

MINISTRY OF INFORMATION

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# EDUCATION IN BRITAIN

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## EDUCATION IN BRITAIN

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### A. Education in England and Wales

#### I. INTRODUCTION

Education in England and Wales is a typically British institution in that it is the product of slow growth, combining variety and freedom. As with other social services, that slow growth has quickened under the impact of the world struggle. The war against national aggression has rallied, and not distracted, the forces in the war on ignorance, and it is characteristic of the British spirit that, at the height of a world war, it could plan the future of its young people and wholly recast its educational system in one sweeping measure. The typical virtues of British education have shown the nation's dislike of imposed uniformity, its preference for voluntary effort, its patient and practical capacity for mending rather than ending existing institutions, and its tolerant attitude towards religious differences. A criticism in the past has been that it has been disinclined to take long views. With the passing of the great new Act of 1944, that criticism no longer holds.

In organisation and administration the educational system of England and Wales differs in three main respects from that of many other countries. These characteristic features are the decentralisation of administration, the prominent part played by voluntary agencies, and the fact that teachers are not subject to official control on questions relating to curricula, syllabuses of instruction and methods of teaching.

The relation of the central authority to local authorities is based on consultation and co-operation which is established both by direct contact with the Minister of Education and his Department and through the intermediary of His Majesty's Inspectors who act as liaison officers. Both the central authority and the local authority are, of course, bound by Acts of Parliament, of which the chief is now the Education Act, 1944, which came into force on 1st April, 1945. Under this new Act the Minister's duty is defined as being "to promote the education of the people of England and Wales and the progressive development of institutions devoted to that purpose, and to secure the effective execution by local authorities, under his control and direction, of the national policy, for providing a varied and comprehensive service in every area." The Minister of Education, in discharge of the duties placed upon him, issues his main requirements in the form of Statutory Regulations and in Circulars addressed to local education authorities and other responsible bodies. Although in the last resort the final word in most matters rests with the Minister, who under the new Act has been given a more effective power and control, the autonomy of the publicly-elected local authorities is, and remains, a real thing.

In the past, the burden of providing educational facilities was mainly shouldered by religious bodies, voluntary societies and generous patrons. This tradition of voluntary effort persists strongly, and is seen in other

spheres besides education, as, for instance, the voluntary hospitals and the Royal National Life-Boat Institution.

The teachers in the schools are not civil servants ; they are neither employed nor paid by the State. They are servants of the local authorities or of the governing bodies of their schools. Head teachers are free, within wide limits, to organise their schools according to their own ideas, and teachers generally are not bound by official instructions as to syllabuses, text-books or teaching method. On the other hand, the Ministry's views and advice are presented in various ways. H.M. Inspectors review and report on the content and value of the education provided in schools, and during their visits are available as advisers to individual teachers. The Ministry publishes pamphlets dealing with varied educational topics. Further, the 1944 Act requires the Minister to appoint two Central Advisory Councils, one for England and one for Wales, to advise him on educational theory and practice. These Councils, which have now been appointed, may take the initiative in making suggestions and recommendations.

These characteristic features of decentralisation, voluntary effort and freedom of method have combined to mould a system of great variety. The new Education Act has greatly simplified the general structure and provides for a general levelling up of standards, without sacrificing the variety and freedom which have been English education's firmest tradition.

## II. HISTORY

The history of education in England may be roughly divided into three periods :

- (a) *from the age of Alfred the Great to the end of the eighteenth century ;*
- (b) *the slow growth of the nineteenth century, and*
- (c) *the swifter, broader advance of the twentieth.*

### **Early Days**

The story of this first period is mainly the story of the ancient universities of Oxford (1168) and Cambridge (1209) and of the endowed grammar schools. For primary education there was an unknown number of parish and Dames' Schools and, in the later eighteenth century, a fairly wide network of Charity Schools, Ragged Schools, and the beginnings of Sunday Schools. Any technical education came through apprenticeship and the trade guilds.

The ancient universities and the older schools were religious foundations and, though the Reformation intervened, the Act of Uniformity (1662) claimed them as the preserve of the Established Church. This restriction led the non-conformists to establish in the seventeenth and eighteenth centuries a number of "Dissenting Academies." Until 1779, when Protestant non-conformists were allowed to become teachers, these academies were illegal.

England has a long tradition of secondary education. The "classic" period for the foundation of Grammar Schools—as, Shrewsbury, Christ's Hospital, Repton and Rugby—was the sixteenth century, but Winchester

dates from 1382, and Eton from 1440, while King's School, Canterbury, claims to trace its origins back to the time of Alfred the Great. Many grammar schools less famous than these, but not dissimilar in origin, were founded before 1500. The Grammar Schools made provision for poor scholars, but they were really secondary, not primary schools; they prepared their pupils, via the universities, almost exclusively for the learned professions, especially the Church and the Law. Latin and, later, Greek were the essential subjects. "Grammar" meant Latin grammar.

Though there were many Parish and "Dame" Schools throughout this period, the spearhead of the war against illiteracy lay in the Charity Schools and the Sunday Schools. The former, mainly established through the Society for Promoting Christian Knowledge, did some good work in the eighteenth century, and the latter, originally founded by Robert Raikes in 1780, did not confine themselves to religious knowledge, but taught reading, writing, and sometimes "cyphering."

### *The Nineteenth Century*

The force that drove education forward in the early nineteenth century was the Industrial Revolution. This connection, however, was indirect, because improvement first came about through the humanitarian efforts of isolated philanthropists, who were righteously indignant at the effect of factory and mine work upon young children, through the stimulus of the Methodist and Evangelical Revivals, and the political drive of the 1830's. This latter period saw the first Reform Act, the first substantial Factory Act, the abolition of slavery in the British Empire, and the first Parliamentary grants for education (1833).

### *New Universities*

University College (Gower Street) was opened in 1828, and, as it imposed no religious tests, may be regarded as the last of the "Dissenting Academies." King's College (Strand) was founded as a Church of England institution in 1829. The University of London, for many years a purely examining body, was formed in 1836. The University of Durham (1832) was established in connection with the Cathedral and took Oxford as its model.

From 1880 onwards other provincial universities were founded, most of them having their origins in science, technical or general colleges founded after 1850. Students of such colleges, as a rule, sat externally for the degrees of London University, and eventually, when the number of students and the finances of the institution warranted, the college would receive an independent charter. This is how the universities of Manchester, Liverpool, Birmingham, Leeds, Bristol and Sheffield came into being.

### *Secondary Education*

As with the universities, so with the Grammar Schools, there came in the early nineteenth century a strong urge towards wider studies and general reform, and it was to their own credit that the sweeping reforms came mainly from within and were associated with such great names as Thomas Arnold (Rugby, 1828-42), Edward Thring (Uppingham, 1853-87), and Haig Brown (Charterhouse, 1863-97).

### ***Arnold of Rugby***

The best known of the great headmaster-reformers was Arnold of Rugby, and he, rather than his medieval predecessors, is regarded as the inspiration of the Public Schools as they exist to-day. He reorganised both the school and its curriculum, changed the outlook on the teaching of history, and introduced French and mathematics. His practice of entrusting responsibility to his prefects and of using organised games as an instrument in character building was especially important in giving Public School education its unique character. He "made the chapel the centre of his appeal to the school, a thing which before his day had not been done."

Through the work of such pioneering headmasters, the older Public Schools improved their standards and many new ones—Marlborough, Wellington, Haileybury, Clifton and others—were founded. There was, during this period, no public system of secondary education, and the need for it grew as the century proceeded. Three important Commissions sat: the Public Schools Commission (1861-64) which investigated the administration of nine great Public Schools, the Schools Inquiry Commission (1864-68) which dealt with the other secondary schools, and the Bryce Commission (1894-95) which was instructed "to consider what were the best methods of establishing a well-organised system of secondary education in England." The recommendations of this last Commission formed the basis for the main developments of the twentieth century.

### ***Primary Education***

The first third of the nineteenth century continued and expanded the work for primary education of humane voluntary effort, especially of the British and Foreign School Society (1814) and the National Society for Promoting the Education of the Poor in the Principles of the Church of England. These two societies sought to cover the country with schools and maintain them out of charitable subscriptions and fees.

In 1833, the first key-date in the century, Parliament made its first grant to education of £20,000, a sum which was divided between the two societies. Other bodies came in, and a regular grant system for elementary education was established. Payment of grant was bound to involve some form of control. In 1839 a Special Committee of the Privy Council was set up to consider "all matters affecting the education of the people." Sir James Kay-Shuttleworth was the first Secretary of the Committee of the Privy Council on Education. His period of office was short, but in that time he laid the foundation of elementary education in England.

### ***The School Board Act***

The most important date in the century was 1870, when the School Board Act was passed, providing for the establishment of popularly elected School Boards who could set up and manage schools in areas of educational need uncovered by the Voluntary Societies. This was the beginning of the so-called "dual" system: two types of grant-aided elementary schools came into being, one provided by the Churches and the other by the School Boards.

In the course of time elementary education became compulsory and free, and by the end of the century had been made available for every child. In 1899, the *Board of Education* was created under the Education Act of that year, and charged with the superintendence of matters relating to education in England and Wales. As the new century dawned, big developments were at hand.

