nor on the other hand should it always be regarded as sufficient.

Any scheme of part-time Day Classes that is adopted should be compulsory. There would be no difficulty in enforcing this; opposition would soon subside and the instruction would be appreciated.

MINISTRY OF LABOUR.

Mr. P. H. BRIND, Secretary to the Plymouth Juvenile Advisory Committee; late Assistant Secretary of the Bristol Juvenile Advisory Committee.

1.—JUVENILE ADVISORY WORK IN BRISTOL.

Witness said that the Bristol Education Committee had instructed Head Teachers to send to the Labour Exchange a form containing particulars of each child as he leaves school. Parents and children are asked to attend rota meetings of the Advisory Committee,

which are held twice weekly. About 50 per cent. of those who leave school come to the Exchange, and a large number of these are seen by the rota. The work of advice is productive of good results.

Relations with employers are cordial, and have improved since an inquiry into the apprenticeship

system, which brought about close relations between the Committee and employers. The inquiry showed that most of the work open to Bristol girls was semi-skilled in character, such as factory work (tobacco, chocolate, printing, clothing, &c.). Boys, in addition to factory employment, had a fairly wide choice of skilled trades to which they might be apprenticed, e.g., general and motor engineering, printing in all its branches, &c. It was felt however that the forms of indenture were too loose and varied, and that a standardised procedure was needed. The Advisory Committee therefore drew up a model indenture form for submission to the principal apprenticeship trades.

The work of the Committee had had an undoubted effect in reducing the number of boys taking up errand-running and van jobs.

The inquiry revealed the fact that a revised and extended system of continued education was much favoured by the leading employers, workers and educationists. It was felt that more modern machinery and methods of teaching were needed. Bristol employers at the time were well disposed, on the whole, to give limited facilities for technical instruction.

MR. K. BROADLEY, Organising Officer of the Board of Trade for Juvenile Work in the Yorkshire and East Midlands Division.

1.—GENERAL ORGANISATION IN THE DIVISION.

Witness said that in his division there were twelve juvenile employment organisations, some being Juvenile Advisory Committees under the Board of Trade and some Juvenile Sub-Committees of the Local Education Authority. He attends meetings of these Committees and supervises the officers employed by the Board of Trade, keeping them in touch with what is done elsewhere. He also interviews employers where necessary. When fresh developments are contemplated he is generally consulted by the Juvenile Employment Committees (he has no control over the officers employed by Education Authorities) and always by the Juvenile Advisory Committees. Sometimes the office of the Employment Sub-Committee is in the Labour Exchange, sometimes that of the Advisory Committee is in the Education Office. The Board of Trade have power to set up an Advisory Committee where there is no Committee of the other type, but since the passing of the Choice of Employment Act they have not as a rule done so—at any rate not before the Education Authorities have had the fullest opportunity to start Committees of their own.

2.—RECENT DEVELOPMENTS.

Among noteworthy developments in his division Witness instanced the following:—

- (i) Meetings arranged at schools between members of the Committee and parents, for the purpose of giving advice as to choice of employment.
- (ii) Conferences with employers who have difficulty in obtaining juvenile labour. These have sometimes resulted in the modification of unfavourable conditions.
- (iii) Meetings for children already placed, advising them as to means of qualifying for better posts.

All these operations are subsidiary to the general work of after-care by visitors, which is carried out by practically every Committee.

MISS S. E. BURNET, Assistant Divisional Officer in charge of Juvenile Work in the London and South Eastern Division.

1.—GENERAL WORK OF ADVISORY COMMITTEES IN LONDON.

Witness said that in London there is a Central Juvenile Advisory Committee, and a Local Advisory Committee is attached to each of the 20 London Labour Exchanges. Each of these Advisory Committees consists of about 25 members, including representatives of the Education Committee, of employers, of trade unionists, and of persons interested generally in child welfare. The Education Committee representatives are not infrequently members of the School Care Committees, and as such have dealt with such matters as the feeding and health of school

2.—JUVENILE ADVISORY WORK IN PLYMOUTH.

The Plymouth Juvenile Labour Exchange is in touch with the Education Office, though the Advisory Committee forms no part of the municipal administration. Certain persons are members both of the Education Committee and of the Advisory Committee, and witness, who is in close touch with the Secretary for Education, visits schools and confers with the Head Teachers. The Head Teachers, acting upon the instructions of the Education Committee, send him complete lists of all children leaving school, one month before the actual leaving date.

Witness said that compulsory continuation education had been recommended by both workers and educationists in Plymouth, by the former primarily on educational grounds.

3.—UNEMPLOYMENT AFTER THE WAR.

Witness said that there would be much scope for the operations of Advisory Committees after the war, whatever may be the character and amount of juvenile employment. He thought it probable that the problem will be more acute with older boys than with those who have lately left school.

3.—AFTER WAR CONDITIONS AND THEIR REMEDIES.

Witness thought that difficulty would be caused after the war by the non-educative character of much of the present work and by reductions in the present high rate of wages, which have led in many cases to the economic independence of children at an unusually early age. The problem of juvenile employment, if it occurs, would be partly solved if the school leaving age were everywhere raised to 14.

In anticipation of the end of the war, Witness would extend the system of advising children in the matter of employment, by setting up Committees in those towns which have none. It is immaterial which type of Committee is adopted, for the efficiency of either kind depends on the personality of the Committee and its officers. He would also suggest conferences with employers in various trades to arrange the conditions regarding juvenile labour. Further, he would have compulsory registration of all juvenile employments, and would not allow any child to leave school before 15 unless he can satisfy the Employment Committee that he is to be suitably and beneficially employed. This would require the employers of children and young persons to take out licenses or certificates on the lines of those now issued to learners by the Trade Boards. He thought it desirable to prevent boys fresh from school from ousting boys of 15 or 16 from their work.

At the outbreak of war the Leicester Education Committee organised a sort of corps of unemployed boys who were to spend part of their time in classes and part at physical exercises and occupations allied to scouting. Arrangements for classes were also made in Leeds. The rapid improvement in trade prevented the practical testing of these arrangements. Witness was doubtful whether boys in general would attend such classes in the absence of either compulsion or bribery.

children, and thus have some knowledge of the home circumstances of many of the boys and girls applying.

The Local Juvenile Advisory Committees work on general principles laid down by the Central Committee, which has ultimate control under the Board of Trade; the Local Committees however have a good deal of executive power as regards advising the children and the parents.

Witness alluded to the marked localisation of many of the openings for boys and girls, which results in the necessity for serving the needs of some districts from other areas. She described the clearing house system

adopted for dealing with this, which involves a circulation of not less than 20,000 vacancies per annum.

The local Committees work in close touch with the schools. From one to three months before a child leaves, a report is made on a form by the Head Teacher, which is sent to the Care Committee, whose representative meets the child and his parent at the school together with the Head Teacher and the Secretary of the Advisory Committee, and advises him as to his choice of occupation. When the child leaves he is invited to attend at the Labour Exchange for an interview with a rota of the Local Committee, and advised as to suitable openings. A report on the result of the placing is recorded. It is hoped that it will be possible in the future to trace the career of each child leaving an Elementary School in London.

2.—CO-OPERATION WITH EVENING SCHOOLS.

The Advisory Committees regard the giving of advice about evening school attendance as part of their duties, and have done useful work in getting employers to facilitate attendance. Witness instanced the Marconi Company, who allow classes to be held in their own building during working hours under the auspices of the London County Council. She also quoted cases of employers who allow boys and girls to leave work early to attend.

3.—AFTER-WAR PROBLEMS.

At the end of the war all kinds of difficulties may arise. There may be a period of unemployment and disorganisation, not necessarily due to depression in

trade, but to the necessary readjustment of machinery and the redistribution of labour, and it would be well to advise parents of this. At present there is as much scope for advisory work as ever, especially as regards the future, though at the moment it is not possible to influence parents as much as usual.

The Committees are keeping in touch with all children entering abnormal occupations, with a view to advising them when the end of the war is in sight, and, if possible, earmarking them in advance for posts with better prospects of permanent employment. Conferences with bodies of employers have been held, and it is hoped to induce employers in trades where there is a normal dearth of juveniles to improve the conditions, so as to remedy this. Useful work has also been done by approaching individual firms. Among the conferences held, at which representatives of the Education Authority were present, may be mentioned those with tailors, hairdressers, dressmakers, milliners, motor body builders, and bakers. An extension of these conferences will be desirable at the end of the war.

Witness advocated the following five methods of grappling with after-war problems:—

- (i) Extended use of the Advisory Organisation.
- (ii) Extended use of After Care Organisation.
- (iii) More stringent control over the exemption of children from school attendance below the age of 14.
- (iv) Conferences with employers.
- (v) Notification of termination of contracts to Juvenile Advisory Committees by employers.

SCOTCH EDUCATION DEPARTMENT.

MR. G. W. ALEXANDER, Assistant Secretary, Scotch Education Department.

1.—EXEMPTIONS FROM DAY SCHOOL IN SCOTLAND.

Witness said that in Scotland there is practically no half-time, and the normal leaving age is 14. In ordinary times there is not much demand for children under 14 to be employed in agriculture. Exemptions are granted between 12 and 14, usually on condition of attendance at Continuation Classes; this attendance may extend up to 16 if the School Board thinks fit. In 1914-15 out of 10,530 exemptions, 4,106 were unconditional; many of these were in country villages where Continuation Classes did not exist.

2.—FIXED DATES FOR ENTERING AND LEAVING SCHOOL.

Fixed dates for entering and leaving school (usually three in the year, sometimes four) have been adopted in nearly all industrial areas in accordance with Section 7 (2) of the Education (Scotland) Act, 1908.

The main object of this section of the Act was to simplify the classification in schools and to check the gradual depletion of the higher classes by children leaving as soon as they reached the age of 14. The advantage of this arrangement has appealed to teachers and managers, and the Department believe that it has served its purpose satisfactorily. Though a number of Boards reverted after trial to the old system, more than two-thirds of the Boards in Scotland have fixed dates in operation. No difficulty has been found on the side of employment. If children can leave at any time, the tendency is to have the market flooded at the summer holidays, and dependent for the rest of the year on individual children reaching 14. The release of children at three or four specified dates in the year provides a more regular supply, and also facilitates the work of employment agencies and Juvenile Advisory Committees (where these exist) in guiding young people to suitable employment and securing their attendance at Continuation Classes.

3.—SUPPLEMENTARY COURSES IN ELEMENTARY SCHOOLS.

Up to 1901 any child could leave school after passing standard 5, *i.e.*, usually soon after 12, often before 12. The Education (Scotland) Act, 1901, had the effect of adding two years to the school life of the great majority of children in Scotland, and led to the establishment of supplementary courses, with a commercial, industrial, rural or domestic bias. Some School Boards have adopted the system of central schools which confine themselves to the work of the supplementary courses.

The existence of these courses tends to keep children at school beyond the age of 14. The Code grants in Scotland can be paid on all up to the age of 18.

4.—COMPULSORY EVENING SCHOOLS IN SCOTLAND.

Witness said that in 1908 power was given to School Boards to frame byelaws for compulsory attendance at Evening Schools from the age of 14 up to 15, 16 or 17. These powers had not been widely adopted, only 20 authorities out of 947 having framed byelaws. The only large authority was Glasgow, which has lately suspended them indefinitely, and of the others all but three have a population of under 10,000 and a good number are rural authorities. Nevertheless there is reason to suppose that in other areas the flow of students to evening classes has been promoted by knowledge of the fact that the power to exercise compulsion existed in the background.

The fact that the Act giving power to make compulsory byelaws had not been more widely adopted was partly due to the following:—

- (i) Edinburgh had made since 1906 a great advance on voluntary lines, which had been copied by other authorities. But even so, there still remain in the city over 5,000 adolescents outside the influence of any systematic educational agency. The problem presented by these will require most careful consideration when normal times return.
- (ii) A School Board had taken proceedings against a young person for non-attendance, although the Act of 1908 provides only for prosecuting the parent or employer. The prosecution failed, and an erroneous impression had got abroad that the School Boards could not enforce their own byelaws.
- (iii) The establishment of supplementary courses in the day schools had lengthened the day school course, and reduced the number available for evening school attendance.
- (iv) In small areas the absence of action by neighbouring authorities was often responsible.
- (v) In other cases difficulty had arisen owing to the requirements under Section 10 (5) of the Act of 1908, that the hours of attendance at continuation classes and the hours of work taken together should not exceed the number of hours allowed for work under the Factory Acts. Employers had represented that the absence of their young employees throws the work of adults out of gear, and that therefore they cannot shorten the hours of the juveniles alone.

The scheme, it is now realised, would have been more effective if it had been national in extent. The compulsory powers at present existing are confined to evening classes, and no School Board has tried to claim attendance under its byelaws during the day.

D.—ASSOCIATIONS OF LOCAL AUTHORITIES.

THE RT. HON. HENRY HOBHOUSE, SIR HENRY HIBBERT, M.P., and MR. J. L. HOLLAND,
representing the County Councils Association.

1.—CHILDREN WHO HAVE BEEN ABNORMALLY EMPLOYED DURING THE WAR.

Witnesses said that the numbers of children excused from attendance at school in order to engage in agricultural pursuits, distributed as they are over many districts, do not seem to be sufficient to warrant special provision in all areas for them alone, in order to make good the education they have lost. Moreover, it would be extremely difficult to force young people who have been gaining wages (some abnormally high wages) to return to the ordinary Elementary School when beyond the normal leaving age. Even if this could be carried out, the effect on the discipline in the school would be very bad, and the work of the teachers would be far from enviable. In some areas special arrangements may be found practicable for dealing with these pupils by methods other than an ordinary Elementary School, such as comparatively short courses in special schools, which might be residential where necessary.

2.—CHILDREN WHO CANNOT IMMEDIATELY FIND ADVANTAGEOUS EMPLOYMENT.

It is impossible to gauge the number of these, as it is impossible to say how many will be thrown out of their present employment. Certainly in some trades the number will be small. In the boot trade of Northamptonshire, for example, the replacement of men by boys and girls is coming about very gradually. The industry is working with less than the normal personnel. Married women, many of them soldiers' wives, and retired operatives, have come back to the industry in large numbers. The additional boys and girls taken on should therefore be permanently absorbed by the industry without much difficulty.

3.—CHILDREN WHO REQUIRE SPECIAL TRAINING FOR EMPLOYMENT.

There is a real need for special training for employment not only for many of those now engaged in war-vocations, but for the much greater number of young people who, even in times of peace, on leaving the Elementary Schools seek at the earliest possible moment to become wage-earners. Such training might be brought about by the raising of the school leaving age, the abolition of partial exemption, and the provision of improved facilities for further education, both vocational and general, *e.g.*, by means of part-time Day Classes or other forms of Continuation Classes. From the purely educational standpoint there can be no doubt that all these reforms should be supported.

4.—THE SCHOOL-LEAVING AGE.

No one who is acquainted with the working of Elementary Schools can hold that an adequate education for the future citizen, whatever is to be his avocation, can be obtained by a school life which is practically limited to from 5 to 13 years of age. Though total exemption may not be obtained on age alone below 14 years of age, it is well known that in many areas most of the children who do not proceed to Secondary Schools are exempted on attendance certificates immediately they attain 13 years of age. The child thus leaves when it has scarcely left the processes of more or less dull grind, and generally without desire for any further education. On the other hand, if the child remained at school another year under suitable teachers (a stronger staff at the top of the school would naturally follow the retention of older pupils) it would commence to realise the interest of education and would be much more likely to pursue it after leaving the Elementary School. Witnesses recommended that full-time attendance at school should be obligatory up to 14 years of age, and that Local Authorities should be permitted to make byelaws extending the leaving age beyond 14, provided they make adequate provision for the older children thus retained. They also urged the importance of consolidating the upper classes of village schools in a central school.

Sir Henry Hibbert disapproved exemption on the ground of poverty, but Mr. Holland thought that sometimes the Local Authority could not well refuse exemption if it were the only possible means of mitigating hardship to the family. Mr. Hobhouse also thought a loophole must be left in such cases, but did not disagree with the suggestion that the difficulty might be removed if funds were available for bursaries for elementary school children on the lines of Section 11 of the Education (Administrative Provisions) Act, 1907.

Mr. Hobhouse expressed the view that there would be some opposition to raising the age to 14 in rural districts.

5.—THE ABOLITION OF HALF-TIME.

The arguments for the need for full-time education up to 14 years of age obviously involve the abolition of half-time below that age. This is a very vexed question in Lancashire and Yorkshire, where the great majority of the half-timers of the country are engaged. The employers are probably, as a rule, less insistent on the retention of the half-time system than the workpeople, and in many cases half-time has been abandoned by the management of mills. The arguments *pro* and *con* received careful review by the Inter-Departmental Committee on Partial Exemption from School Attendance, which recommended in 1909 that all partial exemptions be abolished and also total exemption under the age of 13.

Sir Henry Hibbert, though disapproving the half-time system strongly, feared that its abolition would be strongly opposed by the operatives. At the present moment a large number of looms which were at work before the war are stopped, mostly for lack of labour, and this will render more difficult any proposal for abolishing half-time immediately after the war. He felt however that the opinion of Lancashire ought to be disregarded in the interests of the nation.

6.—COMPULSORY PART-TIME DAY CLASSES.

Witnesses had little doubt that it is desirable to offer improved facilities for further education, and that it will be necessary, in order to secure a larger number of intelligent and skilled workmen, to provide such facilities during the normal hours of labour. The voluntary system of attendance at Evening Schools has been pushed for all it is worth by many Local Education Authorities, but it is still true, as when the Consultative Committee reported in 1909, that the great majority of young people between 14 and 18 are in receipt of no education beyond that received by them during their attendance at Elementary Schools. It is only those who are themselves, or whose parents are, sufficiently intelligent and far-sighted to realise the importance of education and who are sufficiently robust to bear the strain of regular attendance at Evening Schools and the performance of the homework, who benefit by the present system. The keen competition, which it is anticipated will follow the war, to regain lost markets and find new ones, will demand that such further education should be obtained by a very much larger number.

When the Consultative Committee reported the time was not ripe to empower Local Education Authorities to enact byelaws requiring young people to attend Continuation Classes and employers to grant facilities for so doing. Moreover, though doubtless it was intended to make the path easier for such reform by providing that the Local Education Authorities should be given power to act rather than requiring them to act, it was found in Scotland that the exercise of such powers by one Authority and not by another similarly circumstanced led to difficulties.

The Witnesses thought that the time has now been reached when Parliament might boldly pass a measure requiring that in all boroughs and urban districts, after full-time day attendance has ceased, attendance at day or evening Continuation Schools for a specified

period equivalent to from 6 to 10 hours per week should be compulsory up to the age of 18, the employers being obliged under penalties to give the necessary facilities, including a corresponding reduction in the hours of labour. Continuation Classes should be held in the day time whenever practicable.

It is the experience of many Education Authorities that short intensive courses of three months are of more value than courses of one or two years. This of course applies only to young persons as distinct from children, and especially to young people who are training for mechanical employment.

As regards rural districts, while recognising that there is most urgent need for further education between the ages of 14 and 18, Witnesses did not consider it practicable to require that Continuation Classes shall be universally provided in those areas. They suggested however that the County Education Authorities should be obliged to extend the above provisions to rural districts wherever possible.

Sir Henry Hibbert quoted a resolution of the Union of Lancashire and Cheshire Institutes in favour of a leaving age of 14, followed by part-time Day Classes for six hours a week up to the age of 18, facilities for attendance being given by employers. He pointed out that this resolution did not emanate merely from Education Committees, the Union being representative of many other interests, including 117,700 evening school students.

In the textile industries there would be some difficulty at first in letting young people off, but this would disappear in time. He anticipated a good deal of opposition from employers and parents alike. Speaking from the point of view of the Lancashire Higher Education Committee, he did not anticipate any unmanageable increase of work due to compulsory part-time Day Classes, and therefore would not pass the work on to the authorities for Elementary Education. In regard to such matters as buildings, teachers, etc., the two types of Authority in Lancashire work together with the utmost smoothness.

Mr. Hobhouse expressed the view that if compulsory Continuation Schools in rural districts were to be conducted in the day time there would be a good deal of difficulty in obtaining buildings and teachers. A great deal could be done by voluntary effort in connection with Evening Schools. He was not opposed to compulsion in rural areas, but thought that it should be introduced with great caution.

Mr. Holland said that in 10 out of the 12 Urban Districts and Municipal Boroughs in Northamptonshire it would be possible now to make a start with part-time Day Classes for pupils of 14 to 15 years of age. Accommodation and teachers were available. In six out of the seven rural areas in which boot manufacture is carried on accommodation is already available, and here also compulsory Day Classes could be instituted. Local authorities should be compelled to provide such classes in rural districts wherever possible.

The question of residential schools would almost certainly arise in connection with rural Continuation Schools. The all-over cost of the Northamptonshire

residential Domestic Economy School at Dallington (£20 10s. per place per annum, excluding teaching staff salaries) is low compared with that of a secondary boarding school, partly because the girls do everything for themselves. Boys in residential Continuation Schools might do the same. Such schools might be staffed by suitable elementary school teachers with the help of the county agricultural and horticultural staff.

7.—THE TEACHING OF MODERN LANGUAGES.

Witnesses were of opinion that there is scope for development in the teaching of modern languages, both in Secondary Schools and in Continuation or Evening Schools. Apart from the practical use in commercial life, the mental training that can be given by the study of a continental language, if properly taught, is very valuable. In view of the keen international competition after the war, it is more than ever necessary that a practical knowledge of the principal European languages should be an integral part of commercial education. The difficulty of suitable teachers might be got over by each Education Authority having a small itinerant staff of qualified teachers.

8.—THE REVIVAL OF APPRENTICESHIP.

Witnesses had considered whether it is possible to revive in some form a system of apprenticeship, and thought that a great effort should be made to induce the trades to accept apprentices for shorter periods than seven years, say five years; and to refuse to take apprentices before 16 years of age. As matters are, there is a continual drift into the trades from Secondary Schools at the age of 14, because parents know that the trades will not keep open places for boys who stay until 15 or 16. This is harmful both to the boys and to the schools.

9.—PHYSICAL TRAINING.

Witnesses urged the necessity for an extension of physical education in relation to both boys and girls, especially by means of formal exercises. Organised games and sports, though excellent in their place, cannot entirely supply the place of formal exercises carried out under the direction of a properly trained and qualified instructor. They urged also the extension of manual work in connection with any scheme of further education.

10.—THE SUPPLY OF TEACHERS AND ITS BEARING ON FINANCE.

Sir Henry Hibbert expressed the opinion that in every branch of education, elementary and higher, including compulsory continuation education, the schools must be better staffed and the number of expert teachers increased. To attain this object better salaries must be paid, and these in their turn will necessitate larger grants from the Treasury. He advocated the removal of the limit to the higher education rate in Counties.

COUNCILLOR DR. H. B. BRACKENBURY, Member of the Hornsey Education Committee and President of the Association of Education Committees; MR. ALDERMAN E. H. COOK, J.P., Chairman of the Bristol Education Committee and Vice-President of the Association of Education Committees; and MR. ALDERMAN F. J. LESLIE, Member of the Liverpool Education Committee and Hon. Treasurer of the Association of Education Committees; representing the Association of Education Committees.

1.—THE VIEWS OF THE ASSOCIATION OF EDUCATION COMMITTEES.

Witnesses put in a memorandum based on replies to questions received from about 120 urban local authorities comprised in the Association of Education Committees, and including many County Boroughs. They thought that the views expressed represented fairly the feeling of the communities at their back, and of the remaining authorities which had not yet replied. The questions, with a summary of the replies, are given below.

- (a) *Is it desirable that greater freedom should be given to Local Education Authorities to revise the curriculum in their Elementary and Secondary Schools, in the interests of general educational efficiency, or with a view to better adjustment to national or local conditions and needs, especially with regard to (i) the introduction of more practical work and manual training, (ii) the provision of more, or more thorough, teaching of any specific subjects?*

A very large majority of the Education Committees expressed themselves in favour of the fullest possible

freedom being given to Local Education Authorities in the revision of their curriculum, there being only three replying with a complete negative and three with a partial negative. A considerable number however expressed the opinion that the freedom already possessed is sufficient if it is exercised more generally and effectively. It appeared to be considered that a revision of the Regulations of the Board as to Manual Instruction and Domestic Training is specially desirable, and that these subjects should become part of the school curriculum and not mere extras.

The Association would not suggest that the revision of the curriculum should be in the hands of the Local Authorities, freed from the supervision and control of the Board. No doubt some Authorities could be trusted to exercise such absolute powers wisely, but many could not. It would however be a decided advantage if some clear statement of the extent of the powers of Local Education Authorities in this and other respects could be circulated.

Mr. Leslie said that if the leaving age were raised it would be more necessary than ever to reorganise the top classes of Elementary Schools, e.g., by increasing the amount of practical work. It would then be very desirable to increase greatly the facilities for existing teachers to improve their qualifications to take Manual Instruction, for example, by the multiplication of short courses of training.

- (b) *Should the leaving age in Elementary Schools be (i.) the age of 14 years without exemption below it; or (ii.) the age of 14 years with power to a Local Authority by byelaw to extend this in its own area to 15 years; or (iii.) the age of 15 years; or (iv.) any other age?*

All but three of the Committees answering this question were in favour of 14 being the minimum age, without any exemption below that age. The majority went further, and supported either the definite raising of the leaving age generally to 15 or giving each Local Authority power to raise the age to 15 in its own area—a few were even in favour of an extension to 16. It was somewhat startling to find one large Authority stating that the most important question with them at present is to secure full-time attendance up to 13. The raising of the leaving age would have to be carried out with due regard to the capacities of school buildings, but a little care would enable this to be done.

Mr. Leslie said that the general feeling of the Authorities was overwhelmingly in favour of a uniform leaving age of 14 as a minimum, and that many would prefer a uniform age of 15 to permissive powers to raise it to that age. His own view was that the country as a whole could be persuaded to go beyond 14, but he agreed that there was a considerable body of opinion on the opposite side. Recent conferences between employers and employees in Liverpool on the apprenticeship question had revealed the existence of a strong feeling in favour of a leaving age of 15, with the lowering of the age of apprenticeship from 16 to 15.

Dr. Brackenbury thought that in urban areas there would be practically no opposition to a leaving age of 14, without earlier exemption for any reason whatever. He was strongly in favour of the granting of permissive powers to raise it to 15, as a preliminary step to the making of that age compulsory in a number of years time. Dr. Cook agreed in general, but said that poverty might be a reasonable ground in some particular cases for exemption before 14.

All the Witnesses agreed that there ought to be no official exemptions before 14 either by law or byelaw, but that an Authority must always be allowed to exercise discretion as to prosecutions in individual cases. Any abuse of this discretion could be met by administrative discipline.

- (c) *Should leaving be permitted (i) on the day on which the prescribed age is reached; or (ii.) at the end of the school term, or year, in which the prescribed age is reached?*

A majority of the Authorities were in favour of children being allowed to leave only at the end of the school term. As against this however it was pointed out that the result would be to set free too many children at one time, and so cause unduly keen competition for vacant situations.

Dr. Brackenbury said that fixed dates for leaving Elementary Schools would be an unmixed benefit from the point of view of school organisation. There were differences of opinion due to fear of flooding the labour market with juveniles at the end of each term, e.g., as between Birmingham, which anticipated no difficulty in dealing with the labour problem, and Stoke-on-Trent, which thought there would be difficulty in absorbing the labour rapidly.

- (d) *Should Local Education Authorities be given power to compel children who have left school to attend classes for further education up to the age of 18?*

Mr. Leslie said that replies had been received from 99 Committees, 87 of whom were in favour. 13 of the 87 would make attendance compulsory to 16 only, 8 to 17 only, and the remaining 66 to 18. Some considered that any reform of this kind should be brought about by definite legislation applicable to the whole country, rather than by local option. There was a general feeling that the final stage, of compulsion to 16 or 18, should be brought about by gradual steps.

