

Viceregal Committee of Enquiry into Primary
Education (Ireland) 1918.

REPORT OF THE COMMITTEE.

VOLUME I.

REPORT.

Presented to Parliament by Command of His Majesty.



DUBLIN:

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BY THE LORD LIEUTENANT-GENERAL AND GENERAL GOVERNOR
OF IRELAND.

FRENCH.

We hereby nominate and appoint :

The Right Honourable Lord Killanin (Chairman), Commissioner of National Education.

The Most Reverend Patrick O'Donnell, D.D., Bishop of Raphoe.

The Right Reverend the Honourable Benjamin John Plunkett, Bishop of Tuam.

William Alexander Goligher, Esq., Litt.D., Professor of Ancient History, Trinity College, Dublin.

Robert Thomas Martin, Esq., B.A., Member of the Senate, Queen's University, Belfast, and Chairman of the Board of Governors of the Royal Belfast Academical Institution.

Miss Margaret Doyle, M.A., Women Assistants' Representative, Irish National Teachers' Organization.

William Haslett, Esq., Vice-Chairman, Belfast and District Branch of the Principal Teachers' Union.

William Bernard Joyce, Esq., B.A., Headmaster, Central Model School, Dublin.

Robert Judge, Esq., President, Central Executive Committee, Irish National Teachers' Organization.

Thomas Joseph Nunan, Esq., Vice-President, Central Executive Committee, Irish National Teachers' Organization.

William O'Neill, Esq., President, Principal Teachers' Union.

George Ramsay, Esq., J.P., Ex-President, Central Executive Committee of the Irish National Teachers' Organization.

Maurice F. Headlam, Esq., Treasury Remembrancer.

Andrew Nicholas Bonaparte Wyse, Esq., M.A., Secretary, Board of National Education in Ireland,

to be a Committee to inquire into and report upon the following matters connected with Primary Education in Ireland, viz. :—

To inquire and report as to possible improvements in the position, conditions of service, promotion and remuneration of the teachers in Irish National Schools, and in the distribution of grants from public funds for Primary Education in Ireland with a view to recommending suitable scales of salaries and pensions for different classes of teachers, having regard to the character and length of training necessary, the special qualifications obtained, the nature of the duties which have to be performed, and other relevant considerations.

Given at His Majesty's Castle of Dublin, this 12th day of August, 1918.

By His Excellency's Command.

JAMES MACMAHON.

BY THE LORDS JUSTICES GENERAL AND GENERAL GOVERNORS OF
IRELAND.

JAMES H. CAMPBELL.

Whereas the Lord Lieutenant General and General Governor of Ireland by Warrant under His Excellency's hand dated the 12th day of August, 1918, appointed a Committee to inquire into and report upon certain matters as set forth in the said Warrant, connected with Primary Education in Ireland;

Now We, the Lords Justices General and General Governors of Ireland, do hereby nominate and appoint:—

The Reverend Canon H. B. Kennedy, B.D.,

The Very Reverend Thomas F. Canon Macken, P.P., V.F.,

and

The Reverend W. G. Strahan, B.A.,

to be additional members of the said Committee.

Given at His Majesty's Castle of Dublin, this 21st day of September, 1918.

By Their Excellencies' Command.

JAMES MACMAHON.

No. 5734/19.

DUBLIN CASTLE,
1st March, 1919.

SIR,

I have to acknowledge the receipt of your letter of the 1st instant, forwarding, for submission to His Excellency the Lord Lieutenant, the Final Report of the Vice-Regal Commission of Enquiry into Primary Education in Ireland, 1918.

I am,

Sir,

Your obedient Servant,

J. J. TAYLOR.

The Secretary,
Primary Education Committee,
Leinster House,
Dublin.

**VICE-REGAL COMMITTEE OF ENQUIRY INTO PRIMARY EDUCATION
(IRELAND), 1918.**

REPORT.

**TO HIS EXCELLENCY THE LORD LIEUTENANT-GENERAL AND
GENERAL GOVERNOR OF IRELAND.**

MAY IT PLEASE YOUR EXCELLENCY,

1. We, the Committee appointed to enquire as to possible improvements in the position, conditions of service, promotion and remuneration of teachers in Irish National Schools, and in the distribution of grants from public funds for Primary Education in Ireland, with a view to recommending suitable scales of salaries and pensions for different classes of teachers, beg to submit to Your Excellency our Report on the subject of our Enquiry.

2. In carrying out the task committed to us by Your Excellency's Warrant of August 12th, 1918, we held thirty-two meetings, of which sixteen were sittings for the reception of evidence. The expert knowledge of different branches of education, which was possessed by members of the Committee, the large amount of documentary information placed before us, and the representations which we have received, rendered it unnecessary to take much oral evidence. We had, however, extensive evidence from Mr. A. N. Bonaparte Wyse, M.A., Secretary to the Commissioners of National Education, and a member of the Committee; and also from Mr. T. J. O'Connell, General Secretary of the Irish National Teachers' Organisation, who was deputed to represent the views of the Organisation, which includes in its membership about 11,000 teachers in Primary Schools. We were likewise favoured with valuable information by Mr. G. W. Alexander, Assistant Secretary of the Scotch Education Department; Messrs. McNeill and O'Connor, Chief Inspectors of the Board of National Education; Mr. H. M. Pollock, President of the Chamber of Commerce, Belfast; Mr. James Duncan, Teachers' Pension Office, and other witnesses whose names appear in the Appendix.

The initial stages of the Enquiry were greatly helped by a statement explaining the present position as regards salaries of teachers in National Schools, and giving an historical sketch of the subject, which was laid before us by Mr. A. N. Bonaparte Wyse.

I.—INTRODUCTORY.

3. In the presence of the world-war, and also of the cessation of hostilities that happily took place in the midst of our deliberations, we venture to say that we regarded the subject matter of the Enquiry entrusted to us with a special degree of earnestness and responsibility. We were aware that, independently of the effect of this tremendous crisis in human affairs, the question of the position and remuneration of teachers in Irish Primary schools was important and urgent, but the relation which our recommendations on these matters would have to the general process of resettlement that must follow the social and economic upheaval that has taken place, added to our appreciation of the importance of the task before us. For undoubtedly a strong, if not vehement, desire for better and more thorough organisation in the arrangements of social life has arisen. On the one hand, the minds and consciences of men have been deeply touched by all that has occurred recently in public and international life, and have become more keenly sensitive to the need for great improvements in the standards of living and conditions of the people. On the other hand, society has grown profoundly apprehensive of the dangers that lurk behind many neglected ills in the body politic, and is determined, if only for its own protection, that every effort shall be made to mitigate them. Even the oldest and most civilised communities have been brought face to face with

the terrific eventualities that can be produced by sordid and evil circumstances menacing their very existence; and these experiences and lessons have led to a vivid recognition of the necessity for coping in a more zealous and courageous and candid fashion than heretofore with the grave social problems that confront civilisation.

4. At such an epoch-making time, this Committee, although it had not been formed expressly in view of such a conjunction of events, could not be blind to the movements and signs around them, the more so when it is our conviction that in no sphere of reform can more useful and permanent work be done than in that of the education of the people. For, however beneficent may be the material changes introduced into the plan and various arrangements of society education is a most important part in the spiritual foundation on which the character and stability of the social edifice will rest. If the foundation is not sound and adequate, all attempts at the amelioration of other features of the structure will be frustrated or marred. After physical well-being, there is, assuredly, no social question so vital as education, especially for the poor, whose sole chance of enlightenment it may be. Moreover, the power and significance of education become every day more evident and widespread. The safety, welfare and happiness of a people and the progress of a country are dependent on the training which is given in the school-room.

5. The Committee believe that there will be a great awakening of educational interests and ideals, and that a new estimate of the value of education is about to pervade society; and so, while bearing in mind the limitations of the terms of reference of the Enquiry, we have endeavoured to view our task in as broad and hopeful a spirit as possible, and to do what we could to ensure that Irish Primary Education shall enjoy its full share of the advantages of a time and occasion when a propitious era in educational history seems about to dawn.

6. We ought to say here that we decided that it was not our business to consider or take into account any temporary measures dealing with the financial position of teachers during the period of the war, and that our recommendations are to be related to the more normal and durable state of affairs which we hope is about to ensue.

7. Though the Committee understood that they had not been asked to enquire and report as to the Managerial System which obtains in the scheme of Irish Primary Education and that, therefore, no managers had been appointed on the Committee, they, nevertheless, having considered various representations made to them, decided at their opening meeting, on 11th September, 1918, that their general deliberations would be assisted by the presence of managers, and they accordingly requested the Government to add two managers to their number. In response, three managers were appointed, and the Committee met, as a fully constituted body, for the first time on October 1st, 1918.

8. The Committee commenced their proceedings by an examination of the terms of reference, and, owing to some words in them of a wide and general character, it was necessary to come to an understanding at once as to the scope of the task before them. We were far from desiring to confine unduly the extent of our labours, but, while it might be contended that almost any matter could be included in such expressions as "the position, conditions of service" of teachers, it was obvious that, in relation to their context and to other considerations, these expressions would have to be limited; and that, if the Enquiry was to be as exhaustive and also as confined as it should be, the terms of reference would have to be interpreted with care and circumspection. In the opinion, then, of the Committee, the final object of the Enquiry was to make one set of recommendations and one only, namely, proposals for suitable scales of salaries and pensions for different classes of teachers in Irish National Schools. They were, it is true, asked also to enquire and report as to possible improvements in the position, conditions of service, promotion and remuneration of teachers, and in the distribution of grants from public funds for Primary Education in Ireland, but they were asked to do so with a view to recommending salaries and pensions. Therefore, all the enquiries and discussions and reports of the Committee were to be directed to that one end. It would constitute the test of the value and usefulness of any suggestion. All that did not appertain to it would be irrelevant and should be avoided as far as possible. That was the conclusion consistently observed throughout the course of the Enquiry.

Furthermore, we agreed that it behoved us, for the purpose of the Enquiry, to make our recommendations correspond with whatever, in the existing system of Primary Education it had been held that it was not our business to consider. Accordingly although, in addition to our definite recommendations as regards salaries and pensions, we have dealt with a large number of matters bearing directly or indirectly on pensions and salaries, there are many important and interesting aspects of the educational system, such as the mode of constituting the Board of National Education, the Managerial System, the method of training teachers, the advisability of amalgamating the authorities which control different branches of education in Ireland, etc., which, since they were not mentioned in the terms of reference or represented directly in the constitution of the Committee, were deemed to be outside the province of the Enquiry.

9. In this connection it is right to refer especially to the Managerial System because it was suggested that the exercise of the managerial authority was certainly a "condition of service." But the Committee knew that, when the terms of reference of this Enquiry and the personnel of the Committee were announced in the House of Commons, the Chief Secretary, in reply to a question as to why no managers had been placed on the Committee, had stated that "the interests of the managers were sufficiently represented by the Bishop of Raphoe and the Bishop of Tuam." The marked absence of a direct and full representation of managers showed clearly that it was not intended that their position was to be included in the work of the Committee. Furthermore, the Managerial System is so fundamental a part of the scheme of Primary Education in Ireland, that it is impossible to suppose that, had it been meant to refer its consideration to the Committee, it would not have been explicitly mentioned and its interests most fully represented in the personnel of the Committee. On the above occasion, the Chief Secretary went on, however, to say that if the Committee, when they met, decided that the interests of managers would be affected or that the presence of a manager on the Committee would assist the Committee in its deliberations, representatives of the managers could be added: and the Committee at their opening meeting did, as has been already stated, decide that it would be of assistance to them if two managers were appointed, but they were aware that the Managerial System was not to come under discussion and that for that reason no managers had been appointed on the Committee, and this addition was only asked for on the grounds of the great experience of managers in matters affecting the teachers and schools.

10. In order to report as to possible improvements in the position, conditions of service, promotion and remuneration of teachers, it was necessary to understand the existing state of affairs in these respects. This was not easy, as the question is large, and is complicated on account of many changes and additions throughout a long period of time, often made, too, not on purely educational grounds, but because of financial exigencies or for religious reasons. In the unfolding of the situation, the Committee are under great obligations to Mr. Wyse, who placed his unrivalled knowledge of the matter fully and frankly at the service of his colleagues on the Committee, and to the National Education Office, which supplied us with all possible information. The Committee had, too, the great advantage of the knowledge and experience, in regard to the work of National Schools, of many of its members. It took some time to make these enquiries and to consider their effect with a view to reporting as to possible improvements, and also with a view to recommending suitable scales of salaries and pensions for different classes of teachers, having regard to the character and length of training necessary, the special qualifications obtained, the nature of the duties which have to be performed, and other relevant considerations, and we now beg to lay before Your Excellency the result of our investigations.

✓II.--THE POSITION OF TEACHERS.

11. On account of the nature and environment of his work, a teacher in a Primary School occupies a position of great importance and influence in the life of a community. Its destinies will be much affected by the way in which he fulfils his duties to its children. Their character, manners, minds and morals, are to a large extent under his guidance and control during the most tender years of their

lives and the most pliable period of their growth. He is the custodian of the young brain of the country. In many respects he is the moulder of its future citizens. His is a position of great power and also of great public responsibility, for the rising generation are the children of the country as well as of their parents. It would be difficult to overestimate the effect on society, for better or for worse, which may follow from his teaching and example. Few public servants have so much individual responsibility placed on their shoulders, and at once. From the first day the youthful teacher enters his school, the welfare and happiness, as well as the instruction and training of his pupils, depend on his personal qualities, and any incapacity or fault on his part cannot, as in more corporate services, be balanced by the exertions of others. When he becomes a head teacher, even of a large school, his influence, though wider, will not be more real than it had been. Each school is a unity in itself; the work of each teacher, a separate function. Nor do time and practice alleviate the labours of a teacher. There can be no neglect or slackening at any period of his career without irrevocable injury to a whole series of children. In some public services a man's work becomes a matter of repetition and routine as times goes on; and, indeed, by a false analogy a teacher's work is sometimes described as monotonous and dull, but it is not, and should not be so. For up to the end of his professional life a ceaseless succession of new pupils comes along, each as integral and precious in its day as any before or after it. In this way, there is no profession that demands a more continuous renewal of energy. A good teacher will treat each annual relay of children that enters his school as freshly and vigorously as the farmer does the soil which he tills season after season; and no good farmer or gardener considers his work monotonous or dull.

12. Moreover in Ireland, since there are few large centres of population, three-fourths of the schools are rural ones, scattered over a country of sparse but general inhabitancy; and a teacher, as a factor in social life, fills a very prominent and influential position in such surroundings. For the poorer the children the more uneducated the parents, the more backward the neighbourhood, the more is a teacher of leading and enlightenment required. These rural schools are, it is true, mostly small in size, but as the vast majority of the children of the country are taught in them, the Committee attach great importance to their efficiency. Even in the smaller schools the head teacher should have in a high degree the qualities that constitute a good teacher. It is therefore essential to attract good teachers to these schools, despite the social and professional isolation involved and the preference for urban appointments. Only about one-twelfth of the ordinary National Schools reach an average attendance of 100 or over. The existence of many small rural schools is an unavoidable cause of the costliness of Irish Primary Education.

13. While, for the reasons which have been briefly referred to, we hold that the position of a teacher of the children of a country is one of great importance and that the efficacy of his work is a matter of the deepest public concern, we fear that these opinions are not shared as widely as is desirable. Such study as we have made of the system and working of Primary Education in Ireland, whether viewed from outside, in its public relations and aspects, or examined in its internal conditions of service, discloses in some respects an unsatisfactory state of affairs. We propose, then, to point out what seem to us to be defects, and to suggest remedies. But we wish to add that although, with the object of reporting as to improvements in the system of Primary Education within the terms of reference of the Enquiry, it was our duty to devote most of our time to the useful, if less agreeable, task of considering its shortcomings, we would not wish it to be inferred that we do not also see its merits. We believe that there are many features in our system that compare favourably with corresponding arrangements in other countries, and that, in spite of drawbacks and difficulties, splendid work is being done in our National Schools.

III.—CONDITIONS OF SERVICE.

14. In the first place we consider that there is a regrettable indifference and apathy on the part of the public towards educational matters—towards the National Schools, their work, significance and welfare. Reports and information regarding them receive little notice in Parliament, or public life. The question does not arouse popular sentiment, much less enthusiasm. Good work often fails to receive in

public estimation the recognition which it deserves, nor is bad work as strongly resented as it would be if society took a keener and healthier interest in the question. The educational mind and conscience of the country need developing. Even to parents, the school life of their children is too often a matter of very casual concern, and teachers might do something to remedy this by inviting parents to visit the schools from time to time or on special occasions, and by thus engaging their interest create more union between the home and school life. Doubtless the unsettled social and political state of the country, has had much to say to the situation. The energies of the Irish people have been so constantly engrossed by large constitutional and agrarian issues that education, like other important matters, has been often pushed aside or ignored.

15. This lack of interest in the schools is shown in a more definite fashion by the bad or irregular attendance at them, manifesting a great want of appreciation of the benefits of education on the part of many parents. In many cases the average attendance is not more than 60 per cent. of those on the rolls of the school. We hear of children leaving school at ten years of age, or even younger, forsooth sufficiently educated members of the community; and there are, we fear, many children who never go to school. The number of adults in the country who are illiterate, or who barely escape this designation, is very regrettable. It constitutes a public danger and is a reproach to a land that has been famous for its love of learning. The loss of education is not only an individual hardship, but it affects the welfare and advancement of society as a whole, and wherever the democratic principle prevails there is a strong determination that all the units of society are to be educated, and well educated, not alone out of sympathy with each child, but in order that the commonwealth may be saved from the evil consequences of ignorance and illiteracy. Bad and irregular attendance is also very unfair to the teacher. It upsets and retards his classes, and is a cause of additional labour and of serious annoyance to him. Nothing interferes more with the smooth working and efficiency of a school; and a teacher's salary, which must have some relation to attendance, is affected. The expense of education per head is also increased.

16. In the past there were many reasons for bad attendance which no longer exist. Recent legislation—the Land Acts, the Labourers Acts, Old Age Pensions and improved wages ought to make it much easier for the whole agricultural community to send their children to school regularly. A drastic effort should, therefore, in the opinion of the Committee be made to improve attendance. We do not fail to acknowledge with admiration how many of the poorest parents show great earnestness and self-sacrifice in seeing that their children go to school regularly and in good time, clean, and respectably clad; but even so, and after making allowance for the poverty of the people and the inclemency of the weather, and the urgent need of help in many rural operations, the Committee think that the attendance in the schools is much worse than it should be. And here the Committee would like to suggest that in rural districts school terms and holidays might be fixed so as to suit as far as possible the needs of seasonal work. Attendance regulations could then be more easily observed, and at the same time country children could, without interfering with their school work, take an active part in the life around them and learn to assist in harvestry, hay-making and other agricultural pursuits. Light and pleasant labour would be good for their health and happiness and would develop their instinctive interest in manual work. We have no wish to discourage in the country child a taste for rural life and operations. We seek only to combat neglect on the part of parents or truancy on the part of children.

17. We hope that if our recommendations are adopted children will be more attracted to attend school. If, however, parents do not realise the moral obligation that rests upon them to see to the education of their children, the State must make the obligation a legal one. But the School Attendance Act of 1892, which was passed for this purpose and which the Local Councils may or may not put into operation, is either not utilised or has proved most ineffective, and little or no value is derived from the public money spent in administering it.

18. Attendance may, furthermore, be affected by the condition and equipment of a school, and, if compulsory attendance is made more stringent, it will be all the more necessary to ensure that there are suitable schools to receive the children. They should not be forced into schools which are ill-kept, badly heated, insanitary, uncomfortable or over-crowded. If the general equipment of schools were better,

parents would be more anxious that their children should attend them, and the children themselves would be less inclined to stay away. But, as it is, the equipment often consists of the barest necessities, and exercises a depressing effect on the quantity and quality of the work in a school. The Committee know that managers have shown great zeal in finding the funds for providing and maintaining schools, and that voluntary financial aid in support of Irish National Schools has been considerable; but although the condition of some schools is excellent it is a continuous difficulty with managers to raise the money required to carry out repairs, to improve the equipment and to meet the expenses of heating and cleaning; and this causes delay and often a meagre, inadequate outlay, and sometimes the cleaning and small repairs are carried out by the teacher at his own expense. Of course the question of the cleaning of the school buildings and premises should be distinguished from tidiness in the arrangements of a school, for which the teacher ought to be held responsible. Much, then, as we appreciate what has been done in the past by voluntary aid, we are satisfied that a change is now necessary in order to ensure that the repairing, equipment and comfort of schools will be seen to with more punctuality and completeness. Schools should be examples of comfort, order and brightness in their equipment and organisation, and in these respects also, by reacting on home life, have a far-reaching educational influence.

19. Then children are often absent owing to ill-health, perhaps originating from insanitary conditions in the schools, and we consider that the hygiene of schools and the physical well-being of the children ought to receive more attention. Such a medical and dental service should be set up as would secure adequate inspection and treatment (mainly preventive in its aim) of all children attending national schools, and the provision of meals, in the case of children of necessitous parents, should be continued. There was also evidence that non-attendance is due in some districts to the parents being so poor that they cannot afford to purchase the books required for the use of their children, and that when they do attend this expense is in too many instances borne by the teacher, to whom the dire needs of the case appeal; and we believe, too, that in all schools a better type of books could with great advantage be used if there were the means of supplying them.

20. It is hardly necessary to add that all these defects in the life and amenities of a school—want of public interest, bad attendance, inadequate arrangements as to maintenance, heating and cleaning, insufficient attention to matters of sanitation and health, inferior equipment as regards apparatus, books and other school requisites—have an injurious effect on the work done in such circumstances and also on the character and social position of the teacher, to say nothing of his personal comfort and feelings; teachers aver, too, that in spite of the Commissioners' emphatic instructions to the contrary, Inspectors' reports on their efficiency are sometimes prejudiced by the bad condition of school buildings.

21. To meet this unsatisfactory state of affairs we are of opinion that local Committees, similar in their formation to the existing School Attendance Committees, if not identical with them, should be established in each County and County Borough and given power to deal with these matters and to administer a rate struck for these purposes. Such a body with its knowledge of the social and economic conditions and possibilities of its neighbourhood would be eminently fitted to undertake these duties and obligations. It would bring into activity local capabilities and forces, responsive to local needs. It would mean in each district organised co-operation among those interested in the success of the schools, and they would have the financial resources for the supply of all that was required to keep their schools abreast with the rising standards of equipment.

22. This local aid and participation in the care of schools would lead, we hope, to a great interest, if not rivalry, as regards their condition; and it would be an added merit if this local expense in connection with each school created a feeling in favour of amalgamation of schools, since this could, we believe, be effected in many places with advantage to education and economy; nor would these bodies favour taking on the maintenance of schools unless they were really necessary. In pursuance of this aim and policy—to remedy in our schools the defects which we have enumerated and at the same time to arouse and foster in the public mind throughout Ireland a keener appreciation of the importance of the question of National Education—we consider that, if the State contributes as heretofore towards the

providing of schoolhouses and gives full effect to our finding as regards the salaries and pensions of teachers, we are justified in proposing that a local rate should be struck to meet the expenses of the maintenance and equipment of schools and to help in other ways.

23. If our suggestions in reference to the equipment and upkeep of schools are carried out, managers will no longer be harassed by having continually to raise funds for these purposes, teachers will not have to incur expenses in this way, and schools will be properly maintained and furnished. We heard, however, some startling evidence about the serious want of schools and of accommodation in the existing schools in some parts of Belfast, owing to the rapid increase in the population, with the consequence that children were actually excluded from schools on account of overcrowding. This is a deplorable state of affairs, and it must be remedied somehow, and in such circumstances our recommendations about compulsory attendance cannot apply. The situation received our most anxious attention, and we earnestly hope that the assistance which we propose to give managers by relieving them of the burden of the upkeep and equipment of schools, will prove satisfactory, and that the community will then, with more success, avail themselves of the great facility which exists for the provision of schools. Of course this facility, namely a grant from the State of two-thirds of the cost of school buildings, was suspended owing to the war, nor is it to be forgotten that for a period before the war building grants were stopped by the Treasury in spite of the strong protests of the Board of National Education. These contingencies have greatly aggravated the position; but we assume that no such obstacles will continue, and we submit that immediate attention should be given to the pressing need for Building Grants.

24. When we turn from the consideration of the teacher's position in its public relations and aspects, to examine the conditions of service that directly affect him in his professional capacity, we find that the general rates of remuneration are altogether insufficient, and that a number of barriers can, in a vexatious manner, hinder his advancement. The lowness of the salary causes a large number of teachers to live in a state of pecuniary anxiety, and it is derogatory to the profession and to the social status of the teacher. Furthermore, it makes many teachers give up their spare time to earning money in other ways than teaching, instead of devoting it mainly to the work and study of their profession.

25. In addition to the insufficiency of the salaries, there are other conditions of service to which much objection is taken, and we examined these with care. Most of these objections centred round the question of grades as devised in 1900 and the effect of average attendances on promotion, and it is clear that the radical change in the system of National Education which was made in that year and which was so beneficial in other important respects, gave rise to genuine causes of complaint in the profession. So large a reform in the method of payment of thousands of teachers of different classes and with varying rights could not be carried out without immense labour and many difficulties. These were increased, and in some cases rendered insurmountable by the fact that no immediate addition to the grant for Primary Education was provided.

26. The system of grading, while no doubt removing certain of the ill-effects of the results system, was chiefly defective, inasmuch as it confined the greater number of the teachers, i.e., all assistants and the principals of the schools under 70 average, to the lower grades of the profession. Out of 7,782 principal teachers there are 6,372 who, however efficient they may be, cannot rise to the highest grade. Moreover, until the introduction of the Duke Scheme and the abolition of the standard numbers, nearly half of the principals eligible by average attendance were unable to enter the first section of first grade. The lowness of grade not only affects the financial position of the teacher, but it prejudices his status in the service, possibly to his detriment when seeking a better appointment. It does not seem right that the teacher in a school of 50 pupils, however long in the service and competent in his work, should never be able to describe himself as belonging to the highest grade of his profession. It is clear that too serious a penalty is ascribed in this respect to average attendance. This defect is further accentuated by the fact that a difference of one unit in the average may make a very large difference in the salaries of two teachers of similar efficiency and length of service perhaps in closely adjoining schools. It is urged, and with reason, that so long as the grants

available for salaries were kept at a low figure, the existence of grades depending on average attendance was necessary in order to keep the payments within the limits of the funds supplied by the State, but we believe that if satisfactory conditions of service are to be secured it is absolutely necessary that the grants should be augmented and the system altered so that the efficient teacher may be able to look forward to the enjoyment of a reasonable scale of payment without barriers arising from average attendance being allowed to intervene before anything like a living wage has been reached. Under our recommendations any efficient teacher (in a school over 20) will be able to reach early in life a suitable salary by means of increments, which will in no way depend on averages; and it will be open to every teacher to rise to the topmost position in his profession though the amount of financial award will vary according to the size of the school.

27. It also appeared to us that, while the salaries paid to principals of large schools are not in the least excessive, the remuneration of the principals of small schools is much too small in proportion to them. In a school of 40, the maximum salary of the principal teacher is £144, whereas the principal teacher in a large school can receive £283; and, as we have already said, we think that it is essential to have and to retain good teachers in the small schools which answer the needs of our scattered population. Again, while it is important that the principal of a school should be more efficient than the assistant, and while it is right that his emoluments should be considerably larger, we do not approve of an arrangement by which the maximum salary which an assistant in a large school can in most cases receive is less than half the salary of the principal. Since these schools are generally situated in towns, the hardship is the greater. Also, many assistants do not get an opportunity of promotion to principalships, and therefore, however excellent they may be, may only receive the salary of second grade, which does not sufficiently reward them for their services and which is low as a maximum. The position of assistants received our particular attention, and we recommend that they should be able to proceed to the same maximum salary as principals of schools with an average attendance of up to 50, the capitation allowance and a free residence, or grant in lieu thereof, constituting additional remuneration for the principal. We also give assistants another opportunity for promotion by recommending that in large schools there should be vice-principals, whose emoluments will be higher than an assistant's. As regards the average necessary for the appointment of assistants, we make recommendations which will reduce greatly the likelihood of their losing their positions, and if that does occur, we suggest arrangements in order to secure their speedy re-appointment elsewhere. We also considered very fully the position of lay-assistants in Convent schools paid by capitation grant. It is very unsatisfactory at present, and we make recommendations which we hope will remove all injustice, and at the same time not injure these schools which have such remarkably good records for efficiency.

28. It was strongly urged that the mode of dealing with teachers' appeals from an inspector's report gave dissatisfaction; that special qualifications received insufficient recognition; that teachers of proved efficiency and long service were not sufficiently encouraged as regards promotion to larger schools; that the fees for the instruction of monitors and for the teaching of extra subjects were inadequate; that the necessity for a teacher to pay his substitute in case of absence owing to illness was felt to be a severe drain on his resources; and that contributions by teachers towards pensions made a serious inroad on their salaries.

29. The existence of these defects firstly and principally in the remuneration, and secondly in the position, conditions of service, and promotion of teachers in Irish National Schools largely explains why they are discontented, and why there is a dearth of suitable recruits for the profession. The number of men candidates for admission to the Training Colleges is very small, and only a few of these are capable of passing a good entrance examination, so that inferior candidates have to be admitted. There is a large supply of women candidates, but we have some reason to believe that many of them are not up to the standard that is desirable; and with the prospects that now exist the standard is unlikely to improve when, as will probably be the case in future, the opportunities of employment for women will be greatly enlarged. Indeed, but for the limited number of openings which exist in an agricultural country for educated young men and women, the supply would be much worse, and we fear that the present rates of remuneration positively

drive away many a suitable and willing recruit. These conditions of service cause also serious discontent and unrest among those who are in the service; and it is of course lamentable that the work of so important a body as the National School teachers should be carried on in an atmosphere very injurious to the educational interests and the social welfare of the country. Moreover, as long as there is this anxiety among teachers about their position and means of livelihood, little study will be given by them to the many academic questions affecting the practice and theory of their profession, to which teachers might, with so much advantage, turn their minds.

30. As a result of our enquiries and discussions in regard to all these matters, we are convinced that a serious effort must be made to remedy defects by which teachers are unfairly treated, the efficiency of our schools greatly handicapped and impaired, and public money expended without obtaining the best results.

IV.—PROMOTION AND REMUNERATION OF TEACHERS.

31. *Simplification of Remuneration.*—Our first feeling was that the scheme of remuneration for teachers in Irish Primary schools should be simplified as far as possible—made more uniform, clearer and easier to estimate. We saw that, owing to financial exigencies and on account of historical reasons, a number of complications and anomalies that seem well-nigh arbitrary and fanciful, had grown up in the system. The scale of salaries which we recommend is therefore simple and widely applicable. It is, as heretofore, a national scale; and in this important respect we, in Ireland, with our centralised system, have an advantage over England and Scotland where, owing to the number of Educational Authorities, there is a bewildering variety of scales, which cause much jealousy and dissatisfaction.

32. *Initial Salary.*—In our opinion a teacher's responsible position and the character and length of training necessary in order to qualify for his profession, should be recognised by adequate remuneration. This inducement is necessary if we are to attract to the profession a sufficient supply of clever young men and women of high qualifications and good character. Our scale, then, commences with an initial salary for all trained teachers in all schools (except very small ones) of £100 for men and £90 for women. We consider, too, that special qualifications should be recognised financially, and, since so many teachers are precluded from seeking academic distinctions which involve attendance at a University, we recommend that a Higher Certificate be obtainable on passing an examination held by a University, and that its possession be rewarded. Thus, every teacher, no matter where he is living, will have an opportunity of gaining one or other of these special qualifications; and we hope that improved remuneration and conditions of service will attract sufficient recruits to enable every teacher to be thus qualified. We have made a man's salary somewhat higher than a woman's, because his expenses are greater; and in fixing all remunerations we have taken into account the degree of security of income and tenure which a teacher enjoys. We have assumed that he has reasonable if not virtual assurance as to the retention of his position, unless there is serious culpability in conduct or in professional efficiency, and this security is a very valuable condition of service.

Although it was assumed that the method of training teachers did not come within the terms of reference, the advantages of University training were from time to time brought before us in evidence. Moreover, we have recommended certain rewards for teachers who possess University distinctions. Accordingly we suggest, for the favourable consideration of the Authorities concerned in framing schemes for the training of teachers in Primary Schools, the question of the advisability of associating the training courses with the Universities so as to give opportunities to young teachers of acquiring a broad and liberal culture. The facilities for obtaining degrees in Arts and Science and diplomas in education in the Universities would powerfully contribute to raise the tone and status of the profession.

33. *Probation.*—The more important we deem a teacher's calling, and the better he is paid, and the more secure is his tenure, the more need and justification is there for testing his suitability for the profession. We must ensure that we are attracting a better class of candidates; and the State, which pays the teacher but leaves his actual appointment to another, may well be permitted, before taking him into its service, to look for proof of his competency. It may be said that teaching is

a liberal calling, limited to those who have reached a certain standard of education, and that the training which an entrant has received should suffice. But however well trained and educated he may be, it is not possible, without actual observation of his work in a school, to judge if he has the necessary qualities. He has to give practical evidence of his training. His capacity to handle a class, when alone, is as yet untried. There are personal qualities that cannot be ascertained in the Training College with its more or less artificial professorial tests; and when a candidate is removed from its guidance and discipline he may not fulfil the promise expected from his College record. Personality, temperament, character, are not less important than pedagogic attainments for a profession that requires much natural aptitude. Besides abilities and learning there must also be the power of imparting knowledge, arousing interest and inspiring the pupil. This probationary period is, moreover, very valuable, not merely for the purpose of detecting unsuitable candidates, but as a time for special help and encouragement and direction for young teachers at an early stage in their careers when they are learning their business and when it is essential that they should realise the nature and responsibilities of their calling and exert themselves to prove worthy of it. And, as to the question of incompetency, we urge that it is in the interests of education, and in the interests of such as do not suit the profession that they should be rejected when young and without ties.