### *The Twentieth Century*

The Education Act of 1902 became the corner-stone of the State education system in England and Wales.

It abolished the School Boards and made the County Councils, County Borough Councils, and certain Borough and Urban District Councils the Local Education Authorities (known as the L.E.A.s). It gave County Councils and County Borough Councils power to supply or assist education other than elementary (i.e., secondary and technical) schools.

It lessened the financial difficulties of the Voluntary Schools by requiring the L.E.A.s to maintain them in return for the control of the instruction (other than religious) given in them.

The ultimate results of the Act, to which later Acts and Statutory Regulations contributed, included the establishment and rapid development of Secondary Schools wholly provided and maintained by L.E.A.s, the granting of financial assistance by L.E.A.s to a number of Secondary Schools (Grammar Schools and others) already in existence, the development of technical education, and the establishment of a number of Training Colleges for teachers, wholly provided and maintained by L.E.A.s. This Act held the field until the war of 1914-18 gave a further impetus.

### *The Fisher Act and Others*

The Education Act of 1918, commonly called the Fisher Act after the scholar and historian, H. A. L. Fisher, then President of the Board of Education, raised the upper age of compulsory attendance, without exemptions, to the end of the term in which the pupil reached his fourteenth birthday, it charged L.E.A.s with the duty of providing, in senior departments or central schools, advanced instruction and practical instruction for the older children, and made provision for the establishment of part-time compulsory attendance at day continuation schools for boys and girls between 14 and 18 who had given up full-time schooling. But the post-war financial depression, among other things, led to the postponement of the operation of this last provision.

The Education Act of 1921 embodied the Act of 1918 and consolidated earlier ones. The Education Act of 1936 provided for the raising of the school-leaving age to 15 (as from 1st September, 1939), with the possibility of exemption from attendance after 14 years if beneficial employment had been obtained. The outbreak of the war postponed the coming into operation of the provisions of this Act, but the Act of 1944 has advanced far beyond it. Wide general development has taken place in the last quarter of a century, especially in the increase in the number of publicly provided secondary schools, the development of separate "senior" schools for older children in elementary schools, and the advance of technical education.

## Secondary and Elementary Education

The *Education Act of 1899* which created the Board of Education also required the appointment of a permanent Consultative Committee to consider educational questions referred to it by the President of the Board.

In 1926 this Committee, whose chairman at the time was Sir Henry Hadow, issued a report known as the *Hadow Report*.

This report, which has deeply influenced educational organisation, proposed a complete educational break for all children at the age of eleven and their transfer, even if not exceptionally bright, to separate schools, built, equipped and staffed to meet the needs of older children. It also recommended the raising of the school-leaving age to 15 without exemptions (as eventually provided by the 1936 Act) so as to ensure at least four years' progressive schooling for all children over eleven.

In 1938 the Spens Report, that is, a later report of the Consultative Committee, proposed an alternative type of Secondary School, namely, the Technical High School. There was already in existence a number of Junior Technical Schools which recruited boys and girls from the elementary schools at 13, and if transfer to some kind of school with a technical bias took place at eleven, the general lay-out of education would be :

Primary Schools	{	Nursery Schools ..	2 to 5 years	
		Infant Schools ..	5 to 7 + years	
		Junior Schools ..	7 + to 11 years	
Secondary Schools	{	Senior or Modern Schools	} 11 +	and upwards
		Secondary or Grammar Schools		
		Junior Technical or Technical		
		High Schools		

### Up to 1939

By 1939 it could be said that enormous advances had been made since the first Parliamentary grant of 1833. That first grant was £20,000. The annual expenditure of public money in 1943 was well over £100,000,000. In 1870 elementary schools to the number of 9,000 provided for 2,000,000 children. In 1938 there were about 22,000 elementary schools catering for 5,500,000 children, besides 1,400 grant-aided secondary schools, with half a million children. In 1900 not one child in 70 could normally expect to enter a secondary grammar school. In 1938 the figure was nearer one in 10.

### Gaps in the Pattern

Great as progress had been, however, much remained to be done. Although free education had been provided for every child, there were weak places in the fabric. It was, for instance, a gap that, for a majority of boys and girls, education ended at too early an age, especially as the raising of the school age from 14 to 15, scheduled for 1st September, 1939, was inevitably postponed by the outbreak of war. The need for a compulsory system of further education remained.

There was an insufficiency of nursery schools for children under five. Classes in elementary schools were often too large and accommodation generally left much to be desired, especially in the matter of school buildings.



There was a great need for extending and improving the supply of school meals and milk. There were also difficulties in what was called the "dual system," that is, the system under which, from the point of view of provision, there were two types of public elementary school: those provided by a local education authority and called provided or council schools, and those provided by a voluntary (usually religious) body, and called non-provided or voluntary schools. The cost of *maintenance* of *all* public elementary schools, that is, teachers' salaries, expenditure on lighting, heating and so on, was borne by L.E.A.s, but the L.E.A. was not allowed to meet the cost of provision, i.e. building, structural repairs, etc. (other than those called for by fair wear and tear) of a voluntary school, this being the responsibility of the voluntary body concerned. In voluntary schools the appointment of teachers, as distinct from the payment of their salaries, and the provision of religious instruction fell on the managers of the schools. L.E.A.s were empowered, but not compelled, to provide for council schools religious instruction, which had to be of a non-denominational character.

This dual system, with its divided responsibilities, led to much complication in administration and put a serious brake on educational progress.

At the other end of the scale were the Public Schools and other analogous schools: institutions of high quality, but not integrated into the national system. There were also private schools, of varying merit, which had not yet been subjected to an effective system of registration and inspection. All these problems existed, and there was need to tackle them comprehensively. A far-reaching reform was due.

### III. EDUCATIONAL RECONSTRUCTION

From an early stage in the Second World War, despite air bombardment, the threat of invasion and disturbance caused by general evacuation, the foundations of a far-reaching reform were being steadily laid. Big things were foreshadowed by the Prime Minister in his Four-Year Plan of Social Reform broadcast (21st March, 1943) when he gave prominent place to a "broader and more liberal education with equal opportunities for all."

On 16th July, 1943, the Government's proposals for *Education Reconstruction* were presented to Parliament in a White Paper (Cmd. 6458).

The Government's stated aim was "to secure for children a happier childhood and a better start in life; to ensure a fuller measure of education and opportunity for young people and to provide means for all of developing the various talents with which they are endowed and so enriching the inheritance of the country whose citizens they are."

The plan, it was stated, would be brought into operation by stages, and would fit into the general picture of social reconstruction. The rate at which it would be possible to proceed would depend upon a sufficiency of teachers and the provision of new buildings and equipment. Within the period of the Four-Year Plan of social advancement foreshadowed by the Prime Minister it was hoped to complete the initial design of the future structure of a reorganised statutory scheme of full-time education, and to take the first steps in the programme of raising the school-leaving age to 15 and subsequently to 16, and of establishing a system of compulsory part-time education for young people up to 18.

## **Principal Reforms**

The main changes called for in the White Paper were of two kinds, legislative and administrative, and may be summarised as follows :

### *Legislative*

- (a) the improvement of the facilities for the training of children below compulsory school age by the provision of *nursery schools* wherever needed ;
- (b) the *raising of the school-leaving age* to 15 without exemptions, with provision for a later raising to 16 ;
- (c) the completion of the reorganisation of the present public elementary schools, so that well-designed and equipped primary schools are available for all *children up to the age of 11*, and secondary schools, with varied facilities for advanced work, for *all children over that age* ;
- (d) an amendment of the existing law was—
  - (1) to emphasise the position of *religious instruction* as an essential element of education ; and
  - (2) to enable the schools provided by *voluntary bodies* to play their part in the proposed developments ;
- (e) the introduction of a system of *compulsory part-time education* in working hours for young persons *up to the age of 18* ;
- (f) the provision of adequate and properly co-ordinated facilities for *technical and adult education* ;
- (g) extension of the existing facilities for securing the *health and physical well-being* of children and young persons ;
- (h) introduction of a system of *inspecting and registration of all independent schools* which cater for children of compulsory school age ;
- (i) the adjustment of the present system of local educational administration to the new educational pattern.

### *Administrative*

The changes to be effected by administrative action included—

- (a) a progressive decrease in size of classes in primary schools, and
  - (b) the adoption of a new and fairer arrangement for deciding on the type of secondary education to which children should pass after the primary stage ;
  - (c) the introduction of a common Code of Regulations applicable to secondary schools of all types, so framed as to secure that standards of accommodation and amenities generally are raised to the level of those of *grammar schools*, i.e. what were known as secondary schools before 1945.
  - (d) the remodelling of the curriculum of secondary schools ;
  - (e) the further expansion of the Youth Service ;
  - (f) the improvement of the facilities for enabling poor students to proceed to the universities ;
  - (g) the reform of the present methods of recruiting and training teachers.
- This brief summary shows that there was a genuinely constructive approach to the problems and that an immense advance had begun.