Dr. Brackenbury said that among the objections to local option are the anomalies that would arise if different policies were adopted by contiguous areas. Personally he would give local option at once, thinking that an appreciable number of Local Authorities would take advantage of it. This should be followed by universal compulsion, first to 16, then 17, then 18, at intervals of two or three years. A certain amount of school accommodation could be obtained without educational loss by excluding all children under 5, and postponing universal compulsory attendance till 6. The children between 3 and 5 might be taken under the wing of the Public Health Authority in some districts; there are areas where it would certainly be necessary for some public body to charge itself with their welfare.

- (e) *Should such further education be given (i.) in the day-time; or (ii.) in the evening; and under what conditions in each case?*

Only six Committees supported the present system of giving continued education exclusively in the evenings. Ten would leave each Local Education Authority to decide the matter for itself. All the rest were in favour of a substantial part of it at least being given in the day-time. Many of them felt that a necessary condition for this is that employers should be obliged to allow the necessary time for such attendance in working hours. There can be little doubt that such an obligation will have to be imposed. A further ancillary question is that of limiting the hours of work per day for a young person under 18, such hours to include those spent in the Continuation School.

Dr. Brackenbury thought that in the event of continued instruction being compulsory in the day a day session might be defined as one ending before 7 p.m. He would have three sessions weekly of 2½ hours, or 7½ hours in all, this being of far greater educational value than 6 hours. He agreed that these three sessions need not all be in the day-time, and that some Authorities might prefer two sessions of 3½ hours, or even two whole days, as in the case of Bath.

Dr. Cook said that in Bristol, at any rate, employers would certainly not oppose compulsory part-time instruction for 6 hours a week up to 17 or 18. He based this opinion on his experience of conferences held between employers and workpeople under the auspices of the local Juvenile Advisory Committee to deal with the decline of apprenticeship and general conditions of labour.

- (f) *To what extent is it possible or desirable to increase the practical teaching of Science in Secondary Schools, or to encourage it in Elementary Schools?*

Only three Committees were adverse to the teaching of Science in Elementary Schools. Of the others, a number considered the present system of science teaching sufficient, and some thought it should be taken only by children over 12, but all recognised the importance of it in some form. The opinion was evidently held generally that better facilities should be afforded for it both inside and outside the school. As regards Secondary Schools, there was no division of

opinion as to the necessity of Science teaching, but only as to whether an increase in the present extent of such teaching is desirable. The majority considered that it is.

- (g) *Is there need for an increase of junior day technical instruction, and under what conditions should this be given?*

There was practical unanimity on this question, only eight Committees being of opinion that no increase of junior technical instruction is required. Some of these even took that view only on the assumption that Day Continuation Classes in direct connection with the Elementary Schools are established, which they thought preferable. There seems no doubt that a system of junior technical training for children from 12 to 15 is felt to be an urgent need, with possibly a parallel scheme of junior Commercial Schools. The present conditions as to the pledge by parents concerning the future employment to be followed by young boys, and the absence of any outlet for Junior Technical Schools, are condemned.

- (h) *Should there be further legislation restrictive of the employment out of school of children of school age?*

The restriction on the employment of school children has apparently no opponents, the only difference of opinion being as to whether the existing law, if properly enforced, is adequate or whether further legislation is needed. It was clear from the answers sent in that many of the Committees, especially those in small places, are not fully aware of the powers which Local Authorities already have in this matter, but a large majority even of those who know and have used

Mr. JAMES WILLCOX ALSOP, Chairman of the Education Committee of the Association of Municipal Corporations, and Chairman of the Liverpool Education Committee; MR. WILLIAM CLARKE DAWSON, Chairman of the Hull Education Committee; and MR. WILLIAM WARBURTON, Chairman of the Bradford Education Committee; on behalf of the Association of Municipal Corporations.

A. MR. ALSOP.

1.—THE VIEWS OF THE ASSOCIATION.

The Association of Municipal Corporations includes all the County Boroughs and nearly all the non-County Boroughs of England and Wales. It acts in educational matters through its Education Committee, which is appointed annually from among its members.

At a meeting of the Education Committee, held on the 1st September 1916, the following resolutions were passed unanimously:—

(i) That this Committee are of opinion that the minimum school-leaving age should be fixed by Parliament at 14 years, and that there should be no exemption.

(ii) That in the opinion of this Committee some form of part-time further education should be compulsory up to the age of 18 years, and that attendance for the purpose of instruction should terminate not later than 7 p.m.

The Committee were unanimously of the opinion that the institution of compulsory attendance at Continuation Schools would conduce to reforms more fruitful and more practicable than the attempt to raise the minimum school leaving age beyond 14.

2.—THE SCHOOL LEAVING AGE.

To raise the school leaving age beyond 14 is at first sight an attractive proposal. But it would involve large additional expenditure in school buildings and the provision of additional teachers—money which could probably be better expended in other ways, such as the provision of continued education. There would also be a certain amount of economic loss to the nation, and it is very doubtful whether public opinion, outside educational circles, would support so drastic a proposal.

The question of exemptions, including half-time attendance, is on an entirely different footing. Their very existence is an anomaly. They were originally granted as concessions to the real or imaginary needs of particular occupations or exceptional parental circumstances. But while the employer or the parent may have benefited, it has been at the expense of the child, and often of the brightest and most promising child.

the existing powers consider that more should be given. This is an evil which has been increased by the scarcity of labour due to the war, and in the opinion of the Association measures should be devised at once to check it. If it is borne in mind that the sole aim of education is the good of the child and the consequent benefit of the community, the assumed social difficulties in the way of doing this can be disregarded.

All the Witnesses agreed that though many Authorities did not exercise, and did not even appear to recognise some of the powers they possessed in this matter, it would be a good thing if the general restrictive provisions were strengthened in the direction of those prescribed by the best Authorities. Dr. Cook however urged the need for care in this direction, particularly with regard to the employment of industrial school children at private houses in the early morning; he knew of instances where work of this kind had led to a career.

2.—SPECIAL CLASSES FOR UNEMPLOYED JUVENILES.

Mr. Leslie said that special day classes for unemployed juveniles were started in Liverpool in September 1914. They were getting into thorough working order when employment became abundant, and the need for them ceased, at all events for the time. He thought that similar classes would be desirable in the event of unemployment becoming general again after the war, and would have the organisation ready for such an event. Should pecuniary relief be needed by a family he would take into account any payments made to juveniles attending these classes. This plan was tried in Liverpool and worked well.

These concessions, if once defensible, are no longer necessary, and should be entirely abolished. Owing to generally increased prosperity there would be few cases of hardship, and even in those the welfare of the child should not be sacrificed. It would be a great step forward if it could be truthfully said that every child in the country was being educated at least up to the age of 14.

There would be no great advantage in giving permissive powers to Local Authorities to raise the age to 15. The only Authorities to take advantage of the permission would be the most enlightened ones, where compulsion is least needed.

3.—COMPULSORY PART-TIME DAY CLASSES.

(a) *The Need for Continued Education.*

Even more important than the raising of the school leaving age to 14 is the establishment of compulsory part-time attendance after that age.

It is a common complaint that children lose much of what they have learned at Elementary Schools within a short time after leaving. This is confirmed by the experience of Evening Continuation Schools, where it is found that when an interval of two or three years has elapsed many of the young people have to re-learn the most elementary subjects. There is no such complaint in the case of children who have remained at Secondary Schools till the age of 16 or even 15. It seems evident that the years following 14 are particularly important from an educational standpoint. If therefore it is impracticable to raise the minimum leaving age beyond 14, provision should be made for continued education, not only that the child may obtain further instruction, but also that he or she may retain what has already been learned. Another reason for continued education is the fact that the present minimum school-age does not permit of instruction in such subjects as History, Literature, Algebra, &c., being carried to such a point as to be really of advantage to the pupil; a smattering only is possible, and that smattering is easily lost. Thus continued education may at once supplement and relieve the elementary curriculum.

Continued education should not be given in the evening, when many young persons are exhausted by the day's work, but in the day time, so as to terminate say not later than 7 p.m. There should be a minimum of say seven hours a week and a maximum of nine hours. It should be enforced through the employer, by making it illegal to employ a young person who does not regularly attend school during the prescribed hours. It would thus become a condition of employment universally, as it has already become with some well-known large employers.

The attitude of employers to continuation education is now more sympathetic than it was before the war, and there is a current of opinion in favour of compulsory classes in the employer's time. Many more firms would willingly offer such facilities if the obligation to do so were laid on their competitors. The end of the war would be a good time for instituting this reform, but the necessary legislation should be passed beforehand. So far as Liverpool is concerned, it would be quite possible to arrange part-time continuation classes for say eight hours a week.

Subject to the conditions already enumerated, the greatest latitude should be given to the Local Education Authorities as to the working out of the scheme.

(b) *The Hours to be Appointed.*

The particular hours to be appointed for attendance in each locality will naturally depend upon the occupations of the inhabitants, and should be chosen so as to cause a minimum of inconvenience to employers and employed. It may well be that in a farming area, in a manufacturing area, and in a commercial area very different hours will be found most convenient. In the larger areas it will often be possible to duplicate classes and hold them at different hours to suit different requirements. In the case of certain employments it may even be desirable that the provision for continued instruction should be seasonal. It is essential for the success of any scheme that local requirements should be recognised, and this can only be done by leaving a large discretion to the Local Authority, which will, no doubt, in many cases desire the assistance of an Advisory Board of employers.

(c) *The Question of Buildings.*

The question of school buildings is one in which great latitude must be given to Local Authorities. The provision of accommodation must be on a large scale. Thus in Liverpool, where there are 136,450 children on the books of Elementary Schools, there are about 11,800 leavers every year. If the maximum age for compulsory education is fixed at 18, there will ultimately always be four times that number to be provided for, or, allowing for wastage, say about 33½ per cent. of the average number on the rolls of the Elementary Schools. Except where the instruction is given after 4 or 4.30 in the afternoon, the Elementary Schools will not be available. In the larger areas there will be Technical Schools which may sometimes be utilised. But the Local Education Authority will frequently have to find accommodation suitable for the purpose, though it may not strictly accord with the Building Rules of the Board of Education.

In some instances it might be possible to give all or part of the instruction on the employer's premises. Where this is done the curriculum should be controlled by the Local Authority in consultation with an

Advisory Committee of employers, and the teachers should be appointed by the Authority. So far as liberal education and physical training are concerned it would be preferable to give the instruction outside the employer's premises.

(d) *Curricula and Timetables.*

The Local Authority will naturally fix the subjects to be taught and the amount of time to be allotted to each. These subjects should be of three classes, viz., physical, general (i.e., liberal) and vocational. The proportion of time allotted to these classes may be expected to vary in different localities and in the different years of the four years period.

(e) *Qualifications of Teachers.*

The question of teachers' qualifications should be left to the Local Authority. The ordinary secondary school teacher would be quite competent to deal with the liberal subjects, and the competent elementary school teacher also should not be excluded. For technical subjects the teachers might be partly drawn, as at present, from persons engaged in trade or industry.

(f) *Financial Considerations.*

The question of cost is important. We cannot easily ask children who have received free education up to the age of 14 to pay for later education which many of them will resent. Nor can we ask the employers, who will already have lost the children's work for a substantial part of the week. The continued education should therefore be without cost to employer or employed. The cost should be divided between the Board of Education and the Local Authority, the greater portion (say two-thirds) being borne by the former, inasmuch as continued education is even more of national than of local importance, and also because money raised by Imperial taxes falls upon the individual more equitably than money raised by the rates. The capital cost of providing additional accommodation where necessary will be considerable, and will mainly fall upon the Local Education Authority.

4.—AFTER-WAR UNEMPLOYMENT.

In Liverpool there was a short period of unemployment on the outbreak of war, but it was not on a large scale. To cope with it Day Classes were established in toy-making, in power-machinery and in domestic subjects. Most of the young persons who qualified themselves in the two former occupations found employment through the Juvenile Employment Committee, which, in conjunction with the Commercial Education Sub-Committee, also provided day instruction for girl postal messengers whose hours of employment were limited to six. After a time the demand for boy and girl labour exceeded the supply, and this condition still prevails. The class for machinists is still being continued, as it provides a constant stream of girls to feed the growing Liverpool industry of wholesale clothing.

If there is unemployment at the end of the war it would certainly be worth while to set up educational facilities to cope with it. The war has shown the great value of intensive courses.

B. MR. WARBURTON.

1.—THE SCHOOL LEAVING AGE.

The unanimous opinion of those engaged in education in Bradford, with which Witness was in perfect agreement, is that the minimum school leaving age should be fixed at 14, and that no local option be allowed for any form of exemption below that age. There is a growing opinion amongst employers of labour that there will be very little difficulty in making the necessary labour adjustments, provided that some notice of the change is given. The agreement recently made between the Bradford Education Authority and the employers, by which full-time at 13 is substituted for half-time between 12 and 14, will render easier the transition to a higher school leaving age.

It would not be advisable to give Local Authorities permissive powers to raise the age to 15 unless the country as a whole were prepared to go beyond 14.

Witness disliked permissive legislation, and on the whole would prefer to see a leaving age of 14 with compulsory part-time instruction in the employer's time from 14 to 18.

2.—COMPULSORY PART-TIME DAY CLASSES.

In the classes for continued education between 14 and 18 general education should predominate at the beginning, and shade into vocational towards the end. Employments should be scheduled and dealt with in groups involving common characteristics. The exact times and places of the classes should be determined locally, by the Education Authority and employers jointly, before submission to the Board of Education.

Assuming the leaving age to be 14, 12 or 16 hours a week should be given to instruction during the first

year of the continuation period. This could quite well be done in Bradford. Everything possible should be done to institute day continuation instruction up to 18 in the textile districts, in spite of any opposition. The question of wages is an economic one; if all employers were under the same conditions no difficulty would arise, and matters would adjust themselves. It would be well if less were earned by the children in textile districts and more by the adults.

C. MR. DAWSON.

1.—THE SCHOOL LEAVING AGE.

There is no strong opinion in favour of raising the leaving age beyond 14 except amongst advanced educationists. The general opinion is that the age should be 14, without exemption either partial, conditional or total, below that age. To give the Local Authority permissive powers to raise the age to 15 would be undesirable, and would give rise to municipal contests on the subject.

2.—COMPULSORY PART-TIME DAY CLASSES.

Vocational and general instruction should be compulsory for three hours a day on five days a week up to the end of the term during which the student attains the age of 18. Vocational classes should meet in the day-time, with no instruction after 7 p.m., classes of a recreational and non-vocational character being held in the evening. The times of instruction in vocational subjects should be fixed after consultation with the leading employers, the workshop foremen, and the representatives of the Trades Unions affected.

The apprentices should receive full pay during the whole period of their attendance for instruction. Where the employer is not convinced of the financial advantage to himself of such an arrangement, the Local Education Authority might offer to pay half wages in the form of a scholarship. At 18, the end of the compulsory period, there should be extensive provision of scholarships to enable the most brilliant students to obtain full-time instruction in schools of University rank.

The necessary supply of teachers for the part-time classes would be forthcoming if proper salaries were paid and teachers were given a better status. The possibility of getting teachers from the ranks of persons engaged in industry should not be overlooked.

3.—THE METHOD OF AWARDING SCHOLARSHIPS.

In awarding scholarships in general the primary test should be the financial need of the student, subject to a reasonable standard of efficiency having been attained, as shown by satisfactory reports of work. The award of scholarships on examination results favours the boy already highly favoured by heredity and congenial environment, and is a severe handicap to the youth denied these advantages. Further, the unnatural precocity which some children show in passing examinations should be regarded as a disease, rather than a criterion of potential intellectual capacity.

3.—AFTER-WAR UNEMPLOYMENT.

In Bradford, on the outbreak of war, the dislocation of employment lasted for only a few weeks, during which time children under 14 returned to school. If there is much unemployment at the close of the war, it would be well to bring back to school all children under 14, and to give vocational and other instruction to unemployed juveniles over that age.

4.—FACILITIES FOR UNIVERSITY TRAINING.

A much greater proportion of students should pass through the Technical Colleges and Universities. Local Education Authorities which cannot agree to increase the number of scholarships and exhibitions should be encouraged to advance the fees and expenses to the student as a loan, to be repaid as a debt of honour in later years.

5.—EDUCATIONAL FACILITIES FOR TEACHERS.

Further education, both vocational and general, is needed for teachers, especially those in primary schools. After leaving College, the greater part of their time is spent in association with immature minds, teaching elementary subjects, and opportunities for obtaining intellectual stimulus are but few. On their meagre pay they cannot travel far afield. Friends too often are chosen from the ranks of fellow teachers. Thus they tend to become cramped in their ideas. There should be continuous holiday courses for teachers, where at least once in every five years, by means of lectures and conferences in congenial surroundings, all teachers may in rotation be brought into living association with modern educational ideals and methods.

There is also a great need for a comprehensive system of travelling scholarships. A "Wander Year" does much to correct the narrow, distorted judgments born of insular prejudices, and helps to put events in right perspective and in true proportions.

A regular and continuous interchange of teachers between the Mother country and the Dominions would be of the greatest benefit in the work of further education.

6.—THE EDUCATION OF EMPLOYERS.

A campaign in the interests of further education is needed amongst employers in certain industrial districts, where they are far too prone to believe that scientific research and organisation are unnecessary because of the natural abilities with which a discriminating Providence has endowed us as a nation. To convince them of the wisdom of engaging highly trained assistants, paid salaries commensurate with their abilities, would be further education of a much needed character.

7.—AFTER-WAR UNEMPLOYMENT.

When war broke out, Hull tried to get as many children as possible to return to school or to refrain from leaving. Special classes were opened, but soon proved to be unnecessary. It would be very difficult to bring children back to school after the war if they had once been in employment.

E.—MEMBERS OF LOCAL AUTHORITIES.

CAPTAIN CHARLES BATHURST, M.P., Member of the Gloucestershire Education Committee, Governor of the Royal Agricultural College, Cirencester, and of Swanley Horticultural College.

1.—ELEMENTARY EDUCATION.

Education must play an important part in bringing about desired developments in agriculture, but it is necessary also to make it clear to the child that agriculture offers an attractive and remunerative career.

Radical changes could be made with advantage in our system of rural elementary education, but we must not ignore the very considerable progress which has been made of late in certain areas, e.g., Cambridgeshire, Gloucestershire, Somersetshire, Shropshire, Staffordshire and Lancashire.

In the past the training in rural Elementary Schools has been too theoretical, and more manual instruction should be incorporated, not merely with a view to the production of manual workers, but as an essential for all children. In Gloucestershire the provision of manual instruction in certain Elementary, Secondary, and Evening Schools has caused a redoubled demand, and the Authority are therefore starting central upper standard craft schools to teach the underlying principles of the leading local industries. Most of the practical work now taught in Gloucestershire originated with the school gardens. Manufacturers appreciate the improvement that it has produced on the general intelligence of the children. At a conference of teachers over which Witness presided nine years ago, the teachers held that School Gardening, correlated with the other subjects of the curriculum, raises the general standard of the literary work of the school by at least 20 per cent. There is abundance of other testimony to this effect.

Speaking of the view commonly held by farmers that if a boy is to be of any use on a farm he must get on to it at not later than 13 years of age, Witness said that he did not approve the general proposition, but that as regards the treatment of animals his views were somewhat different; he held that a boy who does not handle stock in his early years rarely becomes a successful stockman. In the Lowlands of Scotland children work on farms in the school holidays, thus getting useful experience, and stay at school until 14. In England it is a great misfortune that we manage to detach the life of the children from the work and general domestic circumstances of their parents. Another great difficulty is the precariousness of the hold which the land has upon children and their parents. An agricultural environment must be made more attractive and more profitable.

On the question of the education of girls, Witness said that his observation in Belgium had convinced him that the success of small holders in that country is largely due to the education of the girls. Our own girls in rural areas are worse educated than our boys. Witness instanced a girls' school of the central type, near Antwerp, where general education up to the age of 14 was followed by practical instruction in domestic economy and farm processes, including the care of livestock, Dairy-work, Bee-keeping, Jam-making, Fruit Preserving, and Farm Book-keeping.

The war will perhaps stimulate practical methods in Elementary Schools more among girls than among boys. Girls have lately realised their capabilities, and will demand better facilities for their children. There will be a demand for a more practical and scientific type of education, which will not be confined to Elementary Schools.

2.—THE ATTITUDE OF FARMERS TOWARDS EDUCATION.

The attitude of the farmer to education is based on economic considerations. He says that he pays an

undue and increasing proportion of the cost of local education and gets practically no benefit. Even if the type of education were improved, the attitude of the farmer would be practically unchanged unless the rate grievance were removed and the education were more practical, so as to be of greater value to him and his employees. The attitude of the farmer of the future will depend upon the education of the son of the present farmer. There is a tendency at present for farmers' sons to be educated outside their own locality. To ruralise their education we must ruralise the curriculum of the Secondary Schools in provincial towns.

3.—CONTINUATION INSTRUCTION.

In Witness's own district of Gloucestershire, where there is a mixture of agricultural and mining populations, densely aggregated in some places, Evening Schools are very successful. The money spent on elementary education is largely wasted unless substantial sums are spent on Continuation Schools; at present many children get as far as learning how to learn, and then stop. Part-time day instruction should ultimately be compulsory up to the age of 16. This could be carried out in every rural district, and should be done whatever may be the attitude of the farmer, who would acquiesce in the end. The end of the war will be an opportunity such as will not recur. Educational measures will then be necessary for the welfare of the country, and farmers must play their part. Already they are anticipating great changes in the conditions of their industry.

4.—INTERMEDIATE AND HIGHER EDUCATION.

Witness was in favour of developing farm labour classes and short courses of instruction given by County Council staffs. He would like to see a great increase in the number of farmers' sons who go to Agricultural Colleges, provided that the curriculum is suited to their needs; on this point he is not satisfied. There should be a larger provision of scholarships to take children from Elementary Schools to Agricultural Colleges, but the present tendency of holders of such scholarships to become teachers is to be deprecated.

5.—AFTER-WAR EMPLOYMENT.

There will be many who cannot find work on demobilisation, but the man who will have no difficulty is the one who has some knowledge of land cultivation. In several garrison towns, *e.g.*, Colchester, useful instruction in Cottage Gardening has for some years past been given to soldiers upon allotments provided for the purpose. The man who has a garden and can cultivate it rarely becomes destitute. Instruction on these lines should be therefore initiated in town and country, and would prove of great value for young persons who have been abnormally employed.

LIEUTENANT NORMAN G. CHAMBERLAIN, Member of the Birmingham City Council and late Chairman of the Birmingham Central Care Committee.

1.—NEED FOR GUIDANCE IN CHOICE OF EMPLOYMENT.

Witness urged the importance, in the national interest, of giving all children a good chance of health and satisfactory employment, and, above all, of developing character and giving them "life, not a living." The decisive time, both psychologically and physiologically, is the period of adolescence; parents, employers, and trade unions alike have failed to realise the vast importance of these few years, and the State itself is only just awakening to its responsibilities. The result has been that large numbers of children enter employments which are harmful to their character, their health or their material welfare. In this connection a warning should be given as to the inadvisability of making general statements about harmful employments, for different firms in the same trade, or different shops belonging to the same firm, may differ entirely in their treatment of young persons.

The need for a new agency to co-ordinate education and employment has been recognised, and two types exist: the Juvenile Employment Sub-Committee of the Local Education Authority (working under the Choice of Employment Act) and the Juvenile Advisory Committee of the Board of Trade.

2.—SUGGESTIONS FOR CHOICE OF EMPLOYMENT SCHEMES.

Witness said that in his experience the usefulness of a scheme of guidance depends on the following points:—

- (a) Unless dealing with a very backward and unwilling Local Authority it should be part of the local administrative machinery, *i.e.*, of the Education Authority and so of the Town Council. In other words, the scheme should be a scheme under the Choice of Employment Act. Such a scheme is in close touch with the rest of the educational work, and tends to evoke civic patriotism. But it is essential that the placing be never done by voluntary helpers, but by the Board of Trade Labour Exchange with the approval of the Education Office. More harm than good is sometimes done when the placing is done by voluntary helpers.
- (b) It must deal with all children needing help, and not only with those who pass through the Labour Exchange; hence it is advisable that the child should be interested before leaving school

(c) It must be available for young persons up to the age of 17.

(d) It should involve personal, as well as official consultation and co-operation, between local employers and trade unions, parents, Factory Certifying Surgeons and School Medical Officers, and above all foremen and forewomen. Officers in charge must have a sympathetic knowledge of adolescent human nature and pass it on to the helpers.

Witness uttered a warning against those enthusiasts or critics who expect all children to be visited and placed in a skilled trade in which they remain, and those who judge a scheme by the number of children placed.

3.—FURTHER SUGGESTIONS BEARING ON VOCATIONAL GUIDANCE.

(a) *Choice of Employment Act.*

Witness thought that all municipalities should be pressed to start schemes under this Act, and that if they do so any Juvenile Advisory Committee in that town be merged in the new Committee. Where only a Juvenile Advisory Committee exists the Local Authority should allow the Committee's executive officers to have access to the schools, and to the reports of the School Medical Officer. All State and public bodies employing young persons should be compelled to obtain them through the Juvenile Exchange.

Witness further suggested the appointment of a Central Vocational Council, which should be, like the Borstal Association, of a semi-official but independent character. This Council should have affiliated to it all Juvenile Advisory Committees and Committees under the Choice of Employment Act, and should aim at securing uniformity, where desirable, and at keeping them up to the mark and securing the exchange of information. It should make recommendations to Government Departments concerned, which would confer with it before taking action on matters affecting the employment of adolescents. It should organise national trade conferences with a view to securing agreed schemes for dealing with adolescent labour in individual trades. Among its other duties it should conduct an investigation department, and carry on and extend welfare work of the kind now conducted by the Ministry of Munitions.

(b) *The Employment of Children Act, 1903.*

Every Authority should be compelled to make a scheme now for enforcement when the war is over. Street trading and work in barbers' shops should be entirely forbidden to children, and a minimum age should be enacted for other employments.

(c) *The Public Health Acts, Factory Act, and Trade Boards Act.*

Unless the matter is dealt with by some extension of the Education Acts, the Public Health and Factory

MR. CHARLES E. CLIFT, Member of the Salford County Borough Council, Deputy Chairman of the Salford Juvenile Employment Committee, and Chairman of the Manchester and District Lads' Clubs Federation.

1.—THE SCHOOL LEAVING AGE.

Witness advocated raising the school leaving age to 15 at the end of the war. The problems of accommodation and staffing that would thus be raised could be solved in part by postponing the age of entry till 6. Employers of the better kind already approve a leaving age of 15, but those who exploit boys of 13 and 14 would naturally oppose any raising of the age. Public opinion among the working classes, especially in the textile districts, is probably not ready for 15, but it is necessary to legislate in advance of public opinion. In Salford the number of parents who would object is not great. It is true that if Local Authorities were given permissive powers to raise the age to 15 Salford would not adopt them, but this is because local public opinion is in advance of the Town Council. Witness objected to all permissive legislation, in view of his experiences with regard to the working of the Employment of Children Act.

2.—PARTIAL EXEMPTION.

Although Witness would not grant total exemption before 16, he would allow partial exemption, not before

Acts should make a reduction in the hours of work of young persons up to 17 years of age. They should abolish the duty of inspecting young persons at present laid on Factory Certifying Surgeons, and should give the Employment Authority power to submit cases to the School Medical Officer. They should deal with the responsibilities of sub-contractors. Further, they should compel every employed young person, and the employer of every young person, to give a week's notice of the termination of his engagement. The Trade Boards Act should be extended to trades where a large number of young persons are employed, or where automatic machinery is widely used, or where there is a great deal of piecework.

4.—EDUCATION DURING ADOLESCENCE.

Witness thought that theoretically the arguments for raising the school leaving age were unanswerable. The schools are not available at the most impressionable and undisciplined age, and the children have to get their education then in the factory, street, kinema and coffee shop. It is out of the question to raise the whole-time school age to cover this period; it would be better to level up the whole-time age to 14 and have compulsory part-time Day Classes up to 17. But if this were done the scheme would have to be compulsory and universal. There should be supervision and approval of employment on behalf of the Education Authority, and the instruction, which should be general in character, not merely technical, should be given in the daytime, preferably in the morning. Special arrangements should be made with those trades which are seasonal in character.