34. *Increments and Efficiency.*—The initial salary is important, but the prospects of further remuneration are still more so. For that reason, we recommend the payment of a number of annual increments; covering a period which corresponds with the growing needs and expenses of a teacher, and the last of which can be earned fairly soon in his career; and all teachers in all schools (except in very small schools) are to be able to rise to the top of this normal scale of increments, which, in its entirety, we regard as constituting the ordinary salary of the profession. But these increments also represent a reward for continued good service and can therefore be withheld if the service given is not efficient. In such a case the teacher's right of appeal is to be preserved, and measures are suggested by us for the more expeditious treatment of all appeals. We felt that we must beware of making things too easy and sheltered during these critical years—else habits of slackness and indifference might easily grow. In National Schools on account of the isolated professional position of many teachers, their dependence on their own initiative in order to keep up to the mark, the protection from the ordinary conditions of competition and the security of tenure which they enjoy, there is not infrequently a tendency towards vegetation; and, however fair or generous any scheme of reform is intended to be, it must be administered so as to secure efficiency. Moreover, if teachers' salaries and pensions are to be paid entirely by the State, as in the case of Civil Servants, the State is entitled to see that its money is being expended to advantage. The State gives the teacher a monopoly and thereby becomes a trustee to the public for the efficiency of the service. It must be remembered, too, that it would be a great mistake to suppose that the State in providing and sanctioning increased salaries and wages is moved only by regard for the recipient and not still more by its ardent desire to have better work done in important spheres of national life. Public money must not be wasted. If the salary and status of workers are materially improved, much will be expected from them. If work is to be better paid for, it is itself to be better.

35. *Promotion.*—Any efficient teacher can look forward to reaching the top of the normal scale of increments and thus securing early in life a fair salary. We are most anxious that this should be so; but we hold very strongly that it would have a very injurious influence on the efficiency and personnel of the service if there were no inducements offered to teachers to aim higher.

36. It was stated that from a sense of duty and without any special material reward, teachers could be relied upon to do their best; and we, for our part, do not doubt that a high sense of duty exists in the teaching profession, and that, inspired solely by this motive, teachers will, as a rule, do good work and maintain and improve their efficiency. We should be sorry to suggest that material reward is the only incentive that actuates a man in the performance of his task. The call of duty and Christian ideals, the desire of esteem, the ambition to excel, the joy of service, that interest and zest, which attract a worker to his own particular employment in a workaday world, all count for much; but even among these impulses the

prospect of material benefit is still one of the most effective. It is vain to assume that, because men ought to do their duty, this moral maxim can be exclusively relied on in the case of any large body of human beings.

37. Over and above even an efficient discharge of duty, there are many degrees of zeal and diligence and enterprise and thoroughness which should be recognised and encouraged. Unless a teacher has an exceptionally high sense of duty, or a very strong natural bent for his profession, he may, without actual culpability, exert himself most inadequately, much less give of his best. Even though we may have attracted to the profession superior candidates, there will be among them those who will do no more than is positively required, unless there is a direct and substantial reward; and thus their full capabilities and value may be lost. In all professions and walks of life, such an incentive to the energies and ambitions of men and women adds considerably to their efficiency, and it is in no way derogatory to the exercise of the moral sense. Rather is it an assistance, strengthening and creating this motive in those less gifted in that respect.

38. It was, however, argued that, although the principle of recognising specially good service was sound, and although a few exceptionally brilliant teachers might be thus honoured, the practice should not be generally adopted, because it was impossible to apply it with fairness. But these teachers would probably be as difficult to determine on as their less favoured brethren, and in these circumstances we do not see why we should exclude from all chance of such promotion many others who, whether through ability, energy, or a livelier sense of duty, may have shown superior merit. Because we cannot in human affairs attain to the ideal, is hardly a reason for making no effort to move towards it. The difficulty of distributing absolute justice in the awarding of these distinctions must not deter us from endeavouring to do so; and of course every effort should be made to arrive at just decisions. In other professions there are these gradations of merit and success, and similar difficulties in regard to their bestowal, and in many instances chance plays a large part. In the case of the teaching profession, we do not think that its honour or dignity is impaired because opportunities for professional advancement are afforded, while we are quite satisfied that the efficiency of the service is promoted. The ambition to reach eminence in a profession is praise-worthy and desirable, the distinctions gained raise the whole standard of the profession, and it would, in our opinion, be regrettable if this encouragement and recognition of higher efficiency, were to meet with anything like professional jealousy.

39. But it is said that the best way to recognise merit in a teacher is to appoint him to a larger school and that this should take place more frequently than it does. We agree and by the limitations which we recommend as regards eligibility for appointments to large schools, we do much to attain this object. We ensure that only teachers of proved efficiency and of a certain length of service will get the larger schools. Yet as much promotion of this sort is not practicable in our schools, it is necessary, in order to induce good candidates to enter and remain in the service, to have for teachers who prove very satisfactory a scale of higher increments obtainable in any school (except very small ones), though varying in amount according to the size of the school. In these two ways, as well as by the financial recognition of special qualifications and by the granting of special increments in the normal scale, we have endeavoured to encourage a degree of efficiency which will, we believe, commend itself to all interested in educational progress. Furthermore, information as regards these various qualifications and distinctions will be very useful to managers when selecting teachers.

40. *Different Classes of Teachers.*—We have taken into account in our recommendations the different classes of teachers; and by means of higher increments, capitation and a free residence (or a grant in lieu thereof) we differentiate between the remuneration of principals and assistants. The larger the school and the more important, consequently, the position and responsibility of the principal, the greater will be his remuneration. We think that payment by capitation is an easy, suitable, and valuable method of marking these distinctions. Although a teacher is not responsible for the attendance at his school, he has undoubtedly some influence in that direction. The good school is nearly always well attended, and it is quite appropriate that the principal teacher in it should benefit accordingly. In the

larger schools we suggest the appointment of vice-principals with a remuneration above that of assistants, and we recommend an increase in the staffing of schools. We also make recommendations as regards Convent schools and the payment of lay-assistants and supernumerary lay-teachers in such schools, junior assistant mistresses, workhouse teachers, teachers in very small schools, in bilingual schools, in evening schools, and to teachers for extra subjects, and for the instruction and training of monitors and pupil-teachers. The monitorial system seems deserving of encouragement, as it would appear that candidates who have passed through it make the best National School teachers, and we recommend that monitors and pupil-teachers should be able to win scholarships on going into training. After full consideration we came to the conclusion that no difference in salary should be made between rural and urban schools, or between schools for boys and girls and those for one sex only.

V.—RECOMMENDATIONS.

41. Our recommendations as regards suitable scales of salaries and pensions for different classes of teachers are as follows:—

The remuneration of trained teachers should consist of (a) a normal scale of salary with annual increments payable to all teachers (principals and assistants) employed in schools maintaining, in the case of men, an average attendance of 30 pupils, and in the case of women, an average attendance of not less than 20 pupils; (b) a scale of higher increments for teachers of very satisfactory service varying to a certain extent with the size of the school, and (c) a capitation payment based on the average attendance of pupils payable to principal teachers.

Normal Scale.—The normal scale for trained men teachers should commence at £100 and rise by eight annual increments of £5 and then by eight further annual increments of £7 10s. to a maximum salary of £200 per annum.

The normal scale for trained women teachers should commence at £90 and rise by eight annual increments of £4 and then by eight further annual increments of £6 to a maximum salary of £170 per annum.

The ordinary increments of the scale should be granted annually provided no adverse report was received from the inspector.

Men teachers of schools with an average annual attendance of 20 to 29 pupils should receive the scale of salaries assigned to women teachers.

Probation.—All teachers on first appointment should be on probation for a period of not less than two years. At the end of the probationary period the Diploma should be awarded to them provided they have been favourably reported on by the inspector for any two consecutive years. During the probationary period teachers should remain at the commencing salary, but when the Diploma is granted they should receive two annual increments of the scale, *i.e.*, an increase of £10 if a man, or £8 if a woman.

Teachers appointed to the position of principal during the first year of service must cease to be principals should they fail to obtain the Training Diploma within three years of their appointment. No teacher should be retained in the service if he fail to obtain the Diploma within five years.

42. *Special Increments.*—Teachers while passing through the normal scale should be eligible to receive in addition to the ordinary increments of the normal scale special increments at intervals of not less than three years. These increments should not exceed £10 for men, and £8 for women, and should be granted on account of very satisfactory service. The special increments should be granted after three very favourable annual reports, which need not be consecutive, but which should be received within a period of not more than five years. The number and amount of these increments should not in any case raise the teacher's salary above the maximum of the normal scale.

43. *Higher Increments.*—Teachers at the maximum salary of the normal scale, who give very satisfactory service, should be eligible for a further scale of annual increments at the following rates:—

For all assistant teachers and for principal teachers in schools with an annual average attendance of 30 to 49 pupils—Men: five annual increments of £9 each, making the maximum salary £245. Women: five annual increments of £6 each, making the maximum salary £200.

For principals of schools with annual average attendance 50-119—Men: five annual increments of £12, making the maximum salary £260. Women: five annual increments of £8, making the maximum £210.

For principals of schools with annual average attendance 120-239—Men: five annual increments of £15, making the maximum £275. Women: five annual increments of £10, making the maximum £220.

For principals of schools with an annual average attendance of 240 and over—Men: five annual increments of £18, making the maximum £290. Women: five annual increments of £12, making the maximum £230.

For principals of schools (both men and women) with an annual average attendance of 20 to 29 pupils—five annual increments of £4 each, making the maximum salary £190.

Before the first of these higher increments is awarded to any teacher, there should be a special review of the teacher's career for the previous five years. If the service rendered in three of these years be found to be very satisfactory, the teacher should receive the higher increments. Further higher increments should be granted until the maximum is reached, provided the service continues to be of the same character. A higher increment once granted should not be withdrawn unless the reports are clearly unfavourable.

44. *Capitation Payments.*—In addition to scale salary, the principal teachers of schools with an average annual attendance of 30 pupils or above should receive an annual capitation grant of 10s. for each pupil in average attendance up to a limit of 120 pupils. Capitation at the rate of 5s. per pupil should be paid to the principal teacher for each unit of average attendance in excess of 120. If a vice-principal is recognised in the school he also should receive a capitation payment of 5s. per pupil for each unit between 120 and 280. Maximum amount of capitation payable to a vice-principal is £40.

A sum on account of capitation should be paid quarterly, and the balance due adjusted in connection with the payment made in respect of the last quarter of the year.

In case the average attendance in any year is seriously reduced owing to the prevalence of epidemic sickness or other exceptional cause, the payment of the capitation grant should be based on the actual average attendance of the preceding year.

In case of amalgamation of separate boys' and girls' schools, the principal teacher of the combined school should receive capitation calculated on the average attendance of boys, and the privileged assistant should receive capitation calculated on the average attendance of girls.

In case of amalgamation of schools where the combined school qualifies for capitation, it is to be divided equally between the principal and privileged assistant. This rule is only to apply to amalgamated schools where no capitation was paid previously in the separate schools. If either teacher has previously received capitation, the amount of capitation received in the amalgamated school is to be allotted proportionately to the average attendance at the separate schools for the year previous to amalgamation.

Privileged assistants should receive in addition to their existing privileges all the rights of ordinary assistant teachers. Existing privileged assistants who under the present rules are entitled to receive a certain number of units of capitation grant should continue to receive a like number of units of the new grant.

45. *Teachers of Small Schools.*—Trained teachers of schools under 20 average should always be women and should receive remuneration at the normal commencing rate for women teachers, £90 per annum, and should be eligible to rise by ten annual increments of £4 to a maximum salary of £130 per annum.

If the average attendance for any year be less than 10 pupils, the teacher should receive a uniform capitation grant of £8 per pupil in average attendance.

No new school should be recognised unless an average attendance of at least ten pupils is likely to be maintained. Teachers of mixed schools of 35 pupils or under should, as a general rule, be women.

46. *Untrained Teachers.*—No untrained master should in future be admitted to the service.

Untrained women, otherwise qualified, should not be appointed to any school

without the special sanction of the Board and only when it is clear that a trained teacher is not available. No untrained teacher should be recognised as a principal unless in exceptional cases of very small schools.

Untrained assistants should receive a commencing salary of £60, rising by three annual increments of £4 to a maximum of £72.

In exceptional cases where untrained mistresses are recognised as principals they should receive a fixed salary of £90 per annum (without increments).

All untrained women teachers appointed in future should leave the service on marriage, or on attaining the age of 30 years. They should be eligible for a retiring gratuity on leaving the service provided they have served for not less than six years. The gratuity should amount to one month's salary for each year of service.

47. *Junior Assistant Mistresses.*—These teachers should in future receive the same rates of salary and be subject to the same conditions of retirement as untrained teachers.

Existing junior assistant mistresses should have the option of coming under the new rules or of remaining under the present rules at the existing rates of salary.

48. *Teachers with Special Qualifications.*—Teachers with special qualifications should be awarded annual bonuses to be paid over and above the amounts of ordinary scale salary, as follows:—

(a) Teachers who have successfully completed the present third year's course of training in one of the recognised colleges, or alternately, who have obtained the Diploma by one year's residence and attendance at lectures during three Sessions at a University, are to receive £5 per annum, and if such teachers obtain the Higher Diploma of a University they are to receive an additional £5 per annum.

(b) Teachers who have obtained a Degree at a University are to receive £10 per annum.

(c) Teachers of infants' schools holding the Higher Froebel Certificate are to receive £5 per annum.

Teachers shall be eligible for these bonuses on receiving the Training Diploma, and when once granted they should not be withdrawn unless the reports are clearly unfavourable.

49. *Withholding of Increments and Right of Appeal.*—At each annual inspection of a school the inspector should report whether the work of the teacher since the last inspection has been such as to warrant the award of an increment on the normal scale or not. If he finds himself obliged to give an adverse report the specific grounds on which he finds fault with the teacher should be stated in the report. Before making an unfavourable report an inspector of junior rank should communicate with his senior inspector, and the latter should visit the school immediately and make a full inspection. If the verdicts of the two inspectors agree, the teacher should be informed of the result, and he should have the right of appeal. Every care should be taken to communicate unfavourable reports to teachers with as little delay as possible so that a re-inspection, if applied for, may take place immediately. Adverse reports should always be very full and comprehensive.

In cases of appeal, the Divisional Inspector should confine himself to giving judgment on the grounds on which the original adverse report was made. If other important circumstances connected with the school or the teacher are discovered he should comment on them separately.

If an increment be withheld from a teacher in any year owing to an adverse report, the teacher should, if he secures favourable reports in the following year, receive such an increase of salary as would place him at the point in the salary scale at which he would have stood had the increment not been withheld.

Teachers on probation should be informed of the character of the reports on their service at the end of each year of probation, and should have the right of appeal against an adverse report at the end of the second or any subsequent year of probation.

Allowance should, in all cases, be made by inspectors for adverse circumstances, such as irregularity of attendance or other causes beyond the teacher's control, when making recommendations respecting the award of increments.

After each annual inspection the teacher should be informed by the Commissioners of the character of his service, and should in all cases have the right of appeal.

50. *Staffing of Schools.*—The staffing of large schools should be improved. The following scale is recommended :—

Average attendance.	Number of Assistants.
50	One (as at present)
80	Two
120	Three,

and one additional assistant for each additional 40 pupils.

A junior assistant mistress should be recognised in a school with an average attendance of less than 50 but exceeding 35 pupils.

In a school with an average attendance of not less than 160 pupils a vice-principal, who shall also act as chief assistant, should be appointed, and should receive (as stated above in section 44) a special supplement to his salary in the form of a capitation payment. In schools of not less than 320 average a second vice-principal might be appointed. In selecting a vice-principal the manager should consult the principal of the school before coming to a final decision, but his selection need not be limited to the existing staff of the school.

To warrant the recognition of an assistant teacher in any school for the first time, the school should have maintained the prescribed average attendance for a year prior to the date of appointment, or have exceeded this number by a certain number of units for two consecutive quarters. When an average of 50 is required, the attendance should have been 55 for two consecutive quarters, or 50 for a whole year; in the case of an average of 80 the quarterly figures should have been 88 for two quarters, and in the case of an average of 120, the attendance should have reached 130 for two quarters: in the case of each further assistant the quarterly average should be ten units above the required number for two consecutive quarters. In cases of succession to an outgoing assistant the existing rule (No. 83 (c) of the Commissioners' Code) should continue in force. The existing privileges (known as the "swing of ten" or—in reference to junior assistant mistresses—"swing of five") should be retained whenever the position of the assistant is made insecure by the diminution of the average attendance.

A register of unemployed teachers should be kept at the Education Office on which should be entered the names of such teachers as were out of employment or threatened with withdrawal of salary owing to a decline in the average attendance. The names of teachers on the register could be supplied to managers seeking to fill vacancies on the staffs of their schools. The register could also be utilised to furnish managers with the names of teachers willing to act as substitutes for teachers temporarily absent from their schools.

When the employment of a substitute appears to the manager to be necessary in order to replace an absent teacher, the manager should have power to employ a substitute and the Commissioners should pay two-thirds of his salary, provided that the employment of the substitute was, in their opinion, necessary. The absent teacher is to receive salary in accordance with the regulations in the Commissioners' Code. Substitutes might be employed where the absence has reached at least one week's duration.

51. *Appointment of Principal Teachers.*—In order that the appointment of principals to the larger schools should be reserved for those teachers who have given certain periods of efficient service, it is desirable that certain limitations should be imposed in regard to the qualifications of candidates for such appointments.

The following rules for the selection of principals should be adopted :—

All trained teachers should be eligible for appointment in schools with an average of less than 50 pupils, where a trained assistant teacher is not employed.

In schools with an average of from 50 to 79 pupils, the principalships should be confined to teachers who have given at least *five* years' service either as assistant or as principal.

In schools with an average of from 80 to 119 pupils, the principalship should be confined to teachers who have given at least *seven* years' service, not less than three of which have been in the capacity of principal or vice-principal, or who have given at least *nine* years' service in any capacity.

In schools with an average of 120 pupils or above, the principalships should be confined to teachers who have given at least *ten* years' service, not less than five of which have been in the capacity of principal or vice-principal, or who have given at least *twelve* years' service in any capacity.

In schools of 160 pupils or over, the vice-principal should be a teacher eligible, as above, for appointment as principal of a school with an average attendance of 80 to 119 pupils.

The average required for the purpose of appointments should be determined by the average of the preceding calendar year, or by the averages of two out of the three preceding years if the latter of these methods would place it higher. The position of a school with respect to average, having once been determined, should not be changed until the average attendance of pupils has been found to have been subsequently either above or below the limits for two successive years. In this way a certain stability in the position of the school in respect of averages would be secured.

Any time spent by a candidate for the teaching profession up to a limit of three years in obtaining the special qualifications referred to in paragraph 48, over and above the ordinary period of two years in the training college, should be taken as reducing *pro tanto* the period required for these appointments under the regulations recommended above.

In no case should a candidate be appointed to any of these positions unless he has been declared by the Commissioners of National Education to be eligible to undertake the duties of the position.

A register of teachers eligible for recognition as principals of the larger schools should be kept in the Education Office, from which information could be supplied to managers.

52. Averages required for Award of Higher Increments and Payment of Capitation Rate.—In any case where under the terms of our recommendations the eligibility of a teacher to receive increments of salary of a particular scale depends on the maintenance of a certain average attendance, the scale of increments should be at first determined by the average of the preceding calendar year, or by the averages of two out of the three preceding years if the latter of these methods would warrant a higher rate of increment. When once the scale has been settled the teacher should continue to be eligible for increments in accordance with it until the average required fails to be reached in two successive years. At the end of such a period the teacher should be eligible for the increments of the next lower scale.

Similarly, a teacher on a lower scale should become eligible for the increments of the next higher scale only when the average required has been reached and maintained for two successive years.

A like rule should apply to determine a teacher's eligibility to receive capitation rate for which an average of 30 pupils is required, and payment of capitation should be continued, or introduced when not yet paid, in similar conditions to those set forth in the preceding paragraph.

In the case of a school having an average of between 10 and 19 units the salary of the appropriate scale should not be reduced to a capitation rate until the average has failed to reach 10 units for two successive years; and in a school with an average of less than 10 the teacher should not be eligible for the scale salary until an average of 10 or more has been reached and maintained for a like period.

53. Retention of Higher Rates of Salaries.—Teachers who have reached certain rates of salary should not suffer a reduction of these salaries on account of a decline in the average attendance until the average falls below a certain figure for one calendar year. The following scheme is recommended:—

(a) The salaries of principal teachers of schools with an average attendance of 240 pupils or above should not be reduced unless the average is below 200 for a calendar year.

(b) The salaries of principal teachers of schools with an average of from 120 to 239 pupils should not be reduced unless the average is below 100 for a calendar year.

(c) The salaries of principal teachers of schools with an average attendance of 50 to 119 pupils should not be reduced unless the average is below 40 for a calendar year.

(d) The salaries of principal teachers of schools with an average of 30 to 49 pupils should not be reduced unless the average is below 24 for a calendar year.

(e) The salaries of principal teachers of schools with an average of 20 to 29 pupils should not be reduced unless the average is below 15 for a calendar year.

54. *Teachers' Residences.*—A principal teacher should be provided with a suitable residence, free of rent, and convenient to the school, or should receive an allowance in lieu of rent provided he resides within a distance of the school which in the judgment of the Commissioners is reasonable. The allowance should vary in accordance with the prevalent rates of house rent, etc., in the locality.

Better provision should be made for loans and grants for the building of suitable residences for teachers, and statutory power should be obtained to enable the Board of Public Works to increase the maximum loan available for this purpose from £250 to at least £500. A much better class of building than that provided at present, both in accommodation and design, is absolutely necessary.

The Committee strongly recommend that care should be taken that adequate trusts are declared so that the residence shall be held permanently in trust for the purpose of a teacher's residence.

55. *Special Payments to Teachers.*

(a) *Bilingual schools (Irish and English).*—The present system of grants for the successful teaching of the Bilingual programme in Irish-speaking districts should be continued, and the scale of fees should be increased. In place of the present scale of 4s., 6s., and 8s. per unit of average attendance according to the recommendation of the inspector, the fees should be 6s., 8s., and 10s., respectively.

(b) *Fees for Extra Subjects taught outside School hours.*—In addition to Irish and Mathematics, the teaching of Latin, Modern Languages, Shorthand and Typewriting, should be regarded as extra subjects in which instruction may be given outside of the ordinary school hours. The fee per pupil in average attendance at classes in these subjects, or any of them, should be fixed at 7s. 6d. We recommend that where possible Woodwork should be taught at a suitable fee.

(c) *Rural Science and Horticulture.*—The grants for instruction in this branch are insufficient and should be raised by at least 50 per cent.

In order that this branch may be taken up in as many rural schools as possible it is most desirable that managers should be enabled, by statutory powers if necessary, to procure suitable plots of land in the vicinity of the schools.

(d) *Cookery, Laundry Work and Domestic Economy.*—The fee of 5s. per pupil should be increased to 7s. 6d.

(e) *Fees for training of Monitors and Pupil Teachers.*—In the case of schools with one monitor or pupil-teacher, a fee of £4 per annum should be paid to the teacher, provided the inspector's report on the instruction and training of the monitor or pupil-teacher is satisfactory. For each additional monitor or pupil-teacher a fee of £2 per annum should be paid and an extra bonus of £4 should be paid for each monitor and pupil-teacher successful in passing the final examination and securing admission to a training college at the end of the course. The method of allotting these grants to the teachers concerned should be suitably modified where part of the extra instruction is given in intermediate schools.

56. *Monitors and Pupil Teachers.*—In addition to the present payment made to monitors and pupil-teachers, scholarships should be instituted for them when they qualify for admission to a recognised training college. Such scholarships should be of the value of £30, and should be disbursed in two instalments to the holders, one moiety at the time of entrance to the college and the other at the commencement of the second year of training.

57. *Evening Schools.*—In connection with Evening Schools, we are of opinion that the enforcement of a suitable Compulsory Attendance Act and the establishment of continuation schools should remove the necessity for evening schools. But under the present unsatisfactory conditions they fulfil a useful function, and we recommend that improvements be made in the rates of remuneration paid to teachers in these schools. Our attention has been drawn to the report of a Conference at the Education Office, dated 19th April, 1918, between representatives of Dublin Evening Schools and certain Officials of the National Board, and we would urge the adoption by the Government of the recommendations which were made by this Conference.

58. *Convent Schools paid on Capitation System, and Lay Assistants engaged therein.*

The official witnesses who appeared before us bore testimony to the excellent work which is done in the Convent Schools, and some of these institutions rank

In schools of 160 pupils or over, the vice-principal should be a teacher eligible, as above, for appointment as principal of a school with an average attendance of 80 to 119 pupils.

The average required for the purpose of appointments should be determined by the average of the preceding calendar year, or by the averages of two out of the three preceding years if the latter of these methods would place it higher. The position of a school with respect to average, having once been determined, should not be changed until the average attendance of pupils has been found to have been subsequently either above or below the limits for two successive years. In this way a certain stability in the position of the school in respect of averages would be secured.

Any time spent by a candidate for the teaching profession up to a limit of three years in obtaining the special qualifications referred to in paragraph 48, over and above the ordinary period of two years in the training college, should be taken as reducing *pro tanto* the period required for these appointments under the regulations recommended above.

In no case should a candidate be appointed to any of these positions unless he has been declared by the Commissioners of National Education to be eligible to undertake the duties of the position.

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58. *Convent Schools paid on Capitation System, and Lay Assistants engaged therein.*

The official witnesses who appeared before us bore testimony to the excellent work which is done in the Convent Schools, and some of these institutions rank

amongst the best schools under the National Board. The method of payment of the lay assistants in Convent Schools which receive grants on the capitation system did not appear to us to be satisfactory, and we make certain recommendations which will place these teachers on exactly the same footing as regards remuneration and conditions of service as the teachers in ordinary National Schools. At present the cost of education per pupil is somewhat less in Convent Schools which are paid capitation grants than in other schools, and we have only recommended an addition to the capitation rates which will give the Convents an increase corresponding to the increase given in teachers' salaries.

I. Lay assistants in Convent Schools should receive the same rates of salary and be subject to the same conditions of payment as assistants in ordinary National Schools.

II. The salaries of lay assistants should be paid in the same manner as those of assistants in ordinary National Schools.

III. An agreement with the managers should be required for each lay assistant as in the case of assistants in ordinary National Schools.

IV. Lay assistants should come under the operation of the Pension Regulations applicable to teachers in ordinary National Schools.

V. The Commissioners of National Education should deduct a fixed sum from the capitation grant payable to the Convent for each lay assistant who is a member of the recognised staff. A recognised lay assistant is an assistant whose services are required in addition to those of nuns who are regularly engaged in the school in order to constitute an adequate teaching staff, regard being had to the average attendance.

VI. A deduction of £110 should be the fixed sum at the introduction of the new scales for each lay assistant. The fixed sum should be regulated at intervals and it should be reviewed at the end of the first year during which the new rules are in operation, and subsequently at the end of triennial periods. The deduction of £110 is made in order to defray the cost of payment by the Commissioners of the salary, increments, etc., of each lay assistant. The review is for the purpose of fixing the sum to be deducted in respect of payment of each lay assistant, at the figures found to represent the average annual payment actually made to all the recognised lay assistants in the Convent Schools taken collectively for the period under review.

VII. The scale of capitation grant for Convent Schools paid on this system should be 70s. to 90s. per pupil in average attendance. Ten annual increments of 1s. are to be given for each year of efficient service. Such increments when once granted should not be withdrawn unless the reports are clearly unfavourable.

An annual bonus of 2s. 6d. should be available for such schools as have gained the above ten increments on a report of very satisfactory service. No school should receive more than four of these bonuses. A failure in any year to reach the standard of very satisfactory service should entail the loss of a bonus.

VIII. In transferring the present Convent Schools to the new scale, each Convent is to receive as many shillings above the new minimum as it has above the present minimum. Those at the top of present capitation scale should receive a capitation rate of 80s. per pupil in average attendance, and be immediately eligible for the award of bonuses on the conditions prescribed in the preceding paragraph.

IX. No teacher over and above staff required is to be employed unless qualified. Supernumerary lay teachers where employed are to be paid a minimum salary of £1 per week by the community.

59. *Workhouse Schools.*—We consider that the children who receive instruction in workhouse schools should, as far as possible, be sent to ordinary National Schools. We recommend that the teachers employed in workhouse schools should be paid a minimum initial salary of £50 per annum in the case of men, and £40 per annum in the case of women in addition to such allowances as they receive at present. They should also be awarded suitable increments of salary on the usual conditions of efficient service.

60. *Pensions*.—The pensions of teachers in National Schools are at present fixed on a contributory basis. Each teacher contributes to the Pension Fund a percentage of the average pensionable income of his grade, ranging from 3½ per cent. in the case of a third grade teacher to 5 per cent. in the case of a teacher in the first division of first grade. The funds available for the payment of pensions are: (a) The interest on a capital sum of £1,300,000 appropriated by Parliament from the funds of the disestablished Irish Church; (b) Annual grants made by Parliament, the total of which between 1st January, 1880, and 31st December, 1917, amounted on the latter date to £794,798 7s. 0d.; (c) Premiums contributed by the teachers which during the same period amounted to £706,804 17s. 2d.; and (d) The proceeds of investments representing the accumulations of savings in respect of these three sources of income.

After deducting the amount of the pensions and other allowances paid to the teachers since the inception of the Pensions Scheme it is found that the capital sums to the credit of the fund consist of (a) above (the Irish Church money), and the other net accumulations of Voted money and Teachers' Contributions (b and c), which amounted on 31st December, 1917, to £1,532,179 1s. 11d. (Stock at face value).

The Pension Fund is divided, under the Statutory Rules, into (1) Teachers' Contribution Account; (2) Endowment Account.

On 31st December, 1917, the Teachers' Contribution Account amounted to £420,574 15s. 1d. (Stock). At the same time the Endowment Account amounted to £1,111,604 6s. 10d. (Stock), representing accumulations from the sources other than Teachers' Contributions and the original Endowment of £1,300,000.

It is now a widely accepted principle that members of the teaching profession who are engaged in a great National service should be freed from the necessity of making provision for old age. By the enactment of the School Teachers' Superannuation Act, 1918, the State has accepted the entire responsibility for providing pensions in State-aided schools under the English Board of Education. These pensions are wholly provided out of moneys contributed by the taxpayers of the United Kingdom, and there is no valid reason why teachers in Irish National Schools should not enjoy the same pension rights as their fellow-teachers in England and Wales.

The salaries which we have recommended, while marking an advance on those previously paid, do not, we consider, allow any margin for deductions towards pension, and we have arranged the salary scales on the assumption that the teachers would not be called upon to make any provision out of their incomes for old age or incapacity. We recommend, therefore, that a scheme of pensions on a non-contributory basis should be established for teachers in Irish National Schools similar to that which has been established in England under the School Teachers' Superannuation Act, 1918, with certain modifications which would bring the new system into harmony with the existing rules, and are rendered necessary by the conditions of service of teachers in Ireland.

The modifications suggested are as follows:—

I. Voluntary retirement should be permitted, in the case of existing teachers, on reaching 55 years of age provided the teacher has given 35 years' service. This is a privilege which they now enjoy.

II. A medical examination should not be required in connection with the new scheme in the case of teachers who have been already medically examined before joining the present scheme.

III. The pension of teachers who retire within the first three years of the operation of the new scheme should be calculated on their average earnings under the new scales of salaries, and in future the period for calculating pensionable income should be three years instead of five years.

IV. In the case of teachers who have become, or may become, officials of the Board of National Education the whole service as teacher should be counted in calculating pensionable service.

V. The annual value of residences or allowances from State Funds for residences in the case of Model School teachers should be counted as income for pension purposes.

VI. A gratuity of one year's income, under the new scale, for each period of

fifteen years' service should be made to teachers who did not come under the Pensions Act of 1880, and are debarred by age from joining the new scheme.

VII. Provision should be made, as under the present Rules, for the granting of a pension in the case of a teacher if he has served for not less than ten years, and if

(a) The Commissioners of National Education and the Treasury are satisfied that while actually serving as a teacher he has become incapable from infirmity of mind or body of discharging the duties of a teacher and that such incapacity is likely to be permanent; or

(b) Having attained the age of fifty he is removed from the service by the Commissioners of National Education on the ground of his inability to discharge those duties efficiently, and the Treasury consider the circumstances of the case justify the grant of a pension.

VIII. Recognised service given by teachers in Public Elementary Schools in Great Britain who subsequently teach in Irish National Schools, and recognised service given by teachers in Workhouse or Industrial Schools should count for pension purposes.

Teachers who have contributed to the present Pension Fund (including Model School teachers who have paid supplemental premiums) should receive, on attaining the age of 65, the annuities purchasable by these contributions. We also strongly recommend that a grant should be made to increase the pensions of teachers who have retired, when the retiring pension is inadequate to afford a reasonable subsistence. There would not be a large number of such cases, and they will be gradually decreasing.