### *The Education Act, 1944*

A Bill "to reform the law relating to education in England and Wales," carrying out the White Paper's proposals, was presented to Parliament on 16th December, 1943, and received the Royal Assent on 3rd August, 1944, after having in its various stages occupied the House of Commons for about twenty days and the House of Lords thirteen days. The Bill thus became the *Education Act, 1944*, which supersedes all existing Education Acts. It reconstructs the public system of education and inspection in schools outside the system. The Act is to a great extent based on the 1943 White Paper, and embodies all the legislative changes recommended therein, in addition to a number of proposals which are new or are modifications of what the White Paper called for. The most important of its provisions are as follows :

#### 1. *Minister of Education*

The President of the Board of Education is now called the Minister and his Department the *Ministry of Education*.

#### 2. *National Policy*

For the first time the Minister is given effective power to secure development of a national policy in education. Under the 1921 Education Act the Board had merely superintendence of matters relating to education in England and Wales. Under the 1944 Act the Minister has the duty of "promoting the education of the people of England and Wales and the progressive development of institutions devoted to that purpose and of securing the effective execution by L.E.A.s under his control and direction of the national policy in providing a varied and comprehensive educational service in every area." This change, while continuing to allow wide scope for local initiative, ensures that every child, wherever he lives, has equal access to the benefits of the new education.

#### 3. *Central Advisory Councils*

Two Central Advisory Councils, one for England and one for Wales, are established to advise the Minister on educational theory and practice. Unlike the Consultative Committees which they replace, their activities are not confined to matters referred to them. Sir Fred Clarke is Chairman of the English Council and Principal D. Emrys Evans of the Welsh.

#### 4. *Structural Changes*

On 1st April, 1945, the old division into elementary and higher education was replaced by a new threefold classification. To quote Section 7 of the Act, which sounds the key-note of the new system: "The statutory system of public education shall be organised in three progressive stages to be known as *primary* education, *secondary* education, and *further* education; and it shall be the duty of the local education authority for every area, so far as their powers extend, to contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient education throughout those stages shall be available to meet the needs of the population of their area."

For the first time the educational process is regarded as a continuous one through which all children and young people will pass. In particular, all children will be given a full-time secondary education.

### 5. *School-leaving Age*

The period of compulsory school attendance has hitherto been from 5 to 14. The age will be raised to 15 not later than 1st April, 1947, and subsequently to 16 when the Minister is satisfied that sufficient buildings and teachers are available.

### 6. *School Premises*

New standards of school construction have been prescribed and will be enforced; and new arrangements have been made to enable schools provided by voluntary bodies to satisfy the new requirements.

### 7. *Further Education*

"County Colleges" will in due course be established for young people who have left school before reaching the age of 18. Part-time attendance during working hours will be compulsory. Continuity of educational supervision will thus be ensured for all young people up to the age of 18. Further education will also include the provision of more adequate and better co-ordinated facilities for part-time and full-time vocational training both for young people and adults. The provision for non-vocational education and recreation will also be widely expanded.

### 8. *Nursery Education*

A much wider provision of nursery schools and nursery classes becomes obligatory on the local education authorities, attendance being voluntary from the age of two or three to five.

### 9. *Technical and Adult Education*

The Act defines the powers of the Minister and of the L.E.A.s with regard to the much needed extension of technical vocational training and of adult education. L.E.A.s have the duty of providing adequate facilities. They must consult universities, educational associations and neighbouring authorities and submit their comprehensive scheme to the Minister, who will give directions as to the putting into effect of the schemes.

### 10. *Physical and General Welfare*

A wide range of developments will take place in the arrangements made for the physical and general welfare of all children and young people up to the age of 18.

Better and more varied education will be provided for handicapped children. L.E.A.s will have the duty of ascertaining and providing special educational treatment for all children who require it (especially "maladjusted" children). Education will be provided for the less severely handicapped in an expanded system of special schools. The object is to develop existing facilities and at the same time provide greater flexibility to cater for a wider range of disability. The certification of children by L.E.A.s as mentally or physically defective is abolished.

The Act will lower the age of compulsory attendance at special schools from 7 to 5; will grant parents the right to ask for the examination of any child over 2, with a view to its being given such special education as it may need.

#### 11. *Registration and Inspection*

Schools not receiving grants from public funds have not hitherto been subject to compulsory inspection and supervision. Under the Act all such schools will in due course have to be registered by the Ministry of Education and inspected.

#### 12. *Scholarships and Maintenance Allowances*

Both the Minister and L.E.A.s will have power to grant scholarships and maintenance allowances to pupils over compulsory school age and to pay the fees (including, in suitable cases, boarding fees) of pupils attending fee-charging schools.

#### 13. *Educational Research*

The Minister's general powers will enable him to foster research. He will also have the specific power to make grants for this purpose both to local education authorities and other bodies. The local education authorities' powers of assisting research will be extended.

#### 14. *Abolition of the "Marriage Bar"*

In future no woman shall be disqualified for employment as a teacher in any school maintained from public funds or be dismissed from such employment by reason only of marriage.

#### 15. *Administrative Changes*

Changes have been made in the system of local administration and finance to correspond with the main developments mentioned above.

#### 16. *Summary of Time-table*

The passing of the Bill into law gave the Minister his new powers with a view to enabling the new administrative scheme to be prepared in readiness for 1st April, 1945, at which date the school-leaving age was to have been automatically raised to 15. Owing, however, to the impossibility in present circumstances of finding the additional teachers and of providing the additional accommodation (including the repair of war-damaged schools) which would be required in order to raise the school-leaving age to 15 on 1st April, 1945, the Minister has been obliged, in accordance with his emergency powers under the Act, to make an Order retaining the school-leaving age at 14 until at least 1st April, 1946.

Within the 12 months following 1st April, 1945, the new authorities will be required to prepare and submit to the Minister "development plans" covering the whole field of primary and secondary education. When approved by the Minister, with any necessary modifications, these plans will be given statutory force by the making of "Local Education Orders" for each area. Time will be allowed for managers of voluntary schools to submit objections to the plans and to decide whether their school should become an aided, controlled, or (if eligible) a special agreement school.

After preparing their development plans for primary and secondary education, the L.E.A.s will be preparing to establish County Colleges. An Order in Council will fix the date on which it will become their duty to establish and maintain such colleges; but the date must not be later than

three years after the raising of the school age to 15. As the raising of the school age has actually been postponed, the date for the establishment of County Colleges may be correspondingly postponed. Attendance will become compulsory by direction of the Minister when facilities are available.

Authorities will also be required concurrently to proceed with the planned development of technical and adult education.

The registration and inspection of independent schools will become compulsory when the necessary inspecting staff is available. The date will be fixed by Order in Council.

#### IV. GENERAL STRUCTURE

Having glanced at the story of education from early times up to the passing of the great 1944 Act, we may now give a short account of the structure of the educational machine as at present functioning.

##### *The Ministry of Education*

The central authority for education in England and Wales is the Ministry of Education, presided over by the Minister, who is assisted by a Parliamentary secretary. The staff of his department consists of (a) headquarters administrative officers and (b) H.M. Inspectors, whose work mostly lies in the areas of the L.E.A.s.

The chief officials working under the Permanent Secretary are two Deputy Secretaries, the Accountant General, the Legal Adviser, the Senior Chief Inspector, the Chief Medical Officer, who is also Chief Medical Officer to the Ministry of Health, assisted by the Senior Medical Officer who gives his whole time to the Ministry of Education. (The Welsh Department of the Ministry, with its own Permanent Secretary and Chief Inspector, deals with the administration of education in Wales and Monmouthshire and works at the same headquarters.)

The chief duties of H.M. Inspectorate are :

- (1) To inspect and report on the efficiency of schools and other educational institutions. This also involves the assessment of progress in schools and the offering of guidance and help to teachers both individually and in groups.
- (2) To serve as local agents of the Ministry on administrative matters.
- (3) To act as the expert advisers of the Ministry on matters of educational theory and practice.

##### *Local Education Authorities*

There are 145 local education authorities in England and Wales. These consist of 62 counties and 83 county boroughs, besides one joint board representing the areas of a county and a borough.

Each local education authority must establish one or more Education Committee to which it entrusts its educational work, with the exception of certain financial transactions. In practice, education committees usually contain a substantial proportion of persons of experience in education who are not necessarily members of the council.

Every local education authority is now responsible for seeing that there is a full range of educational provision in its own area throughout the three stages of primary, secondary and further education.

To preserve and extend local knowledge and initiative, the Act of 1944, while abolishing those L.E.A.s which were not county and county borough councils, made provision for the delegation of certain of the functions of county councils to specially constituted "divisional executives." These executives are individual county districts (i.e. boroughs and urban or rural districts), or combinations of them, or parts of them. The functions delegated to the executives by the county councils relate normally to primary and secondary education. A divisional executive will not normally be responsible for an area with a population of less than 60,000.

### *Finance*

A very large proportion of the expenditure on education is met out of the public funds, that is, money provided by Parliament out of taxes, or by L.E.A.s out of rates. The amount of the grant paid to L.E.A.s by the Ministry out of money provided by Parliament is related to the amount of approved expenditure incurred by the authorities, and is at present (1945) in total equal to rather more than half this expenditure, though there is wide variation in individual areas. The Ministry has undertaken to meet a still larger share of the aggregate expenditure of L.E.A.s as their expenditure grows, consequent upon the developments to be carried out under the 1944 Act.