5.—THE SUPPLY OF TEACHERS.

Witness expressed the view that unless the question of the supply of teachers can be solved, all discussion of the improvement or extension of education is largely a waste of time. He thought that improvement of the supply is mainly a question of salary. It is no use to attempt improved extensions in education unless we can get the necessary increase in the supply of teachers.

6.—EDUCATION AND CHARACTER.

Witness said that the character training in Elementary Schools has undergone great improvement in recent years. It is a very common error to ignore this improvement. But there is room for a much greater development of monitors, school institutions, school libraries, organised games in parks out of school hours, old scholars' clubs and so forth. The more notorious faults of adolescents are mainly due to after-school influences, one of which is often the methods of the police and the police courts. He would extend the methods and the special organisation of Children's Courts to juveniles between the ages of 16 and 21, and would make universal the administration of the Employment of Children Act by the Local Education Authorities, instead of by the police.

13, to children entering on employment which was beneficial and educational in the opinion of the Local Education Authority. He would not place employment in cotton mills in this category. Even if the leaving age were 14 he would still allow partial exemption at 13 on these conditions, providing that the Education Committee could be trusted to consider the matter from a strictly educational standpoint. To safeguard this an attempt should be made to classify such occupations as would ordinarily come under the head of "skilled apprenticeships."

3.—ABNORMAL EXEMPTIONS IN SALFORD.

The number of Salford children exempted from school attendance for domestic reasons has increased by 220 per cent. since the outbreak of war, although the town has never been so prosperous and there has never been less ground for this form of exemption. At the same time the number exempted by means of the Labour Examination has increased by 72 per cent. The increase in the number of exemptions has synchronised with a marked increase in juvenile crime.

Witness feared that it would not be practicable to bring children who have been exempted in contravention of byelaws back to the Elementary School. It

would have to suffice if the compulsory clauses of any new legislation were applied to such children.

4.—PART-TIME DAY CLASSES.

Witness thought that young persons between the ages of 15 and 18 years should not be employed for more than 30 hours per week, and that they should be compelled to attend Continuation Schools for not less than 15 hours per week. Forty-five hours a week for school and work was as much as could reasonably be expected from them. He had formed his estimate of 15 hours of schooling on the basis of five complete mornings or afternoons of three hours each, as he attached great importance to instruction being given every day. To carry out this proposal would of course mean new schools and a large additional staff. He did not approve evening classes for juveniles under any conditions, and would abolish all of them except such as work on club lines. Witness attached great importance to character training. His experience with lads' clubs had shown that boys have very little desire for Literature, History and similar subjects, but he would include these in the curriculum. Two or three hours a week should be devoted to physical training, which is extremely popular with club members.

5.—WELFARE COMMITTEES.

Witness thought that Welfare Committees should be appointed by Local Education Authorities, who should be required to provide children and young persons with facilities for recreation. In building new Continuation Schools, games rooms for indoor evening recreation should be provided. Steps should also be taken to organise outdoor sports such as football, cricket, harriers, etc. The oversight of this work could be undertaken by voluntary workers organised by trained men and women employed by the Local Authority. Already there are many such voluntary workers on After Care Committees, who often overlap one another under present conditions and dissipate their energies by calling at the children's homes when they could do better work by meeting them at clubs. The Welfare Committee might be merged in the Juvenile Employment Committee.

6.—THE LAWS RELATING TO THE EMPLOYMENT OF CHILDREN.

No attempt is made in Salford to enforce Section 3 (1) of the Employment of Children Act, 1903, which

Mr. HERBERT DAY, Member of the Norfolk Education Committee.

1.—THE NEEDS OF THE RURAL ELEMENTARY SCHOOL.

Witness advocated a good general education, without any particular bias towards the land, for all children in rural districts. He objected to a rural bias in country schools partly because of the fewness of the children who now go from these schools to the land, and partly from a belief in giving all children the best general education possible and letting them choose a career at fourteen or later.

To obtain a good education in our country villages is difficult. Out of 500 schools in Norfolk, 400 are under 100 in average attendance, 125 between 60 and 40, and 75 below 40. The result in a typical school of 105 children is that 25 are in the two infant classes under a supplementary teacher paid £37 10s. a year, 42 are in Standards 1, 2, 3 (being 7, 8 and 9 years old) taught by an uncertificated teacher (paid £60), and 38 are in Standards 4, 5, 6 and 7 (10, 11, 12 and 13 years) under the certificated head teacher. Clearly it is very difficult to give separate progressive teaching to these last four little classes of about eight boys and girls.

The result is that all children in country areas above 11 years receive little more than Standard 5 education, however long they may remain, except in schools where sufficiently large classes can be formed under separate teachers. If this were frankly recognised, and all purely elementary schools were placed under mistresses, who generally manage young children better than masters, these schools could be limited more or less to Standard 4, and to children up to 11 years. For children above 11 whose parents do not wish to send them to Secondary Schools, but to keep them until 14 or even longer, Upper Standard Schools might be provided in central positions, with facilities

makes it an offence to employ a child under 14 between 9 p.m. and 6 a.m. The law is broken wholesale, Witness himself knowing boys who are employed up to 11 p.m. or from 4.45 a.m. The public in general, and even public officials, are not aware of the existence of the law, only twelve prosecutions for its contravention having taken place in Salford for six years. There was an impression that the Children Act of 1908 covered all the possible offences against children.

As a first remedy, existing laws should be codified. The permissive clauses of the Act of 1903 should be repealed and the employment of children and young persons regulated by national legislation of a compulsory character. Children under 14 or 15 should not be employed for more than three hours in any one day, or for more than 20 in any one week. The actual hours between which a child might work might be left for the Local Education Authority to settle within limits. The employment of children below 12 should be stopped altogether, as should street trading for young persons below 17 and work in barbers' shops.

In the matter of street trading Salford has adopted byelaws under Section 2 of the Act of 1903, these byelaws being administered by the police. The administration should be transferred to the Local Education Authority, who should act through their Attendance Officers.

Since March 1913 there has been a great increase in the employment of school children and in the number of hours worked by them. Byelaws dealing with this matter were presented to the Town Council in February 1915, but were referred back and finally withdrawn in face of opposition from barbers, milk sellers and newsagents. In October 1916, they were re-submitted, but were referred back for reconsideration three months after the war. Witness quoted these facts in support of his view that the Act of 1903 requires strengthening.

7.—THE CHOICE OF EMPLOYMENT ACT.

Witness urged that adoption of the Choice of Employment Act should be made compulsory. As an educational ideal the Board of Trade should not have to do with the employment of children and young persons. This is a matter that should rest entirely with the Education Authorities, who are in a better position than Juvenile Advisory Committees to obtain the co-operation of teachers and parents.

for the midday meal. Here there would be only certificated teachers, with small classes of about 30, and lessons in Handicraft and Housewifery would be as frequent as bookwork. Games would be provided as part of the school course as in better-class schools, and two or three acres of land would be taken, so that girls as well as boys could use the playing fields and school gardens.

The chief difficulty would be one of cost. The cry of rates overwhelms all suggestions for educational progress at the County Council elections, and, indeed, it is hard that the education of labourers' children should be added to the farmers' or the shopkeepers' rent. Education should be recognised as a national investment, and the money drawn from national sources. The Education Committees could then be remodelled with the addition of direct representatives of trades unions, co-operative societies and small rate-payers, who use the schools more than the large farmers and landlords who now control them. The Committees would then work on the lines of the Insurance Committees, with more Government control than at present, but yet with freedom to make suggestions, and work out schemes which could receive the consent of the Central Authority.

2.—THE SCHOOL LEAVING AGE.

In Norfolk the school leaving age may be 12 years if an examination equal to Standard 5 can be passed, and 13 years if 350 attendances have been made in 5 previous years and beneficial employment has been found for the child.

People in Norfolk as a whole would not favour raising the age to 14 unless existing education were

first made more efficient, though the Agricultural Labourers' Union advocates 14, partly on the ground that the wages of adults would tend to rise if children under 14 were kept off the land. Witness himself would agree to a leaving age of 14, without any earlier exemptions, if a really good education were now given in the later years of the school course. Until this is supplied, there is no foundation for further education in the many small village schools, and it would be of doubtful value to raise the age even to 14. The poor quality of rural education, which is the root of all the trouble, is largely due to poor teaching, due in its turn to low salaries. There should be a minimum salary, fixed by the State, for all teachers.

On the question of the alleged necessity of starting farm work at an early age, Witness said that he attached no importance to the view that a boy who is to handle stock must begin before 14, as most country children are accustomed to be with stock from an early age.

3.—EVENING CLASSES.

Evening classes have not been successful as a rule in Norfolk. The average boy, after a day's work in the open air, falls asleep over a book in a warm school-room. Instruction might be given in practical carpentry and shoe-mending, with interludes of boxing, scouting, instrumental music, and opportunities to read the newspapers and good light literature; but this would be rather on the lines of a club.

Instruction in Agriculture or other subjects would appeal more to students of 18 years and upwards.

These might be attracted on the Danish method by lectures where discussion was welcomed (as under the Workers' Educational Association), or by local agricultural institutes, or by travelling organisers.

4.—DAY CONTINUATION SCHOOLS.

These would be good in towns but not in the country, on account of the lack of foundation in the Elementary Schools. It would be difficult to get teachers in the country, and the loss of wages which might be involved would be another obstacle. It might not be impossible to organise such classes, especially if they were held in winter, but Witness would rather extend full-time education to 14. He would agree to a system of *voluntary* Day Continuation Classes if full-time education were compulsory till 14 and all the cost fell on the Exchequer.

5.—ABNORMAL EMPLOYMENT IN AGRICULTURE.

From the outbreak of war to August 31st, 1916, 1,433 boys over 12 had been exempted in Norfolk for work on the land; the Education Committee opposed this step, but were overruled by the County Council. It will be very difficult to bring these boys back later on. If the leaving age were raised to 14 at the end of the war, all boys who are then under 13 should be brought back to school, though the effect of employment will probably have been very demoralising, and their presence will make very hard work for the teachers.

F.—ADMINISTRATIVE OFFICERS OF LOCAL EDUCATION AUTHORITIES.

Mr. J. A. PALMER (President), Mr. W. PULLINGER (Vice-President), and Mr. AUSTIN KEEN (Hon. Sec.) on behalf of the Association of Directors and Secretaries for Education.

1.—RESOLUTIONS PASSED BY THE ASSOCIATION.

Witnesses put in the following resolutions passed by the members of their Association:—

(i) That in the opinion of the Association it is essential as a first step in the re-organisation of education that all provisions enabling a child to secure either partial or total exemption from school attendance before the age of 14 years should be abolished.

(ii) That it is desirable that a clause be incorporated in the next English Education Bill similar to Clause 7 (2) of the Education (Scotland) Act, 1908, which reads as follows:—

"The School Board shall have power, with the approval of the Department, to prescribe two or more dates in each year as the dates of commencing and terminating school attendance for children within their district, and publication of the prescribed dates shall be made by advertisement or otherwise as the School Board think fit."

(iii) That part-time education between 14 and 18 years of age, equivalent to a minimum of 10 hours a week, to be given during working hours, be compulsory in urban areas; and

(iv) That part-time education of children between 14 and 18 years of age equivalent to a minimum of 10 hours a week, to be given during working hours, be compulsory in rural districts, but that the Board of Education be empowered to modify or suspend for a stated period such provisions.

2.—THE AGE FOR PARTIAL AND TOTAL EXEMPTION.

Witnesses thought that the proposal to abolish partial exemption before the age of 14 would arouse less hostility now than before, and that the country might well venture to take the step. The feeling in favour

of the change has strengthened during the last few years among employers and operatives in the textile districts as well as in other parts of the country, and has been accentuated as a result of the war.

Poverty of parents should not be regarded any longer as a "reasonable excuse" for non-attendance at school. If it were, abuses might arise in areas where the new leaving age of 14 was received with reluctance. Such hardship as might ensue should be relieved through the agency of the Poor Law. Exemptions on the ground of poverty have been less common for many years in rural areas, and in the country as a whole have been on the decrease.

3.—FIXED LEAVING DATES.

To have fixed dates for leaving Elementary Schools would be a great educational advantage, and judging from the experience of Scotland would not be opposed by parents. Employers could quite conveniently recruit their junior staffs under the new conditions. Some farmers might object to waiting till the end of the school term, but would finally acquiesce if the dates were fixed, as they ought to be, to meet their convenience as far as possible. In very small rural schools the need for fixed dates is not pressing, but this would not hold for a school of any size.

4.—COMPULSORY PART-TIME DAY CLASSES.

(a) *The Obligation on the Employer.*

An obligation should be laid by statute on the employer to liberate children for attendance at Part-time Day Classes during ordinary defined working hours. It might be advisable to have statutory limitation of the hours of labour, to prevent young persons being compelled to work extra time in the factory to compensate for hours spent at school. In rural districts it might be possible to hold classes between 4 p.m. and 6 p.m. The young persons would then have to leave work at 3, and should not be allowed

to return to work in the evening or to start earlier next morning.

Opposition from employers would not be strong enough to prevent a Bill proposing Continuation Classes from going through. Any opposition would soon subside. The wages question would not create much difficulty, as employers are beginning to see that education will give them better material. This change in attitude has been particularly marked since the outbreak of war.

(b) *Deferring Orders for Rural Areas.*

In rural areas the Board of Education should be empowered to modify or suspend the provisions relating to Continuation Classes for four years at most. Some rural counties however, Cambridgeshire for instance, could make a beginning at once.

(c) *Teachers.*

To get a supply of teachers will be possible, though not easy. As in existing Evening Schools, the teachers will be of two types, the ordinary trained teacher and the teacher from industry. The latter would have to be trained by means of special short courses conducted in centres such as Technical Schools. This applies more particularly to the towns. In the country a possible method is to strengthen the staffs of the Elementary Schools by employing teachers with special qualifications, who could be released at certain times for Continuation School work. It is important to bear in mind the need for keeping the attainments of the teachers up to their initial level.

The standard of specialised training required from teachers in rural areas may be affected by the fact that from some areas most boys migrate at a comparatively early age, viz., 16 to 18. In some areas however it appears that migration does not take place to any extent before 18.

(d) *Buildings.*

A certain number of additional permanent buildings will have to be provided, but temporary accommodation will have to be used at first in many places. To some extent Elementary Schools might be used, but they would not always be free at suitable times.

(e) *Curriculum.*

Apart from physical training, which should be included in every instance, the curriculum should be partly vocational. In urban areas this would mean teaching, not a trade, but subjects bearing on the trade, e.g., in the case of engineering, Practical Mathematics, Woodwork, Ironwork, &c. Up to the age of 16 "bias" subjects might occupy five hours out of ten, the remaining five being given to general subjects; from 16 to 18, two-thirds of the time might be given to technical training.

In rural areas it is advisable to consider two types of student. The unintellectual boy might deal mainly with Woodwork and other manual subjects related to the arts and crafts of the farm. The intellectual boy should take a course whose ultimate aim should be similar to that of the Farm School, with a view to training him to be a smallholder, the definitely technical part of the training beginning about the age of 16. Such a training would be of sufficiently general value to be of use even to those who migrate to the towns.

If the supply of agricultural labour were properly organised, it would be possible to differentiate at a suitable age between the curriculum for those who would remain in agriculture and those who might be expected to migrate, but there should be no specialisation before 14.

Mr. A. R. PICKLES, Director of Education, Burnley; and Mr. A. C. BOYDE, Director of Education, Darlington; on behalf of the National Association of Education Officers.

1.—THE SCHOOL LEAVING AGE.

Witnesses said that the National Association of Education Officers advocated the abolition of exemption, both total and partial, from school attendance below the age of 14. They expressed the view that employers as a body are more convinced than they were a few years ago of the advantages of raising the leaving age. Poverty should not be regarded as a "reasonable excuse" for non-attendance, and existing powers to give maintenance grants should be used, if necessary, to obviate cases of hardship.

In general, a leaving age of 14 would be approved by employers and parents. In the special case of textile areas the leaders of the operatives favour raising the age, but report that there is no great body of opinion among their members in favour of such a step. The attitude of the operatives would be mainly one of complaint, with little real opposition, and would have to be ignored.

Some areas would probably approve a leaving age of 15, and would take advantage of permissive powers to retain children to 15. Many other areas would doubtless refuse to exercise such powers, although the war has shown the potential lowering effect of juvenile competition on the wages of adults.

From the educational point of view it would be well to permit children to leave school only at certain fixed dates in the year. Fixed dates for entering would also be an advantage.

It would be well to give Local Authorities statutory powers to enforce attendance up to the age of 16 in the case of children in Secondary Schools, Junior Technical Schools, Central Schools, and so forth. Where this would lead to financial hardship it might be possible to absolve from the obligation to attend, or, better, to give maintenance grants after the age of 14. The inflow of children to schools of this type would be stimulated if those who had remained in them till the end of the school year following their 16th birthday were excused from attendance at any system of compulsory part-time Day Classes that might be established. [On the last point Mr. Boyde dissented; he preferred attendance at Continuation Classes to be enforced on everybody under 18.]

A great improvement is needed in the type of education now given to children between 12 and 14 in Elementary Schools. The large classes necessitate a more rigid discipline. In Burnley, Supplementary Courses for children between 12 and 14 have been established, the size of the classes being limited to 40.

2.—THE HALF-TIME QUESTION.

Witnesses said that custom, rather than financial necessity, is responsible for the retention of half-time employment before 14. This view is confirmed by the inquiries of the Half-time Council. Half-timers are hopelessly outclassed when competing with other children for scholarships, and are far behind in their educational attainments.

The Burnley Education Committee, which is largely composed of employers, has passed a resolution advocating the abolition of half-time. But the question is not wholly one for the employer on a large scale; the half-time "tenter" is generally employed and paid by a man (or woman) who runs four or six looms in the weaving shed.

3.—COMPULSORY PART-TIME DAY CLASSES.

(a) *Extent of Compulsion.*

Witnesses said that their Association had adopted the principle of compulsory part-time Day Classes for not less than eight hours per week or its equivalent for all young people between 14 and 18 years of age, with an obligation upon employers and parents to allow time off during working hours, and to see that employees attend the classes.

The final stage of compulsion might be reached by gradual steps, beginning perhaps with the whole of the children leaving school at the age of 14 at a particular date. The method of introducing compulsion by trades, or by sex, might be adopted until the scheme is complete. Where numbers permit the classes might be held on the works premises, but wherever they are held they should be under the control of the Local Education Authority.

(b) *The Attitude of Employers.*

Employers in Burnley are fully convinced of the value of continued education, but have not pronounced an opinion as to whether day or evening classes are preferable. They think however that there should be some limit to the total number of hours spent by juveniles in school and in employment. Witnesses approved the establishment of such a limit, but had no objection to evening study as such, and thought that in the event of employers being compelled to grant eight hours a week, part of the afternoon might be given to leisure and recreation, and Evening Classes held, say, from 4.30 to 6.30, or 5 to 7 p.m. There is much to be said for Evening Classes as a means of training for leisure.

No great difficulty should be caused in cotton mills by the withdrawal of children for two half days a week. The objection that it is not possible to employ two persons on weaving one piece of cloth is without reality, as adult weavers are in the habit of sending a substitute when they wish to take a day's holiday, or when they are ill.

(c) *Curriculum.*

The training should aim at good citizenship and physical development, with such vocational instruction as may be necessary. In the textile areas, though little vocational instruction, if any, would be needed by the majority of juveniles, there would be no difficulty in providing useful instruction for eight hours a week. In addition to Physical Training and instruction in the Laws of Health, there should be English on literary lines, History (with an industrial bias in the later years), Practical Mathematics and Drawing, Manual Work, and, for girls, Domestic Subjects. It would also be well to give a certain amount of instruction relating to the textile trades, e.g., their history, the sources of their materials, the chief operations, &c.

There might with advantage be Local Advisory Committees for Continuation Classes, on which employers and workmen should both be represented.

(d) *Staffing.*

The problem of staffing part-time Day Classes opens up the whole question of the supply of teachers. It will be necessary to make the teaching profession attractive, and to induce a steady influx of teachers, especially of men qualified to deal with boys between 14 and 18. For vocational classes it should be possible to attract men from the ranks of industry, who would need training by means of short courses in the art and practice of teaching. A supply of teachers trained in the ordinary way would be required to supervise the schools, and to give instruction in general subjects.

(e) *The Machinery of Compulsion.*

In order to enforce compulsion, the Local Authority should make a register of employed children, and should work on the lines now in vogue under the half-time system. The child should notify the fact of his employment to the Local Authority, and the employer should be prohibited from retaining him in his service if he did not attend school. Given Attendance Officers of suitable personality, it would be quite possible to extend the scope of their work to include juveniles up to the age of 18.

Mr. Boyde thought that it would be a good plan to require the employer to notify the conditions of employment of all his juveniles to the Local Authority. Mr. Pickles dissented however, on the ground that such a proposal would create much hostility among employers.

4.—EDUCATIONAL FINANCE.

Witnesses were of opinion that all the present cumbrous and needless sub-division of education into water-tight compartments for purposes of grant should be abolished, and a block grant paid by the Board of Education as its contribution to the cost of local education. Each Local Education Authority should be required to submit its scheme as a whole to the Board, with a statement of the expenditure involved.

The Board's grant should take the form of a percentage of the total cost. This percentage should not be less than 50, and should be open to increase up to at least 66 $\frac{2}{3}$, according to the manner in which the Local Authority carries out its work in the whole of the educational field. The fixing of the precise percentage might be based on

- (i) The adequate provision of Elementary, Secondary and Technical Education, and of such other forms of Higher Education as may come within the scope of the Authority.
- (ii) The efficiency of the teaching.
- (iii) The adequacy of the supply of teachers, both in quantity and quality.
- (iv) The size of classes.
- (v) The salaries of teachers, which should be on a scale approved by the Board of Education.
- (vi) The method of carrying out local byelaws.
- (vii) The adequacy of the provision of physical training and organised games, and of food where necessary.
- (viii) The thoroughness of medical inspection and treatment.
- (ix) The provision of domestic training for girls between 11 or 12 and 18.
- (x) The provision of scholarships and free places, including maintenance allowances where necessary, from Elementary to Secondary Schools, from Continuation Schools to Technical Institutes, and from Secondary or Technical Schools to places for advanced education.

There should also be an Adjusting Grant on the lines of the present Aid Grant, viz., 4s. fixed plus 1 $\frac{1}{4}$ d. for every 2d. by which the produce of a penny rate falls short of 10s. per child in average attendance. But the 1 $\frac{1}{4}$ d. should be raised to 2d.

5.—CHOICE OF EMPLOYMENT.

Witnesses were strongly of opinion that the work of finding employment for children leaving school should be in the hands of Juvenile Employment Sub-Committees of the Local Authorities, rather than Juvenile Advisory Committees of the Board of Trade. The Employment Sub-Committees might usefully take on the duties connected with the enforcement of attendance at Continuation Classes.

6.—INTENSIVE TRAINING IN CERTAIN SUBJECTS.

Witnesses stated that experience in the establishment of special classes for commercial subjects, the engineering trades, the boot and shoe trades and so forth had demonstrated the value of intensive training within limits. They pointed out however that these courses had been started to meet definite demands, and had been attended by persons of fair initial attainments. If they were started for children without any definite aim the possibility of their usefulness would be much more problematical.

7.—ADDITIONAL NOTE BY Mr. BOYDE.

Mr. Boyde expressed the personal opinion that children of all classes should be required to attend Elementary Schools. The course in these schools should cease when the children are on the average 12 years of age; and after this point they should attend Secondary Schools according to the work they propose to take up. Unless this step is taken he saw no possibility of getting rid in the next generation of the great difficulties of Elementary Schools, viz., large classes, unsuitable buildings, lack of playing fields, and the results of parental neglect. Such defects would not be allowed to continue were the Elementary Schools used as suggested, and much wasteful overlapping would be avoided. The only modification of this scheme that should be allowed, and that only as a temporary measure, should be that any who do not agree to fall in with it should pay for the whole of the cost of their education in such private institutions as they may desire. This concession should be strictly subject to the right and duty of inspection of such institutions by the Board of Education and the Local Education Authority.

MR. JAMES BELL, Supervisor of the Juvenile Employment Bureau, Stockport.

1.—CONSTITUTION OF THE STOCKPORT JUVENILE EMPLOYMENT COMMITTEE.

The Stockport Juvenile Employment Committee is appointed by the Education Committee. It comprises twelve members of the Education Committee, three Head Teachers and three representatives of employers, all nominated by that Committee, three representatives of labour, three persons interested in juveniles, the Principal of the Technical School, the School Medical Officer and H.M. Inspector of Schools. The Managers of the Stockport Labour Exchange, the Divisional Officer for the District and the lady assistant in charge of juveniles are invited to attend the meetings.

2.—GENERAL WORK OF THE BUREAU.

Head Teachers are asked to supply leaving cards one month before each child is 14. These are tabulated and compared at regular intervals with the list of leavers, and a fortnight before the day for leaving a circular, explaining the functions of the Bureau, is sent to the parent, with an offer to advise on choice of employment. On the child's fourteenth birthday, if no effect has been produced by the first a second circular is sent; this is of a more personal character, and suggests that the parent should call at the Bureau; if still there is no response a form of inquiry is sent, asking for particulars of employment and of evening school attendance. Cases still unresponsive are allocated to the After-Care Visitors, who make inquiries as to the nature of the employment taken up; these cases are usually few in number.

During the current year nearly 1,400 parents of 2,000 leaving children have visited the Bureau. Experience has shown that a relationship is then set up which exists up to the age of 17 or longer, being strengthened by the fact that each child is invited one year after being placed to pay a visit to the office.

About 27 per cent. of the leavers are placed by the Bureau, but the percentage entering employment is as high as 77. The difference partly represents half-timers (about 35 per cent.), who pass to full-time employment at 13; others are placed by their parents. There is a residue who take the first job that turns up, in spite of all efforts of the Committee to the contrary.

Some types of children, *e.g.*, defectives, are watched while quite low down in the Elementary School, with a view to their suitable employment. It would be difficult to sort out normal children into clerical and industrial categories when low down in the school, though it might be possible to do so a little earlier than at the present age of 13.11.

3.—COST OF THE BUREAU.

The expenditure on salaries is £330, and the total cost is perhaps £350, apart from fuel, light, rent and other establishment charges. The grant from the Board of Education is £150.

4.—THE SYSTEM OF AFTER CARE.

There is a small Committee of 12 or 15 members selected mainly by Witness in consultation with the Chairman of the After-Care Sub-Committee, and dealing with the whole of the town, which has a population of 120,000. The Chairman is a lady. The Committee meets monthly, and each member has three or four new persons to visit each month. The members never approach employers, and only occasionally Head Teachers.

5.—ADVANTAGES OF THE SYSTEM TO THE CHILDREN.

As the child's character and general ability are generally known from the Head Teacher's report, and the opinion thus formed is confirmed or modified by the Supervisor's own observation, it is generally easy to direct the boy's or girl's thoughts into a suitable channel. In this way blind-alley employment can as a rule be avoided, and usually there is less changing from one situation to another than is the case when the child takes the first situation that happens to come in his way. Again, fathers being engaged during the day are not as a rule in a position to help their boys and girls to secure a suitable post. The Bureau does this work for them.

6.—ADVANTAGES OF THE SYSTEM TO EMPLOYERS.

Any advantage an employer derives from a Labour Exchange in respect of his Juvenile Employees he also obtains from the Bureau, *e.g.*, saving of time and satisfactory instead of doubtful workers. Moreover the Supervisor, being in constant touch with the employer, knows as a rule the type of employee required. As a complete register is kept of all available juvenile workers, actual and prospective, all need for advertising is removed, and workers can be obtained at once if available. As evidence that the Bureau is advantageous to employers, Witness stated that most vacancies, with the exception of those filled by half-timers, are notified to the Bureau, and as a rule filled by applicants passing through it.

7.—COMPARISON OF THE "CHOICE OF EMPLOYMENT" SCHEME WITH THE "JUVENILE ADVISORY" SCHEME.