61. *The Application of New Scales to Existing Teachers.*—The Administrative Department, which would have before it the many different classes of cases that will present themselves in dealing with the large number of National Teachers, can alone carry out the transfer of existing teachers to the new scales, and we can only suggest general principles for its guidance.

In making our recommendations with regard to teachers at present in the service we assume that the improvements in salaries which we recommend will be granted and that prompt recognition will be given to the claims of a body of public servants who have long been remunerated at rates of payment which are not commensurate with the importance of the duties which they are called upon to discharge.

In applying the proposed scales to existing teachers the following rules should be observed :—

(a) An addition of £30 per annum should be made to existing salaries of trained men teachers, and an addition of £26 per annum to existing salaries of trained women teachers. This is to be increased by an addition of £1 per annum for each year of service, subject to a limit of £25.

(b) Untrained teachers eligible under the Commissioners' Rules for promotion to first grade or already in first grade shall receive the same increases as trained teachers.

(c) Untrained teachers in the service prior to 1st August, 1887, who are not eligible under the Commissioners' Rules for promotion to first grade, shall not, on transfer, receive higher salaries than £170 for a man teacher and £146 for a woman teacher. They shall, however, be eligible for further increments in the normal scale and for higher increments on the same conditions as trained teachers under the new rules.

(d) Untrained teachers appointed between 1st August, 1887, and 1st April, 1905, are not to receive higher salaries than £170 in the case of a man teacher and £146 in the case of a woman teacher.

If they satisfy the usual conditions for higher increments they shall be eligible for further increments to the maximum of the normal scale. If their salaries on transfer are fixed at figures less than these maxima they shall be eligible for increments up to these limits on efficient service.

(e) Untrained teachers appointed after 1st April, 1905, are to receive the minimum salary of £90 per annum.

(f) In connection with the question of untrained teachers generally, we recommend that the Commissioners of National Education shall have regard to exceptionally good service where it is given by untrained teachers, and deal with such cases in an exceptional manner.

(g) In no case shall a teacher be placed at a point higher in the new scales than he would have reached if they had been in operation since the date of his first appointment.

(h) Should any case be found where a teacher would be debarred from an immediate increase under the foregoing rule, his salary is to be fixed at the nearest figure in the new scale above his existing salary.

(i) *Junior Assistant Mistresses* who elect to come under the new rules of payment set forth in 46 should be placed at the minimum salary of the new scale, *i.e.*, £60 per annum, from the date on which these rules receive financial effect.

In this connection we recommend that Work Mistresses, of whom a few are still employed in the schools, should receive a salary of £24 a year.

(j) The increases of salary recommended for teachers under the new scales of salary who possess certain qualifications, *e.g.*, Third year's course of training; Froebel Certificate; University Degree; Diploma; Higher Diploma, should be applicable in the cases of existing teachers who possess these qualifications, provided that due regard be paid to cases where special increases of salary have already been granted on the same grounds.

VI.—DISTRIBUTION OF GRANTS FROM PUBLIC FUNDS.

62. An important part of our task was to enquire and report as to possible improvements in the distribution of grants from public funds for Primary Education in Ireland. We make three recommendations in reference thereto, dealing with the methods practised as regards the distribution of grants from public funds, the economy effected by the amalgamation of schools, and the establishment of local Committees with a power of administering a local rate for certain school purposes.

63. *Treasury Grants.*—In the first place, however, we desire to say that in our opinion the provision of instruction for the children of a country is a national trust and obligation. The State, representing the community as a whole, should provide at least for the elementary education of all its future citizens, should see that it is suitable and efficient, and should insist on its universal applicability. The need is imperative and ubiquitous; and the corresponding obligation is not a matter to be left dependent upon local inclination, varying according to means, energy, or public spirit. The teachers' salaries should, therefore, as has been the case for some time in Ireland, be a State charge, based on a national scale; and correspondingly the teachers are servants of the State with obligations and duties to it. The State rightly concerns itself with their training and efficiency and appointments. As a condition precedent to appointment, teachers must pass certain tests, and in order to earn their salaries and pensions, they must observe definite regulations laid down by the State. We believe that it would be a retrograde step if the service of National Education were to be localised in its status and remuneration, and we observe also that the tendency elsewhere is towards developing its national character and putting its cost increasingly on the Exchequer as shown, for instance, by the provisions of the Teachers' Superannuation Act, 1918.

64. Now, in order to provide for the improved salaries of teachers which we recommend, there will have to be a substantial increase in the present Exchequer grant for that purpose, and we submit that our figures, which are moderate and reasonable, are necessary to meet the educational needs of the country. They will do no more than place the profession in Ireland on a sound financial basis. Notable advances have recently been made in England and Wales and Scotland, and there is much more leeway to be made up here than in those countries.

65. When we examine recent procedure with regard to the provision of funds for Irish Primary Education we find that the service has suffered grievously. Grants from public funds would appear to have been made in a spasmodic and haphazard manner. For our purpose we need not go back further than 1900, when a new scheme of remuneration for teachers was introduced, by which the various payments formerly made to them—class salary, additions to class salary, results

fees, customs and excise grant, bonuses, gratuities, residual capitation grants and union rates—were consolidated or abolished. On that occasion the difficulty in radically changing the method of paying thousands of teachers of various classes and ages, who were in receipt of complicated salaries made up of these dribbles, and whose existing and prospective rights had to be calculated and protected, was immensely increased because the Government of the day made it a condition that the alteration should involve no immediate increase in the grants. The new scale of remuneration was thus handicapped from the beginning and injustice and anomalies were in many cases unavoidably created. Subsequent financial treatment by the Government shows little improvement. In 1902 an annual grant of £185,000, which was said to be the equivalent of a grant towards Primary Education in England, was diverted from Irish Primary Education and devoted to quite extraneous objects. The amounts of other grants were settled regardless of the representations of the Commissioners of National Education. New building grants were suspended altogether for a time, and efforts to improve the position of teachers and to carry out much-needed educational reforms were hampered by the denial of the necessary financial support. For years a very definite grievance was caused by the “standard numbers” arrangement, by which only a fixed number of teachers could be recognised in the upper grades, no matter how many had fulfilled the other necessary conditions of promotion.

66. This treatment of Irish Primary Education was not only injurious and unfair, but was also part of a deliberate policy of the Government that Ireland was to get no further financial aid except on the “equivalent grant” theory. Apart from the merits of the various devices—population, Imperial contribution, attendance, by which the actual ratio of our equivalent rights has been from time to time calculated, we think it wrong that the amounts of the grants for a great service in one country should be decided by the needs of the corresponding service in another country. If English Primary Education happens to require financial aid from the Treasury, Irish Primary Education is to get some, and in proportion thereto. If England happens not to require any, then, of course, neither does Ireland. A starving man is to be fed only if some one else is hungry. We do not forego Ireland’s claim, when exceptional grants are made in other parts of the Kingdom, to a corresponding grant to Ireland for some useful purpose, but it seems to us extraordinary that Irish Primary Education should be financed on lines that have little relation to the needs of the case. This policy has resulted in grants—arbitrary, illogical, and insufficient, which had to be distributed by the Commissioners in the best manner permitted by the amounts. The needs, the merits of the case, which alone decide the amounts of grants towards English Education, have been repeatedly ignored as regards Ireland. Accordingly we strongly recommend a reform in the method of distributing grants from public funds for Primary Education in Ireland.

In connection with the proposals for increased State expenditure on Irish Primary Education, attention was directed in evidence before us to the Report of the Childers’ Commission on the financial relations between Great Britain and Ireland.

67. *Amalgamation of Schools.*—There cannot but be a large number of small schools in Ireland on account of our scattered population, and as a large proportion of the children of the country are educated in them, and as teaching in such schools is a difficult and responsible undertaking, the salaries should be sufficient to attract good teachers. But there are, we believe, many small schools that might with advantage to educational and to communal interests be amalgamated, and we hope that the Commissioners’ policy in that direction will be continued with determination. For these reasons we make the following recommendations:—

(a) The average required for the recognition of separate schools for boys and girls, adjoining or in close proximity, and for the appointing of a new teacher on the occurrence of a vacancy, under Rule 179 (c) of the Commissioners’ Code, should be higher than it is at present. The single-teacher school is relatively less efficient and is expensive.

(b) Small schools should be amalgamated where they exist within a mile or two of each other and where amalgamation would not entail any serious religious inequality or disadvantage to any religious denomination.

(c) In urban areas where there exist at present more than one school under the

management of the same religious denomination we strongly recommend that one large school should be established in a suitable and well-equipped building within reasonable distance of the homes of the children concerned.

(d) Separate ordinary schools for boys and girls adjoining or in close proximity and under the same management, or one or both of which there has been for the preceding calendar year an average attendance of less than thirty-five pupils, should, as a general rule, be amalgamated on the occurrence of a vacancy in the principalship of either school, or by agreement.

(e) Generally speaking, amalgamation should be carried out whenever possible. A list should be kept in the Education Office of all schools suitable for amalgamation, and in case of a vacancy in the principalship of such a school a new appointment should not be made until the Commissioners of National Education have given their approval. Managers should receive notice of the placing of their schools on this list at the time when the list is prepared, even though there should then be no vacancy in the principalship. All schools under Protestant management should be put on the list if they have an average daily attendance of less than thirty-five pupils and are within two miles distance of one or more schools under Protestant management, and a similar rule should apply in the case of schools under Roman Catholic management.

66. *Local Committees and Local Aid.*—While we hold that the work of teaching in Primary Schools in Ireland is a national service, and that the assistance heretofore given from State grants towards the original capital expenditure on the erection of schoolhouses should be continued, there are, in our opinion, directions in which localities may well be called upon to evince their interest in the success of the State service, by contributing by a local rate towards the expense of Primary Education.

69. We therefore propose that it be obligatory on County Councils and County Boroughs in conjunction with the Board of National Education to appoint School Committees on the same lines as School Attendance Committees are at present constituted. Their duties and powers to be as follows:—

- (1) The enforcement of school attendance enactments throughout Ireland.
- (2) The maintenance, repairs, heating, cleaning, and equipment of National Schools unless adequate provision has been otherwise made.

Before expending money in the maintenance, repairs and equipment of non-vested schools the owners of the buildings should enter into agreements with the School Committee as regards the use of the buildings during certain hours and for a certain number of years for Primary Education purposes, so as to warrant the Committee in incurring such expenditure.

It should also be optional for such local Committees to undertake the following charges:—

- (1) The payment of the moiety required from the locality in order to secure the medical and dental treatment of the pupils in the schools, and to secure the provision of meals in necessitous cases. Also the payment of the local moiety towards discharging the annuity on the residence for the principal teacher.
- (2) The provision of school books and requisites in necessitous cases.
- (3) The provision, where necessary, of plots of land for the purposes of horticultural instruction, and also the provision of sites free of cost to enable managers to erect teachers' residences where not already provided.

The expenses incurred in exercising these powers and fulfilling these duties to be met by a County-at-Large or Borough rate. In cases of dispute in the distribution of the local rate for any of these purposes the matter should be referred to the Commissioners of National Education for their decision.

70. *School Attendance.*—On the question of School Attendance we recommend the following amendments of the law relating to compulsory attendance as contained in Sections 1 to 16 of the Irish Education Act of 1892:—

1. Subject to the provisos as to reasonable excuse for non-attendance set forth in Section 1 (3) of the Act, parents should be required to cause their children between six and fourteen years of age to attend a National or other efficient school on every day on which the school is in operation for the instruction of pupils. No school, not a National School, is to be considered efficient unless it is in operation for at least 180 days in the year.

Section 1 (3) (b) of the Act should be amended so as to read : " That the child has been prevented from attending school by sickness or other unavoidable cause."

II. (a) In Section 1 (2) the age at which a child may be excused from attendance at school should be raised from eleven to thirteen years.

(b) The standard of proficiency at which a child over thirteen years may be excused should be that prescribed for the sixth standard in National Schools in reading, writing and arithmetic. The certificates of proficiency to be awarded as the result of examination by a Committee of teachers.

(c) A child not having reached this standard must remain until fourteen years of age.

III. No person should be allowed to employ :

(a) any child under thirteen years of age;

or

(b) any child under fourteen years of age, unless excused on account of having passed in the programme for sixth standard; except as prescribed in Section II. (1) for the setting or planting of potatoes, hay-making or harvesting on fifteen school days.

The fine that may be imposed under Section II. (2) should be raised to a maximum of five pounds, instead of forty shillings.

IV. Section III. (4) should be mandatory on the School Attendance Committee as well as on the local authority.

When the Commissioners of National Education take over the performance of any duties under this sub-section their expenses should be defrayed out of local rates.

V. Section IV. The procedure by " attendance order " should be abolished, and, after due warning, the school attendance committees should have power to prosecute defaulting parents.

The maximum fine on parents should be raised to forty shillings (including costs). The minimum fine should be ten shillings.

Sub-section (3) limiting prosecutions to intervals of two months should be repealed.

VI. Section V. (1) should be repealed. An employer should not be allowed to hire a child of school-going age, simply because there is no school within two miles of the child's residence.

VII. The compulsory attendance clauses of the Act should apply to every place in Ireland without exception. Their application should not, as at present, be left optional in case of rural areas.

VIII. When it is pleaded that a child is in attendance at a non-national school, it should be lawful for the School Attendance Committee or their officers to visit such school and make such enquiries as may be necessary to ascertain the fact.

IX. In Section 1 (3) (a) the words " or public path " should be inserted after " nearest road " in line 2.

X. In case of children of ten years of age and upwards the limit of two miles from the nearest school should be increased to three miles, so that the existence of a school within the latter distance would render the attendance of the child compulsory.

XI. Power should be given to the Court to commit to Industrial or Reformatory Schools refractory pupils who are out of their parents' or guardians' control and in whose cases fines had been inflicted on three separate occasions.

In addition we recommend that provision should be made for the taking of an annual census by the School Attendance Committee of all children within their area who are of school-going age, for the purpose of securing that they shall receive suitable Primary Instruction.

School vans or other means of conveyance should be provided wherever necessary for bringing the children to the nearest available National School, and the cost provided by the State.

71. We would wish to point out that by these and other recommendations in this report we are suggesting the placing of a considerable financial responsibility on the Irish ratepayer for the purpose of Primary Education. The enforcement of attendance at schools, the maintenance, repairs, heating, cleaning and equipment of schools, the expenditure on books, and the contribution towards the medical and dental treatment of pupils, and the provision of meals for necessitous children will represent a very substantial sum from local taxation. The locality will, as heretofore, continue to be liable for the large sum of money contributed voluntarily towards the provision of new buildings. There will also be available towards financing our proposed scheme of salaries and pensions, the endowment of the present Teachers' Pension Fund, consisting of £1,300,000 from the Irish Church Fund, which is a purely Irish Fund, and the Stock, £1,111,604, representing sundry grants from Parliament and the accumulated savings from income since the inception of the Pension Fund. Furthermore, we hope that considerable savings will be effected in grants from public funds by our recommendations as regards the amalgamation of schools.

VII.—CONCLUSION.

72. Having ascertained that certain defects existed in the position, conditions of service, promotion and remuneration of teachers in Irish National Schools, and in the distribution of grants from public funds for Primary Education in Ireland, we have now suggested what we consider to be appropriate and adequate remedies, and we have recommended a suitable scale of salaries and pensions for different classes of teachers. The evidence and our own deliberations made us realise more and more the importance and far-reaching nature of the work in hand; and our sense of this was deepened by our appreciation of the gravity of the times we live in. Yet we avoided issues which we could not import into the terms of the Enquiry without violating its obvious intention, and we kept clear of disruptive changes, believing that proposals which have not a due regard for existing principles, customs and traditions may lead to the revolutionary collapse rather than to the reconstructive amelioration of social organisms. Our aim has been simple and moderate—to provide for efficient teachers, fairly paid and pensioned, and to have fewer schools, well-equipped and well attended; and we are satisfied that if our recommendations are carried out, the system of Irish Primary Education will prove to have been remodelled, so far as the terms of reference permitted, on lines that will greatly facilitate its smooth working and be fair to every deserving member of the profession.

73. We know, however, that even large improvements in the material conditions of a service or in the machinery of its administration are not everything. With the removal of grounds for discontent and agitation among teachers in reference to ways and means, we trust that a greater degree of efficiency and a more general application of energies to intellectual and academic questions connected with the profession will ensue. We believe that our recommendations will tend to create in the public mind a livelier interest in the schools, in their value and significance, and in their conditions, which have so close a bearing on the character and attainments and health of the children of a country. We hope to see a new heart and soul, a new force and responsibility pervading and inspiring the service in its external and internal aspects, and raising the whole standard of education to the high level which is essential if Ireland is to compete successfully with other countries. We, therefore, think it our duty to submit that, in our opinion, effect should be given to our suggestions and recommendations without delay, and we confidently rely on a Government which has pledged itself to undertake the reconstruction of social life, not to overlook the very beginning and foundation of all social welfare and progress.

74. Before closing this Report to Your Excellency, we desire to express our warm appreciation of the manner in which our Secretary, Mr. J. M. Flood, Barrister-at-Law, carried out all the duties of his office. The ability and diligence

with which he transacted the secretarial work, the help which his knowledge of the subject afforded us, and the care with which he consulted our convenience greatly conduced to the successful and agreeable conduct of our business.

All of which we humbly submit for Your Excellency's gracious consideration.

KILLANIN, Chairman.

✱PATRICK O'DONNELL.

B. J. TUAM.

W. A. GOLIGHER.*

R. T. MARTIN.*

MARGARET DOYLE.

WILLIAM HASLETT.*

WILLIAM BERNARD JOYCE.

ROBERT JUDGE.

THOMAS JOSEPH NUNAN.

WILLIAM O'NEILL.

GEORGE RAMSAY.

M. F. HEADLAM.*

A. N. BONAPARTE WYSE.

HERBERT B. KENNEDY.*

THOMAS F. MACKEN.

W. GORDON STRAHAN.*

JOSEPH M. FLOOD, B.A., Barrister-at-Law,

Secretary,

Council Chamber,

Leinster House, Dublin.

26th February, 1919.

*Subject to reservation.

RESERVATION TO PARAGRAPH 7.

We desire to express our regret that the Managerial System, which is so important a part of the system of Primary Education in Ireland, was not dealt with by the Committee, and we think it a fit subject for enquiry.

R. T. MARTIN.
W. A. GOLIGHER.
W. HASLETT.
M. F. HEADLAM.

RESERVATION TO PARAGRAPH 8.

The connection between the Committee's functions and the general schemes of Reconstruction, which are touched on in paragraphs 4 and 5 of our Report, would not be complete in our opinion if we did not develop the idea of Educational Reconstruction more fully than by the mere recommendation of higher salary scales for National Teachers.

We are aware that our colleagues held that they were precluded by the terms of reference from considering this matter, though possibly some of them attach importance to the idea. But we cannot help feeling very strongly that it is quite legitimate to record our opinions that co-ordination of the various Educational Authorities under a Minister responsible to Parliament is desirable.

A properly constituted Central Authority would, in our view, remove many of the existing disadvantages, would bring education—Primary, Secondary, and Technical—into more living touch with the people, would avoid overlapping in functions and administrative friction, would secure efficiency and substantial economies, and effect a co-ordination in educational affairs which has proved beneficial in other parts of the United Kingdom.

M. F. HEADLAM.
W. GORDON STRAHAN.
R. T. MARTIN.

RESERVATION TO PARAGRAPH 23.

I am satisfied that the remedy suggested in paragraph 23 of the Report will not be effective in relieving the situation in regard to the want of school accommodation in the City of Belfast. I was greatly impressed by the evidence given by Mr. H. M. Pollock, the President of the Belfast Chamber of Commerce, by the Officer of the Belfast School Attendance Committee, and by the two Managers who appeared on behalf of the Belfast Protestant Managers' Association.

1. All these witnesses agreed that there is a very serious shortage of school-accommodation for the children of school-age in the City of Belfast, and some of them affirmed that the shortage extended to at least 15,000. It was stated, in addition, that while many of the schools were modern, well-equipped and fulfilled the customary requirements of suitably appointed schools, yet a very large number were either indifferent or bad and unsuitable for school purposes and should not be maintained. It is clear, therefore, that if the unsuitable schools were removed some thousands of children would have to be provided for beyond the estimate of 15,000 above mentioned.

2. I desire to point out that the deplorable condition of Belfast schools and the want of accommodation is not a recent discovery. Nor is the remedy. An attempt was made in 1908 by the Earl of Shaftesbury, when he was Lord Mayor of the City, to meet the difficulty. His effort failed for reasons I need not now discuss or mention.

3. As far back as 1904 the late Mr. George Wyndham, when Chief Secretary for Ireland, tried to deal with Irish Primary Education, but was obliged to draw back from it. One of the results of his efforts is the most valuable Report on Education in Ireland, prepared by the late Mr. F. H. Dale, and presented to Parliament in 1904. Mr. Dale testified that he found in 90 Belfast schools badly lighted and ventilated rooms, and that the schools in question were generally those having but few and small class rooms. He was particularly impressed by the fact that even in certain schools, ranked as the best in Ireland, he found class rooms being used which would have been long since condemned in England on the ground of inadequate lighting and ventilation. He gives the conclusion of his investigation of school buildings in the two cities of Belfast and Dublin in the following words:—

(Para. 15 of his Report.) “As a result of my investigations I have no hesitation in reporting that both in point of convenience for teachers and in the requirements necessary for the health of teachers and scholars, the average school buildings in Dublin and Belfast are markedly inferior to the average school building now in use in English cities of corresponding size, *e.g.*, Bradford, Bristol or Nottingham.”

4. I make no apology for extracting at length other paragraphs from this most informing and suggestive Report. They have a very direct bearing on the substance of this memorandum, and are a weighty contribution to the solution of the Belfast school problem. In para. 26 Mr. Dale further states:—

“A fact which must strike most forcibly any English Inspector on visiting the schools in Dublin and Belfast is the inordinate delay which occurs, whether in superseding insanitary buildings or in coping with the need for additional school accommodation in any district of the City In the Ballymacarrett district of Belfast the supply of schools is insufficient and it has been so for the last five years.”

5. In para. 27 he compares the English and Irish system. He says:—

“The explanation of the continued existence of such insanitary buildings in Ireland as have been superseded in England is not far to seek. In England, since the Education Act, 1870, the Central Department has been able to insist that defective school-accommodation shall be made good without undue delay by voluntary effort, or, in default of this, by the responsible local authority, which it had power to establish. The Department has thus had a means of applying pressure to an unwilling Manager or locality, and the threat of establishing a School Board has necessarily had a considerable effect in accelerating the provision of a new school. In Ireland, however, the Central Authority has been forced to wait in helpless inaction for the appearance of voluntary effort. It has had no power to require new schools or to hasten their completion Again, in the case, not uncommon in great cities, of the migration of working-class population from one district to another, the Central Department in Ireland has had no recognised body in the locality to whose attention it could bring deficiencies in the supply of schools or from whom it could require the information necessary, in order to enable it to decide as to the best method of supplying them. It has been reduced—as has been seen in the Ballymacarrett district of Belfast and in parts of Dublin—to the alternatives of allowing the existing schools to be grossly overcrowded or of excluding children altogether from education, until some charitable Manager came

“ forward to build a new school. Similarly, it can withdraw grants from
 “ a school for gross defects in its premises, but no organised machinery
 “ exists for replacing that school by a better within any reasonable period of
 “ time.”

6. Again in para. 28 he shows the waste involved by the absence of a local authority. I give his own words, which are as follows :—

“ Further, the absence of a local authority in the large towns involves
 “ upon occasion a waste of money which is not incurred in England. It is
 “ not to be supposed that individual Managers can either obtain the infor-
 “ mation or devote the time required to keep a careful watch upon the growth
 “ of population in the many districts of a great city. It is not until the
 “ subject is forced upon their attention by the overcrowding of the sur-
 “ rounding schools that they prepare to take action. Yet by that time the
 “ best sites for new schools—which a responsible local authority might have
 “ been able to forestall—have been taken up; the price of land has certainly
 “ risen, and accordingly the individual Manager has both to pay more and
 “ to be content with an unsuitable article. The inquiries that I made of the
 “ Inspectors and Managers showed that the unsatisfactory sites and absence
 “ of the proper playground in some of the Dublin and Belfast schools are to
 “ be ascribed to this cause. Nor again, can a private person with limited
 “ funds at his disposal be reasonably expected to look so far ahead as to
 “ build a school in a growing district with a direct view to its later enlarge-
 “ ment, and thus to save the expense in future of a second school on a separate
 “ site. Yet the experience of the School Boards in the large towns of
 “ England has shown conclusively that this procedure, though demanding a
 “ higher initial outlay, is one of the surest forms of economy.”

7. Again in para. 29 Mr. Dale concludes with an observation on the question of the establishment of a local authority. Here are his words :—

“ I am aware that the question of the constitution of a local authority
 “ analogous to the School Board or Borough Council in England cannot be
 “ decided upon educational grounds alone; but it would be idle for me to
 “ disguise my conviction that until such a body is established in the large
 “ towns of Ireland no satisfactory solution of the defects which I have
 “ described in the preceding paragraphs can be found.”

8. I now turn to the Annual Report issued by the Commissioners of National Education in 1913-1914, for evidence and a remedy as to the condition of school accommodation in Belfast. On page 45 of this Report the Senior Inspector informs his Commissioners that :—

“ The need for suitable school accommodation is so great that in the
 “ absence of a school rate, or of organised effort, it is hopeless to expect that
 “ individual effort on the part of Managers will ever be competent to deal
 “ effectively with the difficulty.”

9. The Senior Inspector further informs the Board that he finds four or five teachers working simultaneously in one room and he states :—

“ In such cases the effect of instruction is greatly impaired and the
 “ strain on the nerves and physical energy of the teacher is immense : whereas
 “ the overcrowding of the class room causes a vitiated atmosphere and a
 “ lowered vitality in pupils and teachers. The organisation, too, is com-
 “ plicated, as the written work, drawing, etc., have to be done in the main
 “ room, as the class room is rarely fitted with desks.”

The Inspector further states in his Report :—

“ A very serious defect in the Belfast school buildings is their situation.
 “ Most of them are on the street where the noise of the passing traffic is so
 “ great as to render oral teaching at times almost impossible.”

Again he says :—

“ Suitable playgrounds are attached only to one-third of the Belfast schools.”

10. I ask what is the remedy for the deplorable condition of many existing schools in Belfast? Who is to be responsible to provide new schools for the thousands of children in the City of Belfast—and some of them among the poorest—who are demanding facilities to be educated but can find no school accommodation?

11. In the Report of the Committee they in effect express the hope that the voluntary system may be moved by new energy and zeal on account of the relief proposed to managers as to upkeep and maintenance.

12. Those on the spot and familiar with the views of the community of Belfast build on no such hope. They are convinced that the partnership between the State and voluntary effort through Managers has failed to meet the needs of Belfast and is no longer equal to the heavy burden. A new partnership must be created between the State and a local authority suitably constituted and adapted to the local circumstances, with power to levy a rate for the provision of new schools and other educational purposes, and with power to contribute towards existing school buildings to make them suitable and keep them adequately maintained. From my knowledge of, and experience of local affairs in Belfast I am convinced this can be done with injury to none and with justice to all. Such a partnership will arouse a local interest in primary education hitherto unknown. It will impose upon the City the obligation of being concerned with the upbringing of young people. The public spirit of Belfast will respond if power is given to the Corporation. Already the Corporation of Belfast has proved its capacity to manage and control Technical Instruction with efficiency and success. Would it be less successful in dealing with the problem of primary education?

In my judgment this is the only way by which the urgent needs of elementary education in the City of Belfast can be met. I know that fresh legislation will be required, but I respectfully urge upon Your Excellency to take into consideration the representations I have made and the question of immediate legislation to give effect to them.

R. T. MARTIN.

We concur in the reservation made by Mr. Martin.

HERBERT B. KENNEDY.
W. GORDON STRAHAN.

I do not profess any knowledge of Belfast other than that I have acquired from the evidence, but I am of opinion that Mr. Martin's reservation is on right lines, in that it advocates the constitution of a Local Authority with large powers in Educational matters.

M. F. HEADLAM.

I concur generally with Mr. Martin's reservation on the distinct understanding that due regard be had to the rights of existing teachers in the closing of unsuitable schools.

W. HASLETT.

RESERVATION BY MR. HEADLAM.

I have signed the Report because I am in general agreement with many of the principles expressed therein, and because I am of opinion that, when the present War Bonuses to the Irish National Teachers are withdrawn, the salary scales proposed will not be excessive, having regard to the importance of the work which teachers are called upon to perform, and to the salaries which are now paid in other walks of life in Ireland.

I could not contemplate, however, that the new scales should be granted in addition to the present bonuses or that the whole cost of the new scales should fall on the taxpayer of the United Kingdom.

The position is to some extent complicated by the present political situation. If the Government of Ireland Act, 1914, is to be put into force in the near future I am willing to subscribe to the doctrine laid down in paragraph 63 of the Report, viz. : that education is a National obligation and that the Irish National Teachers' salaries should be the charge of the Irish State : there is much to be said for the view that Ireland is too small an entity for the cost of education to be divided, approximately in equal parts, between the Central Government and the Local Authorities, as in England and Scotland.

If, however, our recommendations are based on the conditions existing at the present moment, and our intentions are that the new scales should be adopted at once, I am bound to discuss certain matters referred to in our Report, and to put on record my Reservations.

(1) While there is much force in some of the arguments in paragraph 66 as to the apparently illogical character of the method in which grants have been made to Irish Education, yet it will be found extremely difficult to devise a logical system which will be fair to all the interests concerned. In the case of Ireland we cannot proceed on the lines of purely educational needs, for all religious interests have to be conciliated as well as purely educational needs provided for. We find, for instance, that Scotland had, on 31st August, 1917, 3,167 schools, while Ireland had, on 31st December, 1916, 8,118 operative schools. From this it follows that the larger number of Irish teachers—7,687 out of 13,421 certified teachers—are Principals.

It would have been considered unfair to Ireland, during the years which have shown a steady decline of the Irish population, to base the grants from Parliament on a calculation per head of the population, equal to that given in England, where the population has been increasing. Further, a grant on the basis of average attendance would also be unfair, as long as Irish interest in Education was not sufficient to call for a drastic reform of the School Attendance Act, or even to insist on compliance with the existing regulations for compulsory attendance. As stated in paragraph 15 of the Report, the average attendance, in many cases, is not more than 60 per cent. of those on the rolls of the school.

In all the circumstances, therefore, the principle of equivalent grants, illogical though it may appear, seems to me the only possible system.

The system cannot be held to work out unfairly to Ireland. The present cost to the Exchequer of educating a child in an Irish National School is put by the Commissioners of National Education at £4 17s. 1d. Taking the items in the English Vote for Education analogous to those on which that calculation is based, the cost to the Exchequer of educating an English or Welsh child is £3 0s. 1d. The real cost of educating an Irish child is higher at present than £4 17s. 1d.—for this figure does not include the cost of school buildings (which are largely provided by the State in Ireland though not in England) or of teachers' pensions, in respect of which the Irish teacher has, hitherto, received far better consideration at the hands of the State than the English teacher. The Irish figure does not include the cost of War Bonus to the Irish teacher, but as this has been given by the State in Ireland in addition to an equivalent grant under the Fisher scheme, whereas in England the Fisher Grant covers all State addition by way of War Bonus, its inclusion is justified.

A system under which each child educated in an Irish National School costs the Exchequer 62 per cent. more than a child educated in an English National School cannot, in fairness, be described as "injurious and unfair" (paragraph 66 of the Report) to Ireland.

Further, the 62 per cent. additional cost in Ireland surely provides, in full, all the "exemptions and abatements" which may legitimately be given to Ireland, without injustice to the United Kingdom taxpayer, under the Act of Union.

The best estimate that I can obtain of the ultimate cost of our proposals, over the ultimate cost of the present scheme (which, it must be remembered, represents the equivalent of the Fisher scheme in England), is about £930,000 per annum.

Taking the ultimate increase at £900,000, and not allowing for an increase in the number of children educated (which we hope for as the result of the legislation following our recommendations for improving School Attendance) the cost to the Exchequer, calculated on the above basis, of educating an Irish child would be £5 17s. 0d., which would be 95 per cent. over the cost of the English child.

The real reason why the funds for Irish Education are insufficient is that there has not been sufficient interest in education in Ireland to compel her Parliamentary representatives to take powers to raise a rate for Educational purposes. That interest is now, as we hope and believe, sufficiently awakened. But the relief to the Exchequer—some £18,000 a year—conveyed by our proposals is not sufficient when the enormous increase of expenditure, which our proposals involve, is considered; and I only sign the Report on the understanding that a considerable proportion of the increase should be provided from local funds. Personally, I should be in favour, for the reasons given above, of a national rate levied over the country as a whole, but I am willing to agree to the principle of local rating embodied in our Report, if the scope of the rate is largely widened.

(2) I do not think that the new rates of pay should be given to the teachers in addition to the War Bonus, present and future. Such grant would make the initial salary for a man £132 10s., and for a woman £116, as opposed to the initial salary, respectively, of £78 and £64, which was the rate payable up to 1st July, 1916, a rise of 70 per cent. and 81 per cent., respectively. Such a rise continued up the new and improved scale, with the very considerable possibilities of acceleration and early attainment of maximum which we advocate, in addition to the relief effected by the remission of contributions towards pensions, seems to be excessive, and likely to lead to difficulties with other State services and with the teaching profession in England and Scotland. It must be repeated that the Irish teachers have not only shared in the full equivalent of the Fisher Grant given in England, but have also been granted a War Bonus costing nearly £500,000 per annum in addition. A further War Bonus has been applied for.