The net expenditure of the Ministry of Education in the year 1944-45 amounted to about £65 million; that of L.E.A.s out of rate-fund monies was about £54 million. From 1st April, 1945, there was an immediate increase of 5 in the percentage of Exchequer grant payable to each L.E.A. in respect of its general education expenditure. This is called the "Main Grant." Over and above the Main Grant an Additional Grant is paid to authorities for the poorer and more sparsely populated areas.

Expenditure incurred by L.E.A.s on the emergency training of teachers, the provision of school milk, and premises and equipment (including transport facilities) for school meals, now costs nothing to the rates, but is met in full by the Ministry's 100 per cent. grant to L.E.A.s.

### *Primary Schools*

Rather more than five million children, about equally divided between girls and boys, now (1945) attend publicly maintained primary and secondary schools. About four and a half millions of these are attending schools which, before the new Act came into operation, were called public elementary schools.

The term "primary education" now covers all educational provision for children of 11 and under. It is now the duty of each L.E.A. to make special provision for children between 2 and 5, by means of nursery schools. (See page 12.) A preference is given to the separate and self-contained nursery school.

General improvements in standards of accommodation and reduction in the size of classes to a maximum of 40 (and lower when there are sufficient

teachers to make this possible) will help infant and junior schools to provide a more flexible and progressive education.

### **Secondary Schools**

The key-note of the new system is that, so far as is possible, all children should receive the type of education best suited to their abilities and aptitudes. In order to fulfil this principle, there are to be three main alternative types of education open to children of 11 and over : that given by *the grammar school*, by *the modern school*, or by *the technical school*. The main provision of grammar schools consists of schools provided or aided by the L.E.A.s since 1902. The provided schools were generally called county schools, but this term has now been extended to cover all primary and secondary schools provided, as distinct from being merely maintained, by the authorities. The modern school will be a senior elementary school of the best type, offering a general education closely related to the interests and environment of the pupils. The secondary technical schools will be developed from the junior technical and similar schools, and will continue to give a general education largely related to one or other of the main branches of industry (including agriculture) or commerce. The three types of secondary education will not necessarily be provided in separate schools. They may in some cases be provided in a single "multilateral" school. In any case the free interchange of pupils from one type to another will be made as easy as possible. The original choice will be reviewed at thirteen or even later.

Under the 1944 Act, all tuition fees in secondary schools maintained by L.E.A.s were abolished as from 1st April, 1945.

### **Controlled and Aided Schools**

The Administrative difficulties of the dual system had been partly met by the Education Act of 1936 which enabled, but did not compel, L.E.A.s for a limited period to pay 50-75 per cent. of the costs of new voluntary school building for senior children. (519 proposals were put forward, covering about a third of all the senior children in voluntary schools, and, owing to the intervention of the war, only 37 materialised.) The 1944 Act enables the remaining proposals, modified if necessary to meet new conditions imposed by war damage or town planning or by the new educational requirements, to be revived under broadly the same conditions as before. Schools provided under this scheme will in future be called "special agreement" schools.

The 1944 Act has dealt with the problem of both voluntary elementary and voluntary grammar schools by offering all of them (except those which become special agreement schools) two alternatives :

- (a) If the managers find themselves unable or unwilling to meet half the cost of the alterations and improvements needed to bring the buildings up to standard, and the continuing external repair of the fabric, all financial obligations pass to the authority. The power of appointing and dismissing teachers also passes to the authority, subject to the right of the managers to make representations with respect to the person proposed to be appointed as headmaster or headmistress and



to the right of the foundation managers to be satisfied as to the appointment of a proportion of teachers (called "reserved" teachers), who may give denominational instruction for not more than two periods a week to those children whose parents desire it. Apart from such denominational teaching, the religious instruction must be in accordance with an agreed syllabus. Schools the managers of which have elected for this alternative are termed "*controlled schools*."

- (b) Where the managers are able and willing to meet half the cost of the alterations, improvement and external repairs, the remaining half is met by a direct grant from the Exchequer. The powers and duties of the managers in regard to the appointment and dismissal of teachers and the giving of denominational instruction remain substantially unaltered and denominational instruction continues to be given as before, subject to the right of parents who so desire to have their children given agreed syllabus instruction. Schools falling in this category are known as "*aided schools*."

The result of these provisions of the Act is not only to make available the financial assistance needed by the voluntary schools to enable their premises to be brought up to modern standards and enable these schools to play a full and effective part in the primary and secondary school system, but also to ensure that they retain liberty for the teaching of the tenets of the Church with which they are associated by teachers of their own faith.

It is now a statutory requirement that in all county and voluntary schools, both primary and secondary, the day should begin with a collective act of worship, and that religious instruction should be given.

### **Direct Grant Schools**

There are a number of grammar schools—about 230—which have received grant-aid not from the local education authorities but from the central authority. These were, and continue to be called, direct-grant schools. Many of these, and also of the schools aided by L.E.A.s, are ancient foundations going back to the sixteenth century or earlier, but generally speaking they are all predominantly day schools and mainly local in character.

The Fleming Report on the Public Schools (see p. 31) made certain recommendations for linking these direct-grant grammar schools more closely with the publicly aided system. The Minister has in the main adopted these recommendations. In future in order to be included in the direct grants list a grammar school must offer 25 per cent. of its places to non-fee-paying pupils from grant-aided primary schools who may be selected by the governors or selected and paid for by one or more L.E.A.s. The school must also put at the disposal of the L.E.A., for any area served by the school, reserved places to be filled at the nomination of the authority. The fees of pupils nominated to fill reserved places will be paid by the L.E.A.s concerned. The school may charge fees to the pupils filling the remainder of the places, but the tuition fees must be in accordance with an approved income scale. A reasonably graded income scale would provide for complete remission where the gross weekly income of the family with one child does not exceed £5 10s.,\* with an allowance of 15s. for each additional child.

\* This income limit was raised to £7 10s. in September 1945.

### **Further Education**

The general duties of each L.E.A. include the securing of the provision for their area of (a) full-time and part-time education for persons over compulsory school age, and (b) leisure-time occupation, in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose. This opens up a wide field which may be briefly noted under the following headings: Vocational, Non-Vocational, County Colleges and the Youth Service.

(i) *Vocational*.—This mainly takes the part of voluntary part-time study at a local technical institution, after entry into employment (and concurrently with it), often through the direct encouragement of the employer. The work of the technical colleges for students in industry concerns the training both of the technician and the craftsman. Schemes of technical training are in operation for building, chemistry, textiles, and mechanical, electrical, civil and production engineering. Vocational courses in commercial subjects have a part to play, as also has the work of the Arts Schools, which contribute towards training for such industries as pottery or glass, in which design is important.

Technical education is related closely both to the needs of the individual industry and of the individual student.

(ii) *Non-Vocational*.—Further education of this kind is undertaken either by L.E.A.s or by universities or by certain voluntary bodies.\* Non-vocational training can be obtained by young people between 15 and 18, mainly through L.E.A.s, and also by older people, often through the universities or such voluntary bodies as the Workers' Educational Association. The Education Act of 1944 imposes an obligation on L.E.A.s in preparing their schemes of further education to consult with the universities and other bodies, so as to secure a well-balanced plan for an area or region. This type of co-operation is already working smoothly.

† The Carnegie United Kingdom Trust has done important work in financing the development of Rural Community Councils, and Rural Schemes of the Workers' Educational Association, and in promoting, through the county library service, an efficient book-supply. Other Trusts and Charities have stressed the importance of the voluntary element by their good work.

Among important and forward-looking contributions to the development are the success of the educational work undertaken in the fighting forces, and the activities of the Council for the Encouragement of Music and the Arts† through its stimulation of aesthetic interests.

(iii) *County Colleges*.—A most interesting and striking element in British education lies in the fact that under the 1944 Act L.E.A.s will be required, not less than three years after the leaving age has been raised to fifteen, to establish *County Colleges*. All young people under fifteen who are not receiving a full-time education will be required to attend these on one whole day a week for 44 weeks in the year, or the equivalent. The full age range will be built up gradually, children of 15 attending for the first year of operation, in the second year those of 15 and 16, the full range 15 to 18 being attained in the third year following the appointed day for bringing compulsory attendance into force.

\* See M.O.I. Pamphlet No. R262, "Adult Education."

† Now known as the Arts Council of Great Britain (June 1945).

This new service will clearly have a vital contribution to make to the education and welfare of young people.

(iv) An important development during the war has been the great expansion in the provision and maintenance of facilities for the *social and physical* education of young people. The *Youth Service* has been built upon a foundation of national voluntary organisations (Scouts, Guides, Brigades and kindred bodies) and to-day it is a normal education service concerned with the leisure activities of young people between 14 and 20 who are no longer in full-time attendance at school.

### ***Youth Service***

The *Youth Service* was intended from the outset not merely to cover the provision of recreational facilities but to provide for the training of young people in self-government and citizenship, and as a means of continued education in the widest sense of the term.