Witness pointed out that the scheme under the Choice of Employment Act has at its disposal all the machinery of the Education Committee. There is no difficulty as to entry into the schools at any time, and the children are influenced not only when they happen to come to the office, but whenever Witness goes to the schools, as he does systematically. Again, the School Medical Officer reports regularly to the Bureau; it is most unlikely that she would do so to an organisation outside the Education Authority. Witness is in close and constant touch with the Chairman of the Education Authority, and is thus able to undertake schemes in connection with the boys and girls that a Juvenile Advisory Committee would only be able to take up after formal request to the Authority and probable discussion.

Parents of the better class of children are often prejudiced against Labour Exchanges, because they deal with all sorts and conditions, and the derelicts of humanity are almost invariably found there. On the other hand they are accustomed to the Education Authority, and in consequence children of every class, including boys and girls from the Secondary Schools, come readily to the Bureau.

8.—INFLUENCE OF THE BUREAU ON EVENING SCHOOLS.

Attendance at Evening Schools has been improved, partly by advice given to parents and their children, and partly by holding meetings in works during August and September with the consent and co-operation of the employer. Witness hoped shortly to hold meetings in various districts of the town, to which children who have recently left school are to be personally invited. In the event of compulsory part-time Day Classes being established, the Bureau could facilitate their introduction both with employers and parents. Opposition to compulsion would come chiefly from parents, especially those of children in cotton mills.

9.—THE HALF-TIME QUESTION.

One Stockport cotton-mill manager disbelieves in half-time, but Witness was doubtful whether this indicates a general change of opinion. Boys of 14 dislike the cotton mills except for the high wages, but those who have gone in at 12 as half-timers pass on to full-time employment at 14 as a matter of course. Parents are keen on the wages obtained by half-timers, and would oppose the abolition of the system. In Witness's opinion the abolition would be no hardship in normal times.

10.—WORKS SCHOOLS.

Witness said that one Stockport firm conduct a school in their works. The teaching is in the hands of foremen selected for special ability in training lads. Witness himself prefers classes in the Technical School to classes in works, on the ground that the former give a better all-round training, and that the teachers in Works Schools are apt to lay too much stress on the conditions in their own firm.

11.—WAR CONDITIONS AND THEIR REMEDY.

At the outbreak of war, the Bureau was flooded with applications for work, but soon afterwards there

was a dearth of applicants. At present girls are doing various kinds of boys' work, and in the cotton mills boys take the place of men. Large numbers of engineering apprentices are being taken on for the duration of the war; some of these may perhaps be thrown out later on. To meet this difficulty, Witness had suggested they should be all kept at work on a half-time system, with concurrent attendance at Technical Classes during the day at Stockport Technical School. Two of the leading employers of boys in engineering say that this would be difficult though not impossible, something analogous being already done with adults in the case of working day and night shifts.

Witness had prepared a list of boys placed in munitions works during the last year, and had asked

their parents to meet him to consult the possibilities of unemployment at the end of the war. The response was good, and it became possible to start Evening Classes for the benefit of those likely to become unemployed. Over 90 students were enrolled, and their employers were asked to excuse them from overtime on class evenings, the replies being sympathetic in practically all cases. Instruction was not given in relation to any definite trade, the course following the ordinary Technical School Course.

Witness thought that towns without arrangements for advising juveniles, if circumstanced at all like Stockport, may be in serious difficulties at the end of the war. If advisory machinery were set up now, much could be done to rectify matters.

Mr. H. NORWOOD, Organising and Juvenile Employment Officer of the Central Care Committee of the Birmingham Education Committee.

1.—THE CENTRAL CARE COMMITTEE.

Witness said that the Choice of Employment Scheme in Birmingham is administered for the City Education Committee by the Central Care Committee, which is constituted as follows:—

Six representatives of the Education Committee.

Four other persons, appointed by the Education Committee, and representative of persons concerned with the social welfare of children and young persons.

Four representatives of teachers, four representatives of employers, and four representatives of workmen nominated by the Board of Trade.

Four Chairmen of Branch Care Committees.
The School Medical Officer.

2.—STAFF OF THE CENTRAL CARE COMMITTEE.

The staff of the Central Care Committee, until depleted by the war, consisted of the Organising and Employment Officer, two Assistant Organisers, and the necessary clerical assistants. Very valuable help has been received from the Special Officers for Juveniles in the boys' and girls' departments of the Labour Exchange and some of the Branch Exchanges, from the Managers of other Branch Exchanges, and from the Divisional Officer and the Manager of the Birmingham Exchange.

3.—POLICY OF THE CENTRAL CARE COMMITTEE.

With regard to Juvenile Employment, the policy of the Central Care Committee has been:—

- (i) To arouse in parents, where necessary, a recognition of the importance of a wise choice of children's employment, and to consider, in choosing, the child's ability and aptitude, his health, and his position and wages as an adult.
- (ii) To bring home to the children themselves the need to choose carefully.
- (iii) To collect the fullest possible information concerning the different trades and occupations of the City and different firms and factories; and to make this information available for the guidance of parents and young persons.
- (iv) To place boys and girls (14 to 17 years of age) in suitable situations, and to provide new facilities or improve existing ones for doing so.
- (v) To obtain the confidence of the best employers in the Scheme, and to supply them with boys and girls selected for their particular requirements.
- (vi) To influence favourably the conditions of employment of boys and girls, and particularly to improve conditions of training in skilled and semi-skilled trades.
- (vii) To provide in suitable cases for the after-care of boys and girls from 14 to 17 years of age.
- (viii) To encourage further education amongst boys and girls.

4.—METHODS AND RESULTS.

(a) Industrial Instruction of Parents and Children.

The principal means used by the Central Care Committee to impress upon parents and children the

importance of a suitable choice of employment for the latter are:—

- (i) The distribution of pamphlets, giving advice as to choice of employment, to the parents or to the boys before the latter leave school.
- (ii) The work of School Care Committees, approximately 100 in number, the number of voluntary helpers at the end of July 1915, being nearly 2,000. Head teachers' reports on children who are expected to leave school in three or four months time are sent to the Care Committees, and the helpers visit the homes and discuss employment before the children leave.
- (iii) The holding of Parents' Meetings by the majority of School Care Committees, at which addresses are given on various topics related to juvenile employment and specific trades.
- (iv) The publication of special articles and reports of Parents' Meetings in the local press.

(b) Collection and Dissemination of Industrial Information.

The officials of the Juvenile Exchanges and the Central Care Committee pay constant visits to works and employers, and are in touch with many workmen's associations.

A special Commissioner was employed for a considerable period by the Board of Trade to investigate the prominent trades and prepare reports upon them. Reports have been published on 11 trades, and these are available for School Care Committee Helpers, Head Teachers, &c. A report on women's trades was compiled and published by the Central Care Committee.

(c) Placing of Children in Situations.

The actual placing is done through the Central Juvenile Exchange and branches. In the year ended July 1915, the number between 14 and 17 years of age placed in situations was 9,162, of whom 2,644 were fresh from school. School Care Committees do very little actual placing, and are encouraged to send boys and girls to the Exchanges.

Compared with most other places, the Juvenile Exchange places a high proportion of the children who leave school, though the actual percentage is only 20. The close connection of the work with the Labour Exchange is sometimes regarded as objectionable by employers, but this feeling is diminishing, and moreover is set off by the convenience of having the whole of the work in the Exchange. If before engaging a child about to leave school the employer had to get a licence, the work of placing could be done even better than now, for every child would come within the purview of operations.

(d) Industrial Conditions and Training.

The working of the scheme has given the Central Care Committee and the officers many opportunities of suggesting improved conditions in the works. A number of employers and foremen (and forewomen) have worked on the School Care Committees.

Before the war the Central Care Committee took steps to improve the industrial training of juveniles in several staple trades (brass trade, jewellery, engineering). Both masters and workmen's associations readily co-operated.

A number of larger engineering firms adopted modified schemes of apprenticeship. A steady supply of apprentices for the best firms was always forthcoming.

(e) *Further Education.*

Head Teachers of Elementary Schools in order to fill up a section of the report cards must discuss with boys and girls soon to leave school their intention as to further education.

The School Care Committee Helpers are supplied with full information concerning Evening Schools, Technical Schools, &c., &c., and on their visits advocate continuance of education in suitable cases. A few Care Committees have obtained good results in suburban districts, but elsewhere the response is poor. Normally the hours of work are so late in the City that helpers cannot and do not press attendance at Evening Schools. An investigation before the war showed that about 60 per cent. of the working children of the City were employed until 6.30 p.m. or later, and over 40 per cent. until 7 or later. The Central Care Committee has been able in a few cases to obtain from firms concessions of time to children attending Evening Schools.

(f) *After-care.*

The School Care Committee Helper who visits a child before it leaves school is asked to keep in touch wherever character or circumstances make following up advisable. The maximum period of official after-care is three years (to 17 years of age). This is reduced in many cases because after-care becomes unnecessary, and in many more because helpers are not available. Wherever possible the helper is obtained from the social, religious, or other organisation if any to which the child belongs. Thus the Central Care Committee is in touch with most of the organisations in the City. The work of the helpers is not confined to children placed in situations by the Exchanges.

5.—OTHER POINTS OF USEFULNESS OF THE CENTRAL CARE COMMITTEE'S WORK.

(i) Children rejected by the Factory Certifying Surgeon, or passed subject to medical treatment, are reported to the Surgeon to the Central Care Committee. The School Care Committees follow up the recommendations both as to employment and medical treatment.

(ii) Fully 4,000 men and women of almost every class have served on the Care Committees, many of them with little industrial knowledge to begin. Their education and experiences as helpers have made them a force in forming public opinion on juvenile employment and cognate matters.

(iii) The scheme has brought the field of juvenile labour officially under the survey of the Local Education Authority. The body responsible for the education of the children has a direct interest in their placing, and has official knowledge of the requirements of industry. This must have considerable influence on the educational and industrial systems. Witness regarded the connection of the after-care organisation with the Education Committee as being most important.

(iv) The Central Care Committee, being in touch with so many organisations, is able to take the initiative in concerted action for a common public object—for instance, it recently convened a conference to consider measures for maintaining the good conduct of children during the present time of threatened relaxation of discipline.

(v) The Central Care Committee has also taken the initiative in the establishment of a number of boys' and girls' clubs for old scholars, and has taken a part in the recent economy campaign.

6.—THE WORK OF THE SCHEME IN RELATION TO PROBLEMS OF EDUCATION AND INDUSTRIAL TRAINING.

(i) The attitude of the audiences at the Parents' Meetings held before the war was generally unfavourable to the extension of the school leaving age beyond

14 years, but it is probable that people generally will be prepared to accept many things after the war which they would have strenuously opposed before.

(ii) The Central Care Committee and the School Care Committees view with disfavour the present Labour Certificate examination, by means of which some of the cleverest children leave school after 12 years of age and pass into employment of an unsatisfactory character. Either there should be a more generous passage to Secondary Schools (or other higher schools for full-time education) or the curriculum, staffing and organisation of the upper classes of Elementary Schools should be so altered as to allow much greater educational progress by the best pupils than is at present generally made. While wage-earning is no doubt mostly the motive for withdrawing children, the reason often given is that the child "has passed all the standards and would be wasting time at school."

(iii) Most School Care Committees object to pressing boys and girls of 14 to 17 years of age to attend Evening Schools and Classes after 9 or 10 hours at work. Helpers on their evening visits find the children unfit for a serious educational effort. At the same time they are strongly in favour of the continuance of suitable education after the children leave the Elementary School. It follows that the schooling in their view should be in the day time, or at any rate in substitution for some of the present working hours. Witness thought that the time is ripe for departing from the voluntary system, and that employers as a whole would not strongly oppose a general scheme of compulsory attendance for a reasonable number of hours in the employers' time. Regular attendance would have to be mainly enforced through the medium of the employer. To find teachers and buildings would be difficult; any trade teachers required would need some training; for commercial subjects a certain supply could be got from those who have had practical experience in offices. In seasonal trades the classes should if possible be arranged to meet in the slack seasons, or at any rate more frequently than.

(iv) The greatest evil with which the School Care Committees have to contend has been aimless moving from job to job on the part of numbers of juveniles, and measures to obtain greater stability of juvenile labour are urgently called for in the interests of the boys and girls themselves. For the more definite and highly skilled trades some modification of the old apprenticeship system has been strongly advocated. In trades usually termed semi-skilled there might with advantage be a recognised "learners" period, and in all occupations a reasonable period of notice to terminate service should be enforced both on employers and employees.

(v) If after the war there is a dearth or disorganisation of employment the need for the work of the Care Committee organisation will almost certainly be greater than ever before. The policy to be adopted has not yet been fully framed, but full activities will be restored. All children will be asked to remain at school till they can be satisfactorily placed; this was done at the outbreak of war with some degree of success, though as moral suasion only can be exerted the effect cannot be very great. Some employers will prefer boys fresh from school to those who have been in munitions work, especially as the latter have been paid abnormal wages. The Committees might do much to induce children to accept reasonable wages, though they would have to take great care not to get the reputation of wage-lowering organisations. They might also organise meetings of parents to discuss the truths of the situation at the end of the war. Witness had as yet no solution to offer of the difficulty which will be caused if employers discharge older boys in favour of those fresh from school, apart from the obvious effect of raising the school age. Day classes for unemployed boys would not always be attended willingly, and compulsion would be resented by many. This would depend however on the kind of class, at least to some extent. Classes in manual work, or trade, technical or commercial classes would be fairly well attended provided that reasonable time were allowed to look for employment.

Several large firms now engage all their juvenile workers through the Juvenile Exchange, and this arrangement may be continued after the war. Some will no doubt give the Exchange notice of any intention to dismiss large batches of juveniles. Inquiry is to be made as to the intentions of employers with regard to dismissals; this should yield important information.

MR. F. HERBERT TOYNE, Secretary to the Brighton Education Committee.

1.—THE BRIGHTON CHOICE OF EMPLOYMENT SCHEME.

Witness described the working of the Brighton Choice of Employment scheme, which is carried on by a paid Employment Officer under the direction of a Committee containing representatives of the Education Committee, of employers of labour, of work people, of the Head Teachers of Elementary Schools and others. Assistance is received from the Divisional Officer and Woman Supervising Officer of Labour Exchanges for the district, the Manager of the Local Labour Exchange and himself. He himself takes great personal interest in the after-care aspect of the work, and would make it a prominent feature of the Juvenile Employment Scheme which he would desire to see set up in any area where none existed.

Witness laid stress on the advantages of a scheme under the Choice of Employment Act, and mentioned the closeness of intercourse with the work of the Education Committee. In particular this resulted in quality rather than quantity of placings being specially considered. Witness agreed that it was better that a moderately "bad" vacancy should be filled by the Bureau than that it should be taken up by the child on his own account, as endeavours could be made to secure transfer into better work. He also attached special importance to the Care Workers in connexion with juvenile employment being the same as those who deal with members of the family of school age, and urged the importance of maintaining continuity between education before 14 and after.

2.—MODE OF PROCEDURE UNDER THE SCHEME.

Three months before a child leaves day school the Head Teacher sends in a report on a card, on which the results of medical inspection are then entered by the Medical Officer. The cards are then distributed among the seven district Care Committees. The After-Care Workers visit the child's home and urge a visit to the Employment Officer; this advice is usually taken, though a post is not obtained in every case through the Juvenile Bureau. After the visit to the home the Care Worker fills up another card and returns it to the Employment Officer, who carries out the detailed work of placing in conjunction with the co-operating officer of the Board of Trade. More than half the children visited pay at least one visit to the Bureau, and the number placed through its agency, though actually small, is high in comparison with what is found elsewhere. Children who have been placed are afterwards visited by the same Care Workers as before; this work is found to be most useful, and to serve the purpose of getting into touch with parents as nothing else does. The workers are usually welcome, and exert a fair amount of influence.

It has not been possible to do much to improve the conditions of juvenile employment in bulk, though in certain instances children have been prevented from going to unsatisfactory posts. Employers are much more ready to deal with the Bureau now than formerly.

3.—CONTINUATION SCHOOLS.

The Care Workers have done much for existing Evening Schools. The Care Committees, the Evening Schools and the Labour Bureau have been brought into

close connection, and the numbers attending the schools have gone up in consequence.

If compulsory Day Continuation Schools were established, a suggestion which the Witness approved, and would couple with State supervision up to the age of 17, the present care organisation would be of great value, especially if the further education were on a trade basis, as in Munich. At the present time applications for exemption from school before the age of 14 are not considered, unless the child has secured a post approved by the Employment Officer. An extension on these lines would be advisable in the event of compulsion, as the Committee could say whether a particular employment was beneficial or not.

Witness instanced one example of a Brighton engineering firm compelling attendance at Day Classes. The scheme is in abeyance during the war. He also quoted the L.B. and S.C. Railway Co., which offers inducements for its apprentices to attend ordinary evening classes. He thought that in Brighton there would be no great difficulty in extending the comparatively advanced classes held at the Technical College, and that if reasonable notice were given it would be quite possible to make provision for a universal scheme of compulsory attendance at Day Classes up to (say) eight hours weekly. He thought that the limit of eight hours was not excessive from the employer's point of view, but that the question would have to be settled by the experience of manufacturing districts.

4.—FUTURE DEVELOPMENTS OF THE SCHEME.

At present the only possibility of development seems to be to follow existing lines, though it might be of some value to bring school children to the Bureau to be addressed by the Employment Officer on the importance of obtaining suitable posts. If all children were to pass through the Bureau greater use could be made of its accumulated knowledge, which is far more than parents or teachers possess. In an ideal system the Care Workers, who are all voluntary, would be trained; at present the new ones are carefully advised and given comparatively easy cases. Practically all new ones are nominated by persons known to the Committee, who try to find a mean between a rigid system of appointment and letting all come who will.

5.—WAR CONDITIONS IN BRIGHTON.

Except during the first few months of the war there was no great amount of unemployment, but there was a great change in the distribution of employment, e.g., the number annually placed in engineering work, including munitions, increased approximately threefold.

The boys sent to the railway works are probably learning something useful, but the work done by girls at munitions is largely repetition work. After the war is over there will probably be more applications for skilled posts than there are vacancies, this being the normal state of affairs in Brighton. The present rate of wages is high for the locality, some boys being able to earn 10s. a week on leaving school. After the war lower wages for young persons are probable, but will not be readily accepted, and the Care Committee workers might then do useful work in putting the facts before parents and explaining to them the conditions then prevailing and their cause.

G.—TEACHERS AND TEACHING ASSOCIATIONS.

MR. PERCY ABBOTT, Ex-President of the Association of Teachers in Technical Institutions.

1.—DEFECTS IN THE PRESENT SYSTEM OF INDUSTRIAL TRAINING.

Witness said that a system of industrial training cannot be considered adequate or sufficient unless it is continuous, systematic and universal. All these characteristics are lacking in the system which obtains in this country, and experienced technical teachers are united in the opinion that the following serious

drawbacks must be removed before we can hope to secure the training of skilled workers which the industries of the country require:—

- (i) The small number of boys and girls at present undergoing day technical or trade training.
- (ii) The comparatively small number of those entering skilled employment who receive

any education beyond that of the Elementary School. For example in the Sunderland area, according to statistics recently compiled by Mr. Mundella, Principal of the Technical College, out of about 1,200 apprentices in the engineering trades only 38 per cent. were attending classes, the majority of these being in the first three years of the course. Thus very few proceed to any advanced work. In the shipbuilding trades in the same area only 12 per cent. were attending classes, and more than half of these attended for single subjects only. There is no reason to suppose that the Sunderland area is not typical.

- (iii) The detrimental effects of the gaps in the education of the majority of those who do present themselves for industrial training. To take again the example of the Sunderland area, it was found that 54 per cent. of the students in attendance at technical classes had allowed one or more years to elapse after leaving school before taking up their education again. In areas where the junior technical work is less highly organised than in Sunderland the percentage is probably much higher.

In all areas a considerable number of students aged 17 and upwards present themselves at Technical Institutions, who have received no education since leaving the Elementary School. The mental equipment of such students is deplorable. In many cases nearly all their elementary education has vanished. They can read and write a little but cannot express themselves coherently on paper; they cannot spell correctly, while their arithmetic is almost entirely forgotten beyond simple calculations. The development of their intellectual faculties seems to have ceased, and they are usually unable to start on technical studies. The effect of all this is that even among those in the skilled trades who do present themselves for further education, there is a serious leakage due to the lack of continuity. Many have to be rejected at the outset; others, starting imperfectly equipped, soon fall behind, and it is only a matter of time before they disappear.

Witness urged that the first thing to be ensured in industrial training is continuity, and that all leaving school to enter skilled trades should begin their technical training with as little delay as possible.

2.—COMPULSION AND CONTINUED EDUCATION.

(a) *The Need for New Measures.*

Permanent and effective remedies for the defects indicated above are scarcely possible under our present voluntary system. Good organisation in special districts and the co-operation of employers have accomplished much, and will accomplish much, but a satisfactory general solution of the problem requires new measures. The special conditions existing at the close of the war will offer unique opportunities for the introduction of new methods. The public is prepared for drastic reforms, and in the dislocation of industry which will follow the coming of peace will expect, and perhaps will welcome, new measures calculated to increase the efficiency of our industrial system.

(b) *The School Leaving Age.*

The probable decrease in the demand for child labour will perhaps make it easier to introduce a general increase in the leaving age. Witness was strongly in favour of raising the age to 15, but suggested that exemption might be granted at 14 provided that the child enters skilled employment and that the employer allows him to attend for instruction on two half-days and at least one evening per week. This granting of exemption at the earlier age would probably result in setting a premium upon entrance to skilled trades, thus tending to increase the number of skilled workers. The task of distinguishing skilled from unskilled work might be allotted to the Juvenile Employment Committee, and would not be impossible, in spite of difficult borderline cases. The Committee should have

power to send an exempted child back to school if he left his skilled job.

The raising of the school leaving age to 15 should be accompanied by alterations in the nature of the education given in the last two years (viz., 13 to 15). It should be more practical and such as is now given in Junior Technical Schools. In fact the children might in all suitable cases be drafted into Junior Technical Schools at 13 or so.

(c) *Compulsion on the Employer.*

The introduction of compulsory continued education up to the age of 18 seems however to provide the only satisfactory solution of the obstacles in the way of an adequate and efficient industrial training. If compulsion ceased at 16 the training would not be of much value to industry, as up to that age the teaching must be more or less general, with at most a trade bias. From 16 to 18 is a most valuable period in industrial education.

To place compulsion upon the parent or the child is beset with many difficulties, and the easiest way would be to make attendance at classes a condition of employment. There should be placed upon the employer the duty not only of making such arrangements as will allow of the child continuing his or her education under proper conditions, but also of ceasing to employ any child who is not attending satisfactorily the courses which have been arranged.

The duty of supervising this should be assigned to the Juvenile Employment Committee. Employers should be required to furnish the Committee with particulars of youths and girls between the ages of 14 and 18 whom they take into their employment, to forward time-tables of their hours of work, and to notify when any leave their employment. The Juvenile Employment Committee would thus be able to keep records of the industrial careers of the great majority of boys and girls in their locality. They should also arrange with the Continuation and Technical Schools to be informed of cases of unsatisfactory attendance.

(d) *Limitation of the Hours of Juvenile Labour.*

Any scheme of compulsory attendance between the ages of 14 and 18 should be accompanied by revision of the existing conditions of child labour and further limitation of the number of hours worked. At present it is practically impossible for many children to attend Evening Classes, owing to the late hours they work. The long hours also render them physically unfit to receive instruction in the evening. A new Act is necessary to bring the existing Acts into unison and to limit the hours of work for those under 18 to 50 per week, inclusive of the hours spent at day time classes. The limitation of the hours of labour to 50 seems reasonable when it is remembered that in many trades the eight-hour day is regarded as a desirable standard for adults, and is actually in existence in some cases.

3.—PROVISION FOR DAY INSTRUCTION.

If the leaving age be increased to 15, those who have left school during the period of the war and are still under the new leaving age at the end of the war and are not in skilled trades should return to school, not the ordinary primary school, but schools where the work will be of a practical nature and their attention will be turned to the desirability of entering skilled trades. The raising of the leaving age, together with the desirability of increasing the number of skilled workers will thus necessitate increased facilities for day instruction of a practical character, and it will be imperative to add to the number of Trade Schools, Junior Technical Schools and Day Commercial Schools. Unless greater elasticity is allowed in the curricula and organisation of Junior Technical Schools, it will also be advisable to institute Secondary Technical Schools, such as the one which has been working so successfully for some years at the Polytechnic, Regent Street.

In order that these trade and day technical schools may be effectively utilised an extensive system of scholarships with maintenance grants will be necessary. If scholarships for Secondary Schools are given at the age of 11 and those for Technical and Trade schools at the age of 13 there will be no clashing, and

experience has shown that a very good type of child can thus be obtained at the age of 13 in spite of the coming out at 11.

The provision of Trade Schools and Technical Schools of different types is difficult, except in very large towns, but this might be overcome by co-operation between Authorities in contiguous areas, one Authority providing one type of school, another a second kind, and so on, there being an interchange of pupils for this purpose. Recent developments in rapid transit would greatly facilitate this, and with proper organisation the use of special motor buses, trams, &c., with special railway facilities, ought to get over the difficulty.

Financial difficulties after the war will probably stand in the way of these developments in day technical and trade instruction. The temporary and experimental nature of some of the work may also cause Local Authorities to be disinclined to incur large outlays. It might be possible to overcome this to some extent by utilising huts and buildings now employed for military purposes. There will be no further use for large numbers of these after the war, and the Government would probably be willing to hand them over to Local Authorities if they could be used for experiments in practical training. There will also be an immense number of lathes, benches, engines, tools, &c., for which the Government will have no further use. With proper organisation these could be so utilised that the equipment of workshops would cost but little. There has been a tendency in the past to spend too much on elaborate equipment. An inspection of the hut workshops fitted up at Roe-

hampton for training disabled soldiers will show what can be done in the way of temporary workshops.

4.—THE PROVISION OF TRAINED TEACHERS.

Another problem to be faced is the training of technical and trade teachers. Hitherto practically nothing has been done in this country in this direction, and the supply of such teachers has been left to chance. With the further provision of day technical instruction this will become a serious problem, and we shall probably be faced with a shortage of teachers, which will be all the more pronounced because many who have left the profession to join the Army or to enter industry will never return to teaching. Germany has for a long time organised the training of trade teachers with good results, and even Japan has now two Colleges, with some 140 students, for training technical and trade teachers.

There should be two types of Training College for technical teachers—one for higher work, for men with degrees, and the other for artisan teachers who would probably take a shorter course, perhaps a year. A supply of artisan teachers would not fail if the prospects were fair; young men would direct their steps at an early age towards teaching. Special buildings would probably be needed for the Training Colleges, though in some cases existing Technical Institutions might be utilised; the local Trade Schools and Junior Technical Schools could be used as practising schools for those intending to enter that type of school. The training of trade teachers should be a special branch, though for general subjects it might be combined with that of other teachers.

MR. WILLIAM CALDERWOOD, Chairman of the Association of Technical Institutions; and MR. THOMAS P. WATSON, Vice-Chairman (Principal of the Keighley Technical Institute); representing the Association of Technical Institutions.

A. MR. CALDERWOOD.

1.—THE SCHOOL LEAVING AGE.

The Association of Technical Institutions represents practically all the Technical Institutions in the United Kingdom, its members being Governors and Principals or Executive Officers in equal numbers.

The opinions of the various Institutions had been asked upon the question of raising the school leaving age. Though there was no definite opposition to such action, some 15 Institutions gave non-committal replies; many of these were in districts where the leaving age is already 14 or where the half-time system is in vogue. Many districts favour a leaving age of 15 or 16. There is however a very large volume of opinion that the age throughout the country should be levelled up to 14 before any further raising by individual Authorities is proposed. There is general agreement that there should be no exceptions to the leaving age.

All after-school employment up to the age of 17 should be abolished.

2.—PART-TIME EMPLOYMENT DURING ELEMENTARY SCHOOL LIFE.

The members of the Association advocate unanimously the abolition of part-time employment between the ages of 12 and 14.