(3) I have grave doubts in assenting to an encouragement of the system by which special grants are given in bilingual schools and for the teaching of Irish as an extra subject (paragraph 55 (a) and (b)). Either Irish is the national language or it is not. If it is not, there is no need to teach it. If it is, its teaching should need no encouragement. All payments on this head, if made, seem peculiarly suitable to be a charge on the local rates.

(4) I feel some difficulty, also, in agreeing to the application of the incremental system to the Convent Schools (paragraph 58, VII. and VIII.). The evidence was emphatic as to the high character of the teaching given as a rule in these schools. But the theory of increment is personal to secure the *prospects* of the teacher and attract candidates to the teaching profession. We have endeavoured to secure (paragraph 58, VI.) that proper increments shall be paid to Lay Assistants in Convent Schools. It seems to me that the grant of automatic or quasi-automatic increments to a school has not the same basis of reason as the grant of increments to a person, and that the capitation rate should be a fixed rate, calculated, as proposed, so as to allow the average salary to be paid to each Lay Assistant, and, if necessary, revised if the average rises. But the increment system, if continued to these schools, involves that they will all eventually reach, and remain at, the maximum. I think it would be more logical to fix some mean.

(5) As regards Pensions, we are recommending an enormous advantage to the teachers in the abolition of their premiums. I do not think it fair to ask that Irish teachers should be allowed, as suggested in paragraph 60, VII., to retain the advantages of the existing system as well.

(6) I cannot subscribe to all the statements in paragraphs 65 and 66. I see no injustice in the stipulation made by His Majesty's Government in 1900 that the

new system then introduced should entail no immediate increase of expenditure to the State for Primary Education. Even at that date it cost more to the State to educate an Irish child than to educate an English child; but, as a matter of fact, Irish education as a whole did not suffer; on the contrary the sum of £78,000 per annum hitherto allocated from the Local Taxation Account to Primary Education was merely transferred to the new Department of Agriculture and Technical Instruction, and a large proportion of this is devoted to Technical Education, while a fresh sum of £78,000 per annum was put on the Votes for Primary Education. In addition a sum of £8,000 per annum, representing local contributions to Primary Education (which then ceased) was imposed on the taxpayer. Further, the new system imposed an increasing charge on the Exchequer, and the Parliamentary Vote shows a steady rise from year to year, *e.g.*, 1900-01, £1,387,503; 1907-08, £1,408,360; 1917-18, £2,202,018. Nor can I agree that the fixing of certain numbers in each grade was in itself a legitimate grievance; it is the normal condition of State service that the numbers in each rank should be fixed, and, irrespective of merits, State servants have normally to wait for vacancies in order to obtain promotion. Those who entered the service after the system was adopted certainly have no grievance, nor have those who subsequently received any promotion.

The conditions governing School Building Grants, further, are not quite fully stated in these pars., nor in par. 23. For many years, after the provision of school buildings by the State ceased in England and Scotland, the system continued in Ireland. Between 1870 and 1902-3, £793,806 had been spent by the Board of Works. But in 1903 the Treasury pointed out that this provision in Ireland was anomalous, and that it should be brought to a close.

In view, however, of the bad state of certain schools, it was considered that it would be inequitable to stop the building grants at once, and it was promised that the Board of Works should spend £100,000 more, spread over five years.

In spite of this limitation, the sum of £410,767 was spent between 1903-4 and 1914-15, inclusive.

The grants were lower, it is true, between 1903-4 and 1907-8 owing to the fact that the standard plans were being enquired into during those years. But grants were only partially suspended—£77,936 being spent in those years.

My signature, then, must be taken to be subject to the above reservations as to certain matters of principle, and certain matters of fact.

M. F. HEADLAM.

NORMAL SCALE AND HIGHER INCREMENTS.

The following Summary of the various Scales of Salary and higher Increments recommended is appended for convenience.

Years of Service.	Principals of Schools of 20-29 Pupils.		Assistant Teachers and Principals of Schools of 30-49 Pupils.		Principals of Schools of 50-119 Pupils.		Principals of Schools of 120-239 Pupils.		Principals of Schools of 240 Pupils and over.	
	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.
1 ...	£ 90	£ 90	£ 100	£ 90	£ 100	£ 90	£ 100	£ 90	£ 100	£ 90
2 ...	90	90	100	90	100	90	100	90	100	90
3 ...	98	98	110	98	110	98	110	98	110	98
4 ...	102	102	115	102	115	102	115	102	115	102
5 ...	106	106	120	106	120	106	120	106	120	106
6 ...	110	110	125	110	125	110	125	110	125	110
7 ...	114	114	130	114	130	114	130	114	130	114
8 ...	118	118	135	118	135	118	135	118	135	118
9 ...	122	122	140	122	140	122	140	122	140	122
10 ...	128	128	147 10s.	128	147 10s.	128	147 10s.	128	147 10s.	128
11 ...	134	134	155	134	155	134	155	134	155	134
12 ...	140	140	162 10s.	140	162 10s.	140	162 10s.	140	162 10s.	140
13 ...	146	146	170	146	170	146	170	146	170	146
14 ...	152	152	177 10s.	152	177 10s.	152	177 10s.	152	177 10s.	152
15 ...	158	158	185	158	185	158	185	158	185	158
16 ...	164	164	192 10s.	164	192 10s.	164	192 10s.	164	192 10s.	164
17 ...	170	170	200	170	200	170	200	170	200	170
18 ...	174	174	209	176	212	178	215	180	218	182
19 ...	178	178	218	182	224	186	230	190	236	194
20 ...	182	182	227	188	236	194	245	200	254	206
21 ...	186	186	236	194	248	202	260	210	272	218
22 ...	190	190	245	200	260	210	275	220	290	230

Teachers who qualify for the award of Special Increments under the regulations set forth in paragraph 42 can shorten the period required for attaining the maximum of the Normal Scale.

MEMORANDUM

SHOWING THE

EXISTING SITUATION AS REGARDS SALARIES OF TEACHERS IN NATIONAL SCHOOLS IN IRELAND,

AND THE

General features of previous systems of remuneration which have been adopted since the establishment of the Board of National Education in 1832.

(Handed in by Mr. A. N. BONAPARTE WYSE, M.A., Secretary to the Commissioners of National Education.)

The existing regulations and scales of salaries payable to Irish National teachers came into force on 1st April, 1917, in accordance with proposals placed before Parliament by the late Chief Secretary, Mr. H. E. Duke, in July, 1917. The present scheme of salaries (known as the "Duke Scheme") is in its essence a modification and extension of the previous system, which in its main features was in operation since April, 1900.

Before proceeding to describe the present system, it may be well to glance briefly at the general features of the previous systems of remuneration for National teachers which have been adopted since the beginning of the National system in 1832.

EARLY METHODS OF PAYMENT.

In its opening years the National Board did not aim at doing more financially for the teachers than to provide a small supplement to the very modest emoluments available from school fees, endowments, and other local sources. In founding the Board, the then Chief Secretary laid it down that no application for aid to any school should be entertained where a permanent salary for the master was not locally provided, but in practice it was found impossible to insist on this condition, and it appears never to have been strictly enforced.

During the first forty years of the National System, from 1832 to 1872, teachers were paid fixed class salaries. From 1832 to 1839 a master received a fixed sum of £10 a year, and a woman £8. In 1839, teachers were divided into three classes, according to their success at examinations, a man in the first class receiving £20, and a woman £15; while a third-class master had £12, and a woman £10. In 1848 the classes were sub-divided into divisions, and the amounts raised: a master in first division of first class had £30 and a woman £24, and the lower classes were increased in proportion. Small gratuities of £2 or £3 a-piece were granted to the best school-keepers in each inspector's district. As time went on the grants were gradually augmented, and in 1872 we find the highest class salary to be £52 for a master, and £42 for a mistress, and, in addition, there were grants of good service salary available for the best teachers on the recommendation of the inspectors. These grants were confined to classed teachers, of at least eight years' service in schools with an average attendance of at least 35 pupils. The maximum annual grant of good service salary was £13, attainable after seventeen years' service—the minimum £2. In 1868 the number of teachers receiving good service salary was only 553 out of a total of 8,250 (35th Report of the Commissioners for 1868, p. 20). Small gratuities, in addition to good service salary, could also be earned for success in training monitors, in teaching vocal music and drawing, and as premiums for neatness and cleanliness in the keeping of the schools. Model school teachers, being in the direct employment of the Board, had special rates of salary. All assistants received the salary of the third or lowest class.

THE RESULTS SYSTEM.

For twenty-eight years, from 1st April, 1872, to 31st March, 1900, the system of payment by results' fees was in force. All schools were examined annually by the inspectors, and results' fees allocated on the answering of the individual pupils. Teachers continued to receive the fixed class salaries, but no new grant of good service salary was made, and the income of the teacher from State funds, down to the passing of the Act of 1892, consisted of class salary paid quarterly, and results' fees paid yearly, after the annual examination. Pursuant to the recommendations of the Powis Commission, (1870) the introduction of the Results' system was accompanied by an attempt to secure a contribution towards the teachers' emoluments from the local rates. In 1875 an Act of Parliament was passed giving power to boards of guardians to contribute towards results' fees. In the case of schools situated in non-contributory Poor Law Unions the Results' Fees were divided into two equal parts; the first moiety was paid by the Board unconditionally, but the second moiety was paid only so far as there was a corresponding sum contributed towards the income of the teachers from school fees or local endowments. In the case of schools situated in the contributory Poor Law Unions, not only were both moieties of the Results' fees paid to the teachers, but in addition the latter received from the rates an amount equivalent to one of these moieties. As the question of becoming a contributory union was left optional with the Poor Law Boards, the amount varied considerably from year to year. Between 1875 and 1891, the highest amount contributed from the rates was £30,499 in the 1876, the lowest was £8,324 in 1880 (no doubt owing to the serious state of distress prevalent in that year throughout Ireland).

In 1890 the Local Taxation (Customs and Excise) Act (53 & 54 Vic., c. 60) provided a sum of £78,000 out of the local customs and excise duties, which was paid annually to the Commissioners and distributed as a capitation grant, partly in lieu of the contributions towards Results' fees from the local rates (which were reimbursed in part by the Commissioners to the poor law boards) and partly in lieu of contributions from non-statutory local sources.

In 1891 the average rates of salary from the Commissioners for National teachers were as follows:

	Class Salaries.		Results Fees.		Total.	
	£	s. d.	£	s. d.	£	s. d.
Men Principals	44	15 5	19	8 9	64	4 2
Women "	35	13 2½	18	1 11½	53	15 2
Men Assistants	35	3 2	12	0 2	47	3 4
Women "	27	1 10	10	16 2	37	18 0

IRISH EDUCATION ACT, 1892.

The next substantial increase in the teachers' salaries resulted from the Irish Education Act of 1892, which abolished school fees in all schools except those where an average rate of school fee of more than 6s. per pupil had been raised, and added £210,000 per annum

The maximum emoluments of such a principal teacher may be represented as follows:

	Men.	Women.
1 st Grade salary	£198	£168
Supplemental salary	50	50
Capitation grant	35	35
Total	£283	£258

To reach this maximum by ordinary progression through the grades would take 19 years' service; but if special promotion be granted the maximum might be reached in 12 years.

On the other hand, no teacher can be appointed as principal of a school of 140 or over unless he is reported to be highly efficient in the discharge of his duties, and has at least seven years' service.

Supplemental salary and admission to either section of first grade is in all cases conditional on highly efficient service, as certified by the inspectors. Consequently an existing principal of a school of 140 who is merely satisfactory in the performance of his duties can receive only:

	Men.	Women.
Second Grade salary	£134	£114
Capitation	35	35
	£169	£149

These figures should be reached after eleven years' service.

(2) Principals of schools of 70 average.

The maximum emoluments of these principals are the following:

	Men.	Women.
1 st Grade salary	£198	£168
Capitation grant	17 10	17 10
	£215 10	£185 10

To reach these figures 19 years' service is requisite under the ordinary system of promotion; but by special promotion 12 years may suffice.

High efficiency being necessary to reach the first grade, it follows that a principal of a school of 70 who is not up to this standard can receive only the following maximum salary:

	Men.	Women.
Second Grade salary	£134	£114
Capitation	17 10	17 10
	£151 10	£131 10

These maxima may be reached in 11 years.

(3) Principals of schools of 50 average.

The following shows the maxima for principals in schools of 50 average:

	Men.	Women.
1 st Grade salary	£160	£135
Capitation	12 10	12 10
	£172 10	£147 10

These maxima may be reached in 15 years, or with special promotion in 8 years.

Highly efficient service being required for 1st grade, with service of average efficiency the principal of a school of 50 may obtain:

	Men.	Women.
Second Grade salary	£134	£114
Capitation	12 10	12 10
	£146 10	£126 10

Maxima to be reached in 11 years.

(4) Principals of schools of 30 average.

The following are the maxima:

	Men.	Women.
Second Grade salary	£134	£114
Capitation	7 10	7 10
	£141 10	£121 10

These maxima may be reached in 11 years with efficient reports; if special promotion be granted, they may be reached in 7 years.

(5) Principals of schools of 20 average.

The following are the maxima to be reached in 8 years:

	Men.	Women.
Third Grade salary	£102	£88
Capitation	6	5
Special Bonus	10	10
	£117	£103

NOTE.—In the cases of all the above maxima for principals of various sizes of schools, it is to be observed that 5s. is to be added to the figures for each unit of average attendance above those specified.

(6) Assistant teachers.

Assistant teachers are not eligible for promotion beyond the second grade, and the latter grade is confined to such assistants as are reported by the inspectors to be discharging their duties with high efficiency.

The maxima for highly efficient assistants, which may be attained in 11 years, is £134 for men, and £114 for women.

Assistants who are "efficient," but not reported to be "highly efficient," may receive a bonus of £10 after reaching the maximum of third grade, so that their maxima are as follows:

	Men.	Women.
Grade Salary	£102	£88
Bonus	10	10
	£112	£98

Untrained assistants are not eligible for any increments, even in third grade, unless they were appointed to the service on or before 1st April, 1905.

CONDITIONS OF PROMOTION.

A principal teacher of a school of 30 average is eligible for promotion to second grade when he has served for one year at the maximum of third grade. His promotion then depends on his school reports. He must, as a rule, have been reported to be doing work of an efficient character in each of the previous three years to warrant his promotion.

Principals for two years at the maximum of second grade in schools of at least 50 average are eligible for promotion to second section of first grade. The teacher's service in each of the three years preceding promotion must be of a highly efficient character.

For promotion to first section of first grade an average of 70 is required and one year's service on the maximum of the second section of the grade. Work of a highly efficient character must be performed in each of the three years preceding promotion.

In each case the average attendance required is that for the calendar year ending 31st December preceding the date of promotion.

Untrained principals are not promoted to first grade unless they possess a vested right thereto by having been in the service before August, 1887, and were on that date either married or at least 25 years of age.

In each annual report the inspector is required to state whether the teacher's service is or is not of such a character as to qualify him for promotion, and his reply on this point is transmitted to the teacher, together with the school report and table of efficiency of the different subjects of instruction. An inspector of lower rank than a senior inspector cannot alter the recommendation from that of the previous year without the counter-signature of his senior inspector.

Any teacher may lodge an appeal against a report within fourteen days of its receipt by him. The appeal is referred to the Board's chief inspectors, who may allow it if they consider it reasonable. A new inspection is then held by an inspector of senior rank to the one appealed against.

The Commissioners have retained powers under the Duke Scheme to award more speedy, or special, promotion in cases of exceptional merit in school-keeping. In such cases the restriction as to average attendance still applies, but the condition of service at the maximum of the lower grade is waived to a greater or less extent, and the total service of the teacher under the Board is scrutinised. Nine years' total service is the minimum service for 1st grade, six years for 1st grade,

and three years for second grade. The conditions of high efficiency required, which are of course somewhat stringent in view of the very favourable treatment involved, are six years' consecutive highly efficient service for promotion to either section of first grade, and three years' such service for the second grade. These conditions will enable young men of high ability, principals of schools of 50 average, to attain salaries of £150 or £160 before they reach twenty-eight or thirty years of age.

A return has recently been prepared in the Education Office, based on information supplied by the inspectors, of the total number of principals and assistant teachers whose service is considered to have been highly efficient in each of the last three school years. The following table shows the result, together with the total numbers of principal and assistant teachers in the service on 31st March in each year and the percentage estimated to attain the standard of high efficiency:

School Year.	No. of Teachers.	No. estimated to be Highly Efficient.	Percentage.
1915-16 ...	13,411	3,802	28.3
1916-17 ...	13,332	3,858	28.9
1917-18 ...	13,358	3,820	28.5

AWARDS OF INCREMENTS.

The awards of increments are made annually on the reports of the inspectors. In all grades above the third increments are granted when the teacher is stated in the report preceding the date of increment to be giving efficient service. In third grade the requirement for the increment is somewhat less exacting. The instruction to the inspector when making his recommendation of increment for teachers in this grade is as follows:

A teacher shall be considered deserving of increment if his work since the last general inspection gives evidence of promise and does not show manifest signs of neglect or carelessness.

The same procedure in regard to appeals applies in the case of increments as in that of promotions.

TRANSFER OF EXISTING TEACHERS TO DUKE SCHEME.

The transfer of the teachers to the new scales laid down in the Duke scheme presented no such difficulties as in 1900, inasmuch as in nearly all cases the new scale insured a substantial increase of salary to the teacher. Existing teachers retained their grades in the new scheme, and received allowance for increments already awarded in the grade or for service already given towards the next increment. Except in first section of first grade, two annual increments were granted to teachers for each triennial increment already received.* Assistants in some cases did not fare so well as principals, as they received no further capitation grants under the Duke Scheme, and the bonuses paid to certain of them under the Education Act of 1892 were considered to be merged in the new amounts of salary. On the other hand, they obtained easier and regular conditions of promotion to second grade, and in cases where they do not qualify by high efficiency for such promotion they receive a special bonus in third grade.

CONVENT SCHOOLS.

The foregoing statements have reference to the ordinary graded teachers, principals and assistants, and it remains only to refer briefly to the position of teachers of Convent schools paid by Capitation Grant, and of junior assistant mistresses.

In Convent schools, where the members of the community are not graded teachers, the conductors receive a capitation grant based on the average attendance. In 1900, these grants ranged from 25s. to 35s. per

*In first section of first grade one annual increment was allowed under the Duke Scheme for each triennial increment.

pupil, and an increment of 1s. per pupil might be added triennially up to the maximum of 35s. if the reports were satisfactory. In addition, the usual capitation grant on the average attendance of pupils between 3 and 15 years was also paid. In 1907 the grants were increased by 5s. per pupil out of the Birrell Grant; and in 1917, under the Duke Scheme, a uniform sum of 10s. per pupil was added, the system of triennial increments being retained unaltered. The total Capitation Grants now payable to Convent schools vary from a minimum of 40s. to a maximum of 50s. per pupil, besides the 5s. Capitation payable on the attendance of pupils from 3 to 15 years.

It is allowable for the conductors of these Convent schools to employ qualified teachers to assist in the teaching at rates of salary mutually agreed upon subject to a minimum salary laid down by the Board. Before 1917, the minimum for trained lay assistants was £44 per annum, and for untrained £40. Under the Duke Scheme, the minimum has been fixed at £64. Supernumary assistants—i.e., those who are not required for the adequate staffing of the school, may also be employed; the minimum for such assistants, which was formerly £30, has recently been raised to £45. The time served by recognised lay assistants may count towards awards of Training Diploma and of increments, but not for pension purposes.

JUNIOR ASSISTANT MISTRESSES.

This class of teachers is recognised in small mixed schools under masters, or in schools with an average attendance of at least 35 pupils. Before 1917 they received an annual salary of £24 per annum, and £4 besides out of the Birrell Grant when they had given two years' efficient service—total salary, £28. Under the Duke Scheme they have an initial salary of £40 per annum, rising by annual increments of £3 to a maximum of £52.

AVERAGE INCOMES.

In conclusion, I have attached a return showing the average income of the teachers on completion of the first year of the Duke Scheme as compared with their incomes in the year before the war. In this return the increases of income due to war bonuses are not included.

RETURN showing average incomes of National school teachers from all State sources (exclusive of war bonus) in each of the grades for the year ended 31st March, 1914 (the year before the war commenced), and for the year ended 31st March, 1918.

Grade.	Average Pensionable Income for the year ended 31st March, 1914.	Average Pensionable Income for year ended 31st March, 1918.	Increase in average Income for 1917-18 over that for 1913-14.	
Men	1 ^a	£ s. d. 102 1 10	£ s. d. 228 7 5	£ s. d. 36 5 7
	1 ^b	149 14 0	174 9 1	24 15 1
	2	120 3 5	139 7 9	19 4 4
	3	84 4 8	100 2 1	15 17 5
Women	1 ^a	158 6 9	198 5 3	30 18 6
	1 ^b	125 19 2	150 6 4	24 7 2
	2	102 7 8	116 11 1	14 3 5
	3	69 10 7	81 14 6	12 3 11

JUNIOR ASSISTANT MISTRESSES.

For the year ended 31st March, 1914, the average income from State sources of junior assistant mistresses was about £27. For the year ended 31st March, 1918, their average income (excluding war-bonus) was about £40. Increase about £13 per annum.

A. N. BONAPARTE WYSE.

NATIONAL EDUCATION OFFICE,

DUBLIN, Sept. 27th, 1918.

MEMORANDUM

WITH REFERENCE TO

PENSIONS OF TEACHERS IN NATIONAL SCHOOLS IN IRELAND,

Showing the general features of the System of Superannuation since its establishment in 1880.

(Handed in by Mr. JAMES DUNCAN, Teachers' Pension Office.)

Previous to 1880 National Teachers were not eligible for pension, but received on retirement a gratuity of one year's salary for every ten years' service.

The Teachers' Pension Act of 1879, which came into force on 1st January, 1880, granted pension to classed teachers, i.e., teachers who receive salaries from and are classed according to the regulations of the Commissioners of Education.

The Teachers' Pension Fund, out of which pensions are payable, consists of the Endowment, and the Contributions deducted quarterly from teachers' salaries.

The Endowment is made up of (a) a capital sum of £1,300,000, which had been appropriated by payment out of the Irish Church Fund. It is in the hands of the Irish Land Commission, who transfer to the Teachers' Pension Fund interest at 8 per cent. per annum; (b) sundry grants made by Parliament since 1880; (c) the accumulated savings from income since the inception of the Fund. The Endowment is charged with three-quarters of the amount of pensions paid, while one-quarter of the amount of pensions, together with any refunds of premiums made on the resignation or death of teachers in the service, is charged to the contribution of teachers.

At the end of 1917 the balances of the two accounts stood thus:

ENDOWMENT ACCOUNT.

In the hands of Irish Land Commission	...	...	...	£1,300,000	0	0
Stock	1,111,604	6	10
				£2,411,604	6	10

TEACHERS CONTRIBUTION ACCOUNT.

Stock	£420,574	15	1
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The total amount paid by teachers as contributions from 1st January, 1880, to 31st December, 1917, was £706,804 17s. 2d. Of this the amount of £131,619 15s. 6d. was paid to teachers or their representatives as premiums refunded on resignation or death during the same period.

Since 1880 six actuarial investigations into the condition of the Fund have been made at intervals. Each of these, with the exception of the first, in 1885, showed a prospective deficit. To meet this liability the following grants were voted by Parliament:

In 1891, £90,000, the Irish equivalent for the portion of the year of the English "Free Grant."

In 1897, £95,484, plus an annual grant of £18,000.

In 1901, £20,897, considered due to Pension Fund out of the Arrears Grant to Teachers.

In 1905, £298 18s. 2d., the balance of the above Grant.

In 1912, an additional annual grant of £25,000, raising the amount of the annual grant to £43,000.

In 1914, a further grant of 15 per cent. on total annual expenditure. The amount of this grant in 1917 was £17,158, bringing the total grant for the year to £60,158.

The total amount of grants made from Votes of Parliament from 1st January, 1880, to 31st December, 1917, was £794,798 7s. 0d. over and above the original endowment of £1,300,000. The accumulations, representing net invested savings on those amounts, were, at 31st December, 1917, £316,805 19s. 10d.

From 1880 to 1885, pensions were based on age, irrespective of service, and the maximum pensions available for teachers in ordinary National Schools in the highest grade were, £88 (men) and £63 (women). Model school teachers were allowed to pay additional premiums and to qualify for pensions of £120 in the case of men, and £90 in that of women.

In 1885, a revision of the Rules introduced service as an additional factor in determining pension, and existing teachers were given the option of electing to be pensioned on age alone, or on age and service combined.

From 1880 to 1897 the form of retiring allowance granted to teachers who retired through disablement was a gratuity, with the alternative of a small pension. The gratuity was generally selected by the teacher in preference to the small pension.

In 1897 the resources of the Fund were found to be insufficient to meet the prospective benefits. Premiums were therefore increased, and the maximum pensions obtainable were reduced (except in the case of existing contributors) to £60 for men and £47 for women.

The Rules, of 1897 also modified the form of Disablement grants. Instead of the gratuity hitherto paid, a disabled teacher received the amount of his premiums with interest, plus a small pension commutable after twelve months for a sum of three times the amount of premiums and interest already paid, less any pension drawn. The pension was almost invariably commuted, and the total sum received by the teacher exceeded in most cases that payable under former Rules.

In 1913, after a conference between the Treasury and the representatives of the teachers, new Rules for the administration of the Fund were made. These Rules came into operation from 1st October, 1914. All teachers in the service before that date were allowed the privilege of electing to continue under the operation of the old Rules, while ex-teachers who retired on pension since 1st April, 1900, were entitled to claim the benefit of the new scheme, and their pensions were revised accordingly.

Under these Rules, each teacher contributes to the Pension Fund a percentage of the average pensionable income of his Grade, ranging from 8½ per cent. in the case of a third grade teacher to 5 per cent. in the case of a teacher in the first division of the first grade. These rates are to continue unchanged for a period of five years, unless it is found that for any year the average salary for a grade was more than 10 per cent. greater than the average salary taken as the basis of the pension contribution. Reduced contributions are required from third grade teachers of thirty years of age and upwards whose incomes do not exceed, in the case of men, £80, and in the case of women £65.

Pensions are granted at the rate of 1/80th of the pensionable income for each year of service above the age of 18, subject to a maximum of 40/80ths and to a minimum of £13 per annum, and are awarded on the average annual pensionable income of the teacher for the three years ending 31st March preceding date of retirement. Pensionable income includes all payments received by teachers from State sources for duty in a National School other than fees for evening school instruction and the value of the teachers' residence.

The contributions of teachers who die in the service are repaid, with compound interest, to their legal representatives.

The Rules of 1914 abolished the grant of gratuities on retirement through ill-health, substituting a pension on service and salary of not less than £13 a year.

Up to 1914, voluntary retirement on pension was allowed to men at the age of 55, and to women at the age of 50. The Rules of 1914 do not permit such retirement before the age of 60, unless the teacher is 55 years of age and has given 35 years' service.

The ages for compulsory retirement are 65 for men and 60 for women, unless the teacher is continued in the service by the Commissioners of National Education.

TABLE I.
Table showing the number of teachers in each grade for the year ended 31st March, 1918 (Supplied by Board of National Education).

	No. of Teachers in each Grade.				TOTAL.
	I.	II.	III.	IV.	
Men Principals ...	522	609	1,836	1,387	4,354
Men Assistants ...	9	6	119	1,102	1,236
Women Principals ...	290	366	1,210	1,385	3,251
Women Assistants ...	8	19	574	3,906	4,507
Total Men ...	531	615	1,955	2,489	5,590
Total Women ...	307	385	1,784	5,291	7,767
Total Principals ...	821	975	3,046	2,772	7,614
Total Assistants ...	17	25	693	5,008	5,743
Total Teachers ...	838	1,000	3,739	7,780	13,357

TABLE II.

TABLES showing the Number of Teachers at each rate of Salary and their average Residual Capitation Grant, divided according to sex, grade, and position in school (Principals and Assistants).—See explanatory Note at end of tables. (Supplied by Board of National Education).

MEN PRINCIPALS.

Ordinary Scale Rates of Salary, including £5 Bonus cases.	Number of teachers.	Average Amount of Residual Capitation Grant.	Special Rates of salary, including £30 Bonus cases marked (B).*	Number of Teachers.	Average Amount of Residual Capitation Grant.
3RD GRADE ... £ 64 ...	20	£ 3	£ 98½	1	£ 25
78 ...	104	8			
82 ...	113	9			
86 ...	155	9			
90 ...	162	10			
94 ...	187	10			
98 ...	164	10			
102 ...	443	10			
107 ...	38	6			
112 ...	—	—			
(Total No. of Men Principals in Grade—1,387).					
2ND GRADE ... 110 ...	352	11	140B	1	44
116 ...	463	12	146B	5	50
122 ...	239	12	152B	1	43
128 ...	133	14	158B	2	35
134 ...	942	13	164B	8	50
(Total No. of Men Principals in Grade—1,836).					
1st GRADE ... 146 ...	128	14	176B	6	51
153 ...	71	14	183B	4	57
160 ...	397	15	190B	3	45
(Total No. of Men Principals in Grade—609).					
1st GRADE ... 168 ...	121	19	—	—	—
178 ...	54	19	198B	23	54
188 ...	78	21	208B	10	65
198 ...	139	24	206	1	73
			209	1	35
			218B	28	48
			223B	1	38
			228B	58	61
			240B	1	52
			253B	1	60
			254B	2	70
			258B	1	80
			269B	1	84
			273	1	73
			274B	1	117
Total No. of Men Principals in Grade—522.					
Total No. of Men Principal Teachers—4,354.					

* NOTE.—The £30 Bonus may increase by annual increments of £5 to £50.

MEN ASSISTANTS.

Ordinary Scale Rates of Salary, including £5 Bonus cases.		Number of Teachers.	Special Rates of Salary.	Number of Teachers.
	£		£	
3RD GRADE	78	154	84½	1
	82	134	91½	1
	84	107	94½	1
	90	120	94½	9
	94	109	98½	2
	98	62	98½	21
	102	147	—	—
	107	284	—	—
	112	—	—	—
(Total No. of Men Assistants in Grade—1,102).				
2ND GRADE	110	59	111½	9
	116	3	116½	1
	122	21	117½	3
	128	8	128½	1
	134	13	142½	1
(Total No. of Men Assistants in Grade—119).				
1 st GRADE	146	2	147½	1
	153	—	152	1
	160	—	152½	1
	—	—	157½	1
(Total No. of Men Assistants in Grade—6).				
1 st GRADE	168	—	174½	1
	178	1	175½	1
	188	—	178½	1
	198	—	170½	2
	—	—	184½	1
	—	—	191	1
	—	—	228B*	1
(Total No. of Men Assistant Teachers—1,236.				
			* Privileged Assistants, £30 Bonus	

WOMEN PRINCIPALS.

Ordinary Scale Rates of Salary, including £5 Bonus cases.	Number of Teachers.	Average Amount of Residual Capitation Grant.	Special Rates of Salary, including £30 Bonus cases marked (B).	Number of Teachers.	Average Amount of Residual Capitation Grant.
		£	£		£
3RD GRADE	64	397	15	1	1
	68	89	20	1	1
	72	78	25	2	2
	76	127	30	5	2
	80	119	35	7	2
	84	105	40	8	2
	88	362	45	8	2
	93	76	118B	1	36
	98	—	—	—	—
(Total No. of Women Principals in Grade—1,385).					
2ND GRADE	94	217	124B	3	49
	99	110	134B	4	59
	104	160	130B	1	44
	109	103	144B	3	60
	114	609	—	—	—
(Total No. of Women Principals in Grade—1,210).					
1 st GRADE	123	74	163B	2	73
	129	52	150B	3	53
	135	230	165B	5	65
(Total No. of Women Principals in Grade—366).					
1 st GRADE	141	48	*124	1	8
	150	34	171B	8	54
	150	39	172	1	19
	168	88	175	1	19
	—	—	180B	17	55
	—	—	183	1	28
	—	—	189B	9	46
	—	—	198B	52	50
(Total No. of Women Principals in Grade—299).					
Total No. of Women Principals Teachers—3,260.			* Model School Teacher paid under rules prior to 1 : 4 : 1900.		

NOTE.—The £30 Bonus may increase by annual increments of £5 to £50.

WOMEN ASSISTANTS.

Ordinary Scale Rates of Salary, including £5 Bonus cases.		Number of Teachers.	Special Rates of Salary.	Number of Teachers.
3RD GRADE ...	£ 64 ...	842	67½	1
	66 ...	311	74½	3
	72 ...	261	77½	1
	76 ...	368	78½	2
	80 ...	338	80½	1
	84 ...	246	81	1
	86 ...	399	81½	7
	93 ...	1,050	85½	46
	98 ...	—	88½	29
(Total No. of Women Assistants in Grade—3,906).				
2ND GRADE ...	94 ...	243	95½	1
	99 ...	32	96½	22
	104 ...	58	99½	1
	109 ...	33	100½	1
	114 ...	131	101½	17
	—	—	104½	25
	—	—	109½	9
	—	—	119½	1
(Total No. of Women Assistants in Grade—574).				
1 st GRADE ...	123 ...	4	*119	1
	129 ...	—	123½	1
	135 ...	8	124½	1
	—	—	124½	1
	—	—	129½	1
	—	—	133½	1
	—	—	—	—
	—	—	133½	1
(Total No. of Women Assistants in Grade—19).				
1 st GRADE ...	141 ...	2	152½	1
	150 ...	2	155½	1
	159 ...	1	—	—
	168 ...	1	—	—
(Totals No. of Women Assistants in Grade—8).				
Total No. of Women Assistant Assistant Teachers—4,607.			* Model School Teacher paid under rules prior to 1 : 4 : 1900.	