While the war brought the boys' pre-Service organisations (Sea Cadets, Army Cadet Force and Air Training Corps) into closer contact with the Youth Service of which they form an integral part, the service of youth looks ahead and is concerned to provide increasing opportunity (without compulsion) for leisure-time facilities for all kinds of young people. It will be developed and expanded in the future in close conjunction with, and as a complement to, the system of part-time education in county colleges.

### ***The Training of Teachers***

Until the present time only teachers in what were called elementary (and nursery and special) schools have needed to be "recognised" as certificated teachers, usually after a course of professional training. The great majority of elementary school teachers are so certificated. Teachers in secondary schools are generally university graduates.

The new pattern of education under the 1944 Act will make far-reaching demands upon the supply and training of teachers, a subject that is fully dealt with in the McNair Report (see p. 30 below). The supply of teachers will be a crucial factor in the rate of education development over the next few years. It is estimated that the total establishment of full-time teachers will have to be raised from the pre-war figure of something under 200,000 in grant-aided schools to a figure approaching 300,000 before all the developments which form part of the Government's policy can be achieved.

There are two main types of training institutions, namely, Training Colleges, which normally provide a two-year course for students of 18 or over, and Training Departments provided by a university which give a one-year course of professional training for students who have spent the previous three years in obtaining a degree. There are 70 Training Colleges and 22 Training Departments, catering (before the war) for 15,700 students. The amount of the annual grant distributed to authorities maintaining Training Colleges is to be increased to £100,000. The grants are separate from the Ministry's grants to voluntary Training Colleges.

### ***Post-War Emergency Scheme***

Plans have been worked out for the establishment immediately after the war of a number of "emergency colleges" giving intensive one-year courses for men and women from the Forces who wish to enter the profession. It

is hoped that this will make a big contribution towards the large number of teachers required. Staffs of the colleges will be recruited from experienced teachers from schools and colleges of all types, including those who have themselves had war experience.

### **Supply and Recruitment**

Comprehensive and important recommendations for improving the system of training teachers were made by the Committee on *The Supply, Recruitment and Training of Teachers and Youth Leaders*—chairman, Sir Arnold McNair (see p. 30 below). Some of the recommendations have already been put into practice: for instance, it has now been accepted in principle that in future all teachers in grant-aided schools should be professionally trained; the reforms contemplated under the Act do much to improve the station and conditions of service of teachers; something has been done to widen the field of recruitment by asking L.E.A.s to extend the educational opportunities for selected children in schools other than grammar schools with a view to the possibility of their becoming teachers.

The Minister contemplates accepting the principle that teachers appointed after such date as he may later determine, in the light of the position in respect of the supply of teachers, will not be regarded as qualified teachers unless they have had an approved course of training, except in the case of individuals with exceptional academic or other attainments.

He also accepts the recommendation that ultimately there should be only one grade of teacher, i.e., the qualified teacher. Until, however, an adequate supply of teachers is available, the Minister proposes to approve the appointment of individuals as temporary teachers for a period of five years. These temporary teachers will be of the kind hitherto recognised as uncertificated teachers, wardens in war-time nurseries or classes, or certain instructors in handicraft, trades and so on.

### **The School Medical Service**

For nearly 40 years the principle has been accepted that the State has a special responsibility as regards the health of school children. The 1944 Act provides for the widest advance in this field, and the School Medical Service will be closely co-ordinated with the proposed National Health Service.

Until recently authorities have only been required to provide inspection for children in elementary schools, though they have had the option of extending treatment facilities to secondary school children. Forms of treatment so far provided cover minor ailments, defects of the eyes, ears and teeth, and enlarged tonsils and adenoids, while an increasing number of authorities have also undertaken the treatment of crippling defects, heart disease and rheumatism, and the treatment of maladjusted children through child guidance clinics or otherwise. (In 1945 there are 65 Child Guidance Clinics maintained or aided by local authorities and 20 purely voluntary clinics.) Under the new Act, the work of regular medical inspection and the provision of free treatment, undertaken by the L.E.A.s through their medical and nursery staff, is extended to cover all children in primary and secondary schools maintained by the L.E.A.s, and also, when they are established, all young people attending county colleges. Here the adolescent will gain an advantage not hitherto enjoyed.

The setting up of a comprehensive National Health Service will eventually ensure that all forms of treatment which school children require will be available for them through that service. When this stage is reached it will no longer be necessary for local education authorities to provide treatment generally, and their functions will be mainly confined to providing medical inspection and seeing that children and parents are properly advised and encouraged to seek through the new health channels any treatment the children may need.

### ***Meals and Milk***

Since 1908 L.E.A.s have been able to provide supplementary nourishment to elementary school children who are unable owing to lack of food to take full advantage of the education provided. Since the war, the School Meals Service has been greatly expanded. It is now the policy of the Government as part of its plans for family allowances that school meals should be provided free of charge at all schools maintained by L.E.A.s for all children whose parents desire them, and the 1944 Act makes it the duty of L.E.A.s to provide meals at all these schools. Until the necessary legislative action has been taken to implement the Government's family allowances policy, parents who can afford to do so will be required to pay a small sum which represents the cost of the food, as distinct from overhead expenses. This sum will usually be about 5d. a meal.

By May 1944, 1½ million children in England and Wales were receiving midday meals, 186,000 of them free.

Under the 1944 Act, the provision of milk, like that of meals, is converted from a power into a duty of L.E.A.s. In 1944, about 3,800,000 children in England and Wales were taking milk, about 300,000 of them free. This service represents a rapid expansion since 1934. This represents a total of over 76 per cent. of all children attending elementary schools and over 60 per cent. of those attending secondary schools.

The Minister of Education has stated that the cost of supplying meals and milk to children at school in England, Wales and Scotland when the service is fully developed will be about £60 million a year—£48 million for meals and £12 million for milk.

Under the new regulations all authorities must appoint an organiser, well qualified in dietetics and cookery and experienced in the planning, preparation and service of meals on a large scale. The pupils are to have a minimum of one-third of a pint of milk daily, and it is hoped that as many as possible will have two-thirds. Dinners and milk may be provided during week-ends and holidays and refreshments may also be provided as authorities think fit.

### ***Boots and Clothing***

The 1944 Act will enable L.E.A.s to provide, or aid the supply of, boots and clothing for children and young people attending grant-aided primary, secondary and special schools. The cost will be recovered from parents who can afford it. Provision is already made on these lines in Scotland.

### ***Handicapped Children***

Though much has been done in the past for children who are blind, deaf, or physically or mentally defective, usually in "special" schools for children

so handicapped, the 1944 Act goes considerably further. L.E.A.s are now required to ascertain all children who need special educational treatment, including "maladjusted" children, and to provide special educational treatment in the ordinary schools for those less severely, and in special schools for those more severely handicapped. More "special" schools will be provided, and parents may ask for the examination of any child over 2 with a view to being given such special education as it may need. The compulsory age of attendance for all handicapped children needing education in special schools is standardised at 5 to 16.

### *The Universities*

There are twelve degree-giving, self-governing universities in England and Wales. Oxford and Cambridge, each with a number of colleges, are very old foundations and are residential. The remainder, three of which—London, Durham and Wales—also comprise groups of largely autonomous colleges, are mainly non-residential. The total number of full-time students before the war was over 40,000 and 23 per cent. of these were women. Oxford and Cambridge account for 10,700, London for 12,900, the provincial universities for 13,400, and Wales for 3,400.

University degree courses generally extend over three or four years, though in medicine five or six years are required. All the universities provide for post-graduate work and research.

State Scholarships tenable for university honours-degree courses are offered each year by the Ministry of Education. At present the number offered annually is 360. They entitle the holder, subject to financial need, to a grant in aid of fees and further grants up to £100 for maintenance. Approximately two-thirds of the holders begin at elementary schools.

The Ministry also awards about 30 Royal Scholarships and Studentships in Science, and about 60 Scholarships, Exhibitions in Art each year. (Some 1,500 scholarships with maintenance grants are also awarded by L.E.A.s.)

Numerous exhibitions and scholarships are awarded from their own funds by all the universities—notably by the colleges at Oxford and Cambridge—and also by private benefactions. Approximately 40 to 50 per cent. of Great Britain's university students are receiving financial assistance from other than private sources.

During the war over 6,000 State Bursaries in physics with radio, engineering (mechanical and electrical), chemistry, metallurgy, and also in glass technology, have been awarded by the Ministry to selected boys and girls. Some 3,000 Engineering Cadetships have also been given to boys of 17 and 18 for training for commissioned rank in technical units of the Services.

### *University Grants*

The Ministry of Education has no jurisdiction over the universities, and its relations with them are concerned mainly with the training of teachers, the provision of adult education, and the award of State scholarships and bursaries. Financial assistance to universities, however, is administered through the University Grants Committee, reconstituted in 1943. The Committee has recommended that the present annual vote (1944-45) for the universities of £2,149,000 should be increased, for each of the next two

financial years, by the addition of £2,000,000 for general university purposes, £1,000,000 for developments in the medicals, and £500,000 for grants for teaching hospitals. 144

### *Grants for Demobilised Men and Women*

Part of the Government's plans for the resettlement of demobilised men and women consists of a scheme for assisting those whose further education or training has been prevented or interrupted by their war services to undertake or resume courses at universities, training colleges, technical colleges and comparable institutions.