3.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

Every Institution affiliated to the Association favours improved facilities, though there is a difference of opinion as to the best means of achieving the desired result. In many districts a fair amount of vocational work is done in co-operation with employers, but the system is unsatisfactory, as without complete co-operation, which can only be obtained by compulsion, deserving students in one works are worse off than those in another where facilities are given for furthering the education of the employees. Much of the opposition is due to foremen and managers, who generally are not disposed to assist the lads under them; and unless their co-operation is obtained any appeal to the employees fails.

A few years ago the Association instituted an inquiry into the co-operation of employers with Technical Schools. It appeared that several Institutions had secured such co-operation, and that schemes

applicable to a large number of trades were in force, affecting over 1,000 day students and over 5,000 evening students. In some cases the employers paid all or part of the class fees and granted the students leave from work to attend, and a few employers paid wages during absence. In a number of cases the time spent in the classes was counted as part of the apprenticeship. Some employers were associated with the Institutions as members of Committees, and when vacancies were to be filled gave preference to students from the Institutions. Some employers encouraged their workers to attend Evening Classes.

It will be seen therefore that whilst there are many encouraging instances of interest in technical education the attitude of employers on the whole is most disappointing, and that unless compulsory powers are obtained one cannot hope for real progress.

The old practice of apprenticeship has fallen into disuse, and everywhere there is a greater demand for more and more specialisation. Employers will not undertake to teach trades, and the development of large factories and combinations of interests results in the subdivision of processes with little or no opportunity for the learner to master more than one operation. Thus we find in industrial England an army of unskilled, or at best semi-skilled artisans, and an employer who has a job slightly out of the usual run frequently finds it impossible to put it in the hands of his ordinary staff. If we are to profit from the lessons of the present war, it is essential that the future worker and citizen should be given facilities to acquire that knowledge which the workshop under commercial conditions cannot provide. This could be done by the institution of Trade Schools with equal opportunities for all. The manual processes of trades might be taught with advantage in the Technical School.

If our trades are to be organised against foreign competition, every facility must be given for the development of the best brains in the country, and this can only be accomplished by co-operation between the school and the workshop.

The Association of Technical Institutions thinks that compulsion for six or eight hours a week should be in force from 14 to 17 or 18. A strong vocational bias should be given to the training, but general education also should be given up to the age of 16.

Witness thought it possible to give definite technical training at 15. This would give two years for technical instruction assuming the period to end at 17. At that age some of the best students should be transferred with scholarships to more advanced work at Evening Classes, or, in the case of the most brilliant, to full-time day courses in schools of University rank. It may be difficult to introduce a system of compulsory part-time day courses that shall apply im-

mediately to all between the ages of 14 and 17, but a gradual introduction, like that adopted for Unemployment Insurance, is practicable. Technical Institutions throughout the country are ready and willing to organise and undertake the work. Many of them are fully equipped, and much money has been expended on their buildings and equipment, which so far is not producing the results that ought to be expected.

B. MR. WATSON.

1.—THE HALF-TIME SYSTEM IN KEIGHLEY.

(a) *The Evils of Half-time Employment.*

Keighley is a "half-time" centre, and the system there is typical of that in other districts of the West Riding. At the age of 12 children are allowed under the Factory Act of 1901 to go half-time to the mill, provided that they have reached the fourth standard or made 300 attendances in each of five preceding years, whether consecutive or not. Further, they may be *totally* exempted at 12 if they obtain a certificate stating that they have reached the sixth standard. At 13 they may receive total exemption if they have obtained a certificate stating that they have made 350 attendances in each of five years after 5 years of age. The result of these exemptions is that out of 6,600 pupils in the Elementary Schools there are only 161 between 12 and 13, and 55 between 13 and 14.

In one week out of two the half-timers start work in the mill at 6 a.m. and go on till 8. They work again from 8.30 to 12.30 (Saturdays included). In alternate weeks they work from 1.30 to 5.30 p.m. When they come to school they are drowsy, and usually quite unfit to receive any form of education, and Headmasters find great difficulty in keeping them going without retarding the children who attend all day.

The children suffer from working at full tension amidst the noisy machinery of the spinning mills. Moreover, as they are thrown into the company of adults who are often not particular about their language or the subject of their conversations, they become precocious and object to the discipline of the school. Their moral character is weakened, and they have a bad effect upon the other children into whose company they are thrown.

A system adopted in many mills, called the giving of side money, has a very pernicious effect upon the children. If the output is above the normal amount they receive a bonus, which sometimes amounts to one-third of their wage. This money is given without the knowledge of the parents, and the children are thus encouraged to be deceitful as to the amount they have earned. There is, thus, a weakening of parental control. Too much money goes to the children and is wasted. It would be much better to give larger wages to parents and smaller wages to young people.

In Keighley children earn from 4s. 6d. to 7s. 3d. a week as half-timers. Parents who really need this money are probably in a minority. Most parents simply exploit their children, and look on them as potential doffers. Parents with large families leave the country districts so that their children may become wage-earners at 12 or 13. The solution of this problem seems to be to make it possible for the father of a family to earn a living.

(b) *The Possibility of Abolishing Half-time.*

Witness was convinced, after many conversations with employers, that if the school leaving age were raised to 14 the employer would find means of solving the labour difficulty. In the first place, one full-timer at 14 could take the place of two half-timers; and in the second place, with respect to the worsted spinning trade, an automatic doffer is now on the market which entirely does away with the necessity for half-time labour. Most spinners say that the cheap labour is there and that they take advantage of it. If it were not there the output of worsted yarns would not be diminished, and the initial cost of equipping spinning frames with the automatic machinery required would be faced.

The Association of Technical Institutions is unanimously in favour of abolishing every form of partial exemption between 12 and 14. This should be done

by Act of Parliament, and should not be left to the Local Education Authorities.

(c) *The Medical Inspection of Half-timers.*

The Factory Act of 1901 makes it compulsory upon the employer to obtain a certificate in a prescribed form of the fitness of a young person under 16 for employment in his factory. In Keighley the medical inspection of children for this purpose is in the hands of the factory doctor, who is paid by the employer. He has no access to the valuable records made all through school life by the School Medical Officer with respect to the child's health or the vision, hearing, condition of the heart, etc.

2.—THE SCHOOL LEAVING AGE.

Principals of Technical Institutions agree unanimously that all boys and girls should have a continuous education until they reach the age of 14. In Scotland comparatively few children are allowed to leave before that age, and in Glasgow and Edinburgh there are four periods of the year for leaving. During the last year or two at school boys should receive hand-and-eye training, with instruction in Practical Mathematics and elementary Physics; girls should be taught Needlework and Cookery in addition to English, History and Geography.

Along with the raising of the leaving age there should be ample provision of scholarships to enable the brightest boys and girls to attend Secondary Schools. The examinations for these scholarships should be taken automatically by every child on reaching the age of 11 or 12 years.

3.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

(a) *The Desirability of Compulsory Part-time Day Classes.*

Only about one young person in six takes any form of education after leaving the day school. The Association is practically unanimous that further education is necessary, but there is much divergence of opinion as to the way in which it should be given. Witness would like to see part-time Day Classes compulsory for three afternoons, or twelve hours a week, but feared that eight hours a week is as much as could at present be demanded. Even this would involve large expenditure on premises, equipment and teaching.

Part-time education should be given during normal working hours, as it is certain that very much of the effort made during the past 20 years to give instruction in the evenings has been wasted. It imposes too great a strain upon young people to study in classes and do homework after a hard day's work. It is also unjust to them to expect them to be workpeople all day and to spend their own time in the evening in the attempt to become better workmen. They have the same right as others to have their evenings free so that they may follow their individual tastes, in whatever direction they lie.

(b) *The Curriculum of Part-time Day Classes.*

Until the age of 16 is reached the curriculum should be general in character, and include, besides Physical Training and Citizenship, the scientific principles which are common to most trades. The greatest difficulty in teaching engineering arises from the students' inability to deal with formulæ, and teachers are consequently obliged to spend the time over simple Mathematics instead of being able at once to apply the formulæ to the engineering problem. Some of this ignorance of Mathematics (and Arithmetic) is due to the fact that most Keighley boys leave the day school at 13 years of age.

From 16 to 18 the instruction should be specialised according to the trades which the boys have entered, though a certain amount of time should still be given to general and physical training.

Girls should receive instruction in housecraft or in commercial subjects.

(c) *The Method of Starting the Classes.*

It would be wise that the efforts should be in the first instance applied to the skilled trades, in which most people who have the organisation of technical instruction are agreed that they can see the best chance of success; and then other trades, seeing the advantage of trained intelligence, would be disposed to adopt similar methods. A good start might be made with the engineering trade, but sooner or later it should be made compulsory for all. There are arguments both for and against this proposition, and there would probably be a very big struggle before attendance could be made compulsory for every boy and girl in England and Wales. Part-time education should however be made compulsory by Act of Parliament, and not left to Local Education Authorities.

(d) *The Question of Accommodation.*

If a start were made by taking one or two highly skilled trades, as suggested above, the existing Techni-

cal Schools would often be able to deal with the students, but if part-time instruction becomes general it will be necessary to find new buildings. Several Technical Schools in Yorkshire are being used in the evening only, and in these all the necessary accommodation could be found for carrying on part-time classes in engineering. It has been suggested that technical education might be given at the works, but this is only possible with the very largest firms, and even then there are grave objections, for there would be the danger that the apprentices would be taught the tricks of the trade rather than be given instruction of educational value. If schools were attached to large firms at their own works they should be under the control of the Local Education Committee, and their syllabuses and teachers should be approved by that Committee.

(e) *The Provision of Teachers for Part-time Classes.*

A very serious problem will arise in the provision of teachers to undertake the work in the part-time classes. It will be necessary however for Education Authorities to make preparations in this direction, and something might be done with selected young men who are at the present time in the Army. If at the end of the war such men could be given the opportunity of taking a course at Leeds or some other University, a supply of teachers might be got together.

MISS ISABEL CLEGHORN, Head Mistress of Heeley Bank Girls' School, Sheffield; MR. T. H. J. UNDERDOWN, Head Master of the Merrywood Commercial and Technical Institute, Bristol; and MR. ALLEN CROFT, Head, Master of Sneinton Dale School, Nottingham.

1.—THE SCHOOL LEAVING AGE.

Witnesses urged that there should be no form of exemption below 14. This age is at present probably the highest practicable in most districts, but Local Authorities should have power to go to 15, or even 16, with provision for the partial exemption of children between 14 and 16 entering beneficial employment. In areas where this course is adopted the age should be 15 (or 16) for all children, though there might be a special age for special types of schools, e.g., Central Schools, Junior Technical Schools or Secondary Schools. With a leaving age above 14, maintenance grants should be given in necessitous cases in the interests of the child. Probably not many Authorities would go beyond 14 at first, and indeed it is possible that a proposal to give them power to do so might arouse more opposition than it was worth. It would certainly be unfortunate if such a proposal jeopardised the chances of a uniform leaving age of 14, or of Day Continuation Classes.

Where byelaws now allow exemption at 12, two years should be allowed for raising the age to 14 in two steps, so as to accustom the public to the change and give time for providing accommodation. In areas where the age has been lowered through war conditions, however, the old level should be restored at once.

Children exempted abnormally for agriculture and so forth should not be brought back to the Elementary School if they were only a few months short of the new leaving age, and the educational loss should be made up to them, if possible, by means of special day or evening classes. Children of 11 or so should certainly be brought back.

There should be two or more fixed days in each year on which children who have attained the prescribed age should be deemed to have reached the age of exemption. Under the present system much difficulty arises in schools from continual leaving and consequent reclassification on other than educational grounds. The disadvantages of the present system are particularly great in the case of girls, as their training in Homecraft suffers greatly. Fixed dates would facilitate staffing arrangements in the day schools, and the organisation of Continuation Schools. The dates should be settled by the Local Authority.

Power should be vested in the Board of Education to make deductions from the grants paid to Local Education Authorities when, in the opinion of the Board, satisfactory efforts have not been made to enforce the local attendance byelaws. This suggestion assumes the substitution of block grants for payments in respect of individual schools. In paying the block grant the Board should have regard to the general character of education (including the enforcement of byelaws) throughout the whole district.

2.—HALF-TIME EMPLOYMENT.

Witnesses were unanimous in agreeing that half-time employment below 14 should be abolished at once. But if an area had a leaving age of 15 or 16, they would grant partial exemption at 14 to children entering beneficial employment.

3.—PRACTICAL METHODS IN ELEMENTARY SCHOOLS.

The charge of marking time in the upper classes is unfounded as regards most schools, though it may be true where two or three standards are under one teacher. There has been great improvement of recent years in the elementary school product, but the public still have a tendency to judge the system by its worst results.

If the leaving age is raised, parents will rightly demand more from the upper standards. Hence there is need for developing practical work and practical methods. In some schools the advantage of employing practical methods is recognised to the full. But the extent to which the method may be adopted with advantage must depend upon the tastes and professional training of the teacher concerned. A man teaches best that in which he is most keenly interested, and it is equally true to say that he produces the best results through the methods and subjects for which he has special aptitude.

The course of preparation in the Training Colleges should enable the students to become familiar with practical methods, but this would naturally form part of the teacher's professional training, and should not be allowed to interfere with his progress towards the attainment of a University Degree.

In all new schools the buildings and equipment should be such as to facilitate the adoption of practical methods, and in all remodelled schools similar provision should be made as far as possible.

The training of girls in the duties of home life should be an integral portion of every school course, and should occupy a continuous period of six months, preferably within the last year of school life.

4.—IMPROVED FACILITIES FOR FURTHER EDUCATION.

There is a demand for instruction of a higher type than is now usually given in Public Elementary Schools. This should be designed to meet the needs of children whose parents may be prepared to keep them at school to the age of 15 or even later. The demand has not found general expression, owing to the fact that it is well known that there is no opportunity of satisfying it excepting in a few cases such as London, Manchester, etc. It should be satisfied by the extension of the school course and improvement in organisation and equipment of the Elementary School.

the provision of schools of varying types receiving scholars from Elementary Schools, retaining them to the age of 15 or over, and providing instruction of a general character. It is undesirable to specialise in the direction of any particular trade or occupation before the age of 14, and even then specialisation should not be carried too far. The school training should prepare for a group of industries rather than a particular trade. There may be courses of instruction or special schools with an industrial or a commercial bias, but vocational training, in the sense of preparation for a particular trade, should be reserved for the Trade School or the workshop.

On the question of Junior Technical Schools Witnesses urged that the regulations relating to the parent's certificate and the non-inclusion of foreign languages should be deleted. They also strongly condemned restrictions placed on the use of the schools as avenues to Senior Technical Schools.

5.—CONTINUATION SCHOOLS AND PART-TIME DAY CLASSES.

The employer of any young person under 18 years of age should be required to enable him or her to attend Day Continuation Classes for such periods of time and at such hours as may be prescribed. Attendance should be required for not less than eight hours per week; and payment at the ordinary rate of wage should be made by the employer to the young person in respect of such eight or more hours. The number of hours spent in the occupation and in attendance at school should not together exceed 48 as a rule, even in agricultural areas, except that there it might be necessary to allow work for longer hours in summer and correspondingly less in winter.

Compulsion should be extended to former students of Secondary Schools. To do otherwise would lead to unfair discrimination by employers in favour of the Secondary School product.

Specialised vocational training should not be given before 17 in the part-time Day Classes, though a commercial or industrial bias might be allowed earlier. A

fair proportion of time throughout should be given to humanistic studies, and young people should be taught to use their leisure in a profitable way, and to qualify for the duties of citizenship. To attach them to a particular educational institution gives them the benefit of its *esprit de corps* and moral influence. Physical training should be compulsory; the schools should have properly equipped gymnasias and facilities for teaching swimming and outdoor games.

All possible means should be taken to secure the good will of employers and employees by associating them with the work of the schools in an advisory capacity. It would be necessary to consult representatives of the different trades as regards the hours of attendance of their juvenile employees, and it should be part of the scheme that employers and labour organisations should be represented on the Advisory Committee.

The staffs of the Day Continuation Schools should be recruited from experienced evening school teachers, and the staffs of Elementary and Secondary schools. But not enough men will be available unless better salaries are paid. Many business men become excellent teachers for older students, but it is rare for the man who is not a trained teacher to be able to control younger persons.

6.—STREET TRADING AND CHILD LABOUR.

Although the Employment of Children Act, 1903, gave power to Local Authorities to license street traders under the age of 16, and to prohibit the employment of children during certain hours of the day, only 131 out of 319 Authorities have restricted street trading, and only 98 have made byelaws with regard to general employment. As experience has shown that raising the leaving age increases the demand for the labour of school children, the 1903 Act should be made compulsory. Some forms of child labour should be prohibited absolutely.

MR. J. H. REYNOLDS, formerly Principal of the Municipal School of Technology and Director of Higher Education, Manchester.

1.—THE CARE OF CHILDREN'S HEALTH.

Witness urged the importance of this topic in view of the wastage of life caused by the war. The death-rate of children under one year has risen, and the pre-natal death-rate is also large. To ameliorate this is a paramount duty of Local Authorities, and Witness would therefore enlarge the powers of Education Authorities so as to give them oversight of children from the first year of life up to the age of 17 at least. He would raise the age of admission to Elementary Schools to 6, provided that for children younger than this there were nurseries in charge of capable women supervised by competent medical authorities. He would not transfer responsibility for work of this kind to the Local Government Board, nor at the other end of childhood would he hand responsibility for advising as to employment to the Board of Trade. He preferred the Education Authority to be supreme in all matters relating to children and young persons.

2.—RESTRICTIONS ON THE EMPLOYMENT OF CHILDREN.

Witness would abolish all employment for gain of children who are legally required to attend school full time, or at least would see that such employment was strictly regulated in the interests of the children's welfare.

3.—THE ABOLITION OF HALF-TIME.

Witness advocated the abolition of the existing half-time system in the interests of the child, though he admitted that there was a strong feeling among many workers in favour of its continuance. Among employers the feeling in its favour is not so strong, but some of them still think it desirable, partly owing to shortage of labour due to the war. Witness thought that half-time was due to poverty only in the sense that in normal times the poverty of a great proportion of the working class is such that the children's wages are required to keep the standard of living at a satisfactory level.

4.—THE SCHOOL LEAVING AGE.

Witness advocated making the work of the Elementary Schools more effective and systematic, in order to lay a better foundation for subsequent study. He would begin by making effective the statutory age of 14 as the leaving age and abolishing all exemptions; this step would have to be taken in spite of Lancashire opinion. In the abstract he had no objection to giving the Local Authorities permissive powers to raise the age to 15, but he regarded this step as impracticable for the present.

5.—CONTINUED EDUCATION UP TO THE AGE OF 18.

Witness thought that to continue compulsory education up to 18 was perhaps a counsel of perfection, but he would go to 17 at least. He believed strongly in the continuance of general education; and pointed out that if Continuation Schools were compulsory only up to 16, no more than a bias in the direction of occupation would be possible, whereas extension to 18 would make possible the giving of real and definite technical instruction. A course of eight hours weekly for three years up to the age of 17 might comprise both general and technical instruction; after 17 definite technical studies could be taken up. He would teach Citizenship as part of the general training, to emphasise the responsibility of the individual to his own country and to subject nations. For unskilled workers he would continue hand-and-eye training and aim at general character-development.

Generally speaking, Witness would use for the part-time students special Technical School buildings, as is done in Munich. Existing elementary school buildings are quite unsuitable as regards furniture, equipment and so forth.

If compulsory part-time Day Classes for all juveniles between 14 and 17 were set up, many more teachers would be wanted. To produce the type of teacher required would need special training.

If part-time classes were compulsory up to 18, Witness would pick out the best students at 18 and

send them with scholarships to full-time institutions of University rank.

6.—MANUAL TRAINING IN SCHOOLS.

Manual instruction, without any occupational bias, should be given to boys and girls in all day schools for about six hours a week, as a means of developing judgment and skill of eye and hand. Excellent results had been obtained in Manchester by a manual training school of the American type; the boys who had taken a three years general course having proved to be well-equipped for definite technical instruction and training at the age of 15 or 16. Witness thought that facilities for manual work at each school are to be preferred to the system of centres.

7.—WORKS SCHOOLS.

Witness thought it very desirable that large works should establish means of training for their juvenile employees. The greatest difficulty to be surmounted is that of getting effective teachers. In the matter of curriculum he would allow a good deal of latitude to the firm, but if young children, that is children who had completed their school course at 14, were employed he would make their training of a liberal

character, and include domestic subjects in the case of girls. The Local Education Authority should have the right of entry to the Works School, with power to supervise the work of the younger children.

8.—THE PROVISION OF SCHOLARSHIPS.

Witness said that there is a large amount of talent among the poorer classes which should be made use of for the sake of the nation. He would therefore establish in all areas a system of free maintenance scholarships for children in Elementary Schools who show strong evidence of capacity at 11 or 12, to give them a course of secondary education up to 16 at least, with facilities in suitable cases for more advanced training. In special cases he would give an additional grant, in lieu of earnings, to children over 14.

The selection at 11 or 12 should be made by the teacher, who should be held responsible for suggesting suitable children. Selection at 11 would necessarily mean failure to catch a few who might develop later—on the other hand, some selected at 11 might be played out at 16. He would educate the selected ones mainly on general lines, and would not train them for particular trades. He disapproved of Junior Technical Schools because of their occupational bias and the early age of admission.

MR. T. L. ROBERTS, Head Master of Redcross Street School, Rochdale, and Secretary of the Half-Time Council.

1.—CONSTITUTION AND OBJECTS OF THE HALF-TIME COUNCIL.

The Half-Time Council is an organisation of teachers founded some 33 years ago for the benefit of children who are put early into the labour market. It comprises representatives of teachers' associations in Lancashire, the West Riding, Cheshire and Derbyshire, these being the areas in which half-time employment is rife. The Council has been an important lever in rousing public opinion upon the question of the raising of the age for juvenile workers, its constant aim being the abolition of the half-time working system for children of school age.

2.—THE ALLEGED NECESSITY FOR HALF-TIME.

The continuance of half-time is not necessary to the textile trades; employers support this view and say that children are better out of the mills, and that arrangements could be made to carry on spinning without the half-time employment of children, or even without the full-time labour of older juveniles. In some mills half-timers have been dispensed with for the last ten years, and before the war there was a growing tendency in this direction, but the demand for child labour has increased since the war began on account of the enlistment of piecers. It is the older mills and machinery that demand half-time—in new mills there is a tendency to its abolition, as the new machines have a high rate of production which justifies the engagement of older workers at a higher rate of pay.

The cotton industry is a blind alley occupation for one-third of the children who enter it as half-timers. If the number of juvenile piecers were reduced, adults would have to be employed, and Witness thought there would be no difficulty in organising the spinning industry with them, on account of the greater efficiency of adult labour.

The prevalence of half-time labour is not due to poverty. Witness had found on inquiry that prior to the war many families with large incomes sent their children half-time to the mill, and that on the other hand some who were quite poor did not do so. He attached no weight to the argument that deftness of finger can only be acquired at an early age. Half-time is a matter of custom, and its abolition would not cause material distress. We ought to take the step and face the consequences.

3.—THE EFFECTS OF HALF-TIME ON CHILDREN.

Witness had had many half-timers in his school, and had been struck by the deterioration in physique which took place when they entered into industry. The child becomes anæmic, listless and often sleeps in school, while sometimes its growth seems to be

stunted. The effect of half-time on character is bad. Half-timers never win scholarships to places of higher education, and in Evening Schools they are at a great disadvantage compared with children who have attended full time till 13.

Incidentally witness expressed the opinion that the work of the Factory Certifying Surgeons is useless, he himself having seen unfit children passed for work; he would substitute the School Medical Officer.

4.—THE ATTITUDE OF OPERATIVES AND EMPLOYERS.

If the abolition of half-time were proposed, opposition would come chiefly from the workers, whose views on this matter have changed less than those of their leaders or of the employers. The leaders have come round to some extent, and some of them disapprove half-time and have spoken and voted for its abolition at meetings of Trades Councils, and sometimes at meetings of their own associations. No trade organisations outside the textile industry approve of half-time labour.

A small conference promoted by the Half-Time Council, to which representatives of textile associations and other labour organisations were invited, met in July 1916 to consider the possibility of raising the ages for half-time and full-time exemption at the end of the war. The conference, which was attended by eight teachers and nine or ten labour representatives, passed resolutions in favour of the prohibition of exemption below 14 and the abolition of half-time child labour at the close of the war, the raising of the age for exemption throughout the country to 14, and permissive powers to Local Authorities to frame byelaws for school attendance from 14 to 16. The conference also regretted the recent relaxation of the byelaws in some areas.

Several important leaders of the textile operatives who were not present at the conference had written to Witness expressing general sympathy with its aims, but he could not say how far they could be taken as speaking in their official capacity, or whether the Trades Union leaders actually present could be taken as expressing anything beyond their personal opinions. Communications were also received from the National Union of Clerks, the British Labour Amalgamation, the Engineering and kindred trades, Trades Councils (Lancashire) and the Amalgamated Society of Engineers, in favour of raising the age.

At the Southport meeting of the United Textile Factory Workers Association (mainly weavers), held in October 1914, a resolution in favour of raising the age for half-time to 13 was carried by 102 votes to 20. The Burnley Weavers' Association had objected to reducing the school leaving age during the war.

5.—PROPOSALS OF THE HALF-TIME COUNCIL.

The Half-Time Council would abolish all forms of exemption below 14, and would amend the Factory Act so as to do away with the right to half-time employment at 12. These reforms might be carried out, Witness thought, even in Lancashire. Local

Authorities should have option to raise the school age to 16, as an alternative to which there should be half-time instruction of vocational character for children between 14 and 16. Witness thought that Lancashire and Yorkshire were quite ripe for these changes, and that opposition would speedily subside.

H.—SOCIAL WORKERS.

LIEUTENANT-GENERAL SIR R. S. S. BADEN-POWELL.

1.—DEFECTS IN CHILDREN AND THEIR REMEDIES.

Witness said that the normal defects of the average child may be roughly grouped under four heads: (i) want of character; (ii) want of adaptability and technical skill; (iii) want of sense of duty to others, of patriotism, etc.; (iv) physical defects and ignorance of self-care. He looked for the remedies to improved methods of education, improved organisation of after-care, and co-operation between teachers and parents, public and employers through comprehension of the aims and methods of education.

2.—IMPROVED METHODS IN EDUCATION.

For improvement in the present system of juvenile education Witness looked to a change in aim and method rather than in organisation, the aim being imposed by national requirements of the future, as defined by experts, the methods being then devised by Education Authorities. The Authorities might improve the training of teachers, who should be selected as much for their knowledge of child psychology and character-training as for their scholastic attainments. Modern education does not realise how much a child can be got to do for himself, and loads him with information instead of encouraging self-development. A further defect is that not enough attention is paid to the child's future, one general education being given to groups of children of different characters and varying prospects, and affording neither the best foundation for all nor individual development for each. Witness agreed that the short-comings of the schools might be partly due to the large size of the classes, but thought that improvement might take place even under present conditions.

Witness thought that the change in the schools must come about gradually, and that until the present defects of the Elementary Schools are removed, including the lack of practical teaching, it would not be much use to keep children in them longer than at present. After the age of 13 or 14 he would give specialised training, as an intelligent teacher could then decide generally what kind of work each boy is fitted to take up. As part of physical education he favoured an extension of the system of school medical inspection and treatment, to make the children interested in their own health and physical development, and to a considerable extent responsible for it.

Witness thought that experiments with Scouting had shown that such methods were applicable in principle to Elementary Schools. For girls similar training on appropriate lines had lately been started, under the auspices of the Girl Guides, with even greater success than in the case of boys.

Witness thought that compulsory part-time education would be a good thing, though as a first step he would make the best use of the full-time period of training. The practice of granting exemption before the age of 14 should be very considerably restricted. Boys would not dislike compulsory Continuation Schools if their previous training had been on appropriate lines. Witness had no objection to evening classes as such, provided that the boys who attend are mentally and physically fit, but he would favour the establishment of compulsory part-time classes between

the ages of 14 and 18 if the possibilities of the day schools were first fully utilised.