NOTE.

These tables show the *average* residual capitation grant for the teachers in receipt of any particular grade salary.

As regards pre-war bonuses (i.e., the Irish Education Act bonus of £9 for men and £7 10s. for women assistants classed higher than third class and of five years' standing) it is pointed out:

(1) Where the grade salary (including augmentation grant) under the "Duke" scheme exceeded the assistant's former salary made up of grade salary (including augmentation grant), Irish Education Act bonus, and assistant's share of residual capitation grant, the assistant was awarded the "Duke" scheme salary. This salary covers (per regulations) the Irish Education Act bonus where payable, and from 1st April, 1917, the payment of residual capitation grant to assistants (except privileged assistants) ceases.

(2) Where the salary under the "Duke" scheme did not exceed the amounts formerly payable to the assistant under the heads specified at (1) the salary from 1st April, 1917, was fixed at the total of these former grants (i.e., total of grade salary, with augmentation grant, Irish Education Act bonus, and assistant's share of residual capitation grant).

The "special rates" shown in the assistants' tables are so made up.

The "special rates" shown in Principal teachers' table are in most instances the result of the addition to the ordinary scale rate of the £30 bonus for teachers of large schools (indicated by the letter B); but in some instances are personal salaries fixed on the basis of emoluments earned by the teacher prior to 1st April, 1900, which were found to be in excess of the "Duke" rate.

The tables show the annual rates of Grade salary, (including Augmentation Grant) on the day 31st March, 1918, with the number of teachers in receipt of each rate; also (in the case of principals) the average annual rates of Residual Capitation Grant on the same day to the same teachers.

Privileged assistants are included in the tables for assistants.

While the majority of Privileged assistant teachers receive Residual Capitation Grant, the ordinary assistant teacher does not receive this grant. Therefore no average rate of Residual Capitation Grant is entered in the tables relating to assistants.

The average Residual Capitation rate is calculated to the nearest pound sterling.

It will be observed that the average Residual Capitation rate shows a drop for principal teachers on £107 and £98 as compared with immediately preceding rates. The explanation is that these teachers are serving in schools with an average attendance not exceeding 29 pupils (their salary including £5 bonus).

No. 12327.

DUBLIN CASTLE,

14th May, 1919.

SIR,

I have to acknowledge the receipt of your letter of the 13th instant, forwarding, for submission to His Excellency the Lord Lieutenant, the Second Volume of the Report of the Viceregal Committee of Enquiry into Primary Education (Ireland), 1918.

I am,

Sir,

Your obedient Servant,

J. J. TAYLOR.

The Secretary,
to the Viceregal Committee of Enquiry
into Primary Education,
Leinster House,
Dublin.

ERRATA IN VOLUME I.

Page 31, paragraph 7, line 10—"The Irish figure does not include" should read The Irish figure does include

Page 32 (5)—"As suggested in paragraph 60, VII.," should read As suggested in paragraph 60, I. to VII.

SUMMARIES OF EVIDENCE.

[N.B.—These summaries have in all cases been submitted to the various witnesses and approved by them. Whenever possible the summaries are based on the wording of the précis submitted by the witnesses before they appeared before the Committee].

Mr. A. N. BONAPARTE WYSE, M.A., Secretary to the Commissioners of National Education.

The witness, having read a memorandum on the existing system of remuneration of national teachers,* was examined by the Committee on his statement.

Standard Numbers in Grades.—There was an arrangement made by the Treasury in 1900 on the introduction of the grading system that the standard numbers should be fixed as the exigencies of the service required. It was thought at the time that the numbers as then fixed would provide for a natural increase in the service for a period of several years, and that if the numbers became too small for the extension of the system it would be possible to make a further arrangement with the Treasury by which they might be increased.

In 1909, the number of teachers who qualified for promotion to first of first grade was 80, and of that number we were able to give places only to 6, so that there were 24 teachers who were left out and had to wait for vacancies. These vacancies arose during the year, and according as they arose the teachers who seemed to be the most deserving were put into them. The Commissioners tried, in 1906, to get the standard numbers readjusted, and after some correspondence with the Treasury the latter agreed to increase the number in first of first grade for men from 300 to 340. In 1909, the numbers were filled up, and further correspondence took place. It went on for some time, and in 1913 the Treasury agreed to a readjustment, which was sufficient for all ordinary cases of promotion down to the inception of the present system, when the numbers were abolished altogether.

There are about 220 teachers who did not get the salaries of the higher grade on the day on which they were nominally promoted to it. Some had to wait a month, some six months, and some perhaps twelve months. On the introduction of the Duke scheme some of these teachers occupied a lower position in their different grades than they would have occupied had they received the same treatment as other teachers. Some of them were promoted to second of first grade when they got paper promotion. Then, under normal circumstances, they would remain in this grade for six years; but in 1913 the standard numbers were expanded, and many of these teachers who were highly efficient teachers were specially promoted then to first of first grade, so that the arrears—or rather the prospective effect of paper promotion—was wiped out. That applied to a certain number, how many I cannot exactly say. The teachers who got special promotion in 1913 were not in a worse position when they got transferred to the Duke scheme than any other teachers.

Standard of Efficiency for Increments and Promotion.—The inspector is instructed to give his opinion in each annual report as to whether the school work, or rather the work of the teacher, is to be considered efficient or highly efficient. By highly efficient we understand, of course, a greater degree of efficiency than by the term efficient, but how much greater is left to the judgment of the inspector. The inspector is not left entirely to himself in the matter, because he has to agree with the senior inspector, and then in case of appeal we have the divisional inspector and chief inspector. The chief inspector is practically the final authority on a question of that kind. I do not think it would be possible for the chief inspector to lay down a hard and fast rule as to what terms the report should be in so that the teacher may be considered highly efficient. One thing in the report

has to be weighed with another, and the general impression has to be considered. It is a question of standard.

To merit the mark of highly efficient, the inspector would expect that the teaching of the subjects in the school programme should be carried on with high efficiency, and that generally the work done in the school should be excellent. Before a school is classed as highly efficient we generally have the opinions of at least two inspectors—that is, the ordinary inspector and a senior inspector; and then, if there is a doubt in the minds of these men, it can be referred to the divisional inspector, and he in turn can refer to the chief inspector. Out of 100 cases of schools marked highly efficient, only five per cent. would be doubtful, and the other 95 per cent. would be certainly highly efficient. If you sent twenty inspectors in the course of a month they would all agree in ninety-five per cent. of the cases. But in the other five per cent., seeing that it is a qualitative test, they might differ. That is one of the reasons why the Board has set up a system of appeal, and it is also a reason why they have determined that the value of no school shall be finally assessed without two opinions being considered. It is a fact that 28 per cent. of teachers are considered by the inspectors to attain this highly efficient standard. I think that is an extremely liberal percentage.

If you are going to have a system of promotion on a satisfactory discharge of duty you must introduce these terms, and have a real system. If you have not a system, you open the door to all sorts of illegitimate methods of pressure to secure promotion. The inspector is asked to judge of the efficiency of the teaching and make such allowances as his experience suggests he should make. The Dill Commission considered there should be more testing. The Commissioners directed that every visit to a school by an inspector should be preceded by notice, and that there should be more testing of the pupils than in the past.

The present practice is not to insist in all cases on a series of consecutive reports for promotion. There are a great many cases where teachers have failed in one year out of the last four, three highly efficient marks being the standard, and in these cases they would get promotion.

Promotion.—It seems to me that, being in Dublin and away from the locality concerned, the Commissioners are able to deal with promotion in a more impartial and unprejudiced way than, say, the members of a County Council. They know from the inspectors the circumstances which might properly be taken into account. The whole success of the system in England, so far as it is a stimulus to good teaching, arises from the fact that the local authority picks out the men doing the best work and appoints them to the larger schools and better-paid positions. The Commissioners cannot do that at present. They have no power to appoint teachers to any schools except the model schools. They can limit the power of appointment to some extent, and there may be some reason for the extension of that; but still they can hardly limit it so much as to make promotion to a better position a certain reward to every teacher. We have no system of promotion in this country whereby an efficient teacher will be granted a larger school.

*See Report of the Committee, Volume I., pp. 36-39.

The present limitation on appointment is in schools of not less than 140 pupils. The teachers in schools of 70 must also have five years' satisfactory service. Those are the chief limitations. In Scotland and England they can encourage their teachers to work without having the increments, and promotion comes when there is a vacancy in a large school. They can pick out the best man they can from another school and put him into it, and, having this incentive to good work, they do not require to have the system made so restrictive as it appears to be by having grades and divisions of grades dependent on different conditions.

In this country we have a great many more schools than really the efficient working of the system would require. Of course if it were possible to reduce the number of schools considerably the small schools might be more favourably treated. If you give small schools better treatment you will find a disposition on their part to spread, and it will be very difficult to keep down the number, as we have been trying to do for some years. A scheme should be devised that would prevent multiplication, so that we could have as many large schools as possible.

I would certainly like to have the promotion system dependent on high efficiency as an incentive to all to do their best and as a reward to those who succeed in doing it. I think it is very important that there should be a system of promotion in the profession, because if the profession is protected from the ordinary conditions of competition that exist in every other employment you must have some extraneous inducement beyond the ordinary inducements which exist in all trades, where one man has to struggle with another in order to secure his salary.

The necessity for special inducements to work is much greater in the teacher's case, because the Board secures every National teacher, except in large towns, a practical monopoly. They put him down in a village, and they say "not only will we make you a teacher, but we will allow no one else to teach within a radius of two or three miles"; and, therefore, the parent who has a grievance and feels his children are not being taught as they ought to be, has no remedy, because there is no school within a reasonable distance to send them to; and, as the State insists on a monopoly, the State should also insist that a good standard of efficiency is maintained. It is not like a shopkeeper or lawyer or any other profession. The latter always have to fight their battles and show they are doing their work well, or they go to the wall. There are a certain number of bankruptcies in every profession every year. We are expected really to preserve every teacher from bankruptcy. The number dismissed in a year, as you see from the report, is about thirty—that is, by the Board—and that is after all almost a negligible number out of so many.

Award of Increments.—The recommendation on this subject in the Dill report is practically carried out in the present system. The official condition for award of increments is in all grades above the third that the work should be reported to be "efficient." That is the same thing as saying that the report is not adverse, because if you say that the teacher's work is not efficient it would be an adverse report. I hold that the present practice is consistent with the recommendation of the Dill Commission, because, after all, if you say a grant is to be "automatic in the absence of an adverse report," that means it is not really automatic at all. By an automatic increment I mean an increment that would accrue to a teacher irrespective of the reports on service. When you say "automatic in the absence of an adverse report," it implies that there is to be some sort of a test of efficiency. It comes really to the question—what is an adverse report? Take the third grade, the Commissioners say that the teacher shall be deserving of increment if his work since the last inspection does not show signs of neglect or carelessness. I maintain that if the inspector should say that a teacher's work did not give promise, that would be an adverse report; or, again, if the work "showed signs of manifest neglect," what is that but an adverse report? It is quite consistent with the recommendation that the increment should be automatic in the absence of an adverse report.

Once you condition it by the character of the report it is no longer automatic.

Inspection.—The inspectors are required at their annual examinations of the schools to report in the cases of all teachers who are eligible for increments by service and by their position in the scale, whether their service since the previous general inspection is or is not such as to warrant the increment. In deciding what quality of service warrants increment, they are to be guided by the instructions given in the circulars of March and August, 1915.

The teacher is entitled to his increment in all grades of his services is considered to be efficient. The third grade qualification is, however, somewhat lower and requires the absence of manifest signs of neglect or carelessness, and that the work should show evidence of promise. I think a form of words—such as the "absence of definite default"—would come to pretty much the same thing. I don't think it would make much difference in the number of teachers who would actually be recommended for increments from year to year. If there is no definite fault to be found with the teacher's work he is fairly certain to be described as efficient.

Promotion of Assistant Teachers.—This is one of the features of the Duke scheme, because under the previous scheme there was no promotion for assistants set forth in the rules except in exceptional circumstances and by special order of the Commissioners. All trained assistants are eligible. Last year the Commissioners made a rule that promotion might be given to untrained assistants after fifteen years' service. The second class assistant, whether under the present or past scale, is eligible for promotion on the same conditions as the trained assistant. The third class untrained assistant was not eligible for promotion except after 25 years' service, but this was reduced to 15 years by an order of the Board about six months ago.

The original rule concerning assistant teachers was that they were confined to the third grade except in exceptional circumstances and by a special Order of the Commissioners. As time went on, after 1900, the demand grew up that promotion should extend to assistants, and after a certain period of pressure and consideration the Commissioners said: "We think we ought to promote the most deserving." Then, of course, they had to give official instructions as to how they would differentiate the most deserving from the others, and they laid down that in the case of those who had served for three years at the maximum of the grade, and had received very good or excellent reports, that these might be singled out and promoted. This use of the merit mark grew up as an afterthought more than as a regular part of the system. It was not part of the contract that the assistants should look for promotion when they reached the maximum as a matter of course, and in my opinion there was no corresponding obligation on the Board to publish the marks from year to year.

Promotions for assistants are laid down in the Duke scheme, and they are now part of the conditions of service. Under the old scheme they were no part of the conditions of service. In 1912 the Board laid down a direction to their officials in the office as to how to select assistants who were deserving of promotion. Four periods of three years had elapsed since 1900, and the consequence was that a large number of assistants had by 1912 reached the stage of being three years at the maximum of third grade. They then applied for further promotion. It was in response to that demand that the Commissioners considered how they should exercise the exceptional powers reserved to them under Rule 106 (c).

There is now no reason why an assistant should not be told each year why he should not be promoted in the same way as the principal teacher is told. Promotion to the second grade was looked upon as a sort of blue ribbon for the assistant. The career of these assistants consists of a period in the third grade and a period in the second grade, and then he reached the maximum, and therefore the second grade for assistants was assimilated to the first grade for principals and thrown open to those who reached the highly efficient standard. I think the system should

be so arranged that nobody of ambition, especially if at all efficient, should be encouraged to remain always in the position of an assistant. We want them to go on and become principals. The ideal for a teacher would be to be an assistant, and remain there for eight or ten years and then become a principal; but if you make it easy for assistants to get a really good salary they will not have the same ambition, and consequently the schools will suffer. That seems to me to be a consideration which ought to guide one in deciding whether assistants should be admitted to a higher grade on easy terms or not.

Changes in Marking of Schools and Appeals.—The present practice is that the inspector himself communicates with the senior inspector, and the senior inspector, as a rule, visits the school before any mark or judgment is registered in the Education Office. That is the case whether it is a change for the better or otherwise. But the senior inspector has not the matter altogether in his own hands. If he disagrees with the junior inspector his duty is to send up the report of the junior and his own to the Education Office. The senior inspector's report does not take the place of the junior inspector's, nor does his judgment take the place of the other. The two reports go before the chief inspectors, and the chief inspectors pay a visit to the schools themselves.

After the report has been noted and registered in the office, then the essential portions are sent to the Manager and teacher. All that usually takes about three weeks, and often four or five weeks, and sometimes longer. If the teacher is going to appeal he must lodge his appeal in the office within fourteen days of the receipt of the report, and at the same time he must send a copy of his appeal to the inspector so as to allow the inspector to send his observations to the office before the letter is registered and sent down to him. It is a fact that the actual holding of the appeal examination is delayed in all these cases, and I admit it is a defect; but I am not clear how it is to be got over, seeing we get some 8,000 reports annually. One never knows when an appeal is going to take place, and when the report comes in it has to go through many processes. We might perhaps give a direction that when a report of an unfavourable nature is received it is to be laid before the higher officials as soon as possible.

Where an inspection is held very early in the school year there is a greater possibility of a report being a lower one than if the report is in the last months of the school year. I think the inspectors try to keep reports back until after Christmas—at any rate, after November. I know there are very few schools inspected in August and September, but the inspector cannot inspect them all after Christmas. I think if you had a school year for every school it would lead to an immense amount of cramming all over Ireland, which is very undesirable.

The inspector's report being a confidential report to the Commissioners is naturally sent to them first. If the inspector sent it out to the teacher it would look like setting aside, more or less, the authority of the Board. Sometimes reports come up to us, and we find on reading them they are not suitable for transmission to the manager, or the teacher, and we send them back to be made more full. Of course the inspector writes his comments in the Suggestion Book. The report itself is rather long, and a large portion of it is taken up in answering queries which require no comment; but I think it is correct to say that the essential portions of every report are communicated to the teacher, and certainly any portion which makes adverse reference to his work. That has been the practice for years. No teacher is penalised on any reports not communicated to him at the time.

Inspector's Reports and Promotion.—When the reports come in to the office, and it is found that an inspector declines to recommend an increment, if the Minute and report do not show solid reasons for the recommendation the report is sent back to the inspector, who is asked for his observations, and to show on the Minute transmitted to the manager why the increment should be withheld. If the recommendation does not seem to be on all fours with something in

the Minute and efficiency table, the inspector is written to without any appeal, and it is pointed out to him that he did not fully explain his recommendation and that he ought to make it clear. In many cases the recommendation has thus been altered in favour of the teacher. In a few the contrary has taken place. The rule is that the inspector's report should contain in itself a sufficient statement of the reason whereby he arrives at his recommendation as regards increment or promotion. He neglects his duty where there is nothing in the report to show the reasons.

Untrained Teachers.—When the further appointment of men untrained teachers was abolished in 1912 the appointment of women untrained teachers would have been abolished at the same time, but it was found that the supply of trained women teachers was not sufficient. There would be a deficiency of 200 or 300 every year. The training colleges can only turn out a certain number each year.

The number of students that come from the training colleges is not sufficient to supply the number of vacancies which arise, and therefore the Commissioners against their will had to continue to recognise untrained assistants. But they put a bar against increments, because when the assistants were employed it was hoped they would take an early opportunity of getting trained. There are not sufficient places in the colleges. 1,600 or 1,800 women candidates sat for the last examination, and the training colleges were able to take only 300 or 400 of those who qualified for entrance. For about every four examined one was taken into the training college.

Candidates for Teaching.—The decline in the quality of candidates for training has been going on for some years. This is caused very largely by the war, and by the increased salaries given to the artisan and clerical classes. All these things have combined to make the teaching profession less attractive for men, but there is a universal movement in most civilised countries in the same direction—that is, it is harder and harder every year in the United States, Germany and France to get men for the teaching profession. In the United States I believe the number of men is only ten per cent., and even in the Universities there students of 24 years of age are taught by women. That tendency is extending all over the world. We have more men in proportion in the Irish teaching profession than perhaps in any other country in Europe. American teachers are receiving what we should regard as high salaries, but not what are regarded as high salaries in America. There are about 900 candidates who qualify for about 380 or 400 places in the Training Colleges annually. Those who pass in first division are the first admitted, and if there are any places besides, those at the top of the second division are admitted. This is subject to some limitations; for instance, certain places are reserved for assistant teachers in the service, who get in on a lower standard of examination. In some colleges places are reserved for Intermediate students.

The thing cannot, however, be dealt with in the terms of total figures. There is no use, for instance, in turning out Presbyterian teachers for most schools in Munster, as the religion does not suit. Another fact I should mention is that a great number of Roman Catholic teachers who are trained in Marlborough Street do not find it easy to secure employment. A great number of these have to go to England. The problem is not solved by looking at the number of men turned out of a college in a year, or by looking at the number of vacancies, because the men turned out may not suit the vacancies. You have to make a sub-division by religion, and also to a certain extent by the college in which trained. The conclusion arrived at in 1912 was that the Board could very safely limit the admission of the entrance of untrained men to the service, but that if they were to limit the admission of the entrance of untrained women there would be a great shortage of teachers.

For the last few years the women teachers over sixty years of age have been retained in the service until sixty-five, and therefore there has not been the same number of vacancies for women teachers since 1914 as before that. That has helped us a good deal

in filling the schools. I am quite prepared to admit that we are not getting as good men into the service as we should get; I do not think the salaries are such as to attract the right men. We have, however, too many men in the service at present. I do not think we want 50 per cent. of men in the service at all. 25 per cent. would be sufficient. The young boys should go into the girls' schools. I would have men principals and women assistants for the lower standards—for boys from 6 up to 10—I do not believe in the teaching of senior boys by women.

It is quite evident from the results of the King's scholarship examination that very few of the candidates would be fit to attend a university and obtain a degree. One of the great needs would be to raise the standard of the King's scholarship examination. We cannot raise it at present, as we cannot get enough candidates to fill the colleges. If—as happened last year—we are able to get only 18 men to pass the first division for the King's scholarship it shows that the standard of education of those who apply for training must be very low. You could not think of sending the whole bulk of candidates admitted for training to the university when their proficiency is not higher than that.

Training Colleges.—The number of places for men altogether in training colleges in Ireland is 545. Half the places on the average are vacant each year, so about 270 would be required to fill the vacancies. For these 270 places we had last time 465 candidates. Of these 195 failed, leaving about 270, so that the total was nearly sufficient. But then the distribution of candidates by religion would also have to be considered, and I think that the fact was that the number of those applying and passing for Catholic schools was sufficient. Whereas the number applying and passing for the Marlborough College and the Church of Ireland College was insufficient, and at present these colleges have a comparatively small number of men.

I am not prepared to say at the moment in what direction it would be desirable to alter the training. The great desideratum would be to get candidates to come forward who would be better prepared. Then we should stiffen the entrance examination. We cannot afford to do that at present, for if we do it is likely we would not get sufficient candidates to qualify. I think that would be one of the first steps towards improving the training of our teachers. A great deal of the time in the college is taken up with teaching the students the matter which they are to teach in their schools afterwards. For example, instead of attending a college in order to learn the methods of teaching arithmetic, a great deal of the time of training is spent by the King's scholars in learning the actual subject in its advanced stages. The same would apply to most of the other subjects, especially such subjects as elementary science, cookery, drawing, algebra, and so forth. If the candidates came in, having already secured a sufficient knowledge of the subject, they could devote all the time to learning the method of teaching it, which I believe is not sufficiently the case at present.

The courses of training are at present to some extent connected with the Universities. Recently the Commissioners established a third year course of training—that is, in the case of students and teachers of promise, the college may give them a three years' course. In the Waterford college they have arranged a house in Dublin at which three years' students attend, and while there they have to attend a course at the National University. I think that three years' course is very useful, and has proved attractive. The three years' course leads to a diploma in education, but I believe the course is not sufficiently long and not sufficiently advanced for the Arts degree.

The authorities of the Queen's University, Belfast, have been in consultation with some of the officials of the National Board as to the details of courses for teachers. The difficulty was that the teachers who had entered upon the courses were not sufficiently advanced in the general subjects to use the course in order to take out their degrees at the end of the training. I am rather inclined to think that some modifications should be made in the course so as to have a University Arts degree course arranged specially for such persons. I believe it has not been found

in the past that the teachers who have taken degrees in Universities have been altogether the most successful teachers in the actual work of the schools. There is a danger that the Arts degree course gives the teachers a taste for the higher subjects of instruction, and to a small or to an appreciable extent unfits them for teaching the more elementary subjects.

The more you widen the teacher's knowledge, and his horizon generally, the better qualified and the better educated he is; and he ought, therefore, to be so much the better teacher. But I do say that there is a disadvantage which I have observed was recently pointed out in a French review as likely to occur in France after the war. This writer pointed out that in building up the agricultural life in France a great part of the work would depend upon the primary teachers in the rural schools, and that it would be most important that these primary teachers in the rural schools should be men really interested in rural life, in its progressiveness, and in its best features; he expressed the conviction that the town-bred university man might develop a temperament rather repellent to life in the country generally. He aimed at securing an educated peasant rather than an educated man, as a teacher.

I believe that in Scotland, for a very long time past, the primary teachers have been much more in touch with the universities than they have been in England and Ireland. That has had an excellent effect on the primary education given in Scotland, which I am inclined to believe is better, generally speaking, than it is in England, Wales or Ireland. The character of the Scottish University may also have something to do with that. The Scottish University is of rather a different character from the English University, and certainly from the older universities of Oxford and Cambridge. The Scotch Universities have been more democratic, and have catered more for the lower middle classes and the middle classes generally than the English Universities.

Degrees, etc.—There ought to be an annual grant attached to the possession of a degree, or such higher qualifications as may be considered to be the equivalent of a degree. We have in our present rules some provisions of the kind. The Board give what they call the Higher Certificate to teachers who satisfy two conditions—one a condition of scholarship, such as the possession of an honours degree or the successful completion of a third year's course of training at a college; the other condition is a certain standard of efficiency in the school, that three years out of the last five years' service should be regarded as of high efficiency. To those who satisfy these conditions the Board awards the Higher Certificate, and the possession of that certificate is taken into account in connection with the promotion of a teacher in grade, and it counts towards the teacher's promotion as equivalent, roughly, to two years' highly efficient service. If the requirement for promotion is three years' highly efficient service, the possession of this certificate is allowed as equivalent to two years, so that such a teacher would require to give only one year's highly efficient service to qualify, whereas without the possession of the certificate he would require to give three. I remember the time the matter was discussed at the Board and also among the officials before it was laid before the Board, and I think the opinion of the officials at the time was that it would be preferable and much more simple to have attached a money bonus to the possession of this certificate, and to have it paid out to the teacher year after year. But as the Commissioners had no power to pay such a bonus without approaching the Government and the Treasury, while they could give consideration to the Higher Certificate when the question of promotion was under consideration, they adopted the latter expedient. On the whole, however, it would be much simpler to adopt the money bonus system.

I think that the possession of a degree or University diploma in teaching, as a general rule, secures some increased powers in school-keeping in the teacher, but there may be exceptional cases where a teacher with these distinctions does not show great merit in his school. You might insist on a qualification of efficiency as well as the possession of the diploma, but I think it would be simpler to give a reward on the diploma alone. If you had another condition the

teacher might say, "If I work for the diploma I may get something provided I satisfy the inspector," and that might have a tendency to make the diploma less attractive. If it is a good thing that we want to encourage, the best way would be to pay something definite for it without any further conditions.

A graduate might also be allowed to serve a shorter course of training, but the two years' course we have already is rather short, and I do not know that I would like to shorten it in the case of graduates. I would like to make it longer in the case of others. I think the professional training of the teacher cannot be done within the period of one academic year, and I think if it was extended for two years, even in the case of a graduate, it would be all the better. Of course, if we keep the two years' course as the full course, I think there is a good deal to be said for allowing graduates off at one year. But, as a counsel of perfection, we should have a longer course for the ordinary teacher, and we might give a reduced course to the graduate. There is no doubt that if we get the graduates into the training colleges at the start, it would not be at all so necessary to make the course so long, though if we had them longer we would secure much better professional results.

Lay Assistants in Convent Schools.—Under the Duke scheme a teacher who has served six years in a Convent school with satisfactory reports may be started on going into an ordinary National school at the maximum salary of third grade, that being the salary at which she might have arrived in an ordinary school. The service in Convent schools cannot always be considered of the same value as that in the ordinary National school. In some of the Convent schools the lay assistants take a smaller share in the class work, but I know there are exceptions to this.

There were reasons of policy for the former practice regarding increments to lay assistants. Owing to the fact that service in a Convent school would not count for more than three years' service for increment, the lay assistant would try after three years to get out of the school. That was a thing the Commissioners wanted to encourage. They did not desire that lay assistant teachers should remain for years and years in a badly-paid and subordinate position in a Convent school; and by allowing only three years' service to count they thought that at the end of three years the lay assistant would try to secure a position in an ordinary National school. It is undesirable that a lay assistant should remain very long in the Convent schools in her own interests, as she has no future before her there.

There is no limit under the rules to the number of teachers employed in Convent schools. Of course the nuns will not employ more than they need because they would have to pay them; and they do not get any extra fees for that purpose from the Commissioners. The Convents are paid a capitation rate. They are obliged to have a minimum staff, which depends upon the average numbers in attendance. The staff may consist of members of the Community or qualified persons employed and paid by the members of the Community.

The salary of a lay assistant must be above a minimum fixed by the Commissioners. I do not think the Convent schools could pay the full amount of ordinary salary out of their present rate of capitation. Considering the number of assistant teachers in the second grade in the ordinary schools, the latter are paid far beyond the rate the capitation would allow. The increase of capitation rate that was given to the Convents under the Duke scheme was not as much as the Board asked for.

Monitors and Pupil Teachers.—The Board were moved to lower the age for monitors in the case of boys from fifteen years to fourteen years, so that a boy going on to be a teacher might be able to earn something, though very small, from his fourteenth year instead of having to wait until the fifteenth year. They felt there was a possibility that a number of boys who might become teachers, on finding they could not earn anything until fifteen years of age, would slip out of the school and go to some other profession, and the monitorial age was, therefore, lowered to fourteen for boys.

As a rule, the candidates we get for training from the National schools are a far better class and make far better teachers than those who come through the Intermediate schools. The reason for the Intermediate pupils not comparing so favourably with the boys from the National schools is explained by the fact that the National school boys have been trained in the best National schools into the routine of school-keeping, and their hearts are more in the National schools than is the case with the Intermediate boys. When an Intermediate boy becomes a monitor he is taught in an Intermediate school for three or four hours, and then he turns into the National school for one or two hours every day; and he is not so much in touch with it as if he were a product of the school himself. I am inclined to believe that the experiment of drawing more teachers than in the past from Intermediate schools has not been altogether successful. This system was introduced to secure boys of a wider range of education for the service. But then it is a question whether the boys are better educated in the secondary schools. I have yet to be satisfied on that.

So far as attainments educationally go, we take the boys for pupil teachers who pass in honours in the Intermediate. They ought to be the best pupils in the school. Of course, teaching is not as attractive to these boys as entrance into the medical or legal professions. With reference to the gratuities for instruction of monitors, I would like to remark that the view under the grading system was that these monitors would be confined to the higher class schools where the teachers were in the first grade. The teacher in the first grade ought to be proud to have a number of his pupils going on for the teaching profession, and he ought to take an interest in their instruction, and regard himself as compensated for it in receiving first of first grade salary, as in the same way he teaches his pupils algebra, geometry, and other subjects, as part of his school work.

Size of School.—My opinion is that the number of pupils of the same age in a school ought not to exceed the number that could be taught by one assistant teacher, and then if you reckon ten classes—ten years is the life of a school child—that would give a figure of something like 500 on the rolls. That is the unit I would be in favour of. Of course, there is a great deal of difference of opinion on that subject. Some are in favour of much larger establishments. I saw in an English newspaper recently an expression of opinion from some educational authority that 2,000 pupils would not be too many to put under a head master. I think myself that 500 would be a suitable number, and I would not go above that.

Capitation Grant.—I am rather in favour of the capitation grant based on attendance, provided it is not too large. I think it gives the teacher an interest in the number of pupils attending the school. It is desirable that the teacher should have a direct financial interest in the number of pupils coming to him every day. After all, as long as he has seventy, why should he try to have ninety if he is paid as well for seventy as ninety?

The system of grading does not deal adequately with the matter. As the highest grade is given for seventy pupils, and the teacher may have up to five or six hundred, there is a great margin. I think the capitation affords us an easy method of giving a substantial salary to the teachers of schools up to four or five hundred. You could not do it under the grading system unless you had another grade of school for that class of teacher.

School Fees.—In the 1915-16 Report of the Commissioners it appears that in 182 schools the fees charged to pupils between three and fifteen years of age amounted to £2,974 6s. 3d. The schools in which the fees charged before 1892 exceeded an average rate of 6/- per pupil—and naturally these were the schools attended by the more prosperous class of people—are still allowed to charge a certain rate of fee. Supposing a school had an average rate of 18/- per pupil; after 1892 that school was allowed to go on charging 12/- per pupil. The practice was to charge small fees to the lower classes and higher fees to the upper classes. Many schools charge fees, but not to the full extent allowed under the rules.

No new school can charge fees. A school is not allowed under the Board's rules to make a demand for such a fee a condition of admission to the school. Managers may, if they wish, invite the parents of pupils to contribute towards the cost of school requisites, books, and so on, and they may if they like set down a definite rate of contribution for that purpose. But it is distinctly against the Commissioners' rules for them to exclude any pupil from the school for non-payment of such a fee. My impression is that fees are diminishing. In 1892, some 1,500 schools were left in the position to charge fees to a greater or less extent. It is the competition of free schools in the neighbourhood, and the fact that people have come to believe that all National schools are free schools, that makes certain schools stop requiring fees. Nearly all the model schools are allowed to charge excess fees, and in some cases the Commissioners have rather pressed them to keep up the fees. In certain cases it has been found difficult to collect them from the pupils, and they have been allowed to fall away.

School Attendance.—The Board is prepared to recommend greater stringency in connection with the Compulsory Education Act, and are hopeful that the Government will consider the proposals made in this direction. There was a recommendation from the Commissioners as to how the existing Act of '92 should be amended in order to secure a better attendance at the schools. The Commissioners took up the question in connection with a Committee of the Board that was sitting last winter, and made suggestions on the different clauses and considered how the Act could be stiffened up.

I would prefer that the attendance in schools should be made regular by other means than compulsion. It is much more desirable that the regularity should be got through their own initiative than through compulsion by any Act of Parliament. In countries like Germany, France and Scotland, where the attendance is practically perfect with an attendance of 95 per cent. of pupils enrolled, I think it was traditional with them. They had schools in those countries for the last three centuries, whereas in Ireland it is only in the last fifty years or so that there have been schools all over the country for the convenience of the people.