### *School Buildings*

The work of planning goes steadily ahead. The Ministry of Education has (14th November, 1944) published a Memorandum on the Building Regulations made under the 1944 Education Act, suggesting both general standards common to all primary and secondary schools, and prescribing particular standards of accommodation for different types of school. The minimum area for the school site, including playground space, varies from half an acre for the smallest primary school to three acres for a three-form entry secondary school. Playing-fields up to 14 acres must be provided, preferably on land immediately adjoining the site. In selecting sites, attention is to be given to the importance of avoiding sites abutting on main traffic thoroughfares, and of ensuring that children do not have to cross such routes on their way to school. The importance of unrestricted sunlight, avoiding undue exposure to prevailing winds, and the value of trees is also stressed.

Detailed standards are laid down for lighting, heating, ventilation, hot and cold water supply and sanitation. All types of school must have staff-rooms, accommodation for medical inspection and treatment, drying facilities and adequate storage provision. All schools, except the small primary schools, must have one or more separate dining-rooms. All county and voluntary schools should have arrangements for film-projection and should have at least some class-rooms wired for broadcasting receptions.

It is the nation's determination not only to give its citizens the best possible education, but to give it in the best possible conditions.

## **B. Education in Scotland**

*Historical.*—Education in Scotland is not an offshoot of education in England, but a vigorous parallel growth. The ideal of a comprehensive educational system available for all capable of profiting from it is one that has long been cherished. As far back as 1560, the Scottish Reformers in the First Book of Discipline formulated provisions whereby every town was to have a school and every parish a schoolmaster. The children of all, rich or poor, were to receive education "so that the Commonwealth may have some comfort of them."

Although the Reformed Church had not the resources to carry out this scheme, the ideal behind it persisted, and in 1696 the Scottish Parliament

enacted that every parish should provide a "commodious house for a school" and the salary for a teacher.

Even then it was many years before the Act was fully carried into effect, especially in remote districts. By the nineteenth century, however, thanks to the exertion of the Churches and of various other voluntary bodies, the number of schools had greatly increased. There was no compulsion to attend, and the success of the school depended largely on the schoolmaster's personality. Educational provision was still far from complete and there was much illiteracy, especially in the large towns which had sprung up as a result of the Industrial Revolution. The seriousness of this became more apparent with the Second Reform Act of 1867, which gave the vote to the working classes in the towns. Education was now seen to be a matter of urgent national concern, which could no longer be left to voluntary agencies.

### *Act of 1872*

The great educational landmark of nineteenth-century Scotland is the Education (Scotland) Act of 1872, which transferred the work of organising and administering education from Church to people. Popularly elected school-boards, nearly 1,000 in number, were set up for all parishes and burghs, with power to levy rates to meet the cost of administering existing schools and of providing such additional schools as were found necessary. Other duties included the prosecution of defaulters for non-attendance at school and the securing of compliance with the requirements of the Code of the Scottish Education Department, which was set up about this time for the distribution of the Parliamentary grant. As the main aim of the schools at this period was regarded as the elimination of illiteracy, all that was required to entitle a child to exemption from school was ability to read and write and a knowledge of elementary arithmetic. The age of compulsory school attendance was 5 to 13, but school-boards were empowered to provide evening schools for persons over 13.

In 1892 a sum of money was allocated for providing for secondary education. To receive and distribute available grants, secondary education committees were set up for each county and for each of the five burghs of Aberdeen, Dundee, Edinburgh, Glasgow and Leith, and for the parish of Govan.

### *Act of 1908*

This Act left the local authorities for education unchanged but extended the powers in various directions: children in outlying parts could be conveyed to school or, if necessary, boarded near by; medical examination of pupils could be carried out; neglectful parents could be prosecuted, where child attended school in a dirty or verminous condition or was unable through lack of food or clothing to take advantage of the education provided, and food and clothing could be provided for necessitous children. It became the duty of school-boards to provide continuation classes for the further education of young persons over 14.

### *Act of 1918*

By the end of the First World War it was becoming widely recognised that the area and resources of the parish school-board were often too narrow for



efficient educational provision, especially with the development of specialised forms of secondary education. The Act of 1918 accordingly substituted for the thousand-odd school-boards 33 county and 5 urban education authorities. These were *ad hoc* elected bodies. Local interest in education, which had been favoured by the school-boards, was maintained by the institution of *School Management Committees* for local districts, whose main duty was to manage the schools in their districts and to deal with matters of attendance, thus relieving the education authority of much detail work.

Other important changes brought about by this Act were the transfer of voluntary schools to the management of education authorities, subject to certain conditions designed to preserve their denominational character; and the framing of schemes for educational provision, both primary and secondary, for each area and of bursary schemes to ensure that promising pupils should not be debarred from secondary education by the expense involved.

Authorities were empowered to provide a library service, not only for pupils under instruction but also for the adult population. They were also empowered to provide nursery schools or to aid nursery schools provided by voluntary bodies. This reflected the growing recognition of the supreme importance of the proper care and training of the child in its pre-school years.

Two sections of the Act, those raising the school age to 15 and the requirement of compulsory continuation classes, have not yet been brought into operation. By the Act of 1936 the school-leaving age was to be raised to 15 on 1st September, 1939, subject to exemption for beneficial employment between 14 and 15. This provision duly came into effect on 1st September, 1939, but in view of the outbreak of war it was enacted in the Education (Emergency) (Scotland) Act of the following month that it should be deemed not to have taken effect.

#### *Act of 1929*

*Ad hoc* education authorities, while they had the advantage of attracting as members persons specially interested in education and of giving education authorities a considerable measure of independence, were open to the criticism that they resulted in defective co-ordination between education and other local authority services. By the Local Government (Scotland) Act, 1929, *ad hoc* education authorities were abolished and the administration of education was entrusted to the county councils and to the town councils of Aberdeen, Dundee, Edinburgh and Glasgow, as education authorities for their areas.

#### *The Education (Scotland) Bill,\* 1945*

If the Bill contains fewer important innovations than the English Education Act of 1944, the reason is that a number of the major reforms included in the English measure were carried out in Scotland many years ago. For example, the simplicity of the structure of local educational administration in Scotland has long been regarded with some envy by English educationists. Again, the introduction of the same set of regulations for all forms of post-primary schools was anticipated in Scotland in 1939, when a Code covering primary as well as secondary schools came into force.

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\* This Bill became The Education (Scotland) Act, 1945, in June 1945.

The present Bill applies to Scotland the Government's policy for the development of education in Great Britain and makes a number of other changes which affect only the Scottish system. It consists partly of new provisions and partly of revised, improved and extended versions of existing provisions. It has been drafted with a view to early consolidation with the existing Acts and covers all statutes relating to education in Scotland. Eventually there will be a single consolidated Education Act for Scotland.

The more important changes effected by the Bill include the following :

### **Local Administration**

Education authorities have since 1929 been the Town Councils of the four large cities and the County Councils. All matters relating to education, except the raising of money by rate or loan, have to be referred to the *Education Committee*, and the Council may also delegate to it any of the matters referred. In practice, the extent to which functions are delegated to the Education Committee varies considerably from one area to another, and it is the exception at present for an Education Committee to have a substantial measure of control over such matters as the details of expenditure and the provision and repair of buildings.

*Education Committees* must include a majority of Council members together with *co-opted members* chosen for their experience in education, and including Church representatives, nominated by the Churches, and women.

*School Management Committees* are set up locally for schools or groups of schools and include representatives of the authority, the parents and the teachers, and also of the Church in the case of a transferred school. Subject to any restrictions by the education authority, School Management Committees have the general management and supervision of schools in their area, including attendance.

The Bill restricts co-option to the Church members of the Education Committee and provides for the direct election to the Committee (as "Education Members") by the local government electors of persons qualified to be town or county councillors.

It requires the delegation to the Education Committee of all educational functions except the power of raising of money by rate or loan, the approval of the Committee's estimates of expenditure and the power to incur expenditure not authorised in the approved estimates, which *must* be excepted from the delegation, and certain other functions, including the acquisition and disposal of land, the school medical service and any functions which should not, in the opinion of the Secretary of State, be delegated, which *may* be excepted from the delegation. This should enhance the standing of the Committee and recover some of the advantages of the former "*ad hoc*" authority.

It also substitutes for School Management Committees sub-committees of the Education Committee to be known as Local Education Committees. These will include representatives both of the Education Committee and of burgh and district councils. All functions which can be delegated to local Education Committees must be delegated, regard being had, on the one hand, to the need for control by the Education Committee of matters concerning

their whole area and, on the other hand, to the desirability of stimulating local interest in the administration of education.

### **Educational Provision**

The adequate provision of education in *nursery schools*, or classes, hitherto voluntary, is made the *duty* of education authorities.