3. IMPROVED ORGANISATION OF AFTER CARE.

Witness said that juvenile guardianship is properly the function of parents, but that as for another generation or two the mass of parents will not be capable of it, and as it is needed now, it should be undertaken by school managers with enhanced duties and powers. These managers might include members of After Care Committees, Juvenile Labour Bureaux, representatives of employers, scoutmasters and others. They should work in close co-operation with parents, teachers, employers, Labour Exchanges, Trades Unions, etc., and exercise a real after-care after school hours, not merely after school age, on every child in the country.

The main object of this after-care should be to encourage boys and girls to make themselves self-reliant and thrifty, skilled craftsmen or housewives; moral, loyal and patriotic; and physically healthy and strong. It should also aim at giving them the best environment outside school or working hours, and at organising their clubs and recreations. It should encourage specialising, where desirable, through Technical schools, apprenticeship, etc., and getting employers to help in granting facilities in working hours. It should take steps to ensure young people being placed in situations for which they are really suited, and help them by advice as to how to fit themselves, what agreements to make, how to stick to their job, how to aim for promotion, how to save, etc., etc., yet teaching them to be self-reliant and not dependent.

Witness emphasised the importance of avoiding the danger of over-organising such a branch of guardianship. Agents must be carefully chosen, and must be given responsibility and a pretty free hand in carrying out details best suited to their local needs, while conforming to the main principles. Success in such work is easily strangled by red tape, since it is largely the result of personal keenness and initiative on the part of the worker.

4.—IMPROVED UNDERSTANDING OF EDUCATION ON THE PART OF PARENTS AND PUBLIC.

Witness attached special value to the efforts of teachers and guardians being properly appreciated and seconded by parents, employers and others. To this end these should be well informed as to the definite aim and the methods of the training; the importance to the child of good environment outside the school walls; the ulterior advantages of getting the child well trained instead of making him an immediate wage earner in a small way; the material value to him of health, character and hand skill; the careful selection of a career for which his temperament and attainments best fit him; the value to the employer of encouraging further technical training on the part of the boy so placed; etc., etc.

Witness considered that in view of the immense national results involved, the steps indicated under Headings 3 and 4 above should be taken with the least possible delay after the conclusion of the war.

MR. W. MCG. EAGAR, Chairman of the Bermondsey Juvenile Advisory Committee and
Manager of a Boys' Club.

1.—EFFECTS OF THE WAR ON EMPLOYMENT.

The neighbourhood of Bermondsey is a poor one, with very little skilled labour. Much work is done on wharves and in warehouses; many boys go to the City as messengers or for low-grade clerical work.

When war broke out there was a heavy fall in the demand for boy labour, followed soon by quick re-absorption of boys into industry and a rapid increase in wages. During the period of depression Witness's club made ready to open by day, but the boys soon got work, and nothing had to be done. Hours of labour increased considerably, many boys not finishing till 7, 8 or 9. It is now practically unknown for a boy to receive less than 10s. weekly, and the maximum wage earned has risen considerably.

Many boys do heavier and more responsible work which was formerly done by men. As a rule they are not losing training which they would otherwise have had; their employment makes rather more demand on their intelligence, but is frequently beyond their strength. The demand for school children, though great, is not quite so marked now as it was last year. As a rule school children work for small employers, but at least one large firm in Bermondsey employs seventh standard children aged 12 to 14 for 3 hours a night after ordinary office hours for a wage of 3s. 6d. or 4s. weekly. Witness thought that if half-time attendance at school were enforced on young persons up to 18 the demand for the labour of school children would increase.

2.—EFFECTS ON CHARACTER AND PHYSIQUE.

Boys have risen in their own estimation, and are more independent both at home and at work. Premature responsibility has sometimes proved too much for them. The long hours of work have accentuated previous physical shortcomings. Boys now lie in bed to an unnatural extent, and take days off; Witness was sure that this is often due to exhaustion rather than idleness. Boys in school are said to be more unruly than before, possibly because of the presence of women on the staffs; the difficulties of women in preserving order may perhaps be due to the large size of classes. There has been a marked increase in the number of Labour Certificates granted in the local schools.

Much more money is being spent on clothes, jewellery, sweets and theatres. There is a good deal of gambling, though a certain amount of this has always gone on. There has been a marked increase in juvenile crime, which was especially pronounced in the early months of 1916, most of the culprits being school boys; there were very few girls of any age, or boys over 14. The increase is chiefly in crimes of lawlessness and adventure, such as stall robbing, which are often carried out in gangs. The police exercise great restraint; and

magistrates are sympathetic, but hardly realise how low the standard of honesty is in the children's homes; juvenile crime should be tackled much more firmly from the angle of parental responsibility.

The evil influence of the cinema is somewhat exaggerated, though some films are depraving and the excitement is unwholesome. The craving for means of admission is responsible for a certain amount of juvenile crime. The haphazard enlistment, in the early days of the war, of mere children aged 14 and upwards had a definitely mischievous effect. The absence of school masters, scout masters and club managers is partly responsible for the increase of crime. The absence of fathers appears to have no direct relation to the increase. More mothers than usual have been prosecuted for neglect.

3.—SUGGESTIONS AS TO EDUCATION AND EMPLOYMENT.

(i) If there is a great displacement of boys after the close of the war, training should be given to those who have been on munition work, in order to bring them up to the level of improvers in skilled trades. If attendance at the classes is voluntary, maintenance grants will be absolutely essential, as otherwise the parents will be pressing the boys to earn.

(ii) If at the end of the war there is much unemployment among unskilled workers, there should be centres such as clubs to which they might go for instruction. Maintenance grants would be necessary. Attendance could hardly be made compulsory, but boys would probably go of their own accord when they got tired of walking about the streets. It would be most difficult to bring boys who had been in employment back to the Elementary School, with the possible exception of those under 15.

(iii) No boy should work for more than say 44 hours a week plus 8 hours overtime. Continuation schooling should be compulsory up to the age of 17, say 2 hours a day or 10 per week, the teaching being vocational for boys in a trade and general for others. The schools might be held between 5 and 7 p.m.; Witness would not advocate classes from 3 to 5 p.m. if there was nothing to occupy the boys afterwards.

(iv) The Employment of Children Act, 1903 (for children under 14) should be more strictly enforced. This would not be easy, as it is often impossible to discover whether a child is employed outside scheduled hours. A little more activity by inspectors however would improve matters considerably.

(v) A Department of State should be created for the care and control of young persons. This Department might be linked on to the educational system, but should in any case be entrusted with all matters relating to their interests; it should be concerned with their protection as well as their training.

THE REV. R. R. HYDE, Organising Officer of Boys' Welfare, Ministry of Munitions.

1.—THE EFFECT OF PRESENT CONDITIONS ON THE CHARACTER, DISCIPLINE, AND TRAINING OF BOYS.

Witness had visited many controlled firms, including several of the largest employers of boy labour in the country, in connection with the question of the welfare of boys up to 18 years of age. He had found a general feeling that boys are deteriorating in character on account of the present demand for their labour, and the high wages which in many places they are able to command.

This demand is not universal, however. It is true that in large towns where tradesmen have lost their men, and in centres where new munitions works have been erected, there is an increased demand for boy labour, and boys can earn high wages; but it is to be borne in mind that many opinions on boy labour problems which find expression to-day are based solely on knowledge of the quite abnormal conditions which are confined to one or two very large munitions centres. This cannot be emphasised too strongly. In a great many places the conditions are normal or nearly so, since the firms, in so far as boy labour is concerned, are continuing the work they were doing before the war. Where shell shops have been added to existing works, the additional labour is largely

undertaken by women and girls. Boys have not taken the place of men to any great extent in large industrial concerns, though in shipyards and rolling mills, where the work is too heavy for women, boys of 16 and upwards have been engaged in many cases to replace men.

The evil effect upon the boys' character is due to excessive wages and the consequent feeling of independence. Many boys are now working in gangs with men on jobs previously performed by adults. This is not good, especially as much adult labour of a low type is now engaged. Discipline is difficult to maintain. Foremen are harassed; and it is comparatively easy for a boy to throw up his work, since employers regard it as a waste of time to spend an afternoon in taking a boy before a tribunal. In several firms the percentage of boys leaving during the course of a year is between 60 and 70 per cent. A few firms, confined as a rule to definite difficult areas where social conditions are bad, are content to regard the boy as beyond redemption and make no attempt whatever to exercise any control or supervision. It is to be noted that the absence of the father, in spite of the belief that he exercised no control, has conduced to the present unsatisfactory attitude of the juvenile boy labourer.

In so far as the opinion of the firms visited is of value, there is no great fear that the end of the war will cause a disastrous upheaval in the juvenile labour market. Shell-making machinery will remain idle until it can be converted to other uses, but this, as already stated, hardly affects the boy. Dislocation will occur as between men and women and not between men and boys.

Although many firms have given up various schemes of education and instruction since the war began, others which exercise great care in dealing with their boy workers are still able to hold them at normal wages, in spite of active competition from neighbouring shops and munitions factories, where higher wages are being paid for unskilled work. In several engineering works in provincial towns there are waiting lists of boys who wish for employment at a wage far beneath that obtainable at works within a few minutes walk. In all these cases the boys employed were under strict control, and in some cases the parents were consulted from time to time about the boys' career.

2.—OPINION ON THE RAISING OF THE SCHOOL LEAVING AGE.

In the numerous works where boys are not apprenticed or engaged until they are 16 years of age the desire for the raising of the school age is almost universal. A uniform leaving age of 14, without exemptions, would be accepted by employers everywhere. More than one employer made the point that the raising of the school age would solve in a slight measure the after-war labour difficulty, by keeping juveniles from the labour market and enabling a few more adults to be employed. It was sometimes urged that to raise the school leaving age without giving vocational training would be useless.

3.—CONTINUED EDUCATION.

Many employers advocated shorter hours of work all round, to enable boys to receive education outside working hours. In some trades, where high wages can be earned without skill, the suggestion that facilities should be given for general education was regarded with suspicion. The general impression gained by Witness was that on the whole the raising of the school age would be more acceptable to employers than the compulsory granting of facilities for time off. This however does not apply to engineering works where facilities are already given to apprentices in working hours for acquiring technical knowledge in addition to the practical shop work.

THE HON. LILY H. MONTAGU, Chairman of the National Organisation of Girls' Clubs.

1.—THE PRESENT ATTITUDE OF LONDON GIRLS TOWARDS THE SEWING TRADES.

Witness said that in spite of the fact that the weekly wages of dressmaking apprentices have risen from 2s. 6d. to a minimum of 5s., girls are reluctant to enter the trade by reason of the high wages obtainable for unskilled machining. Girls in the sewing trades work continuously from 8 a.m. to 8 p.m., with intervals of an hour for dinner and half-an-hour for tea. When overtime is being worked they may be kept till 9 or 9.30.

There is a tendency for girls to try for clerical posts, on account of the shorter working hours and the supposed social distinction given to this work, but Witness discourages this tendency, excepting for the better-educated club members. Before the war shorthand typists with a reasonably good education were better paid than girls in dressmaking.

2.—THE PRESENT TENDENCY TO EXTRAVAGANCE.

Witness said that club workers try to combat the tendency to wasteful expenditure, but so many families have always been poor that this is a difficult task. The chief extravagance takes place in dress and kinemas and in the purchase of such things as pianos. Some girls have improved their homes, but very little is spent on books and means of self-improvement, partly because of fatigue after the day's work and consequent lack of desire to read. Families who have never had quite sufficient to reach the standard of living which they legitimately claim can hardly be

In several of the works visited special classes for boys who intended to become tradesmen were seen in operation. The boys were allowed to become acquainted with the various types of machines in use, and with the various operations performed in the works, and were under the special care of a definite teacher. The foremen of the various shops drew their boys from this class, with the result that those best adapted to a particular operation were selected for the vacant post. It was desirable, even where such schools have been established, that boys should also be granted facilities for technical training, in order that theoretical as well as practical work should receive adequate attention.

As a rule, the firms where care was exercised in selecting and training boys were also those which were best organised on the industrial side. Great stress was laid on the need for making provision for the supply of future skilled workers, but certain firms deplored the constant poaching by neighbouring firms who took no trouble to produce their own skilled adult labour.

4.—WELFARE WORK.

Whatever scheme is adopted with regard to juvenile education, there must undoubtedly be close and active co-operation between the school and the employer. The present methods under which boys are engaged, controlled and trained are frequently very haphazard. Education on broad lines within the works is possible, and in many cases is being carried out. Cadet corps, camps, games, and instruction in Hygiene, First Aid, Swimming, all find a place in the organisation of some of the most up-to-date firms in the country, and on all hands the testimony is given that the granting of such facilities makes for greater efficiency.

To deal with these matters must be the concern of a definite officer, who is becoming known to-day as a Welfare Supervisor. This Welfare Supervisor, who is a member of the firm's staff, engages the boys and looks after their progress, recreation and general well-being from within the factory. Being inside the works, he has an opportunity of influencing a much larger number of boys than external agencies such as Boys' Brigades, Clubs, and Scouts are able to influence, since he is attacking the problem in the place where the boy is bound to be. Works managers, foremen, &c., seem to appreciate the advantages of the welfare worker's presence and influence.

Opinions on this movement have been sought from public men in every walk of life, who unanimously are of opinion that the suggestions made under the Welfare Scheme of the Ministry of Munitions (M.M. 46) are both admirable and practicable.

blamed for using money now they have it, and on the whole are seldom extravagant.

3.—PROPOSALS FOR FURTHER EDUCATION.

Witness would like to see the school leaving age raised to 15, and compulsory Continuation Classes up to the age of 16. There would be no hardship in compulsory Evening Classes, provided that working hours could stop at 6, in which case the classes might suitably meet from 7 to 9. With the present long working day however it would not be right to have compulsion. In ordinary times girls found Evening Classes pleasant by reason of the contrast that they afford to the daily work. Witness did not regard Evening Schools as a strain on the physique; girls who keep away at present are not the weaklings, but those who prefer more exciting occupations. If Evening Classes were compulsory she would hold them for two hours on each of two evenings, and would teach commercial or domestic subjects and physical exercises. If more time were available she would include general education, art, and so forth. Beyond the age of 16 she would not have compulsion. She regarded compulsion up to the age of 16 as possible, even in the case of domestic servants.

If serious intellectual work were required in the classes she would prefer them to be held in the afternoon, but there would still be need for recreative Evening Classes with voluntary attendance. To take girls away from their work for two afternoons a week would cause temporary difficulties which would be overcome in course of time.

4.—THE TRAINING OF UNEMPLOYED GIRLS.

Witness thought that if many young girls were thrown out of work after the war special arrangements should be made for their education. At the outbreak of war the National Organisation of Girls' Clubs started a workroom for the improvement of sewing, to which girls came from all parts of London. About 600 worked at a time. Regarded as a means

of training the experiment was not very successful, the girls being very mixed in type. At Witness's own centre the L.C.C. conducted dressmaking classes, but the girls received no maintenance grants and attendance was very irregular. If unemployment becomes rife after the war it would be well to have smaller workrooms and to classify the girls better. Maintenance grants would be necessary.

MR. B. S. ROWNTREE, Director of Welfare Supervision at the Ministry of Munitions.

1.—PRESENT CONDITIONS IN MUNITION FACTORIES.

Witness said that the Ministry of Munitions had decided that in every national factory there should be a Welfare Supervisor. He himself, as Director of Welfare Supervision, deals with all matters affecting the welfare of women, girls and boys in munition factories, apart from questions of canteens, wages and hours of work. The following remarks are based on Home Office reports upon many hundreds of controlled factories, as well as upon national factories including Woolwich. They apply principally to boys of 14 to 18. Boys usually enter munition works at 14; the girls often come from home or from domestic service at a higher age, e.g., 18 or 19.

Some factories work only 10½ or even 8 hour shifts, but at some places the shifts last for 12 hours, and the worker may be away from home for 13 or 14 hours. The allowance for meals is 1 to 1½ hours per shift, so that the actual hours of work are 10½ or so. Many of the boys work at night. Witness thought that deterioration in health is less than might be supposed. At the end of a day's work even girls often do not appear very tired, possibly because of the high wages and consequent good feeding. On the other hand the effect produced on these young persons by the high wages paid is thoroughly bad; boys, and to some extent girls, are led to extravagance, and sometimes gambling. The wages question will be a very serious one after the war, especially with boys, who have been rendered independent and impatient of control by the great demand for boy labour. In some factories women, girls and boys are taken on in such large numbers (perhaps 200 to 300 daily) that the provision of proper oversight is difficult.

The nature of the work done varies greatly. In some departments it is absolutely mechanical; in others it consists in handling delicate machines, which, in Witness's opinion, would tend to impart a taste for machinery. On the whole the boys' work is not less satisfactory in type than it would have been had there been no war, though some are losing technical training which they would otherwise have had; on the other hand, many who would have become errand boys, van boys and other casual workers are gaining, and from the national point of view the net effect is probably a gain.

The Welfare Department of the Ministry hopes, if hours are kept within reasonable limits, to organise clubs and other forms of recreation outside the works. Evening classes are certainly out of the question as regards the immediate problem; for the period of the war no educational work requiring mental effort can be done. Witness's own experience as an employer is that evening classes, even after a 48 hour week, are too great a strain.

Efforts are already being made to train children for other walks in life. At Woolwich a local committee for the purpose has been formed. At present each new boy at the Arsenal is interviewed by the welfare worker and a record of the results is kept.

2.—TRAINING OF JUVENILES DISPLACED AFTER THE WAR.

Witness thought that there was no need for special schemes of technical training for the mass of boys, as the result of present conditions is a net gain. Obviously some effort should be made to make up the education lost by children who have been taken prematurely from day school. He himself would not like to have to teach children under 14 who had been brought back to school after a period of employment. Young people in his own works require careful handling when they are at the firm's compulsory classes, even though they are paid while attending; to a less extent the same would hold good for children under 14 brought back to school.

The most serious problem will be that of children thrown out of work who cannot immediately find fresh employment. Being demoralised by high wages, they will be unwilling to accept low pay, and may not settle down for a year or two. Much evil is done between the ages of 14 and 19 by frequent passing from job to job, perhaps with intervals of unemployment; the result is the production of a host of casual workers. Witness had investigated in detail the cases of 1,300 persons in York who were unemployed on a given day, and had found that many of them had wasted time from 14 to 19.

Only an insignificant proportion of unemployed boys would volunteer to attend Continuation Classes, and Witness would therefore make such boys attend a Trade School daily from (say) 9 to 5 until reaching the age of 19, or until they got employment. He quoted the Board of Educational Directors of Seattle, Washington, who demand full-time attendance from all children up to 18 if they are not in employment.

A good Head Master would be needed for the Trade School, which should aim at developing adaptability of mind and hand, like the Works School conducted by his own firm. The programme of this school includes Mathematics, taught in a practical and interesting fashion, Physics, Literature, Composition, Woodwork and Physical Exercises.

The Labour Exchange would naturally apply to the Trade School when boys were wanted, and boys should be compelled to return to the school if they did not obtain posts. Any person employing a boy should be compelled to notify the Labour Exchange if the boy left his service, and if he took on a fresh boy he should acquaint the Labour Exchange. No boy should be engaged without a certificate from the Trade School to say that he came direct from the school. Witness thought that boys would not take up work of an unsatisfactory kind at a low wage for the sake of avoiding the school, if the school were properly conducted.

Witness did not regard his Trade School scheme as antagonistic to the establishment of compulsory Day Continuation Classes for all boys; it aims at checking the demoralisation caused by periods of unemployment. After the war employment may fluctuate greatly, and the need for the scheme would vary locally, so that the establishment would have to be based on something below the maximum demand. In time of depression the classes would be over-large, but this would not matter, for at such times the good boy who needs less attention is out of work, and would get no harm from working with large classes. Witness admitted that consecutive and progressive teaching would be infrequent, but he did not attach much importance to this and rather looked upon the school as a favourable alternative to the street.

Witness estimated that for York, with a population of 82,000, one such school would suffice. Four teachers would be needed, the Head Teacher receiving (say) £300, the others £150. The total annual cost, including the provisions of one meal a day, would be £1,600. To conduct similar schools throughout the country would cost £800,000 a year.

If Parliament were to establish compulsory part-time Day Classes for six or eight hours a week, Witness would still cause boys to attend the Trade School full-time if they got out of employment. If they returned to work they should return to the part-time Day Classes; Witness admitted that the result would be constant coming and going in both institutions.

Witness said from personal experience that part-time Day Classes in factories are very difficult to organise, though he favours their institution. The difficulties are less in a very large firm where substitutes can probably be found for the boys taken from work, but in small factories the difficulties would be very great.

I.—GENERAL.

Mr. J. M. MACTAVISH, Secretary of the Workers' Educational Association.

1.—CHILDREN ABNORMALLY EMPLOYED DURING THE WAR.

Witness said that the relaxation of byelaws by Local Education Authorities had permitted and encouraged many thousands of children between the ages of 11 and 14 to enter industry at an earlier age than would have been possible under normal conditions. This must ultimately affect very seriously the future well being of the children, and react on the community by lessening their efficiency as citizens. He therefore suggested that if no educational reform is enacted during the war-period, all existing byelaws should be rigorously enforced on the cessation of hostilities, and should apply to all children affected by them, whether they are engaged in industry or not. He would, as a rule, bring back to school a boy within a month of the exemption age, even if he were in good employment, but would give Local Authorities scope for exercising discretion.

This would still leave two classes of children under the age of 14 who have been "abnormally employed" as the result of the relaxation of the existing byelaws, and have since passed outside their scope. (a) Those who have been and have since ceased to be employed. (b) Those who are still employed. In both cases the children have been deprived of many months of education, and in justice to them, as well as in the best interests of the nation, facilities ought to be provided to recover that which has been lost. Assuming that the end of the war is followed by a period in which the supply of labour seriously exceeds the demand, with the result that many children who are now employed will be thrown idle, Witness suggested that not only all children under the age of 14, but also all children under the age of 15 who are not employed should be compelled to attend full-time at an Elementary or other School. In very many cases children leave at 14 simply because it is the leaving age. For this reason, in all those cases where the parents can afford it the leaving age should be raised to 15.

It would be extremely difficult to withdraw from industry those children who are under the age of 15 and are employed, as strong objections would be raised by parents and by employers. But the objections of neither can be accepted as sufficient reasons for depriving children of their right to education. As their complete withdrawal from industry for the purpose of finishing their education might be regarded as too drastic, and therefore impracticable, Witness suggested:—

- (i) That those children under the age of 15 who are full-time or part-time employees and outside the scope of existing byelaws should be allowed to remain in industry, and that facilities be provided for their part-time attendance at schools or classes during ordinary working hours, the legal obligation of seeing that the children attend resting equally on the employers and the Local Education Authority.
- (ii) That Local Education Authorities be prohibited from granting full-time exemption under the age of 14, and that they be allowed to grant it at 14 only when it is proved to the satisfaction of the Authority that the parent is unable to maintain the child at school beyond that age, and that the child will be beneficially employed.
- (iii) That Local Education Authorities be prohibited from granting part-time exemption under the age of 13, and that part-time exemption over this age be granted only on condition that the parents prove to the satisfaction of the Authority that they are unable to maintain the child as a full-time scholar beyond that age, that it will be "beneficially employed," and that it passes an examination satisfactory to the Board of Education.
- (iv) That in so far as technical education is provided it is not confused with technical instruction. The aim of the first is growth. The aim of the second is specialisation. Specialisation under the age of 14, or even

16, stereotypes the mind and checks natural development. The instruction should therefore be of a general character, allied to the daily interests of the children, and be given by a fully qualified teacher.

2.—CHILDREN WHO CANNOT IMMEDIATELY FIND ADVANTAGEOUS EMPLOYMENT.

Having now dealt with children up to the age of 15, we are left with (a) those children who, on leaving school, cannot find advantageous employment; (b) those who have been previously employed but are temporarily out of employment; (c) those who are engaged in blind alley employment. For all these continued education is necessary up to the age of 16. For those who are not employed, full-time attendance at Junior Technical Schools should be compulsory; for those who are employed, part-time attendance during working hours at Junior Technical Classes should be enforced. Responsibility for attendance in the former case should rest on the Local Education Authority and the parents, and in the latter on the Authority and the employers.

3.—CHILDREN WHO REQUIRE SPECIAL TRAINING FOR EMPLOYMENT.

Witness advocated compulsory Day Continuation Classes from 15 until 17 or 18, but urged that no child under the age of 16 ought to attend a school or course of instruction which concentrates solely on special training for employment without provision for the general training of the faculties. Only those children who have strong physique or are employed on light work can profit by Evening Classes under present conditions. He would hold the compulsory Continuation Schools in the day, before 5 p.m., but would approve evening attendance if compensating time off were allowed in the day.

As regards boys of 15 to 17 who are not in skilled occupations, Witness agreed that there was not much in their work to form a basis for instruction; each district would have to work out this problem for itself. He regarded instruction in civics as a very important part of continuation education.

4.—THE ATTITUDE OF THE WORKING CLASSES TOWARDS HALF-TIME.

Witness said that previous attempts to abolish half-time or raise the leaving age had often been opposed by the working classes, but he thought that a change of opinion was in progress. Officials of the textile industries usually favoured the abolition of half-time. Witness expressed the opinion that the prevalence of half-time in Lancashire was largely due to poverty, but agreed that apart from the question of the extent to which this might be true its abolition was desirable. He would expect Lancashire and Yorkshire to fall into line with other areas.

5.—ADDITIONAL REMARKS ON THE SCHOOL LEAVING AGE.

Witness said that he felt that the foregoing suggestions fell seriously short of the actual requirements of the children and of the nation. Any reform of our educational system will fail to meet the national need that does not aim at equipping our children for the task of becoming efficient, self-supporting citizens of a democracy. This means a physical, mental and moral equipment much finer than that which our present system provides. In the interest of physical efficiency the Local Education Authority ought to be given not merely the power, but also the means, of going to the assistance of the child immediately it requires it. In the interest of mental efficiency, the leaving age ought to be raised to 16 (without exemption on any ground), and the size of the classes considerably reduced, while the teachers should not only be trained to understand the psychology of the child mind, but enabled to meet their pupils under such conditions as will make possible observation and study of its development.

Witness thought it would be profitable to give grants in aid out of the National Exchequer to children of 14 if such grants were necessary to keep them at school. In practice these grants would have to be universal, even in non-necessitous cases. He agreed that the sum so spent would be large, and said, in reply to a suggestion that it might be better to spend

it on reducing the size of classes, that he advocated the expenditure of large sums of money on improving education all round after the war, instead of piecemeal expenditure. If a leaving age of 15 or 16 were regarded as a counsel of perfection, he would regard a uniform age of 14 as a great step in advance.

MR. SIDNEY WEBB.

Witness said that the subjects on which he could usefully submit himself to examination appeared to be (1) the Provision for Adolescent Training, (2) the Difficulties presented by the Physical Condition of Children and Young Persons, (3) the Need for Preventing Unemployment among Adolescents, (4) the Need for Increasing the Supply of Teachers, and (5) the Importance of Avoiding any Increase in the Education Rate.

1.—THE PROVISION FOR ADOLESCENTS.

The greatest need in our educational system is for more systematic and universal training of the years of adolescence. After the war, even more than before, the nation will be confronted in this connection with a four-fold evil, *viz.*, the physical degeneracy of a large proportion of our young men, the "hooliganism" characteristic of so much of our town youth and the uncouth animalism of so much of our rural youth; the constant shortage of supply of fully-trained and skilled men; and the "industrial parasitism" of industries to which the nation permits an illegitimate use of boy-labour, whether in the substitution of boys for men, or in occupations more strictly of the "blind alley" type. Assuming the desirability of providing further training for adolescents, on which there is a consensus of agreement, Witness submitted the following propositions:—

(a) *Compulsion on Employers.*

Any hope of universal, or even widespread release of young persons from employment during the present working hours merely by the voluntary action of individual employers is quite futile. Even a patriotic employer cannot put himself at a disadvantage in his cost of production as compared with his rivals. Any voluntary action will take place where it is least needed (*e.g.*, in the well-organised works of large and public-spirited employers); and not where it is most needed (*e.g.*, in the "sweated" trades, in "blind alley" occupations, &c.).