There is no question that our Compulsory Act is very ineffective at present. In order to see the objections to the Compulsory School Attendance Act it is well to read the debates in Hansard in 1892, and see the proposals it first contained, and see what the Irish Members of Parliament had to say about them. Naturally, they have changed their minds since then. The ineffectiveness of the Act is not the fault of the attendance committees.

Contributory Unions.—In 1875 an Act of Parliament was passed giving power to Boards of Guardians to contribute towards results fees. This power has not been exercised since the results fees were abolished. The money raised under the Act of 1875 was paid by the Poor Law Boards to the teachers through the National Board. The amount required was assessed by the National Board. It was optional with the Poor Law Boards whether they became contributory or not. The Local Taxation Act of 1890 enabled the Commissioners to refund to the Unions the major portion of the rates that they had already transmitted under the previous Act, but not the entire sum. For example, in a particular year, if the rates contributed £26,000, the Commissioners, under the Local Taxation Act of 1890, refunded about £18,000, so that there was a balance of £8,000.

The Local Taxation Act reduced the contributions from the Unions materially, but it did not abolish them altogether. The amount contributed by the Unions was estimated by the Commissioners on a basis of the results fees earned by the schools in each Union. The Act of 1890 enabled the Commissioners to refund to the Unions a sum of 3/4 per head on the average attendance of the children attending the

schools within the Union. It was found that the 3/4 per head was not so large as the sum required from the Union under the head of results fees. About thirty was the usual number of Contributory Unions.

I understand it was expected at the time that it would be the Poor Law Unions where no school fees were paid, and where consequently the emoluments of the teachers were low, that would become contributory. In practice, I believe, it was the Unions in the more prosperous districts in Ireland that came in. Of course, in 1890, they did not lose much, because they got the greater part back out of the Local Taxation Account.

The Local Taxation Act substituted for the local rates another form of local aid—namely, the money raised under the Customs and Excise Act, known as "Whiskey" money. This was Irish money, but it was not raised by local rate.

Local Rates.—A local rate for the maintenance of schools would produce better school buildings, because the money and the power to build them would be there; but on the question of public interest I cannot see that there is very much advantage in the rate. At present we know in the Education Office of the deplorable state of the school buildings in Belfast, and the inadequacy of the accommodation there, and we know of the reason of it. The difficulty of raising money for building schools is very great amongst a large community in a big city, where a man in one street does not feel it any part of his business to provide a school in the next street for the benefit of himself and his neighbours. If the Corporation had power to raise rates there is no doubt it would make an enormous difference, and there would be a number of schools in Belfast fit to compare with any large schools in cities in England.

Maintenance and Equipment of Schools.—If the school is badly heated in a severe winter, if it is draughty and uncomfortable, the attendance there will naturally be less than it would be if the school was all that it ought to be. It would be a great advantage to Irish education if books could be provided for the pupils where necessary. We could then get a better class of books. If the School Attendance Committees were able to attend to these matters, and had a rate in aid, it would improve the school and improve the conditions of education a good deal.

School Accommodation in Belfast.—I am quite aware that there is a great difficulty in the matter, because if a general rate is levied in Belfast for the building of schools it will be found that the Catholics will receive very little benefit from it, because they have already supplied themselves (with the help of the Board's grant) with very excellent buildings. At the same time, it does not seem unfair to levy rates on a population who, for reasons we need not go into, have not been able to secure the necessary accommodation. Apparently it cannot be done adequately under the existing regulations. The Church of Ireland has done a great deal in Belfast in the last few years to provide better accommodation, especially on the South side of the river Lagan. They built in Ballymacarett two or three very extensive schools. But, generally speaking, the problem remains. There is a great need of better school accommodation for a large number of the population of Belfast.

It might be possible if a rate were levied in Belfast to hand over a portion for the benefit of the Catholic ratepayers, which might be applied to other educational purposes than building schoolhouses. The situation in Belfast, from the Primary Education point of view, is unsatisfactory on account of bad accommodation, and it is a reproach to the country and the National system that we have not got the means of remedying these defects. I do not anticipate, under the present conditions for the building of schools, that they will be able to improve things in Belfast.

Mr. JOHN McNEILL, Chief Inspector of the Commissioners of National Education.

Initial Salary.—The principal consideration that should be taken into account in fixing the initial salary is to obtain a steady supply of capable teachers. I do not think that the present initial salary is sufficient for that purpose. I think that the initial salary for new teachers should be at least £90, and should hope to see this increased to £100. Women teachers should have at least £90 per year.

We should go on the principle of securing what is just and right, without reference to the salaries that are paid in England and other countries.

The proposed salary refers to normal conditions. Exceptional war conditions should be dealt with by bonus. It is my view that salaries of teachers have all along been too low.

No regulation should be made that would prevent any teacher from being appointed principal unless he had served some time as an assistant, because there would be far more vacancies for principals than could be filled by those who had served the necessary term as assistant. It would, however, be desirable that the principal of a school where there are several assistants should himself have had some experience as an assistant before he is appointed principal of such a school.

Salary Scales.—A scale extending over a great number of years with small increments is, in my opinion, an objectionable arrangement. This scale would probably be unsuited to the reasonable requirements of a teacher, say, of the age of twenty-seven. A scale proceeding by annual increments to a certain point, and, subsequently, by larger increments at longer intervals, is one for which a good deal can be said. I myself would recommend a scale of annual increments for ten or twelve years, and then increments at intervals of three, four or five years.

For the later increments I think that a more extended review of the teacher's work for the preceding three, four or five years should be held.

If by "automatic increments" is meant that a teacher should be allowed increments quite independently of the method in which he conducts his school, the question answers itself. It could not be seriously maintained that a teacher should be entitled to increments no matter how he teaches his school.

In our present system of three grades, I think that increments in third grade might be granted in the absence of an unfavourable report, and that increments in first and second grades might be granted on the condition of efficient service.

A good deal might be said in favour of making increment conditions less stringent at the beginning of service, because a young teacher, not yet having acquired experience of his work, is liable to fall short of the requirements.

Our young teachers in their early years of service are allowed their increments on a very modest scale of proficiency, but they are not "taken easily." The inspectors see that they attend to their work and do their best, and they supplement their training by suggestions as to the proper method of doing their work.

If a teacher gives efficient service for twenty years he will probably maintain this standard of efficiency in future. He has by this time acquired settled habits of good work.

With regard to the efficiency tests applied at present, I do not think that the inspectors have been too severe in their estimates. The instructions of the inspectors are that they should make allowance when the attendance at a school is irregular, and should recognise the disadvantages to which a teacher is exposed. Such disadvantages are to be allowed for in appraising the teacher's work.

Grading of Teachers.—Promotion of teachers to different grades depends on merit, length of service, and size of school. Provision should be made for more rapid promotion of able and promising teachers. At present such provision is made; an exceptionally able and promising teacher may in nine years reach first of first grade, and in six years second of first grade. I think that in large schools, where there

are three or more assistants, the first assistant, being a teacher on whom a good deal of responsibility will devolve, should have a substantial supplemental salary in excess of the ordinary salary to which he is entitled. The head of an infant's department should also have a supplemental salary.

Small Schools.—Schools under twenty, or perhaps thirty, in average, should be in a class by themselves. There are a number of small schools that might be amalgamated with advantage. I am not, however, hopeful that this will be done.

Inspectors' Reports.—The inspector, in making out his annual report, takes into account any previous reports that have been made since the preceding annual inspection. The annual inspection is generally of the nature of a prolonged visit and a prolonged examination. The inspector would naturally attach more weight to this than to previous shorter visits.

The inspector's estimate of the proficiency of a class is not prejudiced by the poor answering of children who attend irregularly, or answer badly for any cause outside the teacher's control.

Examinations for Teachers.—My recollection is that the teaching profession loudly called for the abolition of the system of promotion by examination. The objection to this system was, of course, that it lent itself to the promotion of a man of ability in passing an examination, but who was not always the best type of teacher.

I hold that a teacher beginning his profession, even supposing that he gives his best energies to the discharge of his duty, has, nevertheless, a considerable amount of time to devote to study. It would be possible to draw up a scheme whereby study could be rewarded. The Higher Certificate established by the Board leads in that direction. I am prepared to say that anybody should get the Higher Certificate if he obtains a university pass degree, and satisfies the conditions as to efficiency.

Salary of Principal and Assistant Teachers.—The grade salary for both these classes of teachers might be fixed at the same amount, the difference in their duties being marked by the payment of a capitation grant to the principal teacher.

In my opinion, the present maximum salary for assistant teachers is not sufficient for an assistant who has served a great many years. There are many teachers who have made up their minds to remain as assistants, and who give extremely good service in this capacity.

There should not be a different scale of salaries for teachers in urban areas and teachers in rural areas. I am in favour, as already stated, of having a special scale of salary for certain of the assistants in a large school. Both efficiency and length of service should count for promotion to these positions. The manager should be allowed to appoint the first or second assistant, provided that certain conditions as to efficiency are carried out. The headmaster should be consulted with regard to these appointments. If the assistants know that the headmaster will be consulted, it will be an incentive to them to work loyally with him.

Sex.—In my opinion, women teachers do better work than men teachers, but the logical inference that they should have larger salaries cannot be drawn. We have to lay ourselves out to attract a certain type of men to the profession. We must offer a larger salary to men than to women. I do not say they deserve it. A man is more suitable to act as principal of a large and important school with several assistants. A man looks forward to getting married at a certain time of life and supporting a wife; accordingly, he requires a higher salary.

It puts a very severe strain on a woman to rear a family and conduct a school at the same time. That is a thing that should be avoided if possible. At the same time, I must say that if we lost the married women teachers, we should lose a most valuable class of the profession, because they show a great deal of sympathy with children, and are in quick touch with all their requirements.

Size of School.—At present we can have a first of first grade teacher in a school of at least 70 average, and a second of first grade teacher in a school of at least 50 average. A great many of our schools—I suppose some 1,600 or 1,700—lie between those two averages, and I do not see why schools of that size should be deprived of first of first grade teachers. The average of 70 that is at present necessary for a first of first grade teacher should be reduced to 50. This would mean the abolition of second of first grade, and consequent simplification. Teachers who, at present halt between second of first and first of first, and are kept there owing to want of average, would be eligible for further promotion.

A teacher of a school of 50 to 70 average would have an inducement to move to a larger school, because the capitation grant is bigger; and if he gets a school of over 140 average he obtains a very substantial advance in salary. The effect of this is that there is at the top of the profession a number of comparatively well-paid positions. This acts as an inducement to clever men to enter the profession.

There are two classes of small schools. There is, first, the small school which is necessary for topographical reasons—that is to say, a school situated in a remote, scantily populated locality, where the nearest neighbouring school is several miles away. Such a school is a necessity, and the teacher should be properly paid. But there is another class of school which is considered necessary for religious reasons. There may be a large Roman Catholic school, with a small Protestant school adjacent, or it may happen that the large school is Protestant and the small school Roman Catholic. I do not think that both these schools are necessary—the smaller one is, indeed, something of the nature of a luxury. If small schools of this type are to remain in existence, the locality might be expected to contribute liberally to their support. If the denomination concerned is not prepared to contribute a certain amount to the teacher's salary the school should be extinguished—not, in some cases, an undesirable thing.

Schools for Senior and Junior Pupils.—I do not think that any distinction should be made between senior and junior schools. I do not agree with the suggestion which is made in some quarters that work in a junior school is easier than in the senior schools. This is not my experience. The teaching in junior schools is very exacting.

Mixed Schools.—I do not think there should be any difference in salary in the case of mixed schools.

Bilingual Schools.—At present a bilingual school receives special recognition in the way of special fees, and this recognition should be continued. My experience is that bilingual schools are very successful.

Qualification.—If a teacher gains the higher certificate he is credited with two years' highly efficient service, which is, in some cases, a very considerable matter. A teacher who goes through the third year training course is credited with one year's highly efficient service. I am in favour of the principle that teachers who obtain the higher certificate or a university degree should get some financial benefit for doing so. I would suggest to move them up a step or two beyond the ordinary men. The proposal has been made that an honours degree should not be insisted on in case of the higher certificate. I agree that a pass degree should be sufficient.

I am not in favour of specifying a higher initial salary for men with a degree. I am in favour of giving them the ordinary salary, and a special additional salary on account of their possession of the degree.

Grading of Schools.—I am in favour of insisting that only the better teachers should be eligible for appointment to the better positions.

Lay Teachers in Convent Schools.—As regards salaries and prospects, lay teachers should be treated in exactly the same way as assistants in other schools. If the conductors of convent schools are called on to increase the pay of their lay assistants, their own remuneration must also be increased. If Convent

schools are suddenly called on to pay greatly increased salaries to the lay assistants, they may find that they are not in a position to do so, and the assistants may have to go. I think it would be very unfortunate to make arrangements that would entail the dismissal of these assistants.

My proposal is that the grant should be paid by capitation to the conductors of Convent schools as at present; and that, out of the sum received by way of capitation, the conductors should pay the lay assistants at the same rate as if they were employed in ordinary national schools and at the same rate of increment. If Convent schools are bound to pay increased amounts to lay assistants, they are bound to get increased remuneration in the way of capitation grants.

The question of pensions for lay assistants presents a difficulty; unless they have direct salaries from the State they cannot get pensions.

Junior Assistant Mistresses.—The salaries paid to junior assistant mistresses have recently been raised from £24 to a scale of from £40 to £52. My view is that, for the present, that is sufficient. In future, supposing that the junior assistant mistresses show themselves more efficient, an increase might be made in that rate. They are very useful, but the duties they are required to discharge are not very difficult. The programme laid down for them at present is practically identical with the King's Scholarship programme, but at the beginning a high percentage will not be required.

Monitors.—The scale of payment for monitors appointed for three years is—first year, boys, £10; girls, £8; second year, boys, £15; girls, £12; third year, boys, £20; girls, £16. Boys may be appointed for a four years' course also—first year, £8; second, £10; third, £12; fourth, £15. These are grants paid to them during the time of their apprenticeship, and not remuneration for work done.

Pupil teachers are more liberally paid than monitors. A small increase might be made in the salaries paid to monitors, but I do not think there is any reason to interfere with the scale of salaries paid to pupil teachers. In my opinion, the proper way to attract boy monitors and pupil teachers is to increase the salaries of teachers.

Evening Schools.—I look forward to the time when the necessity for evening schools shall have disappeared, and when a proper measure of compulsory attendance shall insist that children shall be properly taught in the day schools.

Pupils who attended up to fourth standard, and then left school, wish to attend night schools and renew their education.

Payment by the hour is the method adopted by the Department of Technical Instruction, and there is a good deal to recommend it. During the past winter there were conferences at the Education Office between persons interested in evening schools and the officials. As a result of these conferences, somewhat increased rates of payment were recommended to the Commissioners. These recommendations were forwarded to the Irish Government for their favourable consideration, but up to the present the opinion of the Government with regard to them has not been received.

If the Board paid in advance for evening school work, there is a possibility that it would be surcharged.

Untrained Teachers.—I do not think that anything should be done to increase the number of untrained teachers. When we have training colleges established at considerable expense it is not unreasonable to expect that our teachers should pass through them.

As a matter of fact, we have already a fairly large stock of untrained teachers who get no increments and remain at the initial salary of their grade. Some of them have given good service, and some of them very good service. I wish it was possible to propound some scheme under which untrained teachers who have given good service to the Board for a number of years—say, twelve or fifteen—might then become eligible for promotion.

I am not in favour of allowing an untrained teacher to become a principal teacher. Such appointments

would decrease the number of principalships open to trained teachers. The number of untrained teachers is added to every year owing to the fact that the Commissioners recognise as teachers, monitors and pupil teachers who pass in the second division. I am anxious to bar future untrained teachers, but would like to deal fairly with those in the service.

Probation.—Rule 76r applies to any teacher appointed for the first time. It reads:

“All teachers on first appointment are recognised on probation during the first two years of service, after which full recognition may be accorded if the reports on their work are satisfactory. The period of probation may be extended beyond two years, but if a teacher has not qualified for full recognition within five years from the date of first appointment, no further recognition can, as a rule, be granted.”

The standard is higher for the diploma than for increments in the third grade. A man may be entitled to get the increments of third grade and yet not be a sufficiently good teacher to get the diploma.

Residences.—I am more in favour of inducing localities to build residences for teachers than of giving grants in lieu of residences. An addition is required to the present grant to Managers for the purpose of providing a teacher's residence.

Extra Subjects.—The fees, as laid down at present, are five shillings for each branch of mathematics per unit of the average attendance; five shillings for cookery, and five shillings for laundry. The remuneration paid at present for teaching Irish as an extra

subject is three shillings, six shillings, nine shillings, and twelve shillings, according to standard, beginning with third standard. I think that French should be taught and, possibly, German. I do not think that dead languages are very suitable for teaching in National schools. Fees should be paid for shorthand and typewriting.

Instruction of Monitors.—The grant to be paid to teachers for instructing monitors is quite recent; and, that being so, I do not propose any change. Not that I would put any obstacle in the way of increasing the amount.

For eighteen years no grants have been paid for teaching monitors. The consolidated salaries in many cases included the grant for this purpose paid prior to 1900. It is to be remembered that the teacher has the assistance of the monitor. I do not, however, say that this assistance is very valuable.

Staffing of Schools.—I have a definite proposal to make on this point. At present a second assistant can be appointed in any school when the average reaches 95. The school with an average of 90 fails to qualify for a second assistant, and everyone of experience knows that a school of 90 is a very difficult school to teach; in fact, it is beyond the reach of two teachers. I think that a scale should be drawn up to admit of the appointment of a second assistant where the average is considerably lower than 95. I propose—first assistant for an average of 50, second assistant for an average of 80, and third assistant for an average of 120. After that another assistant for each 45 of increase in average.

Ms. T. J. O'CONNELL, General Secretary of the Irish National Teachers' Organisation.

The aim of all true education should be (1) to train and develop the natural gifts with which the individual pupil has been endowed; and (2) to make the individual a useful member of the community. Self-reliance, self-respect and initiative are the most important characteristics to be sought after in this connection. It is essential that in order to be in a position to transmit those to his pupils, the educator must himself possess them in a high degree; but these very qualities, so highly desirable in any nation or community, but more especially necessary in Ireland where they have been largely crushed out of the people, are those which the present Irish Primary Education System has been most fruitful in destroying among the teachers. The teacher, who comes into daily contact with the child, must always be the most potent factor in every educational system. It goes without saying that unless the teacher is reasonably contented with the conditions under which he lives and works he cannot give of his best to his pupils. That there has been wholesale and rampant discontent among Irish National teachers for the past eighteen years cannot be denied. In our opinion, the causes of this discontent are and have been (1) the insufficiency of the remuneration offered to the teachers for their services; and (2) the conditions attaching to this service. It is doubtful if the latter has not been as great a source of discontent as the former. That the remuneration offered to those who are engaged in the work of teaching has been altogether insufficient, not only in this country, but in Great Britain, is now universally recognised, and efforts are being made towards a general improvement. But it is safe to say, so far as Ireland is concerned, increased remuneration will form at most but a very partial remedy for the evils under which Primary Education suffers. The conditions of service must be completely overhauled. The general outlook of the system must undergo a radical change. At present the whole administrative machinery seems to be based on the assumption that a teacher will not do the work which has been allotted to him, and which he has undertaken to carry out, unless he is continually watched and stimulated, coaxed, cajoled, coerced, threatened or punished, as the case may be. The devices which exist in the present system for the carrying out of this policy are innumerable, and are a constant source of irritation. The teacher lives in a continual atmosphere of suspicion. The visits of the inspectors are dreaded rather than welcomed. Even the very best

and most successful teachers can never have that feeling of security which is so very necessary in the teacher's profession. The most deplorable result of all this is that the teachers as a body have no confidence in the administration, and until confidence is established there can be no true progress. Complete and wholehearted co-operation between the Administration and the Teachers is vitally necessary for the educational welfare of the country. The teachers are not only willing but anxious that this highly desirable state of things should be brought about in the immediate future.

Salary of Teachers.—The salary to be paid to a teacher should not be determined so much by the law of supply and demand as by the relative importance of the work which he is called upon to undertake. Candidates of a kind will be forthcoming, no matter how low the salary is fixed, and the mere ability to pass an examination is not always a true criterion of worth and capability. The initial salary offered must be such as to attract the proper type of men and women to the profession, but the minimum salary is not by any means such an important factor in this connection as the prospects which the profession of teaching will offer to those who may elect to enter it.

The present salaries do not attract a sufficient number of suitable candidates to the profession. It does not attract the proper type. In fact, in the case of men, it does not attract enough of any type. This is not so true in the case of women as in the case of men; but that may arise from the fact that in this country there are very few openings for women. Still, we must look to the future and the openings. There will be more openings in the future for women than there have been in the past. That is a matter that will have to be looked to. We are not in an exact position at present to judge. You may keep up the supply of women for two or three years, but there are more opportunities offering for ladies in offices and other spheres, and the difficulties will become greater and greater in the case of the supply of women.

The recent actual increases in the salary do not make the salary relatively as great as it was before the war. The Board of Trade returns showing the cost of living will prove that. The actual increase of money in the Duke grant will not make much difference—in fact, will make no difference—in the position before the Duke grant came into operation.

In general, I am of opinion that you should make the entrance to the profession of teaching as difficult as possible, and spend a good deal of time in selecting the right candidates. Having done that, throw aside the present machinery in the system for keeping them spurred up to their work. If you get the right class of candidates you could trust them to do their work honestly and fairly. Of course, if you make the conditions of entrance more difficult you will have to make the salaries and the conditions of service more attractive.

It is the prospects of the profession generally rather than the salary in the first years of service that should be looked to, because it is the prospects held out to a man for his lifetime that will attract the right kind of candidate. A bare living wage is not sufficient for a teacher. He should have something over and above that to give him an opportunity for culture. Owing to the importance of the work in which the teacher is engaged, I should say that he should get a higher salary than the Civil Servant. The teacher's initial salary should enable him to live comfortably. It should enable him to form associations that would be likely to improve him, and it should provide him with reasonable facilities for recreation and culture.

Increments.—A scale of salaries with substantial increments extending over, approximately, half the normal period of service would seem to offer the best advantages to prospective entrants. The increment should not be regarded as a *reward* for services rendered, but rather as a means to ensure the most economic distribution of a given sum of money to a teacher throughout his teaching career. Thus, if a man is engaged during forty years, and in that time gets a total sum of £8,000, it would be highly undesirable that he should have received £200 for his first year's service and an equal sum for his fortieth year. A man should reach his maximum at a time when his responsibilities are greatest. This, in the case of a teacher, will occur generally between the ages of 35 and 40 years. During the early years of service the amount of the increment might be less than in the later years of the incremental period. By the time the maximum will be reached the character and methods of teaching should be definitely fixed, and a comparatively small amount at the end of two, three or five years will not be an effective inducement to improvement should such be necessary. The habit of giving of his best once acquired will follow a teacher to the end of his career. I have little faith in the "money stimulus." It encourages a teacher to value his work by what it may bring in the way of hard cash rather than by the innate goodness and utility of the work itself. Increments should in all cases be annual, and should come automatically without any special recommendation. An increment should be withheld only by way of punishment for serious wilful neglect or default, or where it can be clearly shown that a teacher has been deliberately idling. The withholding of an increment should be regarded as a fine, and special care should be taken to secure that the fine is limited to the amount of one increment. Where it is found necessary to withhold an increment for any given year, the increase in the salary the next year, should normal conditions be restored, must be *double* the amount of the annual increment.

The teacher should have reached his maximum salary, roughly, when his responsibilities would be greatest, which would be about the age of 40. I do not agree that there will be a lessening in the needs of the teacher from 30 upwards. I am taking myself as an example. I think my needs were continually increasing, and it will be found generally the case. Teachers get married fairly early in the twenties. Their children will be growing up; their education will become more expensive; and the needs generally of the teacher increase. The teachers have asked at various congresses, and in their resolutions, that the maximum should be reached in 15 years at least.

My opinion is that if at 40 the teacher has a comfortable salary sufficient for his state of life he would not look forward to periodical increases. If conditions changed there would be a general movement for increase of salary. A teacher who has been for 20 years giving good service will not, because there

is not something held in front of him, fall back in his duties. We have teachers now at their maximum, excellent teachers who have been at their maximum for some years. It is known to the Board that these men who have reached their maximum are still giving excellent services.

According to the regulations of the Education Department of the London County Council—I am quoting from page 72 of the Dill Report:—

"A year of satisfactory service is held to mean a period of twelve months, during which the teacher has not been guilty of any misconduct."

A recommendation from the inspector carries with it, as it were, a judgment on the work of the teacher for the year, and the inspector is not in the same position to judge of the work of the teacher as the senior officer in a room is to judge of the work of the Civil Servant. Therefore, we take it for granted that unless the inspector is able to prove that the man has not been doing his work the teacher should get his increment. The onus of proof at present is on the teacher. I hold that the onus of proof should be on the inspector. There is a great difference between a man who is in a room with his clerks all day, and every day watching what they do, and the inspector who sees a teacher on two or three days in the year; and then the work of a clerk is altogether different from that of a teacher. I do not think it is possible for anyone to estimate properly the work of a teacher. If a clerk has not his work up to date, it is quite easy to see whether he is at fault. So much depends on the character and individuality of the teacher, and how he impresses these qualities on his pupils, that it is impossible to value the importance of the teacher's work.

Increment should be withheld only for wilful neglect or default. If it could be proved that a man was deliberately idling I would have his increment stopped. If the indifferent teaching does not arise from wilful neglect or default I would pay him as long as he is there. You will not make him better by stopping the increments. I believe a teacher would be immensely influenced in the work he does by the good opinion which the people of the district hold of him, including his manager; but if you ask me to say whether I would like the parents to say whether or not a man should get his increment, I could not admit that. That would be to admit they are experts—which, of course, they are not. The anxiety which any good teacher, any ordinary teacher, will have to do good work in his own district will have a great influence in preventing him from idling. Then, on the other hand, if you introduce a system to screw them up there will be some people who will not be able to respond. They have not the natural ability, and they will try to respond by over-work and over-strain, injuring their health and that of their pupils. There should not be a necessity to overstrain a teacher any more than a man in any other profession. I believe that if it were put to a teacher, "here are these children depending on you to do your work properly," he would show that he had initiative. I have in my mind a system of inspection which is altogether different from the present.

The present method of granting increments is not satisfactory, inasmuch as it requires a special recommendation from the Inspector. An increment, therefore, is looked on by the teacher as a reward for the work which he has done. I hold it should be in no way regarded as a reward for work done. The best distinction I can draw to show it is the question of putting the onus of proof on the teacher rather than on the inspector. As a stimulation to the teacher to do his work properly, there is in the first place always the question of local influence. That would include, say, his Manager, and the good opinion or otherwise of the parents of the children. That would be a stimulus. If a man is neglecting his duty the people of the district will very soon begin to talk about it. That will be one thing. Next, the system of inspection which I would like to see substituted for the present system would be another influence in encouraging a man to do his duty. That would be a system in which there would be as near as possible a complete

co-operation between inspectors and teachers; that they should not be regarded so much as they are at present in the way, as you might say, of officers and privates; that there would be occasionally, not very often, conferences in the district between inspector and teachers; that there would be discussions as to the difficulties which they found in a particular district with regard to the teaching of this, that and the other subject; suggestions would be made by the inspector, the teachers being equally free to make suggestions and discuss them and uphold them, if necessary. I think by this means the slacker would come into touch with his fellows and hear and see what they had been doing, and I think that would prevent to a very large extent any slackness amongst the teachers.

If the work of the school was done inefficiently and was not good for the boys, and this was proved to be due to deliberate idling, I would stop that man's increment. That is the only remedy to apply. Indeed I think—that is, of course, if that continued: if it was not done merely once or twice—I would get rid of the man—I would have no compunction in getting rid of him. I admit that, just as in every other walk of life, there should be some means available for the public good, to get good service out of every man in receipt of public money. The teaching profession is different in this from most other professions, that you can never secure a dead level of uniformity. The possibilities are so immense and the scope so immense for the teacher that you cannot have a dead level of uniformity.

The big portion of the Inspectors' duty should be general encouragement, co-operation, and help, which they should give to the teachers in any district. Penal action would be a very small part of his duties, in which he would be helped under a normal system by the teachers themselves, who would be anxious to get rid of inefficient and unworthy teachers. If this system of co-operation and full confidence, which I would like to see, were established as between the administration and the teachers, I firmly believe that the teachers themselves would assist, help and support the administration in getting rid of inefficient teachers.

The capitation allowance which is proposed by us according to the size of the school would be, in our opinion, a sufficient discrepancy, and would make sufficient allowance for differences in large and small schools. While we agree there should be a discrepancy, that discrepancy should not be so much as to cause a continual drag from the smaller schools up to the higher; because, if that were the case, you would always have in the smaller schools after a certain time a certain type of man. There would be either the young inexperienced man or those who are left behind in the competition. We hold very strong opinions as to the advisability of having good men in the rural districts. In England it is proposed to give increments in the absence of a definite default, and I believe that under a similar system here the Irish teacher could be trusted to do his work as well as the English teacher. I assume that there is a certain sense of honour among the members of the teaching profession which will render any extra precautions unnecessary.

My view is that there should be no regular report of each individual school, but that the inspector at the end of the year should write a general report on his district on the standard of the various subjects, and generally something in the style of what used to be written and published as an Appendix to the Commissioners' Report. That is my idea of what the inspector's report in the ordinary sense should be. I would agree that in that statement the inspector should be at liberty to mention by way of very special distinction a few specially outstanding brilliant teachers in his particular district who are qualified for very special notice. It might become a question of being "mentioned in despatches," so to speak—at least, something like that. This special distinction is not exactly the thing that the general body of teachers would aspire to. It would not be in any way to a teacher's discredit not to reach the position. The teachers acknowledge that there are some men amongst them of outstanding ability and distinction, and they would not in any way cherish a feeling of grievance because such men get these special distinctions. I think you

might have healthy ambition without any special money stimulus. A man has the ordinary attractions that the profession holds out to him, and I hold that these should meet the ordinary man's requirements.

The most potent factor in education is the teacher. You can never get the teacher to suppress his individuality—or rather, if you do get him to suppress it, you make him a worse teacher than he would otherwise be. There are only two systems which you can adopt—one under which the teacher will be trusted to do his work properly, or the other system where he is being continually watched. I hold that under the system I have here outlined, where the teacher is given freedom, there will be more effective work and better work for the nation as a whole, than under the other system. I do not say that a sense of honour and keenness for work of itself are the main or whole incentives of the teacher, because in that case he would work for nothing. He has the main incentive which the salary offers apart from that sense of honour and duty. There is a great difference between the present system and the system which I suggest. There is lack of trust in the teacher under the present system, and there is the unwarranted power which the Inspector has over the teacher's increment. That will be missing under the system which I suggest. Under the present arrangement the teacher is led to work rather for the inspector than for his pupils. It has coloured the teacher's work to suit the inspector. There is a continual changing which prevents initiative and individuality. The teacher loses confidence in his own work.

While it is easy to pick out a slacker and a man of great outstanding ability, when you come down to nice distinctions between a man who is highly efficient and a man who is not quite highly efficient, you have a difficulty. I do not want to get away at all from a system of inspection, but I say that the present system throws a big responsibility on the inspectors, and one that the inspectors would be glad to get rid of.

Promotion.—The "grading" of teachers should be altogether abolished. Nothing in the system has been so productive of discontent as the devices by way of artificial barriers which prevent the vast bulk of the teaching body from reaching their normal maximum. The efforts which teachers have been continually compelled to make in order to overcome, sometimes even to evade, these devices are a constant source of worry and irritation. Many instances can be cited to show the length to which teachers have had to go in matters which are not normally connected with their school work to secure promotion from grade to grade. Further, and apart from the mechanical barriers in the way of "averages," there comes in, in this connection, the question of the extent to which an inspector's report should govern the amount of a teacher's income. I have no hesitation in saying that under the present system a teacher's income is affected to an unwarrantable extent by the inspector's report; and this in turn has led to most injurious and regrettable consequences so far as the educational welfare is concerned. In the first place, it puts the inspector in a false position so far as the teacher is concerned. The teacher cannot look to the inspector as his guide, counsellor, friend and co-operator in the work on which both are engaged. He regards him rather in the nature of a taskmaster, a man on whom he largely depends for his bread and butter, and he would not be human if he did not lay himself out specially to secure his good opinion. The result is that a teacher unconsciously works to please the inspector rather than to benefit his pupils. His methods and ideals will change with each new inspector; self-reliance and initiative are either killed or are never given an opportunity of full development; there is no characteristic individuality in the teacher's system and methods; there is a continual chopping and changing until not infrequently the power to do useful work is almost altogether lost. There are some, of course, who, endowed with special natural gifts, will rise above all difficulties, and will be successful in face of every disadvantage; but it is safe to say that the history of very many of the "inefficient" teachers who have been removed from the service after a period of twenty or thirty years is analogous

to that of the old man and his ass—in trying to please everybody they succeeded in pleasing nobody, and lost their livelihood into the bargain. Reform in this direction is essential and urgent. In addition I might say that that was the main object we had in view in agitating for this Committee; and now, in giving evidence before this Committee, the position we take up is that the system in force since 1900, a most ingeniously devised system, has had a fair chance, and has not, in our opinion at least, succeeded in bringing that measure of contentment to those who have part in it, which is desirable or necessary. It is not our wish to go into the past, except so far as it may help us in the future to avoid the mistakes of the past. The system has had a fair trial, and we are out for its reform, and we are doing our best to suggest lines on which that reform should proceed.