*School-leaving Age* is to be raised to 15 on 1st April, 1946, or such subsequent date, within one year thereafter, as the Secretary of State may appoint, and thereafter to 16 as soon as considered possible. The actual dates at which the school-leaving age will be progressively raised will depend largely on the supply of teachers and the availability of building labour and materials. Most pupils at present pass from the primary to the secondary stage at the age of 12 + and enter on either a three-year or a five-year secondary course. With a leaving age of 14, however, many fail to complete even a three-year course. One result of raising the age even to 15 will be that for the first time the majority of pupils will complete a three-year secondary course. From the date when the school-leaving age is raised to 15, exemption from attendance at school, which may at present be granted to children over 12, will be restricted to children over 14 in whose case an education authority is satisfied that, owing to the circumstances of the child's home, it would cause exceptional hardship to require him to attend school.

*Provision for Handicapped Children.* Special educational treatment for pupils suffering from disabilities of mind or body is defined as being part of primary and secondary education, so that the powers and duties of authorities in relation to these children will in future be as extensive as in the case of normal children. The Secretary of State is empowered to make regulations defining the various forms of special education to be provided and the conditions to be complied with by special schools, which will make for more uniform standards of provision. Education authorities are required to ascertain what children require special educational treatment, and are given powers of medical examination.

### **Further Education**

The Bill makes it the duty of education authorities to secure the adequate provision throughout their area of all forms of further education. This greatly extends the present duty to provide continuation classes. Further education is divided into :

- (a) compulsory further education in *junior colleges* for young persons, who between school-leaving age and 18 will be required to attend for one day (or two half-days) in each of 44 weeks in every year, unless they are receiving some equivalent form of education elsewhere. The instruction given will be designed to enable them to develop their various aptitudes and to prepare them for the responsibilities of citizenship ;
- (b) *voluntary courses* for persons over school age, corresponding more or less to the present continuation classes ; and

- (c) *leisure-time occupation* for persons over school age. This involves a much wider conception of adult education than has hitherto held the field. Army education has awakened new interests and created a widespread demand for instruction of a kind adapted to the needs of Service men and women. That demand, carried back into civil life, must be met by the development of study circles, discussion groups, less formal lectures, classes in physical training, art and craft work, music, and any profitable form of leisure activity.

*Payment of Fees.* So far as primary and secondary education are concerned, the Bill maintains the present position whereby it is open to authorities, if they see fit, to maintain some fee-paying schools, provided they are in addition to and do not prejudice the adequate provision of free education throughout the areas. Compulsory further education is to be free. All pupils who receive free education either at schools or junior colleges must receive free books and stationery.

*Bursaries.* Education authorities are empowered to defray the expenses of children attending school, to pay school fees, and to provide assistance to enable persons over school age to take advantage of *any educational facilities available to them* without hardship to themselves or their parents.

*Boarding Schools and Hostels.* The Bill empowers authorities to provide boarding schools and hostels in connection with both day-school education (primary as well as secondary) and further education. (The development of hostels may prove the only solution of the problem of providing adequately for the education of children and young persons living in remote parts.)

*School Meals.* The Bill requires authorities to provide milk and mid-day meals, and they are empowered to provide other meals and refreshment for pupils attending schools and junior colleges.

### **Recreation**

The Bill now makes it an authority's duty to secure that the facilities for primary, secondary and further education in their areas include adequate facilities for *recreation and socials and physical training*, and confers wide powers for this purpose embracing the provision of playing-fields, holiday camps, and so on.

### **The Future**

The Bill represents only the first step towards the educational developments it is intended to promote. Within the framework it provides, an extensive reshaping of educational aims and methods is contemplated. The Advisory Council on Education in Scotland is at present engaged on a series of inquiries covering a wide part of the educational field. Reports have been received on the Recruitment and Training of Teachers, on Compulsory Day Continuation Classes, on Training for Citizenship, on Adult Education, on Bursaries and on Technical Education. The recommendations contained in these Reports are all receiving consideration, and in some instances effect has already been given to them.

## C. Education in Northern Ireland

### *Before Reconstruction*

When Northern Ireland became in 1921 a self-governing unit of the United Kingdom, the newly constituted Ministry of Education assumed control of the educational services, which formerly had been administered by three separate departments. Much was achieved in the way of bringing older forms into a unified system by the passing of the Education Act (Northern Ireland) 1923. By this Act each county and county borough was constituted the responsible education authority for its area. The national schools of former days were renamed public elementary schools, and parents were required to cause their children between the ages of 6 and 14 to receive "elementary" education. Between 1925 and 1939, when the outbreak of the war made further building impossible, 195 new elementary schools were built providing places for 48,210 children, and, of the buildings transferred, many were substantially reconstructed. During this period the committees developed the school medical services. An increasing number of pupils began to attend secondary schools. In 1924 there were approximately 7,000 children in intermediate and senior departments; by 1938 this number had steadily increased to over 11,500, and in the war years to almost 13,800.

Of the 61 permanent technical schools and centres, 58 are controlled by the education committees. Almost every town in Northern Ireland with a population of 3,000 inhabitants has its technical school. The Belfast College of Technology is recognised as one of the leading institutions of its kind in the United Kingdom and at present caters for more than 8,000 students. Since 1923 eleven new technical schools have been built and the number of students in 1943 was 22,435. The Act of 1923 also gave power to the education authorities to provide meals for children in attendance at public elementary schools on condition that the appropriate cost was recovered from the parents who could afford to pay.

The Education Act passed in 1938 raised the school-leaving age to 15, but education authorities were to be allowed to grant certificates of exemption for children of 14 on grounds of beneficial employment. As in England and Scotland, operation of this Act was postponed owing to the outbreak of war. In the same year the Physical Training and Recreation Act was passed giving the Ministry power to make special grants to local authorities and voluntary organisations for the development of facilities for physical training and recreation, such as playing-fields, gymnasias, swimming-baths, and so on.

### *Reconstruction]*

On 11th December, 1944, a White Paper, *Educational Reconstruction in Northern Ireland*, was published, outlining the Northern Ireland Government's proposals in this field. Some of these proposals are akin to proposals now incorporated in the English Act of 1944 and are put forward as the result of an independent examination of the problem.

It is proposed: to reduce the lower limit of compulsory attendance from 6 to 5; to raise the school-leaving age to 15 without exceptions and to take power to raise it subsequently to 16; to require education committees to provide nursery schools or classes where, in the opinion of the Ministry, such

provision is required ; to replace the present public elementary school system by a system of primary schools for children up to 11+ and secondary schools of different types for older children.

There will be two main types of secondary school :

(1) *Senior*, providing full-time education from 11+ to 17 or 18. (The existing secondary schools.) It will not be possible to abolish fees in these, but no child will be debarred from attending for financial reasons.

(2) A completely new system of free (junior) secondary schools for children of 11+ to 15. Into these it is proposed to merge junior commercial and domestic economy schools, but junior technical schools, without fees, will be retained as separate entities.

Proposals are also made for a qualifying test, conducted by the Ministry, on which up to 80 per cent. of admissions to all senior secondary schools will be based ; and for financial assistance, if necessary, to children who qualify on this test ; for scholarships at university level to be awarded by the Ministry ; for religious instruction and a collective act of worship in primary and secondary schools ; for increases in certain direct building grants ; the fostering of voluntary schemes for part-time continued education and the power to make such education compulsory at a later date for young persons of 15-18 ; the development of agricultural education and the youth service, medical inspection, milk and meals in schools, and of education for children requiring special treatment.

## D. Four Important Reports

Education is a living and continuous thing. No Act of Parliament, however beneficial, can claim to have brought complete fulfilment of national aims in education.

Far-reaching as is the scope of the great 1944 Act, there are at least four additional fields which have been examined, and which are the subjects of reports whose main recommendations are due in time to be implemented.

### *Agricultural Education*

The Committee on *Post-War Agricultural Education in England and Wales*, Chairman, Lord Justice Luxmoore, made recommendations (9th April, 1943) regarding the unification of the agricultural advisory services and the integration of agricultural education within the framework of general education. The first of these recommendations has been carried out and the second has been favourably received by the Government. In June 1944 a Joint Advisory Committee was appointed to advise on Agricultural Education up to and including the Farm Institute stage.

### *Recruitment and Training of Teachers*

The Committee on the *Supply, Recruitment and Training of Teachers and Youth Leaders*, Chairman, Sir Arnold McNair (see also p. 19), recommended (4th May, 1944) the widening of the field of recruitment, the improvement of the conditions of service and of the standing of the teaching profession,

and a substantial increase of salaries. One basic scale was proposed for all teachers in primary and secondary schools, with additions for special qualifications and special responsibilities. It also recommended the establishment of (a) a Central Training Council to plan the detailed structure of a training service and advise the Ministry of Education about its operation, and (b) the close integration of all training institutions and interests on a convenient area basis. Comprehensive recommendations as to the content and method of training, including the extension of the normal course in Training Colleges from two to three years. The supply and training of teachers of arts and crafts and of youth leaders and teachers were also fully dealt with.

As already stated, the Minister has accepted several of these recommendations in principle.

### ***Curriculum and Examinations in Secondary Schools***

The Committee on *Curriculum and Examinations in Secondary Schools*, Chairman, Sir Cyril Norwood, recommended (26th July, 1943) a complete reorganisation. Their report looked for "a new secondary education which will cover the whole child population of the country and carry them on to part-time education." Full consideration should be given to the educational and social advantages of the performance of public services for a period of six months, falling between school and university or other courses of higher education. The complete reorganisation of examinations in the existing secondary schools was recommended. Such reorganisation, by changes in the direction of making the School Certificate Examination entirely internal, would be both in the interest of the individual child and of the increased freedom and responsibility of the teaching profession. Other main recommendations were :

The institution of a School-leaving Examination at 18 + to meet the requirements of University Entrance, or entry into the professions.