(b) *Simultaneous Application to all Local Education Authorities.*

This is necessary, not only to prevent backward Authorities from injuring the nation, but also to get over the very reasonable opposition of the employers. At present, even those who are prepared to accept the measure stipulate that it must be made to apply equally and simultaneously to their trade rivals. These have their works in all sorts of areas—often in boroughs, urban districts and rural counties alike. It would never do to impose onerous new restrictions on the employment of adolescents in textile factories in the areas of enlightened Borough Authorities, which similar factories, scattered among the areas of less enlightened Urban Districts, were free from; whilst others again, situated over the border in areas of Lancashire, Yorkshire, Cheshire and Derbyshire, which are in rural districts, escaped altogether. There is practically no industry within Great Britain which is not carried on simultaneously in Boroughs, Urban Districts and rural county areas (*e.g.*, there are not a few coal-mines inside County Boroughs; there are farms in London). And nowadays works in all parts are competing in the same market.

(c) *Simultaneous Application to Employers.*

The scheme must be made simultaneously applicable to all employers; throughout each industry in all districts, in order to prevent those employers to whom it is made applicable from being undercut (or caused to think they are undercut) by their trade competitors; and throughout each district, in all industries whatever, because all the employers in each district are in competition to get adolescents, and one of their

great fears is that they will be unable to get enough boy-labour. Moreover, any imposition of new restrictive conditions to some industries and not to others affects their relative costs of production, and thus their mutual competition both in the home and foreign markets.

Of course, each industry in turn, as soon as it becomes alive to what is proposed, will shriek for exemption, and will urge the most specious reasons for being permitted an exceptional privilege in using boys and girls in a way that is injurious to the community. The more use any industry now makes of adolescent labour, the more it will shriek; but also the more necessary is it that the reform should be applied to it. The only way to overcome the Parliamentary opposition which will be set on foot by particular industries is to stand fast to a general measure. The Minister who makes exceptions is lost.

(d) *Introduction by Yearly Stages.*

We have never yet compulsorily fetched back to school by subsequent legislation young persons who have lawfully begun wage-earning. The successive extensions of school-life, whether whole or part-time, have all been made prospective only, applicable to those who subsequently arrived at the specified ages. This precedent must certainly be followed. It would be practically impossible to compel lads of 16 to 18 who are now free from all educational obligations—many of whom have been for years earning their full subsistence, sometimes doing men's work, often exercising a man's independence in life—to return to the school benches for specified hours each week. So long as the general school leaving age is 14, the Act would naturally be made applicable, twelve months after it comes into force, to persons then under 15; two years afterwards, to persons then under 16; three years afterwards, to persons then under 17; and so on. This would allow time for the gradual provision of the necessary accommodation and staff by the Local Authorities, and also enable employers to make the necessary changes in the organisation of their industries.

(e) *Industrial Adaptation.*

What can rightly be conceded to any objecting industry is the utmost possible adaptation to its own peculiar circumstances that it can suggest of the uniform requirement of educational time during the years of adolescence. Thus agriculture and fishing, coal-mining and the mercantile marine, the factory and the retail shop, the railway service and the merchant's office, will presumably all want different distributions of this educational time. In all seasonal trades the absorption of the adolescents in the slack season will be a positive boon. Assuming that all have to give half time to education during the years of adolescence how does each industry wish this time to be given? This is the question which the Board of Education (in consultation with the Education Authorities principally concerned with the industry) ought to put to a representative conference of each industry (including of course the Trade Unions, as well as the Employers' Associations).

A scheme for agriculture might be based on taking the whole of the winter three or four months for education—as is apparently very common in Denmark, and is not unknown among Scottish university undergraduates—and asking only for some hours per week in the rest of the year. For the mercantile marine and for fishing it would possibly be best to prescribe merely an aggregate period to be given to training, to be made up in such instalments as may be individually convenient by attendance in the intervals between trips and cruises at sea. It might be made a requirement (to be enforced by the Mercantile Marine Office, which already has to register and certify every such engagement before it can be legally completed) that no seaman or fisherman could be

engaged between 18 and 21 who had not completed the required amount of educational attendance between 14 and 18, or had not made up arrears after 18.

A scheme for the boys employed in the coal-mines (who already work only 8 hours a day and, by custom, only 11 days a fortnight, making only 44 hours per week) could be submitted by the colliery companies in conjunction with the Miners' Federation. If a maximum of 60 hours work per fortnight were imposed, it would merely involve the giving up of 28 hours of work per fortnight, either by a shortening of the shift or by dropping three or four shifts in the fortnight, to enable say 30 hours per week of the youth's time to be placed at the disposal of the Education Authority.

The railway companies, the banks and insurance companies and the merchants' offices, and other large fields of employment, would find no great difficulty in drawing up similar schedules. In the amendment of the Trade Boards Act which is imminent, the prescription of maximum hours of labour will, it is understood, be included; and in that case the claims of adolescent education would of course be attended to.

Government—that is to say the aggregate of public departments and local authorities—is itself by far the largest single employer of adolescent labour, accounting in the aggregate for between one and two hundred thousand boys and girls under 18 directly in the service of the public. Here it would of course cost nothing to the heads of departments (beyond "the intolerable toil of thought") to re-arrange the duties of these adolescents so as to enable them to follow the curriculum of the Local Education Authority.

(f) *Character of Training.*

The employer tends to think of vocational training as a way of preparing skilled craftsmen for his particular trade—as saving him from the need for teaching apprentices. But the community has to think of it as preparing for citizenship, and especially as enabling the youth to get a living in adult life. He may not remain at the occupation which he enters on leaving school. It is only in a minority of cases that he does so. It would clearly be blind folly to train the boy of 14 exclusively to follow his then occupation, which in literally hundreds of thousands of cases is that of an errand boy, a van boy, or a messenger.

Even when the boy goes at 14 into an industrial establishment we cannot assume that he will remain in that industry all his life in any capacity. Of the "glue boys" in the carpenter's shop, few become carpenters. A large proportion of the "rivet boys" in the shipyards drift away to all sorts of labouring, whilst not a few go to sea. Even of the boys who at 13 or 14 scare birds or pick up stones in the fields a considerable number fail to become farm labourers. From 14 to 16, at any rate, there is a consensus of opinion that the education can only be general.

Even at 16 we have to face the fact that we cannot foresee the youth's industrial future. There are whole industries which employ hardly any boys; and these are practically wholly recruited from those who have passed their adolescence in other occupations. There are, on the other hand, whole industries which employ more than their due proportion of boys (say 1 boy to 5 adults); and in which it is mathematically certain that a larger or smaller proportion of those who have worked at the trade in adolescence must inevitably take to some other occupation. This is notably the case with cotton spinning, in which the 20,000 spinners have, including the little piecers and the big piecers, no fewer than 40,000 apprentices, or literally ten times as many as the number (probably 4,000) which is required to recruit the trade. It is literally a fact that nine out of every ten boys who go into the spinning shed as "little piecers" never get a pair of mules; and, after longer or shorter waiting, leave the trade for some other occupation. Those who contend that this statement is exaggerated appear (i.) to count only, as entering the trade, those who remain long enough to become "big piecers"; and (ii.) somewhat illogically, to regard as adult success the fact that some men remain "big piecers" up to 25 or even 30. It may be true that the wastage among those who enter the spinning mill is greatest in the earlier years: that perhaps half the weeding out takes place before 16 or 17, on failure to secure early promotion to be a big piecer; and that the number of those who leave the trade each year diminishes from 16 or 17 onwards as the length of their abortive apprenticeship increases. But this fact does not lessen the gravity of

the problem. Even if we let go the big piecers over 18, it is clear that we cannot confine to the intricacies of mule-spinning the vocational training of the 150 or so little boys and youths under 18 whom we may actually find in a spinning mill at any moment, when we know that 130 or more of them will never become mule-spinners, but will, instead, drift away to the ironfoundries, the machine shops or the mineral water works, or become insurance agents, or keep shops for the sale of "fish and chips."

It is just in these industries which employ more boys and youths than they can eventually absorb as adults—in which therefore even the training of an informal workshop apprenticeship to their adult occupation is, for many of the men concerned, not obtained—that adolescent education is from the national standpoint most requisite. To confine vocational training to the industries in which there is still something like an informal apprenticeship, all the youths becoming normally adult craftsmen in the same industry, and to omit the "blind alley occupations"—on the ground that it is in these that the employer finds it most difficult to spare adolescent time; or that it is in these that it would be most difficult to teach anything connected with the trade—would be to leave out the very occupations in which the lack of education during adolescence is most demonstrably injurious to the community. Moreover, as it is just these wholly or partially "blind alley" occupations that we want to diminish—so far as their present wasteful absorption of adolescent labour is concerned—it would be a startling paradox to confer on them, by a statute requiring compulsory training from which they were exempted, a privileged position and an actual advantage over other industries.

It follows that the curriculum for the adolescents ought to be one of wide scope. It ought to be worked out as a whole, in four (or seven) yearly courses, in each case providing for numerous alternatives for choice both by the Local Education Authority and the adolescent. It should include the following, in proportions varying according to need:—

(i.) The real, though not necessarily the ostensible basis, should certainly be Physical Training of the most practical kind.

(ii.) There should presumably be systematic instruction in Drawing and Mechanics; meaning the use of the common tools and simple machines, the making and reading of plans and maps, and the training of hand and eye in wood and metal, and the doing of simple jobs of household repairs.

(iii.) There should be as much as possible of instruction in the use of the English language—not of course in the form of grammar, but in that of dictation and original composition—and incidentally with this, a description of how England is made up (its central and local government, how its industries are distributed and conducted, its notable features, its history); and whatever can be given in the way of insight into English Literature, with opportunities for special studies in any desired foreign language.

(iv.) If the nation decides that its whole manhood must be trained to arms, as the only way of securing national defence, this training would best find a place in the curriculum for the adolescent, which would then require to be extended, at any rate so far as the boy is concerned, to seven years, and therefore continued right up to 21. There would be no difficulty in adding the necessary instruction in military drill and marching, and in trench digging and rifle shooting, to the gymnastic instruction. There might be, as optional adjuncts, Boy Scouts, Cadet Corps, and for those from 18 to 21 Territorial Battalions, with summer camps of instruction. We might then have the whole male population trained during adolescence, without leaving home, without interruption of industrial work or wage-earning, and without barrack life—ready either for voluntary enlistment in a small professional army, as Lord Roberts recommended, or for universal compulsory conscription to military service (as in Switzerland), as may eventually be decided. In the additional years the girls might be trained to Nursing, and organised in V.A.D. units.

(g) *Application to both Sexes.*

There is at least as much need of training for girls, the future mothers of the race, as for boys. There were, as long ago as 1911, 849,055 girls under 18 in employment in England and Wales, as compared with 1,210,541 boys. Taking manufacture only, there were actually more girls under 18 employed than there

were boys (446,140 girls to 424,514 boys). By this time the total number of girls in employment has probably come nearly to equal that of boys; and in manufactures taken as a whole, probably to exceed it considerably.

It would be difficult to justify the provision of training for, and the expenditure of public money on, one sex exclusively. The need of the girls for training for their future careers is clearly as urgent as that of the training of boys; and it is at least as much required in the public interest. If a large majority of the girls take up new occupations when adolescence is at an end, so do probably three-quarters of all the boys—this fact affects the kind of training required, but it does not, to say the least, lessen the need for it.

The decisive argument may be that if the employment of boys only were subjected to the new restriction it would lead to a great substitution of girls for boys, and would be markedly unfair as between the industries employing different sexes.

(h) "Half Time," for Adolescents.

The proportion of time to be reclaimed in the years of adolescence from material production for the higher needs of development and training of the human being will be matter for argument. It may be suggested that a mere two or three hours per week would be practically useless. As we cannot know, in the majority of cases, what occupation the adolescent will eventually follow, it is not a case for continuous classes in a single technical subject, but for a definitely arranged curriculum. If we examine the question from the standpoint of what is actually needed in the public interest, we see that much more time than two or three hours per week is called for, if any appreciable advance in physical or mental training is to be secured.

At present immature boys and girls are often kept at monotonous physical toil, frequently involving severe fatigue of body as well as mind, in unhygienic surroundings, for 60 and even more hours per week. How severely their health suffers, and by their premature exhaustion the physique of the race, every physiologist deplors. The precedent should be followed of the half-time clauses in the Factory Acts (which as regards all ages under 14, or whatever may be the future school leaving age, will of course be repealed); and that it should be simply enacted that no person or body corporate should employ (in any occupation to which the Factory, Mines, Railway Regulation, Merchant Shipping, Trade Boards, or Shops Acts apply; or for hire in any occupation whatever) any adolescent, as defined by the Act, for more than 30 hours per week, or such equivalent period during each year as may be settled by scheme. The Act would then define the term "adolescent" as above explained to mean, at and after a certain date, any boy or girl under 15; at and after another date, any boy or girl under 16, and so on.

(i) Economic Results.

We may of course expect the usual outcry, from this industry or from that, that its peculiar circumstances make it impracticable to let the boys off any part of the present working day, quite impossible to apply any shift system to their labour, out of the question to use them alternate weeks or months or seasons, and so on. We have heard the same objections at every change in factory legislation. But there is a short and simple answer to all this outcry of impracticability—one which employers admit to each other as valid, but which they never confess to the public—and that is, that substitution already in fact occurs. In a textile factory, when operatives stay away from ill-health or on other grounds, a substitute (often a married woman retired from the trade) is invariably employed. Even when the earnings depend on the completion of a piece of cloth, substitution has to occur, and no insuperable difficulties are found. The "absenteeism" of men and youths in the coalmines through sickness is a normal phenomenon, to which the coalowner objects only when the customary percentage is exceeded. In short, whenever the absence is foreseen, common practice proves that it can be arranged for by substitution.

The employer would naturally not be willing to give the same wages for half-time adolescents as he now does for full-timers. There is no reason why he

should seek to pay, or succeed in paying, anything less than at present per hour or per piece. Indeed, the halving of boy labour would inevitably tend to raise the wages of adolescents per hour or per piece. The best prophecy that can be made is that in all probability the youth's half-time would fetch in the market somewhere between his present full-time earnings and half that sum. It might on an average work out at the youth earning, for his half-time, perhaps three-quarters of what he now earns for his full-time; and the employer might get his boy labour at about half as much again per hour as at present. Assuming that there are 2½ million boys and girls in employment under 18, and that all their time in excess of 30 hours per week were taken for education; the employers, in the aggregate, might find themselves paying these 2½ millions, for 30 hours per week, about 10 millions per annum less than they are now paying for their full-time. If the losses of working time were made up to the extent of one-half by improved organisation—boy labour being now so cheap as to be largely wasted—to the extent of one-quarter by attracting more boys and girls to industrial service, and to the extent of one-quarter by using the labour of men or women—a not improbable result—the employers might find themselves paying, perhaps, 15 millions a year more in wages, for a labour force numerically about as great as at present, but certainly more productive. Such a charge would represent—if we could assume that it was all loss—an average addition of less than 1 per cent. to the total cost of production. An addition to the productive power of the whole labour force of merely one-hundredth of its present capacity would more than make this good. If education is worth anything at all, it is certainly worth as much as that.

To meet the "poor widow" objection, which is always raised (though seldom by "poor widows" themselves), provision should be made for the grant of Bursaries, to be awarded by the Local Education Authority to any adolescent in attendance whose family circumstances are proved to require this aid.

(j) Importance of not increasing the Education Rate.

It follows from the necessity of dealing with whole industries, and of making arrangements to suit such industries, rather than the convenience of the 300 Local Education Authorities, that there would be a quite insuperable difficulty in inducing these Authorities to provide the new adolescent training at the cost of the local rates. This will be regarded as a new service, essentially national in character, of which the benefits will be reaped by the nation as a whole, rather than by any locality. The districts of stationary or declining population—notably the rural districts—will feel that they will be training adolescents who will mostly pass away into other areas. Hence the whole expense must practically be borne by the Exchequer.

It is difficult to form any useful estimate of cost, in the absence of any precise plan. Perhaps we may take it that, one way or another, the training of an adolescent half-time would cost, approximately, what an elementary school child costs full-time—say, £5 per annum. At present somewhere about three-quarters of a million boys and girls leave the Elementary School in the United Kingdom each year—half a million of them to go at once to wage-earning. Between 17 and 18 over 600,000 are wage-earning. The expenditure on the first year's draft might thus be 2½ millions, the amount rising by the fourth year to 10 or 11 millions. If the period of training were extended to 21, the maximum annual charge, to be reached only in the seventh year, might be as much as 18 or 20 millions—to be provided as an additional grant-in-aid from the Exchequer, so as to involve practically no extra charge on the local rates. This would be much less than 1 per cent. of the national income; less than 2d. per week per head of the population; less, indeed, than the nation is saving by using margarine instead of butter!

(k) The Need for Extending Existing Facilities for Higher Education.

Part-time instruction for adolescents—even half-time for adolescents—is of course in no way a substitute for Higher Education. We shall need, after

the war, not fewer educated men and women, but more. One of the first of the steps to be taken after the war should be a considerable extension of maintenance scholarships carrying a full course of secondary schooling, together with extensions to carry the chosen students through their University or Technical College courses. It would be well for the Board of Education to prescribe a minimum scale (numbers, duration, value) for such scholarships, in proportion to population or average attendance.

2.—THE PHYSICAL STATE OF CHILDREN AND ADOLESCENTS.

Of all the steps to be taken after the war, none can be more urgent than those demanded by the physical condition of so large a proportion, not merely of the adolescents, but also of the Elementary School children. By hampering the work of the School Medical Service, by causing many tens of thousands of young children to be prematurely withdrawn from school, and by subjecting young adolescents to prolonged hours of labour, incessant overtime and continuous nightwork without the protection of the Factory Acts, the war will have done serious harm to the adolescent population.

The urgency is here directly financial. There is money to be saved. We have just been told officially, in the Board of Education's own Report, that in England and Wales alone there are now "not less than a million children of school age"—approximately, one-sixth of the whole number—who are "so physically or mentally defective or diseased as to be unable to derive reasonable benefit from the education which the State provides." This means that some four million pounds a year, out of the 24 millions now being paid out of taxes or rates on Elementary Education, is being practically wasted. So colossal a waste in war time is calamitous. But it will be equally calamitous in peace time. It is difficult to see how the Board of Education can possibly ask the Treasury to continue this enormous waste of four million pounds a year, without at least putting forward some plan for promptly reducing it to a minimum. It is terrible to think of the millions of money that have been spent on providing accommodation for these million children—practically to no purpose. It is heartrending to think of the strain thrown on the teachers by the presence in the classes of these million children, who increase the average class from, say, 43 to over 50, and thus diminish the educational advantage to all the healthy children, putting a serious additional burden on the teacher, practically to no purpose.

One way of stopping the waste would of course be to exclude these million children from school. That way—which is politically impossible—would however merely land the nation in still greater waste, in the loss to be incurred by letting one-sixth of the population grow up entirely without either education or discipline, with grave physical defects left untreated. The annual waste of four millions sterling caused by the presence of these children in school would be small compared with what the nation would lose by their exclusion—even with what the National and Local Government would presently have actually to pay—in hospitals, workhouses and prisons.

The only other way to stop the present waste of four million pounds a year seems to be to pay out some more money in putting these million children in a state to enable them to benefit by the instruction that is being provided for them at such expense. This of course is the policy adopted in principle by the successive Education Acts of the present century, and being gradually put in force through the Chief Medical Officer of the Board. Unfortunately, the war has greatly hampered this work, not only by taking away the available medical and nursing staff, but even more by causing Local Education Authorities to cut down what is really the most profitable part of their administration. They have thereby certainly increased the amount of waste, not only in their own expenditure on education, but also in the Exchequer contribution.

What seems to be now called for—to be taken up immediately peace comes—is a great bound forward in the School Medical Service and its work. Some details may be suggested:—

- (i) Local Education Authorities should be made to realise that they are now, by law, the Local Authorities for Child Nurture.

- (ii) The School Medical Service should be restored to its full efficiency.
- (iii) The provision of Special Schools might be made obligatory on the Local Education Authorities.
- (iv) Medical treatment, as well as medical inspection, might be universally enforced on Local Education Authorities.
- (v) It should be made obligatory on Local Authorities to provide school meals where there are more than a prescribed minimum proportion of children suffering from malnutrition.
- (vi) The work of the School Medical Service should be extended to all the adolescents on the books of the Local Education Authority.

3.—THE NEED FOR PREVENTING UNEMPLOYMENT AMONG ADOLESCENTS.

There is the very gravest danger—nay, it is a certainty unless the Government adopts drastic measures of prevention—of there being widespread unemployment when peace comes. This unemployment may only be local or confined to particular industries; and, on the most optimistic view of "Trade after the War," it may possibly not last, in any one trade or place, for more than a few months. But in the aggregate it will certainly affect hundreds of thousands of families, and last in some cases a considerable time. It will press with special hardship on the adolescents who have often been taken on merely as substitutes for adults.

This is irrespective of any forecast of the state of trade generally. It may be that after more or less prolonged dislocation trade as a whole will become brisk, though neither economists nor business men venture to say so with any confidence. It is however clear that some industries will be very busy (such as shipbuilding, iron and steel production, the woollen industry, many branches of engineering). It is, on the other hand, very uncertain whether the great cotton industry will not suffer; and the prospects for the building trades, taken as a whole, are (unless Government drastically intervenes) very doubtful. Even in those industries (such as engineering) in which there will be plenty of new orders to replace shell making, the shell makers will be dismissed, and the new staffs will only gradually be taken on, after weeks or months of interval. Quite certainly there will be terrible local slumps in some places when the abnormal conditions of war come to an end. Such places as Coventry, Barrow, Woolwich, etc., will have thousands of men, women and adolescents summarily dismissed. When trade revives in such ports as Hartlepool, Hull, Goole, Harwich and Southampton, it will fall off in the ports of London and Liverpool, to which shipping has been artificially diverted. The East End of London will go through a bad time, and so will Glasgow, Manchester, Liverpool and many other cities. Opinions may differ as to the extent of the slumps in these places, and as to their duration. But no one can doubt their severity.

Now, unemployment has a very serious effect on the work of Education Authorities, in its semi-starvation and demoralisation of the children at school. But upon adolescents its effect is simply calamitous. Forty per cent. of all the criminal offences are committed (so the Chairman of the Prison Commissioners once stated) by youths between 16 and 21, for the most part when they are out of employment. Nor is this a small matter. Four-fifths of all the criminals in our gaols went there for the first time before they were 21. It is practically certain that if, in the dislocation that must happen when peace comes, the Government allows unemployment to occur among adolescents, it will be creating wastrels and criminals by the thousand. Its responsibility will be all the greater and more direct in that it will be the Cabinet itself, when it gives the word to stop the munition work and the war contracts, that will be summarily dismissing nearly three-quarters of a million adolescents, who are now employed in the national factories, the controlled establishments or the other establishments working on war orders.

In considering how to make provision for young persons after the war, this prospect of unemployment—even if it is only in particular places and particular trades, lasting only for a few weeks here and a few months there—cannot be ignored. To the extent to which it occurs,

it will wreck all educational provision. The following points are suggested:

(i) The Government can, if it chooses, prevent the occurrence of unemployment on any large scale, or for any long period. It is unnecessary here to go into the question of how the Government can prevent unemployment (as distinguished from letting it occur and then relieving the unemployed). What is necessary is so to distribute the Government orders as to maintain approximately at a constant level the national aggregate of wage-earning employment. The Board of Trade knows how it can be done, and presumably the Government is already preparing the necessary plans and machinery. But the Committee, with its special responsibility for considering what is to be done about adolescents, will probably wish to enquire what preparation the Government is making to prevent the occurrence of unemployment, and to satisfy itself that the provision for preventing unemployment among adolescents is adequate.

(ii) The machinery for dealing with the three-quarters of a million adolescents who will be summarily dismissed soon after the conclusion of peace will need considerable temporary expansion. At present the juvenile departments of the 400 Labour Exchanges have accommodation and staff for dealing, in the whole United Kingdom, with only a few thousand applications a day. When peace comes, whether trade revives instantly or not, there may easily be 100,000 adolescents discharged from their present employment in a single week—a quarter of a million within a single month. The Labour Exchanges in particular towns will be overwhelmed. There will be surging crowds unable to get into the narrow offices. The exiguous staffs will be simply snowed under with application forms. The Juvenile Advisory Committees will be equally submerged.

Whether or not there will be new situations available for all these hundreds of thousands of adolescents who will be turned off, it is vitally important that the machinery for getting them into the new places shall not break down. A very extensive temporary expansion of the accommodation and staff of the Labour Exchanges (and also of the Juvenile Advisory Committees) seems imperative. This ought obviously to be decided on and arranged for at once. The Committee will probably wish to know what is being done in this respect.

(iii) The dislocation of the labour market for adolescents, and the certainty that there will be difficulty in getting them all into new situations, at any rate in some towns and in some occupations, for some time, makes it desirable to withhold adolescents from employment as much as possible. Thus the opportunity ought certainly to be taken to put a stop to all withdrawals from school under 14 (whether "Partial Exemption," "Labour Certificate," for agricultural employment, or what not). To make up the quarter of a million children under 14 so employed in the United Kingdom, there must be something between one and two hundred thousand released from school each year. Nearly 400,000 more now leave school each year for employment between 14 and 15.

It would be desirable to get an Act passed (putting the case on the desirability of preventing unemployment among adolescents in the terrible dislocation of industry that must occur in the years following the peace) enabling the Board of Education by Orders, to be made successively on unemployment among adolescents beginning to show itself.

- (a) To make the school leaving period not the child's birthday, but the next ensuing end of the school term (an important reform which would greatly assist both the teachers and the Juvenile Advisory Committees);
- (b) To prevent any children from leaving school for employment under the normal school leaving age;
- (c) To raise the school leaving age to 15.

Moreover, the same reason supports the proposal for an increase in the size of the "Scholarship Ladder" and the withdrawal of an increased number of children for secondary schooling.

If the Committee fails to induce the Government to take the necessary action to prevent the involuntary unemployment into which a large number of adolescents will be thrown after the war, some organised provision for them will be imperative. This should be

undertaken under the direction of the Board of Education by the Local Education Authorities, at the instance of the Local Advisory Committees attached to the Labour Exchanges.

Any organised provision for the unemployed is necessarily an unsatisfactory business, a *pis aller*, inevitable when the Government has let the unemployment occur, but so costly and so full of evils as to emphasise the importance of actually preventing its occurrence.

With regard to adolescents, it is of great importance to keep them out of the range—not only of the Poor Law, on which public opinion will more than ever insist—but also of the "Relief Works," the weekly doles, and other demoralising environments of the local Distress Committee.

What would be best (if we must let unemployment occur) would be for any young person under 18, for whom the Labour Exchange and the Advisory Committee cannot find a situation, to be required, as a condition of receiving unemployment benefit or other relief, to attend daily for so many hours at educational classes, not necessarily of a trade or technological character, but at his or her option, in any subjects within the available curriculum. It would be even better if the unemployment benefit or other relief were given in the form of a temporary Bursary, awarded and paid by the Education Authority, and tenable only so long as the Labour Exchange was unable to find a situation for the holder.

This form of "provision for the education and instruction of . . . young persons after the war" is of pressing importance. At present such Bursaries are not in the mind of any Education Authority. They may possibly not be within its present statutory powers. They are probably outside the scope of any grants. What seems desirable is (i) their prompt legalisation if this is required; (ii) a circular suggesting them to Education Authorities for adoption after the war if unemployment occurs; (iii) a grant in aid equal to 75 per cent. of their cost.

4.—THE NEED FOR INCREASING THE SUPPLY OF TEACHERS.

The war has knocked on the head the supply of men teachers, greatly diminished the supply of women teachers, and temporarily wrecked the Training Colleges. The shortage of certificated and trained teachers was, before the war, perhaps the gravest feature in the educational situation. After the war the position will be calamitous. It is futile to plan improvements in education, prolongation of the school life and increased provision for adolescents—when the Board of Education in 1913-14 could not get anything like enough qualified teachers even to supply the normal wastage—unless drastic steps are taken to increase the annual recruiting.