I believe that all teachers should begin at the minimum and proceed by increments to a final maximum. I would not give any further incentive or reward to those who are specially efficient. I think what we might gain in one way is more than counter-balanced in another. It all comes back to this question of inspectors' reports. If you have promotion from grade to grade it must depend upon inspectors' reports. We have to face a position of continual segregation, though you may not put it that way. You would have to assume, to maintain the present system, that uniformity in inspectors' standards has been reached; and I think, even if that were possible, it is not desirable. The grading of teachers is impossible, in my opinion. I hold that the grading system has given rise to extraordinary discontent. That brings in the whole question of the inspectors' reports. We take up the position that so long as the inspector's report influences income to the extent it does at present, the teacher's individuality will be destroyed, and he will be inclined, unconsciously perhaps, to colour his teaching by the views of the man whom he has to please.

Of course, if there is discontent, this has a bad effect on the education of the children. The present system is an improvement on the results system; but, in 1900, we did not go far enough away from the results system, since the teacher is still paid on the results of the work done. I believe there has been an improvement as compared with the results system. My opinion is that, had the system been different, the improvement would be still greater. On the figures, of course, the teachers are better off. But it is questionable whether relatively they are better off or not. My opinion is that the discontent with the grading system is common to all the teaching profession. The very fact that salaries have been raised without abating the discontent suggests that the discontent is not altogether on the question of remuneration. It is not so much a question of supervision exactly as the method of supervision or the extent to which the personal report of the inspector can damage a teacher.

At present the number of teachers who do not like to see the inspector coming into the school are in a majority. I would prefer that the position should be that a man working in a school would be glad if he saw an inspector coming in every day to advise and help him in his work. If they were put in a different position, I think it would have that effect—if the inspector had not such responsibility or power over the teacher in the school. It is not wrong to assume that the teachers, or the majority of them, are prepared to take advice or suggestions and help from the inspector. The ordinary teacher, if the inspector's suggestion is a good one, will be glad to receive it, and adopt it. If a man does not do his corrections, I agree that this would be neglect of duty, and he should be dealt with by stopping his increment. I agree that it is a very important matter that the written exercises should be properly attended to, and it is one of the very easiest things the inspector can discover.

I would agree that the teacher's income should be influenced by a report of an inspector which drew attention to a thing of that kind if it could be shown to be habitual. If we had an effective way of making certain of each man's merits

there might be no harm in paying according to his merits. The whole difficulty arises from the fact that there is no effective way of estimating a teacher's work. The reason I object to basing the teacher's income on the inspector's report is that I do not believe the inspector can get his judgment so accurately as to be just. So long as human nature is there it is humanly impossible for an inspector seeing a teacher for three, four or five days in the year to estimate his work. The main part of the teacher's work is the character which he develops in his pupils, and this is a thing impossible to estimate.

I do not think the inspector is in a position to make nice distinctions between a good school and a school a little better than good. I do not see that the object to be gained in setting up competition by making these distinctions is worth the trouble which the inspector has to go to, and the difficulties which arise in making classifications. It is quite possible a man in one part of the country would get highly efficient, who, if working in another part of the country, would get only efficient.

We hold that there are very many teachers in small schools prevented by average attendance from reaching the top grade, and who, if they had the opportunity, would be at least as good as, if not better, than some of the teachers in the higher grades. The discrepancy between the salaries paid to the smaller schools and the salaries paid to the big schools—which will, I assume, continue under the grading system—is bad for education in the country, as it tends to have a continual drag on teachers in small schools. Their ambition will be to get up to the top, and after some time of the working of that scheme you would have in the small schools men who are young and inexperienced or men who were left behind. I never saw what educational advantage there was in the grading system. From the point of economy it secures that only a certain amount of money would be spent. As a matter of fact, in the scale the Teachers' Organisation has drawn up, it is provided that the teacher in the large school will have the larger income. We do not agree that the discrepancy should be as great as at the present time.

Again, the man who has been for years with an average of 65, 66, 67, 68 or 69, is debarred from promotion because he has not one decimal point more. He is shut out of the higher grade. Under the grading system of the National Board, as it is at present, 60 per cent., say, of the teachers are considered to be efficient. Are we to assume that these 60 per cent. are all of equal efficiency? And if not, why are they graded and paid equally at the present time? What we object to is the attempt to label the teacher, and to put a label on one and say "You are efficient," and to put a label on another and say "You are highly efficient." I think it is impossible to do that; and many teachers look on it as an offence to the best teachers.

The policy of trusting the teacher rather than watching him—the policy of throwing him on his own responsibility and trusting him—is calculated to bring out what is best in the teacher, rather than letting him feel that he is constantly under the supervision of the inspector, and that it is assumed that unless the inspector is there he is not doing his work, and will not do it. You should merely classify them into those who are doing their best and those who are not. You will always have varying shades of ability. But if a man is doing his best, and he has been admitted into the service under a perfectly stringent regulation, and has been pronounced by a competent authority to be qualified for the service—that man is worthy of getting the money that he contracts for. If he is not doing his best, he would be idling; but before you came to the conclusion that a man was not doing his best you would want to know what his best was. If the inspector showed clearly that he could have done more, and did not do it, I would stop his increment. It is for the inspector to show clearly and conclusively that a man was deliberately idling and was not doing his best.

It is not so much the method of the report that we object to as to the fact that it has such a very

large effect on the income of the teacher. It is from an educational point of view that I am objecting to it, because I believe that it destroys the teacher's initiative and individuality. I assume that the inspector is appointed for the educational benefit of the country, and that a great part of his duty would be to help the teacher, to make suggestions to him, to go into a school to ask him what his difficulties were, and what plan he would adopt to meet them. "Well," he would say, "I have been in a school in which this plan was adopted." The teachers who are anxious to do their best would be only too glad to adopt suggestions which they would consider helpful.

The fact that only a small number of appeals are now made against the inspectors' reports is due to the fact that there is a feeling amongst the teachers that, once they appeal from one inspector to another—an appeal not being a popular thing in the office or with the inspectors, as it questions the judgment of the inspectors—they are more or less marked. They consider that the inspectors are more or less a fraternal body, and that it is useless to appeal from one inspector to another, even from a junior to a senior.

Principal and Assistant Teachers.—An assistant should be able to rise as high in the profession as the principal, apart from the capitation. It is only a small portion of the assistants who will reach that, as they will have gone to take up positions as principals in schools. This will not cause a dearth of principals, as there are many things which will influence an assistant teacher in taking the principalship of a school in addition to the salary. There may be a house and garden with the principalship of a small school, and the question perhaps of marriage and other things will operate. It would be desirable that all teachers should serve a period as assistants if this could be accomplished.

The capitation grant and the certainty of the house is a sufficient distinction to make an assistant wish to become a principal.

Sex of Teachers.—The views which have been adopted by the Teachers' Organisation at five succeeding Congresses is that there should be no distinction on account of sex in the salary paid to teachers. In any school where there are boys over a certain age—8 or 9 years—it would be an educational advantage that the principal should be a man. There are schools where there are grown girls, and women are more capable there than men.

The English rule by which a married woman teacher ceases to be a member of the profession has advantages and disadvantages. For a married woman, teaching is different from any other class of work. It is generally found that a married woman is a better teacher because she is better able to deal with children than a single woman, but there is a disadvantage in the fact that a woman after marriage has to be employed away from her home. That is a consideration for the teachers themselves. If for the sake of the teachers themselves I would say they should not be employed—that is, provided the men teachers were well paid. That consideration comes much into the question of men and women teachers. Educationally, it is better that married women should be employed. I think the records of the Board will show that the married teachers are the best teachers, both men and women.

Rural and Urban Schools.—There are no sufficient grounds to warrant a distinction being made in the salary paid in varying types of schools or to teachers engaged in different localities. I think if the different advantages and disadvantages were placed one against another they would be found to cancel each other. Apart from the question of rent and the difficulty of procuring a house, the other difficulties cancel each other, because the man living in the city has advantages which the man in the country has not, and vice versa. It is often exceedingly difficult to get lodgings at present in the country. I know teachers who have to go two, three and four miles to their schools.

Different Classes of Schools.—There should be no distinction made in employment in senior, junior or

infant schools. The hours in the infant schools may be somewhat shorter in some places than in the senior schools; but I think it is only in the city schools that the difference is apparent, and the difficulty in dealing with infants would more than counterbalance the extra hours in which you are dealing with senior pupils. I know there are many teachers who would prefer to take longer hours and deal with senior pupils.

The teaching of infants while it lasts is probably more irksome and more trying to the temper, and a greater strain on the vital energies of the teacher, than the teaching of classes of ten years and upwards. The teaching of boys of ten is very different from, and very much more difficult than teaching adults in evening schools. A lot depends on the temperament of the teacher. There are some teachers who are really happy only in infant schools.

Bilingual Schools.—We have a good deal of representations from teachers in bilingual schools. Some of them say they claim a special salary because they are expected to do the work of the ordinary school, plus their special work. I say the fault there is with the programme: that if they are expected to do that, it is more than they should be called on to do. Special allowances should be made for their special circumstances; there should be a reasonable reduction in their programme of English work.

Qualifications.—If equal opportunities were available for all teachers to acquire the special qualifications mentioned in the questionnaire, the question of giving special consideration to those who would obtain them might form a profitable subject for discussion. As it is, however, there can be no good reason advanced for giving a special award to the teacher who has already had the advantage because of his more favourable situation and the opportunities afforded thereby of securing these additional qualifications, and thus rendering the accomplishment of his daily work less laborious to himself. A certain standard of qualifications should be required of all teachers; if those who possess additional qualifications elect to adopt teaching as a profession, I see no good reason why they should receive special treatment. Such qualifications will naturally be taken into account in the appointment to principalships or to the inspectorate.

Grading of Schools.—Grading of schools is almost if not quite as objectionable as the grading of teachers. It should not be possible for anyone to speak of a third-grade teacher, a first-grade teacher, etc. Schools can only be graded by the arbitrary adoption of certain figures of average attendance or number on rolls. Why should a school, say, of 49 be placed in a different grade from the school of 50? The plan of giving a *per capita* allowance to the principal teacher as adopted in the Irish National Teachers' Organisation scheme of salaries obviates the necessity for the grading of schools. Objections may be made to the sliding scale therein specified; its object is, however, to secure that the discrepancy as between the small and the large school will not be made too great, as would be the case were a flat rate adopted.

Small Schools.—Except in islands and very inaccessible places there should be no very small schools—certainly none with an attendance of under 20. But if the necessity for such a school is abundantly shown I see no reason why the children attending such school should not be entitled to the best educational facilities available, and these can only be secured by putting the teacher on the same footing with the teachers in other schools. This very fact will be the best argument against the future recognition of such very small schools, except where absolutely necessary. No great objection could hitherto be raised against their establishment, as it was found they could be run comparatively cheaply. We have undoubted evidence that schools have been multiplied in the past.

Generally speaking when a manager or people apply for a school to be set up in a special locality the chief motive which they have in mind is not to get a large amount out of the State for their particular locality. If a school is necessary there is no reason why children attending that school should not have

access to the best facilities. Sometimes the Commissioners cannot get fully qualified teachers to accept positions in these schools, and therefore the instruction of the children necessarily suffers. I do not see why the salary of the teacher should not be the full salary. Sometimes it is almost impossible to get a teacher to go and accept a school in these inaccessible places—*islands* and so forth—and I think that that counterbalances to a very large extent the amount of work which may not perhaps be up to the normal.

My opinion is that if the salaries offered were equal to what teachers get in other schools the present difficulty of getting teachers to work in these schools would be considerably decreased. I cannot recall to my mind any cases where there is a van or conveyance in use at the present time, for conveying pupils to another school, and I do not feel qualified to express an opinion on this system. Children living in cities and fairly large towns throughout the country are not altogether dependent on the primary schools. If they leave them they have the advantage of going into the technical schools and Intermediate schools, but children living in remote districts have none of these advantages and would have to depend practically for their whole education on what they got in the primary schools, and as it is a State service I think the very least they should do is to provide good sound primary education for every child no matter where he may be residing.

Lay Assistants in Convent Schools.—It should be a general guiding principle that no person, lay or religious, should be permitted to engage in the work of teaching, any more than in the practice of medicine, unless possessed of the stipulated qualifications, and these qualifications whatever they may be should apply equally to all, whether religious or lay. This I understand is the practice in Britain, and there seems to be no good reason why it should not apply here also. As a natural sequence to the introduction of such a regulation, payment by capitation should cease and all teachers in Convent schools, whether religious or lay, should be put on exactly the same footing as the teachers in ordinary National schools. But unless and until such a regulation can be introduced the capitation rate should be such as would secure to all the teachers on the staff of such a school incomes equal to that to which their position and length of service would entitle them had they been engaged in an ordinary school. Lay assistants should be directly recognised by the Board and should be placed on exactly the same footing with regard to salary, increments and pensions as the assistants in the ordinary schools. So far as staffing is concerned, exactly the same conditions should apply in the case of Convent and ordinary schools. The appointment of "Supernumeraries"—qualified or unqualified—should not be permitted. In this connection it is well to point out that from an educational standpoint it is highly undesirable to have schools of 1,000 or 2,000 children. When the number exceeds 400—certainly 500—supervision ceases to be effective. Such very large schools, even when they occupy one building, should be split up into two, three or more independent schools under different Roll Numbers.

With regard to unqualified supernumeraries the position we take up as regards that is, that no unqualified person should be appointed, but with regard to the qualified supernumerary it puts the Convent in a position to staff their school better than the ordinary National school adjoining. They have a great advantage over and above the ordinary National school and the tendency would be, of course, that the standard would be comparatively better. It is from the point of view of the schools that objection is raised to this practice. We say the same conditions as regards staffing should apply to both classes of schools.

Junior Assistant Mistresses.—No junior assistant mistresses as such should be appointed in future. No unqualified person should be allowed to engage in teaching. The present arrangement is an attempt to provide cheap labour. The average now required for the appointment of a Junior Assistant Mistress should be sufficient for the appointment of a fully qualified teacher. Those Junior Assistant Mistresses already

in the service should be given special facilities to enable them to become trained and fully qualified. Special consideration should be given to those of them who may not be in a position to avail of these facilities.

In general I am against the principle of employing unqualified teachers, and I would have two qualified teachers for schools over 35. The general opinion I find among teachers is that these Junior Assistant Mistresses are largely engaged in teaching infants and junior classes and it is in those very classes that the best teaching qualifications are necessary in the teacher. You would really want to have special qualifications to deal with infants.

It would be possible for anything up to 60 per cent. of the Junior Assistant Mistresses to get qualified if they were given facilities.

Monitors.—The appointment of monitors should be encouraged. A monitorial course forms the best apprenticeship to the teaching profession. The advisability of establishing special centres for the training of monitors should be considered. Promising pupils might be sent to such centres at the age of 12. They would receive there the equivalent of an Intermediate course of education, being allowed to engage throughout their whole course in the practice of teaching in Practising Schools under expert supervision. During this period a maintenance allowance only would be required. Pupils who had satisfactorily completed this course should be appointed as monitors or pupil teachers in ordinary schools for two years, and for this period should be paid a salary approaching the minimum given to qualified teachers. The appointment of monitors with a certain amount of teaching experience would go some way towards solving the staffing problem in many schools. At the end of two years they should go for a three years' course of training and should during this training course have an opportunity of graduating at a University and securing the Education Diploma. They should then emerge as fully fledged teachers and should not be required to serve any further probationary period. During these nine years of apprenticeship the weeding out process should be ruthlessly practised. May I say in addition that our idea is that some system for a better preparation of the teachers for their profession should be devised than that at present existing, and this is only thrown out as a suggestion as to the lines along which that training may proceed. With regard to the details we are not exactly tied to them in any way. The general principle is that better training should be available for teachers than at present. This is only thrown out for discussion and no time has been given to the details.

Teachers should have a preliminary monitorial training, because it has been proved very clearly that those who have acted as monitors are generally the most successful teachers afterwards, and it would be to the advantage of education. I rather think that the old system under which they used to appoint monitors at between 12 and 18 years' of age provided more monitors for the training colleges than under the present system. The three years' course is too short, and a five years' course would be preferable. Too much care cannot be expended in the selection of those who are to serve as teachers. I would prefer they would get a special training from the very start. Professional work would be extremely little in the first year or two, and when approaching the age of 16 it would be gradually increasing. I would certainly stop the method by which the boy goes straight into the training college, stays there two years and comes out a fully qualified teacher.

The question of encouraging teachers to have monitors appointed is deserving of consideration. Of course, any teaching that monitors would do would be under supervision. They would not be teachers in the ordinary sense of the word. I would not contemplate giving over control of a standard to a monitor. There is the difficulty which arises in schools, where you are just barely on the margin, or almost on the margin for a third teacher, but you have not got the average to appoint that teacher. This would be a particularly difficult class of school, and it is quite possible a monitor would be some help to such

a school. They taught under the old monitorial system; they did a little teaching under the supervision of the teacher. They were shown how to prepare notes, that is to say up to the age of 15, and to give very simple lessons under the supervision and criticism of the teacher. Of course at the age of 18 it would be an extremely small amount of teaching, but later on, as they would reach the end of their course the time might be extended. At the age of 18 they might distribute copies, or something like that. They would be getting practice and they could be trained, as it were, to keep the class in order. In speaking of teaching in this connection, I do not imply the actual meaning of the word teaching, but merely supervision of the class.

Evening Schools.—Teachers of evening schools should be paid by the hour rather than on the basis of average attendance. A minimum average attendance should, of course, be required for the recognition of the schools, and where necessary provision should be made for extra staffing. The rate per hour should not be less than that paid to teachers engaged in the technical schools. The teachers cannot have so much control over the average attendance in an evening school as in the ordinary day school. It has been the experience of a good many teachers engaged in work in evening schools that the attendance was good at the start, and fell away considerably at the end, so that the teacher in many cases did not get sufficient remuneration for his work at all, because it was calculated on the average attendance during the whole period, and that would be an objection of course to the payment on the average attendance.

Taken as a general standard for evening work or tuitions a great many elementary teachers are now engaged in the technical schools teaching what are equivalents to elementary subjects, and the rates paid in them should be the general guiding rates.

Untrained Teachers and Teachers on Probation.—No untrained teacher should be appointed in the future. Untrained teachers now in the service should be divided into two classes—(a) those appointed before 1905; (b) those appointed since 1905. Class (a) should now be treated as if they had been trained, while the maximum for class (b) should not be as great as that allowed to trained teachers. They should be given every facility to enable them to become trained. There should be no probationary period.

I think it would be best that a register of trained teachers who leave the colleges in any given year should be kept, and while there are any of these available, no untrained teachers should be sanctioned. If you allow untrained teachers to be appointed, there may be some reason why untrained teachers are selected while trained teachers are available. The register would be an index to show that while there were some trained teachers available this year, the manager was still asking for the appointment of untrained teachers. Then there is this other thing, the question of teachers employed at schools where the averages are going down. At present these are being thrown out of employment altogether, and at the other end unqualified teachers are coming in.

In the case of a manager wishing to appoint an assistant I would insist on his taking one of these trained people where one is available. There are a good many trained teachers acting as substitutes and practically unemployed. I would say, give untrained teachers a certain amount of service marks such as is given to monitors and pupil teachers in the examination for entrance to training. Some of the girls who go up for training would be up to 26 years and 27 years of age, and they would not be in a position to compete with younger girls of 18 and 19. They should be allowed marks for the period of service. I think the problem should be tackled in the proper way, namely, by providing the necessary facilities. If the present training colleges cannot accommodate the teachers there should be additional colleges.

Residences.—The housing of teachers is a positive scandal. Nothing is more calculated to lower a man's self-respect than the intolerable conditions which have

to be borne in this connection. Every married man teacher should be provided with a free official residence or should receive an allowance in lieu of rent varying with the different localities. The provision of suitable residences, especially in rural areas, should receive immediate attention. It would be impossible to build a house now at the maximum laid down in the rules. It is many years since the figure of £250 was fixed. It may have been sufficient at the time. It would not be sufficient now.

Capitation.—A capitation grant based on average attendance should form no part of a teacher's regular salary, but it will be found that the most equitable way of arriving at the special allowance to be paid to principal teachers will be to base this allowance on the average number on the rolls of the school. We advocate a sliding scale of capitation, 10/- for each principal up to 100; 5/- as between 100 and 200; 2/6 as between 200 and 300; and 1/- over 300. The scale is framed from information which was available from many who had large experience of schools.

Extra Subjects.—It is very questionable whether there should be any extra subjects taught outside school hours. The ordinary school day is a sufficient tax on the mental powers of teacher and pupils, and provision should be made by way of continuation schools for the teaching of what may be regarded as "extra subjects." I think 4½ hours is sufficient for any child to work at that age. The number of hours in the secondary schools is probably longer, but there is provision made for a longer break, a longer interval than is allowed in most of the National schools. With the exception of the half-hour allowed for play, the time of the National school is one session. In some of the urban districts they have an interval of one hour, and two half attendances in the day. But I think that is the practice only in a very small number of National schools. It could hardly be extended to the rural districts. I think sufficient provision should be made within the ordinary school day to meet the teaching of the subjects which are regarded as extra subjects. In advocating the establishment of continuation schools I have in mind the rural districts. There are some districts, of course, where this would be impracticable. The general school day at present is from 10 to 3 o'clock. The teachers are in at 9.30 o'clock and they work until three o'clock.

There is this difficulty about extra subjects. When there is a fee—and especially if the fee is increased—it will be an inducement to the teacher to take up these extra subjects outside school hours. It would be a tax on him and on the children. The objection I see is the inducement it will hold out to the teacher to keep the children in school for a longer period than they should be kept. Generally speaking, I think the hours are too long at the present time. I do not object for a moment that these extra subjects should be taught to the children, but I say that provision should be made according to the locality for the teaching of the subjects which suit that locality during the actual school day. We say the teacher, with the consent of the manager, should be so free to organise his school programme that he will make provision for these subjects within the ordinary school day.

It ought to be possible to devise a means whereby the proper education of the children would be secured in an ordinary working day. If extra subjects have to be taught I would be in favour of the teacher getting a proper emolument.

Instruction of Monitors.—The general impression among teachers is that the payment at present is not sufficient inducement to teachers to be anxious to get monitors.

Staffing.—The staffing of schools should proceed on the principle that no teacher should have charge of more than 30 pupils. Effective instruction cannot be given when the class exceeds this number to any appreciable extent. I am laying this down as a general principle. I think the average at present is too high especially for three teachers.

Possible Economies, and Amalgamation of Schools.—I am in favour of a drastic scheme for amalgamation of small adjoining schools, especially where the children are of the same religious persuasion. Amalgamation should be adopted from the point of view of efficiency rather than economy. In any scheme of amalgamation the rights of existing teachers should be fully secured. It is in this connection regrettable to note that the policy of recognising unnecessary schools does not seem to have changed, as was instanced by the action of the Board in granting recognition within the past few months to a new school in a district in which there were at least four other schools within a radius of a few hundred yards.

Organisers for special subjects as they work at present should be abolished. We think the real duty of the inspector is to help the teacher, and we recognise that it is difficult to distinguish between the work of the organiser and the inspector. But we find that when an organiser of special subjects comes into a school he does not view his subject in relation to the whole work of the school. It is the one and only subject in his opinion, but we do not always find that there is agreement as to its relative importance between the inspector and the organiser. The difficulty is that the teacher's promotion and increments are at the top of the inspector's pen. If the inspector does not agree as to the amount of time to be given to a special subject, the teacher will follow the inspector and not the organiser.

My experience is that these organisers generally are inspectors who go around and examine, but who really help the teaching methods very little more than the ordinary inspector. It would be always necessary for the inspectors to bring new ideas to the teachers on various subjects. But they should be able to go into the school and actually put them into practice. At present they come into the school, examine the subjects, and do not show how to teach them. It is more examination of a subject than showing how it is actually taught.

Right of Appeal.—It should be laid down as a binding principle that a teacher once recognised and appointed to a position should not have his salary reduced or withdrawn except on account of proved misconduct or inefficiency. To deal with cases of the latter nature some tribunal should be set up in consultation with the Teachers' Organisation in which the teachers as a body would have the utmost confidence. There should be no room in the public service for the inefficient teacher. But the verdict of inefficiency must be openly arrived at. If the inefficiency is due to wilful and deliberate default, no consideration should be shown. If, however, it is due to advancing years, inability to adopt new methods, or to fall in with altered conditions, special provision should be made for retiring the teacher concerned from the service.

It is most important that the teachers would have confidence in such a tribunal. The teachers should have a right to appoint an expert on this tribunal. This expert would act in consultation with someone appointed by the Board, and someone appointed by the managers. These three people would receive the reports of the inspectors and consider them, and give the teacher the right to appear before them, and be

represented there; and if they were still in doubt that there was something they could not decide upon they might decide to visit the school, or send their own representatives to the school.

It is a fact that a large number of teachers will not now appeal even if they consider themselves treated badly because they have not sufficient confidence that they will get a fair hearing. I am of the opinion that any teacher feels now that if he appeals he is taking his life in his hands. The general opinion is that it is a dangerous thing to appeal. I think reference to the figures will show the very small number of appeals in which the inspectors' decisions have been reversed, and unless the teacher is quite sure or feels he has a very good case he will not appeal under the present conditions. The tribunal should be set up in consultation with the Teachers' Organisation, and beyond saying there should be consultation I would prefer not to discuss details as to how it might be carried out in practice. It would be beneficial to education generally, and it would help to restore the confidence in the administration to a larger extent than at present.

Local Taxation.—No part of a teacher's salary should be borne by local taxation. Teaching is a national, not a local service. The argument does not apply so strongly to the case of the school buildings and equipment. I see no objection to a local rate for school buildings and equipment. As teaching is a national service, the expense of it should be borne by the State. I believe in Scotland and England, where salaries have been partly borne by the local authorities, the tendency now amongst teachers is to claim to be remunerated entirely by the State. Owing to the great difference in rates of salaries paid in local areas they consider that the teaching profession has been injuriously affected.

It is the duty of the State to provide an efficient system of education for each locality. I do not think that the fact that a locality does not pay directly for education has a depressing and injurious effect upon the work done in the schools. Any effect in that direction would be more than counterbalanced by the ill effects in other directions. I have spoken to teachers who have worked under the system of local education in England, and they pointed out that a good deal of difficulty arose in regard to the School Boards; at times difficulties arose between them and the teachers, and it affects the attendance at school, and the general work. The idea of local rates and local interest was ridden to death in Scotland, and now they are finding their mistake, and they want to make larger areas.

Local rates might increase the interest of local bodies, but it might happen that this interest would not be of educational benefit. If a large city, like Belfast or Dublin or Cork, finds, for some reason or another, that there is a great inadequacy of school accommodation for the children within its bounds, I do not at the moment see any objection to giving the Corporation power to levy a rate for the purpose of providing school buildings, sufficient for the needs of their city, and for equipping and maintaining such schools. I do not think the onus should be thrown on the different religious denominations. I see no objection to throwing some of the responsibility on local administrative bodies to see that the children were accommodated in the right way.

Mr. WILLIAM CASS, Workhouse School, Kilkenny, Hon. Secretary of the Workhouse Teachers' Association.

The manager of the workhouse school is the Clerk of the Union. The Board of Guardians appoint and dismiss the teacher. We must possess the same qualifications as National school teachers; teach the same programmes; be subject to the same inspections and examinations, and conform to all the rules of the National Board. We did not get the Birrell grant, nor the recent war bonus. We got an increase of £10 or £12 within the past twelve months from the Treasury. The Treasury sent it on to the Local Government Board, and the latter included it in the estimates. Our salary is fixed by the Board of Guardians and sanctioned by the Local Government

Board. Any increase granted to us over and above the fixed salary must come out of the rates. In many Unions the Guardians would not give any increase. They say it is the business of the Government. The average attendance in my school is about twenty children. Of course seven or eight years ago there was an average of forty. It falls very low in the summer when the inmates go out; then it goes up in the winter again when they come back.

The children are under our care and control during the whole of the day; we act as if we were a parent or guardian to them and have to take them out for a walk during the day.

The salary I started on ten or twelve years ago was the same as given forty or fifty years ago. During the last twelve months I got an increase of £9. The Treasury called it an augmentation grant. They granted it only up to the 30th September last, and now we are making an application to have it renewed. It is not a permanent increase. In addition to salary we have rations and apartments. They are far from being on a satisfactory scale. We have been cut down very much since the war started. We get the same rations as the Master of the Union. The Master of my Union has at present a salary of £85 per year, and he is looking for an increase of £20. In some of the workhouse schools the salary is as low as £25; I know a teacher of 29 years' service who has only £25 per year with about 16 pupils in attendance. There are workhouses with merely three or four pupils, I believe.

We suggest that all salaries under £60 should be raised to that sum. That should be a minimum. Salaries over £60 should be increased by 38½ per cent. We wish for annual increments also along with that. Of course in a workhouse it is the same trouble to teach one or two children as to teach 30 or 40. It is difficult for a teacher in one Union to get another appointment. Generally the Board of Guardians like to appoint a local man; they would not bring a man from Skibbereen to Waterford, or from Waterford to Limerick or Dublin. Influence has a lot to do with the appointment. Very few workhouse teachers become National teachers in ordinary schools. When they remain for a certain number of years in the workhouse, they try to hold on there until they get a pension. They get a better pension as workhouse teachers than as ordinary National school teachers as a rule.

At present there is nothing in the nature of increment or promotion. If we do not get a satisfactory report we are censured or reprimanded. The report of the inspector is sent in the first instance to the National Board, and then it is sent to the Local Government Board, who afterwards send it to the Guardians. If the report is not satisfactory the Local Government Board make a note about it. We are paid by the Board of Guardians in the first instance, but they are recouped by the Treasury. They send the return to the Local Government Board of salaries paid, and the amount is recouped afterwards.

We would not like to come under the Rules of the National Board as to averages and all that. A great many schools would be abolished under these rules. The Clerk of the Union is the recognised manager of the school, but he only acts as correspondent for the Guardians. He is not the real authority. The salary varies from Union to Union. In addition to being teachers we are really supervising officers. We have to be in charge of the children practically from 7 o'clock in the morning until 10 o'clock at night, and we have to assist the master in maintaining the discipline of the Union. We are paid nothing for that, as it is all regarded as being in the work of a Union teacher. The salary of £60 should bring increments also. We propose annual increments of £8 for teachers under ten years' service. Teachers of 10 to 15 years' service we propose should get £6 annual increments. Those between 15 and 20 years' service should get, we think, annual increments of £10. Teachers over 20 years' service should get an annual increment of £15. All should rise to the maximum of £150. A teacher beginning at present on £60 would reach the maximum in 18 years.

When a workhouse teacher resigns or dies in later years no new appointments have been made. They send the children out to the local schools. Many Unions board the children out. It is largely but not universally done. In the case of children whose parents are in the house, the law does not allow them to be boarded out. It does not forbid you to send the children to school outside the bounds of the workhouse. The salaries in all workhouse schools are the same as they were fifty years ago. The largest salary of a workhouse teacher I know of is in Belfast. I think it is about £120 there. The smallest salary

I know is that of a teacher in New Ross, who is getting £25 per year. She has 29 years' service. Any increase on the present salary must be paid out of the rates. So far as I know the Guardians will not give any increase at all, because they state it is the duty of the Government to pay us, as we are Government servants. The principal in a fairly large workhouse school in Cork Union has, I think, £80, and in Waterford Union, £70. We must have at least 20 years' service to get a pension, and the amount is fixed by the Guardians. They generally give 1/60th of the salary and emoluments for each year of service. The unfortunate thing is that as regards Poor Law Officers there is no compulsory superannuation at all. A pension is given, however, in all cases. The Local Government Board would probably not pass the pension if they thought it was too great, and they cannot exceed two-thirds of the salary and emoluments. The value placed on emoluments varies from year to year. Previous to the war it was very low. In Kilkenny Union the weekly value of the rations is 17/1, and before the war it was only 6/-. No workhouse teacher should have less than £60 a year plus rations. Fire is included in the rations—coal is included in the 17/1. Besides we get light and attendance.

There is a female teacher in charge of the girls in Kilkenny Union; we have two teachers there. She has only £40 a year, and she is principal in her own school. It is a general practice that the female teachers are paid at a lesser rate irrespective of number of pupils; they are paid at a lower rate than men.

We would prefer the present workhouse system of pension to the system in force for National teachers. If a teacher is over 20 years in a workhouse, and then becomes an ordinary National teacher, that 20 years is lost for pensionable purposes. The initial salary of workhouse teachers is refunded from the Local Taxation Account, but if the Guardians grant an increase afterwards it comes from the rates. The Guardians cannot give an increase to that salary except from the rates, not even with the approval of the Local Government Board. The Local Government Board as far as I know always object to any increase being given out of the Local Taxation Account, and in fixing the initial salary take as a basis the salary that the teacher's predecessor had for the same position.

The pension depends on the good will of the Guardians. The Guardians may refuse a pension if they like; they cannot give more than two-thirds, but they can if they like give nothing.

There is no fixed time for recreation; it depends on the good will of the master to let us out. There are about 210 school days in the workhouse year. We take the same number of days' vacation as they do in the ordinary National schools. We get a month's vacation in the year away from the house. At other times when we close the schools, we have to remain with the children.

At the time of the passing of the Local Government Act in 1898 the Government had been making certain payments to this country for Educational purposes, and after the passing of the Act they stopped these grants, and in lieu of them they gave the amount realised by the taxation of licences, and things like that. The proceeds of the Local Taxation Account in that year was £200,000, and the grants the Government gave in the previous year were £244,000, so the Local Taxation Account was not sufficient to meet the demands made on it, and the Treasury then, to make it up, gave an annual grant of £79,000 to the Local Taxation Account. This grant came from Consolidated Funds.