The abolition of the Higher School Certificate Examination in its present form.

State and Local Education Authority scholarships to be awarded on the result of an examination held by the University examining bodies and the school record of the candidates.

### ***Public Schools***

The Committee on *Public Schools*, Chairman, Lord Fleming, was appointed "to consider whereby the association between the Public Schools (by which term is meant schools which are in membership of the Governing Bodies' Association or Headmasters' Conference) and the general educational system could be developed and extended; also to consider how far any measures recommended in the case of boys' Public Schools could be applied to comparable schools for girls." The Committee's Report was published on 26th July, and its main objective is that the *opportunities in all Public Schools* as defined in the terms of reference (provided they are efficient and not conducted for private profit) should be made available to all boys and girls capable of profiting from them, irrespective of the parents' income.

To secure this, the Committee recommended a system of "association" between the Public Schools and the public system of education.

The Ministry of Education should compile a list of such schools, not maintained by the local education authorities, which agree to receive a

substantial body of pupils who will be educated, in whole or part, at the public expense.

The terms of reference covered two classes of schools :

(1) The Public Schools as generally understood, that is the Public Boarding Schools, which up to the present have been completely outside the publicly administered system of education.

(2) A number of Direct Grant and Aided Secondary Schools which have in the past been accepting annually a certain minimum percentage of pupils from the Public Elementary Schools as a condition of a grant from public funds.

To meet the different circumstances of these groups, two schemes are proposed—Schemes A and B.

*Scheme A* is applicable to the schools in group (2) above. In this group the minimum percentage of "Free" or "Special" places would disappear and the schools would be made fully accessible to pupils without regard to income, either by abolition of tuition fees or by grading the fee according to the means of the parents, supplemented by places reserved by the local education authorities who would pay in full for their pupils.

The only criterion for admission would be the capacity of the pupil to profit by education in the school.

At least one-third of the Governing Body of such schools should be nominated by the education authorities.

*Scheme B* is applicable to the schools in group (1) above, that is the Public Boarding Schools, to which at present there is no machinery for sending pupils at the expense of public funds. The proposal for these schools is that a number of places will be filled by pupils from grant-aided Primary Schools who would have their fees (tuition and boarding) and other expenses made up, in whole or part, either by means of State bursaries or at the cost of local education authorities, who should be able by agreement with the Governing Bodies to reserve places at particular schools for pupils from their areas.

It is recommended that *schools* in this scheme *should offer* in the first instance a *minimum of 25 per cent. of their annual admissions to pupils from grant-aided primary schools.*

Bursaries should be available at the age of 11 and 13 ; the elevens being sent to an approved Preparatory Department or Preparatory School ; the thirteens entering the Public School direct.

At least three members of the Governing Body, but normally not more than one-third of the whole, should be nominated by the Ministry of Education or local education authority that has reserved places in the school as mentioned above.

Independent Public Day Schools should be encouraged to take advantage of the opportunities already available for entering into agreements with their local education authorities for the admission of pupils for whom the local education authorities take responsibility.



Both schemes will contribute towards building up a single body of associated schools, which will thus take their place in a national system side by side with the County and Auxiliary Schools for which provision is made under the Education Act. The main difference will be that County and Auxiliary Schools will rely on public funds for their running costs, while in associated schools public funds will be applied to supplement the loss of fees.

A Central Advisory Committee (on which Wales should be represented), with an independent Chairman, should be set up to advise on questions connected with the scheme.

Boarding-school accommodation should be made available on a much wider basis, and the Committee recommend a considerable expansion of boarding accommodation from other sources, e.g., by L.E.A.s under the powers given them by the 1944 Act.

The Minister has fully accepted the principle on which the Fleming Committee based their recommendations, that opportunities of education in direct-grant grammar schools should be made available to boys and girls capable of profiting thereby, irrespective of the income of the parents. He also attaches importance to the need for enabling the schools to make a reasonable contribution towards the provision of secondary facilities for pupils from grant-aided primary schools and other schools for whom the L.E.A.s are responsible. (See p. 17.) The other recommendations are being carefully considered.

## E. "Mind, Body and Character"

In ending this short survey of British education, it is fitting once more to stress its harmony with British life and character. It is a system of genuine freedom, in which full scope is given to initiative. It has almost bewildering variety. It seeks not to put the individual child into an academic strait-waistcoat, but to mould itself according to the child's mental, bodily and spiritual needs. It cherishes variety, not merely for variety's sake, but because it wishes to bring out "the expression of life of every man, every woman and every child at its best." As a great educationist has said: "Over a necessary minimum few people need identically the same knowledge. There is a diversity of gifts. . . . All around are manifold opportunities which, if seized, will develop and help to bring about gradual progress. . . ."

- British education is a partnership between teacher and child, under the friendly guidance of authority. The purpose of education has been described as the production of good citizens. It has also been described as the full and harmonious development of the individual. In Britain, these two purposes are one, for the fully developed individual is the good citizen.

British education seeks the best for the child on the ground of individual human right; it also desires in complementary fashion that the child's development should be added to the common good of the living community and that no scrap of precious human material should be wasted. So it grows, a living thing, in freedom, in infinite variety, and in happy partnership.

It is a great but modest story, rich in the names of famous men : of pious founders like William of Wykeham and " the royal saint," Henry VI, of unselfish philanthropists like Robert Raikes, of forceful, character-building headmasters like Arnold and Thring, of great heads of colleges, like Jowett and Livingstone, or humane and liberal-minded Ministers like Forster, Fisher and, as wider horizons open, Butler. But perhaps even more it is a tradition linked with the lesser names of countless men and women, who through the centuries, in great schools and small, have worked in selfless devotion, inspired by the motto " that we may teach others also." It is a humane and Christian tradition, like that of Chaucer's parson of whom it was said :

" Of Cristes lore, and his apostles twelve,  
He taughte, but first he folwed it himselve. . . ."

## List of Documents bearing on the Text

- 1943** *Post-War Agricultural Education in England and Wales* (Luxmoore). April 1943. (Cmd. 6433.)  
*Educational Reconstruction*. July 1943. (Cmd. 6458.)  
*Curriculum and Examinations in Secondary Schools* (Norwood). July 1943.  
*Abolition of Tuition Fees in Grant Aided Secondary Schools* (Fleming, I). August 1943.  
*Youth Service after the War*. September 1943.  
*Emergency Recruitment and Training of Teachers*. Leaflet, November 1943.  
*Compulsory Day Continuation Classes (Scotland)*. November 1943 (two reports).  
*Education Bill*. Explanatory Memorandum, December 1943. (Cmd. 6492.)
- 1944** *Training for Citizenship (Scotland)*. January, 1944. (Cmd. 6495.)  
*Teachers. Supply, Recruitment and Training in the period immediately following the War*. February, 1944 (Cmd. 6501) (three reports).  
*Principles of Government in Maintained Secondary Schools*. May 1944. (Cmd. 6523.)  
*Post-War Building Studies, No. 2. Standard Construction for Schools*. May 1944.  
*The Public Schools* (Fleming, II). July 1944.  
*Education Act, 1944*, 7 and 8 Geo. 6, Ch. 31. August 1944.  
*Postponement of Raising School Leaving Age to 15*. Circ. to L.E.A.s. 16.8.44.  
*Local Administration of Educational Schemes of Divisional Administration*. Circ. No. 5.  
*Education (Scotland) Bill, 1944*. 26.10.44. (With Explanatory and Financial Memorandum)—See 1945.  
*Regulations prescribing Sites for School Premises*. 3.11.44.  
*Acquisition of Sites for Educational Purposes*. Circ. No. 11. 7.11.44.  
*Draft Building Regulations for Schools*. Circ. No. 10. 14.11.44.  
*Proposals for Scales of Salary in Primary and Secondary Schools* (Burnham). November 1944.  
*Adult Education in Scotland*. 4.12.44.  
*Educational Reconstruction in Northern Ireland*. 11.12.44. (Cmd. 226, N.I.)  
*Community Centres and Circ. No. 20 to L.E.A.s*. 22.12.44.  
*Emergency Training Scheme for Teachers. Methods and Standards of Selection*. 27.12.44.  
*Teachers and Youth Leaders, 1944*.
- 1945** *Teachers (Superannuation) Bill*. 18.1.45. (Financial and Explanatory Memorandum.)  
*Training for Citizenship (Revised) Scotland*. 9.2.45.  
*Post-War Youth Service in Wales*. 21.2.45.  
*Technical Education, Scotland*. 21.2.45. (Cmd. 6593.)  
*Education (Scotland) Bill*. Reintroduced 9.3.45.  
*Post-War Youth Service in Wales*.  
*Education (Scotland) Act, 1945*.  
*The Nation's Schools*.  
*Primary and Secondary Schools (Grant Conditions) Regulations, 1945*.  
 Ditto—Circ. No. 30. 12.3.45.