Moreover, it is nothing short of a scandal that the Board of Education should still feel obliged—owing to the dearth of certificated and trained teachers—to permit the engagement of new unqualified teachers, whether uncertificated, supplementary, or what not. It is an appalling waste of public money to be providing expensive accommodation and equipment, and then to fail to get the benefit of the whole educational machinery because we take on a "cheap hand" in the form of a young woman without any of the qualifications that we are officially told are essential in a teacher. The formation of the Teachers' Register, and the approach of the year 1920, make it imperative that this intolerably wasteful procedure should be brought to an end.

Now the supply of certificated and trained teachers is dependent primarily on (i) the amount of training college accommodation; (ii) the number of maintenance scholarships awarded (under whatever designations) to enable boys and girls thus to qualify themselves. Like all problems of recruiting involving periods of preparation extending over five or six years, it is dependent only secondarily on (iii) the initial salaries, the prospects of advancement, and the chances of promotion of the teaching profession. It is very important that teachers should be paid salaries not only adequate for their maintenance at the accepted standard of life for the profession, but also sufficient to induce them not to desert teaching for other opportunities. But we must face the fact that, as two-thirds at least of the teachers have to be drawn from the manual working wage-earning class—because all the other classes put together could not

supply the necessary annual quota,—therefore a mere increase in the attractiveness of the position, without the provision of sufficient scholarships and opportunities for training, could not possibly evolve a sufficient supply of recruits. Working class children would often like to be doctors or lawyers, but practically none of them can satisfy this ambition because their parents cannot afford the long and expensive preparation that is required. In the same way, no raising of the salaries of teachers, even to the level of the earnings and prospects of medical practitioners and barristers, will of itself produce a sufficient recruiting of the teaching profession. If the nation really wants to get enough qualified teachers to supply the needs of its schools, it must create them. No mere attraction will suffice.

The following suggestions are made:—

(i) The number of maintenance scholarships available for candidates for the teaching profession ought to be raised, for the next few years, to at least 20,000 per annum, for the following reasons:—

The annual wastage among the 150,000 teachers in Public Elementary Schools is a known figure. Probably it is somewhere between seven and ten thousand per annum. At least this number of new recruits is required merely to keep up the present staff.

But we must prepare, merely as a matter of financial economy, and the stoppage of the present waste, as London and a few other towns have done, for replacing gradually all the unqualified teachers by properly qualified ones. If this process is spread over ten years, it would presumably involve the appointment annually of 4,000 or 5,000 additional certificated teachers.

The new provision to be made for adolescents will involve a considerable further number of teachers, which, in the course of the next decade, might well amount to tens of thousands.

It is quite certain that we cannot get these teachers five or ten years hence, unless we do our recruiting now. A total of 20,000 per annum entering upon their probationary period or pupil teachership is probably not even enough.

A period in which unemployment among adolescents is threatened is just the time for increasing the draft for the teaching profession.

(ii) There should be an obligation on each Local Authority to provide its own quota of opportunities for young people to enter the teaching profession and of Training Colleges. At present the position is scandalous. Some places, like London, Leeds, Manchester, &c., bring up and train as many teachers as

they need to engage. Most other places provide opportunities for entering the profession at Training Colleges at all. This is an injury to the boys and girls, but it is also an evasion of national obligations. The quota of the 20,000 (whatever national figure is decided on) can be assigned according to population or to a attendance with some margin between a minimum a normal or average standard, so as to allow for circumstances; and the Authority would be required to show that it had made this minimum provision one way or other; or else suffer a fine by deduction from its grants.

(iii) The scales of salaries for teachers should be levelled up—at least to the extent of the Board of Education prescribing a minimum. The Government Board does not allow Boards of Guardians to offer as little as they might choose to Poor medical officers, workhouse officers, nurses, or inspectors, &c. It insists on what it thinks a sufficient salary, even in the most parsimonious areas. The Board of Education ought at least to insist on compliance, as regards teachers, with the "Fair Wages" resolution of the House of Commons.

5.—THE IMPORTANCE OF AVOIDING ANY INCREASE IN THE EDUCATION RATE.

The nation is fully prepared for a great bound forward in educational provision, but it does not wish to bear the cost in its local rates. The need bound forward is regarded as national, not local; advantages to be gained from it will be diffused and concentrated; its effects and results will be felt from being equally felt in all districts. Moreover, the incidence of the present cost of education is so unfair. A district made up of working dwellings, each of them requiring several children, sees its education charges increasing with every rise in population, at a greater rate than the increase in rateable value. Another district, inhabited by the middle and upper class, is free from such a burden.

If we really want to see any bound forward in education, we must put the cost on the tax-payers. The nation desires and expects to see the total expenditure on education doubled immediately after the war—a rise of 30 to 60 millions. If grants from the Exchequer should be trebled, and made to amount to 80 per cent of the whole local outlay, so as to leave the charge on local rates substantially what it was before.

APPENDIX I.

SUMMARY OF ANSWERS TO AN INQUIRY ADDRESSED TO THE WITNESSES FROM ENGLAND AND WALES WHO GAVE EVIDENCE BEFORE THE CONSULTATIVE COMMITTEE ON THE QUESTION OF ATTENDANCE AT CONTINUATION SCHOOLS.

Question 1.—*Is it desirable, in your opinion, that the exemption of children for half-time employment under the age of 14 should be abolished after the war?*

Thirty-five replies were in the affirmative, and two in the negative. One was in the affirmative for urban districts only. In one instance it was suggested that consideration of the question should be deferred until after the war.

One of the affirmative replies was not opposed to granting short periods of exemption for full-time employment in agricultural districts. One of the negative replies was that full-time attendance up to 14 should not be compulsory in all districts until the teaching staff is strengthened.

Question 2.—*Is it desirable, in your opinion, that after the war the diversities now existing among by-laws in different areas should be removed, and that the age for full-time employment should be raised to 14 uniformly throughout the country?*

Thirty-four replies were in the affirmative, and one in the negative. One suggested that the by-laws need not be uniform, but that the age for exemption for full-time employment should everywhere be raised to 14. One was to the effect that attendance up to 14 is desirable if suitable provision for instruction is made. One expressed the view that it would not be profitable to educate some children further than at present, while one suggested that the matter should be deferred till we become acquainted with post-war conditions.

Of the 34 affirmative replies, two preferred a statutory leaving age of 15, and one would give Local Education Authorities permissive powers to raise the age to 15.

Question 3.—*Is it desirable, in your opinion, that within a reasonable period after the end of the war there should be established a system of compulsory attendance at Continuation Classes for all young persons (i) to the age of 16, or (ii) up to the age of 18?*

Twenty-two replies were in favour of compulsory attendance at Continuation Classes for all young persons up to the age of 18. Of these, six advocated reaching 18 by gradual stages.

Two replies were in favour of attendance up to the age of 18 for all whose work is of a technical or skilled nature, and one for all who show special aptitude. One suggested that compulsory attendance should cease at 16 in rural areas but continue to 18 in urban areas, and one that permissive powers should first be given to Local Education Authorities to compel attendance at Evening Classes up to the age of 17.

Nine replies were in favour of compulsion up to 16 only. One of these, though acquiescing in compulsion, suggested that it would not be necessary if the classes were on right lines. One suggested that attendance should only be compulsory on boys who fail to pass a certain standard of physical fitness.

Three replies opposed general compulsory attendance. One of these approved the institution of Day Continuation Classes in suitable areas provided that attendance were voluntary; one expressed the view that permissive powers to enforce compulsion should be given to Local Education Authorities; and one preferred to encourage attendance at Evening Classes.

Question 4.—*Is it desirable that classes at which attendance is compulsory should be held in the day-time?*

Thirty replies were in favour of the compulsory classes being held in the day-time, and seven advocated holding them in the evening. One of the latter group expressed the view, as the result of long experience, that young persons are quite fit to receive instruction on two or three evenings a week after a day's work. One suggested that in rural districts where distance makes it difficult to attend a school correspondence classes should be established. One disapproved Day Classes as being too much like the present half-time system. One thought that the classes should be held in the evening to keep the young people out of mischief.

Question 5.—*Is it desirable that the hours of compulsory attendance at classes, added to those spent in employment, should not exceed the hours previously regarded as normal in that particular employment?*

Twenty-five replies were in the affirmative. One suggested limiting the hours of school and work only in those cases where the hours of employment exceed nine a day. One expressed the view that the hours of school and employment together should not exceed 48 a week. In another it was urged that no young person under the age of 16 should be allowed to work for wages for more than four hours a day.

Six replies were in the negative. One of these held that young persons are quite fit to receive instruction on two or three evenings a week after their work. One was to the effect that young persons should sacrifice some of their leisure hours, and one that an addition might be made to normal working hours.

It will be seen from the above summary that 35 replies were in favour of the abolition of the half-time employment of children under the age of 14. 36 favoured raising the age for full-time exemption to 14 at least, 22 advocated the establishment of a system of compulsory attendance at Continuation Classes for all young persons up to 18; and four more were prepared to assent to 18 in certain cases. Nine were prepared to extend compulsion to 16. 30 were in favour of the compulsory classes being held in the day-time, and 25 expressed the view that the hours of compulsory attendance, added to those spent in employment, should not exceed the hours previously regarded as normal in that particular employment.

APPENDIX II.

LIST OF PERSONS WHO HAVE FORWARDED MEMORANDA FOR CONSIDERATION BY THE COMMITTEE.

The Committee are indebted to the following:—

ALLANACH, Mr. W., on behalf of the Southport Juvenile Advisory Committee.
 ASPINALL, Mr. J. A. F., General Manager of the Lancashire and Yorkshire Railway Company.
 BRICKWORTH, Mr. E., on behalf of the Middlesbrough Education Committee.
 BLAIR, Sir R., Education Officer, London County Council.

BOTHWELL, Mr. E. B., Member of the Agricultural Organization Society.
 BRAITHWAITE, Mr. W. J., Manager of the Old Northeyites Club, Limehouse, E.
 BRIGSTOCKE, Rev. G. E., Castleford.
 CAHILL, Mr. M. F., on behalf of the Incorporated British College of Physical Education, the Incorporated Gymnastic Teachers' Institute, and the National Society of Physical Education.

- Also, in connection therewith, from Dr. W. S. Colman, F.R.C.P.; Sir Homewood Crawford; Dr. W. Ewart, F.R.C.P.; Col. Sir Herbert Perrott, Bart., C.B.; Dr. A. T. Schofield.
- CARLILE, Prebendary, Honorary Chief Secretary, The Church Army.
- CARÖB, Mr. W. D., Master of the Worshipful Company of Plumbers.
- CHARLES, Mr. F., Head Master of the Day School of Commerce, City of London College.
- CLAYDON, Mr. B., Education Department, Nigeria.
- CLIFT, Miss A. M., Hon. Secretary of a Children's Care Committee and Member of the Shepherd's Bush Juvenile Advisory Committee.
- D'AETH, Mr. F. G., Secretary of the Liverpool Council of Voluntary Aid.
- DANETT, Mr. H. A., Hon. Secretary of the After-Care Committee, Haydon's Road School, Wimbledon.
- DOHERTY, Mr. J. E., on behalf of the National Association of Head Teachers.
- FRASER, Lieut.-Commander H. M., R.N. (retired).
- GARNETT, Mr. J. C. Maxwell, Principal of the Municipal School of Technology, Manchester.
- GRAHAM, Mr. J., Secretary of the Leeds Education Committee.
- GREG, Col. E. W., formerly Member of the Lancashire Education Committee.
- HALL, Mr. J. E., Managing Correspondent of the Continuation Schools, Thirsk.
- HIRST, Mr. J. W., Secretary of the Institute of Plumbers.
- HODGSON, Mr. C. C., on behalf of the Cumberland Education Committee.
- HOLDEN, Mr. J. E., Secretary of the Rochdale Education Committee.
- HOLLAND, Mr. J. L., Secretary of the Northamptonshire Education Committee.
- HUGHES, Miss E. P., Member of the Glamorgan Education Committee.
- HUGHES, Mr. R., Head Master of Church Square School, Harrogate.
- HURST, Mr. J., Secretary of the British Association of Managers of Textile Works.
- JEVONS, Miss H. W., Hon. Secretary of the Apprenticeship and Skilled Employment Association.
- KEEN, Mr. Austin, Secretary of the Cambridgeshire Education Committee.
- LENNARD, Mr. T. J., Boot and Shoe Manufacturer, Bristol.
- MACKEY, Miss H. B., Women's Presbyterian Settlement, Poplar.
- MACTAVISH, Mr. J. M., on behalf of the Workers' Educational Association.
- MANNERS, Major G., Chairman of the District Messenger and Theatre Ticket Company, Limited.
- MILNE, Mrs., late Secretary of Fairbairn House Boys' Club, Plaistow, E.
- PULLINGER, Mr. W., Director of Education, Wiltshire.
- RAMSDEN, Mr. W., Chairman of the Huddersfield Juvenile Advisory Committee.
- RIPPER, Prof. W., Vice-Chancellor of the University of Sheffield.
- ROWS, Mr. R. G., Chairman of the Cornwall Education Committee.
- SAINT, Mr. H. B., Newcastle-upon-Tyne.
- SEGGWICK, Mr. W., Headmaster of the Continuation Schools, Thirsk.
- TANNER, Mr. L. R., Selwood Printing Works, Frome.
- TIBBEY, Mr. T. G., late Vice-Chairman of the Joint Committee on Half-time.

APPENDIX III.

SUMMARY OF RESOLUTIONS FORWARDED TO THE COMMITTEE.

A large number of resolutions bearing on subjects which have been under consideration by the Committee have been sent to them direct, and others have been addressed to the Board of Education and subsequently transmitted to the Committee. The following lists contain the names of the bodies which have forwarded such resolutions, with an indication in each case of the nature of the question dealt with. An asterisk has been placed against the names of the bodies whose resolutions included other matters not specifically quoted.

A.—Resolutions in favour of raising the school leaving age have been received from the following:—

- Association of Directors and Secretaries for Education (to 14).
- Association of Municipal Corporations (to 14).
- *Association of Responsible Mistresses (to 15).
- Association of Technical Institutions (to 14).
- Atherton Urban District Council (to 14).
- *Blackburn Labour Party.
- *Blackburn Women's Council.
- *Christian Social Union.
- Cockermouth Urban District Council (to 14)
- Dalton-in-Furness Urban District Council (to 14).
- Dewsbury Juvenile Advisory Committee (to 14).
- *Glamorgan Education Committee (to 14, with permissive powers to Education Authorities to raise the age above 14).
- Half-time Council (to 14, with permissive powers to Education Authorities to raise the age to 16).
- Halifax Juvenile Advisory Committee (to 14).
- *Manchester and Salford Social Welfare League (to 14, at least).
- *Manchester Education Committee (to 14, with permissive powers to Education Authorities to raise the age above 14).
- *National Association of Head Teachers (to 16 after the war).
- National Union of Teachers, Lancashire County Association (to 14, with permissive powers to Education Authorities to raise the age to 16).
- *National Women's Labour League (to 14, to be raised gradually to 16, and with maintenance grants from the age of 18).

Newton-in-Makerfield Higher Education Subcommittee (to 14).

Norwich Juvenile Advisory Committee (till the end of the term following the birthday on which the statutory age is attained).

Radcliffe Urban District Council (to 14).

Southport Juvenile Advisory Committee.

Training College Association (to the end of the term in which the child reaches the age of 14).

Union of Lancashire and Cheshire Institutes (to 14).

Westhoughton Higher Education Committee (to 14).

West Riding Association of Organising Masters and Secretaries for Technical Education (to 14).

West Riding Teachers' Association (to 14, with permissive powers to Education Authorities to raise the age to 16).

Whitehaven Education Committee (to 14).

Wigan Education Committee (to 14).

*Willesden Education Committee (to 16 after the war).

B.—Resolutions in favour of Day Continuation Classes have been received from the following:—

Association of Directors and Secretaries for Education (for at least 10 hours weekly up to the age of 18 during working hours in urban areas).

Association of Municipal Corporations (up to the age of 18).

*Association of Responsible Mistresses (for not less than 6 hours weekly up to the age of 18).

Association of Technical Institutions (for at least 6 or 8 hours weekly up to the age of 17).

Atherton Urban District Council (for at least 6 hours weekly up to the age of 18).

*Batley, Bradford, Dewsbury, Halifax, Huddersfield, Leeds, Spen Valley and York Head Teachers' Associations (up to the age of 18, the combined time in work and classes not to exceed 48 hours per week).

*Blackburn Labour Party.

*Blackburn Women's Council.

*Cardiff Chamber of Trade (up to the age of 18)

*Christian Social Union.

Cockermouth Urban District Council (for at least 6 hours weekly up to the age of 18).

*Co-operative Women's Guild, Great Harwood Branch.

Dalton-in-Furness Urban District Council (for at least 6 hours weekly up to the age of 18).

Dewsbury Juvenile Advisory Committee (for at least one whole day per week up to the age of 16).

*Glamorgan Education Committee (up to the age of 18 if possible or, failing this, to 17).

*Ilford Ratepayers' Association (for all boys up to the age of 16).

*Manchester and Salford Social Welfare League (for at least 8 hours per week up to the age of 18).

*Manchester Education Committee (for not less than 8 hours per week up to the age of 18).

National Federation of Building Trades' Employers of Great Britain and Ireland (for 8 or 9 hours a week up to the age of at least 17).

*National Women's Labour League (up to the age of 18).

Newton-in-Makerfield Higher Education Subcommittee (for at least 6 hours weekly up to the age of 18).

*Norwich Juvenile Advisory Committee (up to the age of 17).

Radcliffe Urban District Council (for at least 6 hours weekly up to the age of 18).

Southport Juvenile Advisory Committee (for 6 or 8 hours weekly up to the age of 17 or 18).

Training College Association (up to the age of 16).

Union of Lancashire and Cheshire Institutes (for at least 6 hours weekly up to the age of 18).

Westhoughton Higher Education Committee (for at least 6 hours weekly up to the age of 18).

West Riding Association of Organising Masters and Secretaries for Technical Education (up to the age of 18).

Whitehaven Education Committee (for at least 6 hours weekly up to the age of 18).

Wigan Education Committee (for at least 6 hours weekly up to the age of 18).

Wigan and District Mining and Technical College (Governing Body) (for at least 6 hours weekly up to the age of 18).

C.—Resolutions in favour of compulsory Continuation Classes have been received from the following:—

Bath Education Committee.

Bristol Education Committee.

Church of England Men's Society, Christchurch (Clifton) Branch (up to the age of 18).

Coventry Education Committee.

Darlington Education Committee.

Dewsbury Education Committee.

East Ham Education Committee.

Ipswich Education Committee.

Middlesbrough Education Committee.

*National Association of Head Teachers (employers being compelled to give facilities for attendance by a reduction of the hours of labour of juveniles).

Newport Education Committee.

Nottingham and District Juvenile Advisory Committee (up to the age of 17 provided that the total hours of labour be strictly limited and include the time spent at Continuation Classes).

*Seed, Oil and Cake Trade Association.

D.—Resolutions deprecating the employment of children of school age have been received from the following:—

*Manchester Education Committee.

*National Association of Head Teachers.

National Union of Women Workers of Great Britain and Ireland.

West Riding Association of Organising Masters and Secretaries for Technical Education.

*Willesden Education Committee.

Women's Freedom League, Portsmouth and Gosport Branch.

Women's Industrial Council.

E.—Resolutions in favour of increased facilities for Technical Education and the establishment of State apprenticeships have been received from the following:—

Bermondsey Borough Council.

Bethnal Green Borough Council.

Camberwell Borough Council.

Chelsea Borough Council.

Hammersmith Borough Council.

Holborn Borough Council.

Lambeth Borough Council.

Lewisham Borough Council.

Paddington Borough Council.

Shoreditch Borough Council.

Stoke Newington Borough Council.

F.—Resolutions in favour of compulsory Cadet Training for all boys up to the age of 18 have been received from the following:—

Fulham Borough Council.

Hackney Borough Council.

Holborn Borough Council.

Islington Borough Council.

Paddington Borough Council.

Wandsworth Borough Council.

G.—Resolutions have also been received from the following:—

National Association of Education Officers (in favour of the Education Authority and the Board of Education being the central and local authorities respectively for all matters of by-laws and employment, including placings, for young persons up to the age of 18).

Association of Directors and Secretaries for Education (as above, and, in addition, that it be compulsory on all Local Education Authorities to provide accordingly in their schemes of education).

Bayswater Chamber of Commerce (in favour of providing apprenticeship scholarships for approved scholars in the productive and distributive trades, and of extending the use of Trade Day and Evening Schools).

*Catholic Federation of the Archdiocese of Westminster (in favour of increasing the amount of time devoted to the teaching of science and to technical training, and of the inauguration of a proper system for the technical and commercial training of adolescents between the ages of 14 and 18).

London Juvenile Advisory Committee (in favour of offering further facilities to employers for having special classes provided on their own premises by the Education Authority for employees of the firm during working hours).

National Association of Head Teachers (in favour of equality of opportunity for Secondary and University Education for all).

National Education Association ((a) that Local Education Authorities should be empowered to satisfy themselves, before exempting a child from school attendance, that the occupation which the child is about to enter is necessary and beneficial, and is not inconsistent with such further education as the Local Education Authority or the employer is willing to provide; (b) that in amending the statutes which empower Local Authorities to make byelaws on these matters, 18 years should be fixed as the limit of age up to which such byelaws may extend, so that when local public opinion and circumstances demand it some educational supervision may be established over adolescents, and the Education Acts may be co-ordinated with the Factory and Workshop Acts, the Military Service Acts, and other legislation).

National Union of Teachers, Lancashire County Association (in favour of codifying and making compulsory all statutes for the protection of children, and of making the Board of Education solely responsible for the administration of the laws regulating the employment of children and juveniles).

H.—The Resolution printed below has been forwarded by the following:—

National Union of Railwaymen (34 Branches).

"That no child should be allowed to leave school before the age of 14 years, such restriction to dispense with the labour tests as at present provided. We further consider that where economic hardship may arise the State should give adequate relief, in order that the child may secure the benefits of scholarships that are provided. We are also of the opinion that the curriculum of the school should be so rearranged as to contain the teachings of Trade Union history and working class economics."

I.—Resolutions in favour of the Educational Programme printed below have been forwarded by the following:—

Ashford and District Trades and Labour Council.
Bath Trades and Labour Council.
Beeston and District Trades and Labour Council.
Bournemouth, Poole and Branksome Federated Trade and Labour Council.
Chatham and District Trades and Labour Council.
Colchester Trades Council and Labour Representation Committee.
Hastings and District Trades and Labour Council.
Newport Trades and Labour Council.
Nottingham and District Trades Council.
Rawmarsh, Parkgate and District Trades and Labour Council.
Rushden and District Trades and Labour Council.
St. Albans and District Trades and Labour Council.
Selby and District Trades and Labour Council.
Smethwick Trades Council.
Stroud and District Trades and Labour Council.
Taunton Trades and Labour Council.
Wellingborough Labour Council.
Wolverton and District Trades Council.

1. The reconstitution of the Board of Education, with direct representation thereon of the National Union of Teachers and the organised workers.

2. The limitation of all school classes, in order that the individuality of the children may be developed to the fullest extent.

3. The raising of the school age to 15, with provision for further secondary and university training with full maintenance for all desiring it.

4. The training of large numbers of skilled teachers, with better remuneration than at present paid, and the recognition of the teaching profession as a branch of the Civil Service.

5. The provision of full medical inspection and treatment, and special schools for backward or defective children.

J.—Resolutions in favour of the Educational Programme printed below have been received from the following:—

Amalgamated Society of Stuff and Woollen Warehousemen.
Amalgamated Union of Co-operative Employees, Bradford Branch.
Birmingham and District Trades and Labour Council.
Bradford and District Trades and Labour Council.
Camberwell Trades and Labour Council.
Electrical Trades Union, Bradford Branch.
National Association of Prudential Assurance Agents.

Administrative.

Such alterations of the Education Act of 1902 as shall secure full public responsibility for the maintenance and control of all grades of schools, colleges and universities.

Abolition of all education fees.

Raising of the school leaving age to 16, with increased number of maintenance grants, graded according to age and circumstances.

Universal free compulsory secondary education.

No partial or half-time exemptions before fulfilment of regular secondary course, and not then unless agreed to by the school doctor.

Education Authority to have equal jurisdiction over part-time factory employment as over non-factory employment.

Larger proportion of local education costs to be borne by National Treasury.

Pensions for secondary teachers, as in case of elementary teachers in England.

Hygienic.

Hygienic conditions in Elementary Schools to be brought up to minimum standard of best Secondary Schools.

School doctor to be certifying surgeon for half-timers and young persons in employment.

Full scheme of free public medical service to expectant and nursing mothers and their children; in the case of the latter, to be continued up to school age and properly co-ordinated with the school medical service.

Swimming baths, gymnasia and the best known scheme of physical training for every child passing through the schools.

A scheme of physical instruction for all young people from 16 to 20 years of age.

Amendment of Provision of Meals Act, so as to provide meals out of public funds for all school children certified by the school doctor to be improperly or insufficiently nourished.

Educational.

Higher scale of teachers' salaries and higher minimum standard of equipment for teachers, with fuller provision of facilities for intending teachers, and more generous public help for all accepted candidates.

Reduction of size of classes in Elementary Schools to that in Secondary Schools.

Playing fields to be provided for Elementary Schools.

All higher forms of education, technical and university, to be co-ordinated under public control and entirely free to all pupils desirous of undertaking the course provided.

Principle of open-air schools to be adopted for all schools at earliest possible moment. A great increase of the system of camp schools, vacation centres. Travel studies by sea and land.

No specialisation until last year of secondary school course, when bias given in direction technical, professional or commercial, as part of a general education.

APPENDIX IV.

LIST OF RECENT OFFICIAL PUBLICATIONS.

The following list of recent official publications bearing directly on subjects discussed in Volume I. of the Report has been compiled for purposes of reference:—

1.—Acts of Parliament.

Factory and Workshop Act, 1901.
Education (Scotland) Act, 1901.
Education Act, 1902.
Employment of Children Act, 1903.
Education (Administrative Provisions) Act, 1907.
Education (Scotland) Act, 1908.
Labour Exchanges Act, 1909.
Education (Choice of Employment) Act, 1910.

2.—Reports.

Interdepartmental Committee on Employment of School Children. Volume I. Report [Cd. 849]. Volume II. Minutes of Evidence with Appendices [Cd. 895]. 1902.

Interdepartmental Committee on Partial Exemption from School Attendance. Volume I. Report [Cd. 4791]. Volume II. Minutes of Evidence with Appendices [Cd. 4887]. 1909.

Royal Commission on the Poor Laws and Relief of Distress. Report [Cd. 4499]. 1909.

Royal Commission on the Poor Laws and Relief of Distress. Report, Appendix, Volume XX. Report by Mr. Cyril Jackson on Boy Labour [Cd. 4632]. 1909.

Board of Education. Report of the Consultative Committee on Attendance, Compulsory or Otherwise, at Continuation Schools. Volume I. Report and Appendices [Cd. 4757]. Volume II. Summaries of Evidence [Cd. 4758]. 1909.

Departmental Committee on the Employment of Children Act, 1908. Report [Cd. 5229]. Minutes of Evidence with Appendices [Cd. 5230]. 1910.

Departmental Committee on the Hours and Conditions of Employment of Van Boys and Warehouse Boys. Report [Cd. 6886]. Minutes of Evidence [Cd. 6887]. 1913.

3.—General.

- Census of England and Wales, 1911. Volume X. Occupations and Industries, Part I. [Cd. 7018]. 1914.
- Imperial Education Conference Papers. II. Memorandum on Compulsory Attendance in certain European Countries and American States. 1913.
- Board of Trade and Board of Education. Memorandum with regard to co-operation between Labour Exchanges and Local Education Authorities exercising their powers under the Education (Choice of Employment) Act, 1910. 1911.
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