We cannot retire on the maximum pension until we have a service of 40 years, but we may get the same pension after 20 years through disablement. The value of apartments in my Union is £15 a year. The Guardians may add a number of years not exceeding 10 to an official's service when considering pensions.

For 10 years' service 5 years may be added.

For 10-15 years' service 7 years may be added.

For 15-20 years' service 10 years may be added.

Miss ROSE TIMMONS, Lay Assistant Teacher.

In addition to ordinary National schools there are in Ireland Convent and Monastery schools which receive State grants through the Commissioners of National Education. These schools are divided into two classes:—

(a) These in which the teaching staffs, whether members of a religious community or lay teachers, are required to have the same qualifications as teachers in ordinary National schools. They are paid a personal salary, direct from the Education Office, and are in all respects precisely on the same footing as other National teachers. They receive increments, are eligible for promotion, and in the case of lay teachers, their years of service count for pension purposes. Of these there are some 86 Convent schools, and 55 Monastery schools, all Monastery schools aided by the State since 1855 receive the grant only on the same conditions as ordinary National schools. (Rule 117 (3) of National Board).

(b) These in which the conductors receive a capitation on the average attendance. Of these 815 are conducted by nuns, and two (recognised and aided before 1855) by Presentation Brothers. Any lay teacher employed in these schools must possess the same qualifications as are required for other assistants.

Lay assistants do not generally receive anything in the nature of board and lodgings, or considerations of that sort. They are all outdoor, and when they do receive board in the country, there is a certain amount deducted from their salaries for that.

Prior to the Duke grant of 1917, the grants paid to schools under head (b) ranged from 85/- to 45/- per pupil. This included 5/- per pupil residual capitation (added in 1892), and 5/- per pupil out of the Birrell grant of 1907. The average grant worked out at £2 per pupil. Allowing a teacher for every 45 pupils (Rule 101 of National Board), the salary paid for every teacher was £90. Of this the conductors were only required to pay £40 to an assistant if untrained, and £44 if trained. It seldom happened that more than the minimum was paid, and these teachers were thus deprived of the Birrell grant, increments and residual capitation. Some of them qualified to teach Irish or Mathematics, at their own expense, and having taught these subjects, and earned the extra fees attached to such teaching, did not receive them. The fees were paid to the school, but did not reach the lay teacher. This, however, was not quite general, and in some cases the extra fees for extra subjects were paid in whole or part to the teacher who had taught the subject.

In 1917 the capitation rate to these schools was raised by 10/- per pupil, and the grants then ranged from 45/- to 55/- per pupil. In outlining his scheme in the House of Commons on the 20th July, 1917, Mr. Duke said "I have had calculations made to ascertain what would be the amount in the case of a school with a principal, two assistants of the second grade, and three assistants of the third grade . . . I have ascertained that with an increased capitation grant of 10/- . . . the managers of that school would receive out of their capitation grant the total amount necessary to provide the full salaries of the staff of teachers I have mentioned—a principal, two second grade assistants, and three third grade assistants, and not leave them out of pocket." This increased grant, ranging from 45/- per pupil to 55/- per pupil, averages 50/- per pupil. Again allowing a teacher for every 45 pupils a salary of £122 10s. is paid for every assistant. The National Board only required the conductors of the schools to pay £64 per annum (the minimum salary of a qualified woman assistant) to their lay teachers, and very few of them have paid more. Other assistants are receiving annual increments of £4, and with good service are eligible for promotion to 2nd grade, while teachers in the Convent schools of the same length of service and the same efficiency are receiving the minimum salary. In the Convent school no distinction is made between the raw recruit, who faces a class for the first time, and the teacher who has given years of efficient, and highly efficient, service.

When the Birrell grant came in first it was in operation for two years, while the minimum salary was, for a Lay Assistant, £30; then the minimum salary was raised to £40. The rises did not follow directly as in the case of the recent increase. Two National teachers who have the same number of years' service as myself have been promoted to second grade under the Duke grant, and I have remained in the same grade, because, being in a Convent school, I would not get promotion. If for the period of 20 years that I have spent in the Convent school I were in a National school, in my present position my salary would be £114. I was in Gardiner Street schools, where I was appointed a mistress. At that time these schools did not receive any grants from the State, but afterwards the conductors realised that they could not continue any longer in competition with other schools unless they got State aid. They had assistants before ever they came under the Board, but the teachers were paid small salaries by the nuns. The nuns were given a capitation grant by the Board on submitting to inspection, and showing that their schools were giving the proper amount of education. Out of that they paid the assistants. After a while the Board intervened, and required that if they employed assistants, they must pay them a minimum salary. It is one thing to fix a minimum, and another thing to say that this is the salary for lay teachers.

The nuns, like other managers, have to supply requisites and equipment, boards, desks, maps, etc., and everything necessary in the school. The school buildings belong to the nuns; they are put up by themselves, and probably the nuns consider they are entitled to a certain compensation for their outlay.

The Lay Assistants got the war bonus given in 1916 of 4/-. There is a sister in charge of each room, but there is no real principal in the sense there is in a National school. There appears to be no reason why our salaries should not be paid directly, and if it can be done in one class of Convent schools, it can be done in the other class. We hold also that we are entitled to pensions; we do the same work as in the ordinary National schools, and we do it efficiently. There are nine Lay Assistants in my school, and there is no distinction in the way of salary except in my own case; all the others are paid the minimum salary. There are also two supernumeraries, or unstaffed assistants in the school. We sometimes have three or four trained teachers in my school. They usually stop until they get their diplomas, and then leave. They never stop all the time.

It is the general practice that in the large city schools conducted by religious communities, there are only 2, 3, 4, 5, or 6 nuns. The remainder of the teaching staff is made up of Lay Assistants; and the nuns, though regarded as members of the official staff, do not always engage in the actual work of teaching. Their work is done by extra Lay teachers, who must be fully qualified, but need not be paid more, and must not be paid less than £45 (£30 prior to 1917). Some of these are teaching from 60 to 100 pupils.

One of the worst features of the Convent school system is that the years of service spent in these schools do not count towards pension. If teachers, through one circumstance or another, remain in these schools during the whole of their teaching career, they retire without one penny superannuation, and their incomes, formerly £40 or £44, now £64, do not admit of saving. If a teacher leaves a Convent school after 10, 15 or 20 years' service, and transfers to another National school, the 10, 15 or 20 years do not count towards pension, and the teacher is practically entering the service for the first time.

The following figures show the attendance and grant for teachers' salaries paid to the thirteen Convent schools in Dublin:—

	Average Attendance.	Grant for Salaries.	Grant for Pupil.
(1)	811	£1772	£2 8 8
(2)	595	£1236	£2 2 0
(3)	477	£978	£2 1 0
(4)	476	£1025	£2 1 0

	Average Attendance.	Grant for Salaries.	Grant for Pupil.
(5)	768	£1578	£2 1 0
(6)	727	£1480	£2 0 8
(7)	2383	£3706	£2 1 3
(8)	901	£626	£2 1 3
(9)	1040	£2370	£2 5 6
(10)	1289	£2645	£2 2 10
(11)	1087	£2248	£2 1 4
(12)	615	£1168	£1 18 0
(13)	765	£1628	£2 2 5

These figures are taken from Appendix III. to the Report of the Commissioners of National Education. They show the grants prior to the increase of 10/- per pupil under the Duke scheme of 1917.

The following figures show the salaries paid in 1917 in two Dublin schools, one a Convent National school, the other an ordinary National school:—

1st Assistant	... ..	£44
2nd	"	£44
3rd	"	£44
4th	"	£44
5th	"	£44
6th	"	£44
7th	"	£44
8th	"	£44
9th	"	£44
10th	"	£40
11th	"	£40
12th	"	£40
13th	"	£40
14th	"	£40
15th	"	£40
16th	"	£40
17th	"	£40
18th	"	£40
19th	"	£40
20th	"	£40
21st	"	£40
22nd	"	£30
23rd	"	£30

The grant in this school was £2,248, and worked out at £2 ls. 4d. per pupil on an average attendance of 1,087. There were 8 nuns returned as members of the staff, who did not engage in the work of teaching.

National school in the same district.

Grant, £1,855, worked out at £2 0s. 8d. per pupil on an average attendance of 912:—

1st Assistant	... ..	£98 5 0
2nd	"	£88 5 0
3rd	"	£88 5 0
4th	"	£88 5 0
5th	"	£88 5 0
6th	"	£88 5 0
7th	"	£81 5 0
8th	"	£81 5 0
9th	"	£81 5 0

Mr. D. J. PHENIX, Secretary, School Attendance Committee, Belfast.

The population of Belfast as estimated by the Public Health Authorities for September, 1918, was 393,000, and there were on the rolls of the primary schools 67,231 pupils, and in attendance 53,847, that is 80 per cent. The estimate is that there should be 17.5 per cent. at least on the school rolls, and 17.5 per cent. of the population amounts to 68,775. There is probably a much larger margin than that. There are certainly six or seven thousand not on the rolls in Belfast, between the ages of 5 and 14.

We have, according to recent statistics, 24,834 children in the infant classes, 11,066 in first class, 9,040 in second class, 8,225 in the third class, 6,255 in the fourth class, and 4,102 in the fifth class. There are only 1,442 in the sixth standard, and there are 2,881 "half-timers." In the year 1893, after the School Attendance Act was passed, the percentage of attendance was 66 per cent.; in 1905, 72.6 per cent.; in 1906, 72.6 per cent.; in 1907, 71.2 per cent.; in 1908, 71.2 per cent., and the highest was 76.6 per cent. for the year 1913. The percentage was 76.5 for 1917. September is possibly the best month of school attendance, because it

10th Assistant	... ..	£77 5 0
11th	"	£67 5 0
12th	"	£66 15 0
13th	"	£88 15 0
14th	"	£59 15 0
15th	"	£59 15 0

In the face of all these facts, we consider this system has been in existence far too long, and should now be abolished. If the system of payment by personal salaries is extended to all Convent schools, the gross injustice which has hitherto been meted out to Lay teachers in these schools would not be perpetuated.

There are 133 schools in which Lay Assistants are employed, and we would like to see all the assistants under the same rules—the same conditions for every Lay Assistant. We have a nun in each room who looks after the general work of the school, and calls the roll. She does a great deal of work in supervising. The extra Lay teachers employed in Convents are called unstaffed teachers. They do just the same work as the other teachers. They are not classed with the staff because an assistant teacher is only provided for every 45 pupils in average attendance, and beyond that no teacher is recognised on the staff. These supernumerary or unstaffed teachers are over and above the scale of assistants required by the Commissioners, but there is a rule of the Board which provides for them. There is no difference between the untrained teacher in the ordinary school and the untrained teacher in the convent school since the Duke scheme. But prior to the Duke scale, the untrained teacher got £40 in the convent school, and the teacher outside got £44, plus £7, plus £8 capitation, so that there was a difference of £19 between the teacher in the convent school and the outside teacher.

There are as many untrained teachers in the National schools in Dublin as in the Convent schools. In my own neighbourhood some of the teachers are not trained. In certain of the Convent schools the nuns are fully engaged in teaching. In certain schools they only superintend. If one of the teachers became ill the nun might take the class. In the ordinary National schools, a class in such circumstances would be given over to one of the other teachers, as the Rules of the Commissioners allow a teacher a month's sick leave on full salary. They do not teach classes like the Lay Assistants take classes and keep at the work all day long. We simply have a superintendent in each room. In our own school we have a sister in charge of two infant rooms, junior and senior infants, and she superintends them. We have also a sister in charge of the second and third classes, and one in charge of the fourth, fifth and sixth. In the junior school there is one sister who teaches a class of children all day long. That is what I mean by teaching. The nuns call the roll, examine, and do that sort of work. We have three superintendents in our school, who would correspond to the principal in a National school.

is after the holidays, and the children seem to turn up and attend better. If we maintained 80 per cent. it would be fairly satisfactory. It is 88 per cent. in Glasgow. In Belfast one great contributory cause of the bad attendance is the fact that a number of mothers go out to work, and they are not there to see that their children are sent to school, or prepared for the school. That is really one of the greatest factors in Belfast. Of course, there is a great deal of negligence and carelessness amongst parents.

Again, the school accommodation is bad. The teachers are receiving continual intimations that they must reduce the numbers on rolls. For the entire city of Belfast the accommodation provided is 57,050. That is accommodation at ten square feet per pupil. There are 288 National schools in the city. It will be seen, therefore, that on the rolls there are 10,000 children more than there is accommodation provided for.

My Committee hold that, it is not fair to prosecute a parent if there is no school convenient. Two miles, the distance defined by the Act, would be an unrea-

sonable distance for children under ten years of age. They have to cross the tram lines, and that would be dangerous. The present state of affairs in Belfast is very serious, owing to the want of school accommodation, and it is going to retard all hope of educational progress unless there is a remedy in some shape very soon. Quite a large number of school buildings are bad, and 50 per cent. of the schools should be superseded by up-to-date schools. If the schools were better and more comfortable the parents would be more willing to send their children to school. The interesting and attractive school seems to attract children much better. One of the results of this congestion is deplorable. It seems that there is a discrimination against the poorer children. They find it difficult to get places in schools. It is only natural that the better class pupils will get the preference when there is congestion.

The Protestant churches in Belfast for some years back have stopped making any new provision for school buildings. The population grew rapidly in Belfast, and outgrew the capabilities of the various churches to meet it from the difficulty of finding funds to build the necessary schools. It is quite a common thing for me during each week to interview perhaps one hundred mothers who have difficulty in obtaining places for their children in the schools.

The Compulsory Education Act is weak. A long time elapses from the time a parent is first warned before we get an attendance order, and we have to wait for at least a month before we can bring a prosecution for non-compliance, so that really a child can be absent from school for three or four months before any retribution overtakes the parent under the law as at present existing. The maximum penalty is five shillings. There is a great diversity of opinion about that. I repeat several summonses every two months or so, and the maximum fine amounts to five shillings. In my opinion that is an inadequate fine. There are 225 school days in the year, and the children only require to make 75 in each half year. This leaves too great a margin for absences. In the first half of the year ending 30th June there are about 125 school days. Fifty school days would have to elapse before we could go into court and say—This child cannot make attendances during the current half year, so the child could be absent from the middle of January to the middle of March, and under the present Act we have no remedy.

The bad attendance is to be attributed to indifference on the part of the parents, and if the school were made attractive, say as a preparation for domestic pursuits, it is reasonable to believe that good influences would radiate from such schools in time. The law in Glasgow is much more drastic. They take up a child for six or eight absences, and the fines are 20/-. Twenty shillings is not too much to fine a parent for neglecting his child. Something like that must be done. In connection with the amending of the School Attendance Act, in the case of a parent who never sent his child to school, I would repeat prosecutions and increase fines. In Belfast we get more than one penalty in the half year under the section of the Act which says, prosecutions cannot be repeated in less intervals than two months. The intention was obviously that prosecutions may be repeated in two months. Generally the way effective work is done by the school attendance officer is by his persuasive power; and some parents do not wish to be shown up and brought out in public as guilty of neglecting their children. The good ones are better; and the bad ones a little improved.

Our entire staff is a whole time staff, but the experience in England and Scotland is that the more numerous the staff the better the results are. There are 14 officers in Belfast. In order to improve the attendance of school children we want the accommodation improved, the penalties increased, and we want the evil influences of the chronic truant removed—that is the child whom no persuasion affects, and who becomes a very evil influence in his neighbourhood. If that child could be removed and placed in an institution it would be for his own good and would serve as an example to others. Under the present Act

a child could be sent to an industrial school, but the local authority have to pay two-thirds of the cost of maintenance, and the Treasury only one-third. That makes the local authority very reluctant to incur the cost. At present it would mean 6/6 per week in Belfast. In Belfast there is a special Children's Act Committee, and they oppose committals, and the magistrates are inclined to take their views.

Many children stay from school owing to their mothers being employed. There is the case of only one surviving parent, who has to go to work, and it is very hard to correct that. There is no person in charge of the child, who contracts truant habits. If the child is committed for non-attendance, the Treasury only pay one-third, and the Corporation two-thirds. If the child is committed under Section 58 of the Children's Act, the Treasury pays two-thirds, and the local authority one-third.

I asked to have placed at my disposal a tram car in a fixed area where I would place one of my school officers, and bring 60 or 70 of that class of children to school. The difficulty about fetching individual children is that you would practically have to have an officer for each child. In Glasgow and other centres they bring them up in motor buses to a particular school. You will likely get a child to go by that means when other means fail. Each attendance officer has roughly 25 schools. The average number of children he would have to look after would work out at between 4,000 and 5,000. The officers with suburban schools have rather more than those in the congested districts of the city. Bad attendance, of course, arises principally among the poorer classes. The parents often have not sufficient wages to enable them to live and to dress their children decently for school, to feed them, and to buy them books. The mother has to go out to supplement the income, and that is often the whole trouble. If the parents had a reasonable income it would improve the attendance. The mother could be left at home, and it is only reasonable to infer that that would have a beneficial effect on the care of the children. In Belfast the mother goes out to work though the father is working, and very often in the winter they go out to work to secure warm clothing for the children.

The officers visit schools in their districts between every two and three weeks; three weeks is the maximum. He generally takes the absentees from several schools for expedition, and groups them together, and arranges them in streets and then visits them at once. They visit the majority of parents immediately.

As regards schools in connection with the Protestant churches no provision has been made since 1913. This is entirely due to the fact that the clergy, who in the past made themselves responsible for this work, find that the congregational or parochial demands are so great that they cannot meet the educational demands as well. The representatives of the Protestant churches have waited upon the Corporation to obtain Parliamentary powers to erect schools. That is practically advocating an education rate in the city of Belfast. The Memorandum they presented to the Corporation on that occasion is as follows:—

PRIMARY EDUCATION.

TO THE LORD MAYOR, ALDERMEN, AND COUNCILLORS OF THE CITY OF BELFAST,

FROM

THE UNITED COMMITTEE OF THE CHURCH OF IRELAND, PRESBYTERIAN AND METHODIST CHURCHES IN BELFAST.

Copy resolution unanimously adopted by the United Committee of the above churches:—

That a deputation be appointed to wait upon the Belfast City Council and urge upon them the necessity of building an adequate number of National schools in those districts of Belfast where school accommodation is deficient, such schools to be under municipal management, and to afford facilities for daily religious instruction, with right of entry for the

appointed representatives of any denomination to give religious instruction to the pupils of their own communion.

GENTLEMEN,

We as representatives of Protestant churches of Belfast desire to bring before you the pressing need there is for additional primary school accommodation in the city.

When this question was before the Corporation and school managers six years ago, the Lord Mayor, the Right Hon. the Earl of Shaftesbury, who had a committee appointed to investigate the matter, stated that after careful enquiries additional accommodation was required for 7,000 children.

The statistics tabulated at that date by the committee showed that there was accommodation for only 61,500 children.

But since then the standard of space required by the National Board has been raised from 9 square feet to 10 square feet per each pupil, so that according to a statement received a few days ago from the Commissioners of National Education there is accommodation at present for only 56,321 pupils.

We place over against this the fact that according to the census return for 1911, there were in the city 64,211 children between the ages of 6 and 14, and 26,369 between the ages of 3 and 6, making a total of 90,580 available for attendance at school. It is only reasonable to expect one-half of those between the ages of 3 and 6 to be on the school rolls, and if so, there ought to be attending our primary schools 77,000 or 20,500 more than our space warrants.

Allowing for those in attendance at private schools, and a few other small deductions, we think we are understating the case when we say that additional school space is urgently needed for at least 15,000 pupils.

We may state the matter in another way. Birmingham, also a manufacturing centre, has an average attendance at its Board Schools of 18.3 per cent. of its population. A similar average for Belfast would be 70,840, while our schools can take only 56,321, leaving a balance to be provided for of 14,519. According to last year's report Glasgow has on the rolls of its Board Schools 125,888 pupils, and for these it has accommodation for 149,291.

Many of our schools in the city are not suited to modern requirements for education, and do not possess equipment for obtaining the best results. Mr. P. J. Kelly, the Head Inspector of the National Board, stated three years ago—"The buildings are quite unsatisfactory on educational and hygienic grounds, and the class rooms are in many instances a standing source of danger to the health of pupils and teachers."

The Lord Mayor stated in January, 1908, that "the need was an urgent one, and they could not expect the managers to saddle themselves with the responsibility of raising £40,000 to improve the accommodation." According to our present status we are of opinion it would require about £100,000 to meet the need.

It is not for us to suggest how or whence the means are to be obtained, but as representing those who have borne their share of the burden in the past, to take up the question, and to try to find a solution.

We have now a University in the city, and splendid equipment both for Intermediate and Technical instruction; we have also fine public parks, and have expended large sums of money in other ways to keep the city pure and clean; but nothing, however great or praiseworthy, will atone for the neglect of the children.

As a Corporation, you have shown your sympathy with the question of day industrial schools, and we heartily approve of your policy; but we must all be conscious of the fact that in addition to providing buildings for the purpose of these schools, the cost of teaching and feeding will be a heavy financial responsibility; and we believe the most pressing question at

present, in the interests of the city, to be the provision of ample school accommodation on the ordinary lines.

We earnestly appeal to you to face the question once again and we assure you of our hearty sympathy and support.

CHARLES F. DOWN.

HENRY MONTGOMERY,

Moderator of General Assembly.

GEORGE R. WEDGEWOOD,

Vice-President, Methodist Conference.

There are about 4,000 summonses in the year. Roughly one-half would be for not complying with attendance orders. We get fines in 95 per cent. of the cases we bring up. The original fine in England and Scotland was 5/-, and it was generally raised to 20/-, and the Irish fine remains the same. Five shillings also includes costs. As a result of our efforts a very small number of children are sent to residential industrial schools. My committee and myself are in this position, we are rather discouraged by the local authorities. It is intimated to us that they do not like us to take the initiative in burdening the rates.

The Children Act of 1918 has caused very little improvement. I think it has rather lessened the efficiency of the means of dealing with the children. Belfast should have a higher average than it has, but there are certain circumstances to be taken into account. There are some cases where parents keep the children at home to keep house, and they pay the fine willingly. They do not even take the trouble to come into court. There are cases where they persistently pay the fine in prosecutions, one after another. The first time illness is alleged we do not ask the parent to get a certificate, but if the same excuse were repeated the second time, we would insist upon a certificate, or inspector would ask to see the child.

As the law stands at present a parent is entitled to demand a certificate of exemption if the child is 11 years and has passed the fifth standard. The sixth standard should be the qualifying time, and the age ought to be 14, irrespective of class. The cost of school books interferes with the attendance. This year the cost of a set of books for the fifth standard was roughly 8/6 or 9/-. It varies according to standard. In Belfast there is a general practice of collecting levies for coal money by the teachers. I think this year, as far as I have been able to glean, 9d. is about the average demand for a child per head. That keeps away a large number from school. I had a case this week of a woman with four children, who would have to give three shillings for coal, and who was keeping her children away from school in consequence. The Roman Catholic managers make themselves entirely responsible for heating and lighting of the schools, and the Protestant managers do not.

Lord Shaftesbury's scheme suggested the wiping out of a number of schools and the establishment of larger central schools. The idea was to raise one-third of the cost by local contribution, and claim balance of two-thirds from National Board. Lord Shaftesbury at first thought that it would be the proper thing to levy a rate for the purpose, but after approaching the various interests, he came to the conclusion there was nothing else for it but to raise one-third by voluntary contribution. The difficulty would be, in obtaining the power of levying the rate.

In a large industrial centre like Belfast there is a considerable part of the population, perhaps more or less drifting, that could not be differentiated as between the particular religious denominations. There is a large number of people in Belfast that are not attached to any church. That fact operates with the religious denominations in not providing school accommodation for those not of their own household, and they look to the Corporation to look after the drifting population and the education of their children. The Protestant section of the community are in favour of a rate. I think the Catholics feel that they have taken the responsibility, and have met it themselves.

The needs would be best provided by a series of large schools in appropriate districts, perhaps absorbing the smaller ones. At present, during the transition period, large district schools should be provided, and they should be largely for children in the third and fourth standard and upwards, leaving the inferior schools for the more junior children. I understand the Protestant managers in Belfast, at the present time, have practically made up their minds to notify the National Board that they will close the schools at a given date—that they will not use the buildings any longer. That movement is on foot at the present time.

The trend of feeling is that the Corporation, or some other authority, should take in hand this question of education and of meeting the needs of the people. The expenses of my Committee are met by the Corporation, out of the General Purposes Fund. It does not represent more than a halfpenny in the £. One penny in the £ brings in £6,000. About £2,000 a year is the normal cost. It seems very hard to stimulate anything like public opinion on educational matters amongst the people of Belfast, and we get no support from public opinion at all. If there were a rate struck for the purpose of building the necessary schools, there would have to be some local body to decide what schools were necessary. The School At-

tendance Committee, or a committee representative, partly of the Corporation, and partly of the managers in the districts, would be a good mixed representative body to decide on that. Our committee knows what accommodation is needed. Of course, if the Corporation raised the money they would want more than half the representation on the standing committee. That would probably be their attitude.

The School Attendance Act of 1892 ought to be amended. There would not be any objection in Belfast to an Act generally amending the Act of 1892. The law as regards half-timers ought to be changed. There are, I know, cases where it would operate harshly on widows. It is a great help to them to send their children out at the age for a half-timer. There might be some other means of making up the loss to the widow. The School Attendance Committee would be a suitable body to take charge of the equipment, as it is composed of representatives of the spending body and managers of the schools, in equal numbers. The equipment provided out of public funds would apply to all. It would tend to improve the attendance greatly if the equipment were provided out of public funds. Every levy and fee should be absolutely done away with. It should not be open to the teacher to levy anything in the way of a fee. Some public authority should provide for that.

MR. H. J. McCOURT, Secretary, School Attendance Committee, Roscommon.

In the matter of school attendance, at first the Committees took considerable interest in the work, but they grew apathetic. They found, on account of the limitations of the Act of 1892, that they had no power practically to deal with defaulters. Hence, as I say, they grew apathetic, and would not attend the meetings, with the result that the business dragged very considerably. Their principal objections are that legal proceedings had to be stayed until the end of every half year, and they thought it hampered them very much. They had to wait a whole six months before they could bring parents to court. They thought that if they could bring them within a period of two months it would be much better, and give them more power. Another thing, the penalties which the magistrates are empowered to impose under the Act are ridiculously inadequate. They think if the fines are raised to substantial fines (with the alternative of imprisonment) there would be some satisfaction.

The attendance is bad in country parts. There are many children not on the rolls of the school at all. A good many of the parents in rural parts keep their children at home to work, and a lot have no desire to send them. They are not stimulated by any desire to send the children to school at all. The children are kept at home at agricultural work; a number of them would be engaged in herding cattle and various agricultural pursuits. Some of the schools are good, but an improvement should be made in them all. The bad attendance is due to apathy on the part of the parents, and to the children engaging in agricultural work, and also in some cases to poverty. Parents say they have not the clothes to send their children to school.

The times the schools meet in the country parts are sometimes unsuitable, and the vacation times could be better fixed, so as to coincide with the times that the children are more wanted for agricultural work. If there was a set school term for the rural parts, as distinguished from the urban areas, it would make it more convenient for the children. The average attendance that we have in the schools in the neighbourhood of Roscommon is about 50 or 60. Our school attendance officer goes round the schools, takes a list of the defaulters from the roll books on the suggestion of the teacher. I call a meeting of the committee monthly, and he puts these lists before the meeting. If they think any of them bad, they direct me to send out warning notices, which I do. They have to be warned three times before legal proceedings are taken and before an attendance order can be applied for. Medical certificates are produced in certain cases, and we never question them.

The powers of magistrates are limited very considerably by the Act. The Resident Magistrate who

comes to Roscommon is very strict. The fine of 5/- is a most trivial fine. Even the poor people in the town look upon and regard the fine as trifling, and they pay it, and the whole machinery has to be set in motion again even where that occurs. Even the local magistrates are strict enough in the absence of the resident magistrate. The attendance officer visits the houses of the children, but he does not bring them to school. Our attendance officer does not give his whole time to the work, because the money the committee pays him is so ridiculously low that no one would be expected to give half his time to it. The School Attendance Committee do not attend very well, and that is a source of weakness. It is common that the committees are apathetic, and that apathy arises from the fact that their work has so little results.

It would be a desirable thing to provide equipment in country schools, and particularly in small towns like Roscommon, where there are a lot of children who cannot afford to get books. It would tend to improve education if the Committee had some powers of this kind. In some schools our Committee made a little improvement; but, generally speaking, it may be said not to have made any improvement. Legal proceedings should be possible for every period of, say, two months. It is too long to wait for the expiration of half-a-year. Penalties are altogether inadequate. The magistrates should have power to impose substantial fines, with the alternative of imprisonment. One notice to the defaulters, and even the school attendance officer's warning, should be sufficient before the institution of legal proceedings. No such notice should be needed in the case of convicted defaulters. It should be obligatory on all local authorities to put amended compulsory clauses into force in their districts. It is optional at present, and I know from experience that a great many members of local authorities are opposed to putting the compulsory clauses into operation.

A general "authority to prosecute" should be given by the School Attendance Committee to its representative, instead of having to issue a separate authority in each case. It seems to be a ridiculous thing to sign a separate authority for each person to be proceeded against, even at the same court. I had to hand up my book to the Bench showing my authority to prosecute, and the Resident Magistrate turned over the leaves and verified that there was authority for each case.

The number of obligatory school days in the half-year is too small. It should be increased, making the number in the first half-year larger than in the second one—namely, 95 and 75. That would suit our district—95 in the first half-year, and 75 in the second—when the vacation comes on. All school requisites should be supplied gratis to the pupils. I know cases where people are absolutely unable to buy books. A

teacher in Roscommon told me that if he were to provide all the books necessary for a boy in the seventh standard it would take about £1.

Districts may reasonably be excused for not setting the present Act in operation, as it has not been effective. The Act specifies that the child must put in 75 days in the half-year, hence the end of the half-year must be waited for. A boy should be present

Mr. HUGH McCARTHY, Secretary, School Attendance Committee, Dublin.

Since the adoption of the School Attendance Act of 1892 we have improved the attendance considerably, but a great deal remains to be done. We have rather a bad field to work upon in Dublin. In Dublin we have a preponderance of very poor people; the great number of casuals who abide in the city is abnormal. Unskilled workers come in from the country in great numbers with their families, and the housing accommodation is very poor. It is practically a tenement city, so far as the poor are concerned. They live by chance employment, and are a floating population, removing from one end of the city to another. Our inspectors have great difficulty in tracing and following these parents. If we had a fixed population we could work more effectively.

Our report for 1917 showed the average attendance as 79.4 per cent. That was the highest we had so far. We are greatly handicapped with special difficulties in Dublin. Take the present year as an instance. The epidemic in June necessitated the closing of the schools and upset our work. It disorganised us entirely. When we get steadily to work again some other upheaval comes along, like the present epidemic of influenza, which has again frustrated our efforts. When I became Secretary of the Committee I endeavoured to bring round the question of the uniform closing of schools in the city at vacation periods—that is, to close schools automatically at a given date. I appealed to the Commissioners of National Education on the point, and they were very friendly. I had an interview with the then Secretary, Mr. Lemass, and I put my views before him. I got my committees to agree to a circular that was sent to all the school managers in the city. The Commissioners approved strongly of the idea and the method of fixing the closing. The Model schools used to close on the 1st July. My point was to get them to close on the 16th July, at which time the teachers were paid their quarterly salaries. If they closed the schools automatically at the one time, and opened them again at a given date, it would materially help the attendance at schools in Dublin. We achieved a good deal in the way of getting uniformity of closing, but not in all cases. The Christian Brothers, for instance, have a regular time for closing after the examinations for the Intermediate in June, which does not coincide with the National schools. At present, when it comes to vacation time, we have one school with the holidays practically over before another or a number of schools in the same locality close at all. Thus you have one school re-opening, and the pupils there won't resume while those in the same neighbourhood are still on holidays and their school closed. There might be a fixed period for closing at holiday times. You know the number of days you close at Christmas and Easter, and also the number of weeks in the summer period. I believe if the Commissioners made it a rule that schools under their jurisdiction were to close on a certain date and re-open on a certain date—that it was made necessary for every school to do it—eventually they would find it efficacious for the pupils as well as for the convenience of the teachers. You would then know the time you are going to close, and you would make provision accordingly. When the schools all would re-open on the one day, all our work would commence—both teaching and attendance—together. Pupils going from one school to another are also a cause of trouble, but we cannot interfere with the parents' discretion in that direction. We have frequently discussed the matter, but we have no machinery to meet it; it is a common defect in Dublin.

The rules laid down in the School Attendance Act of 1892 ought to be more stringent. We have conveyed to the authorities the views of our Committee on the subject, and made efforts in other directions

every day the school was open, unless he had a reasonable excuse. The officer should be a whole-time officer and paid accordingly. When he visits the schools he goes into the roll books pretty closely—and, of course, along with the teacher, who gives him the information. It would help the committee in their work if they had lists supplied from the schools showing the children who had not made the requisite 75 attendances.

as well. I would like, as one interested in the future welfare of our people, to see the age limit raised. It is a great necessity in Dublin. There should be compulsory attendance at continuation schools up to 16. The requirement of 75 attendances in the half-year is not sufficient, and that number should be increased. A child should attend school every day unless it had a reasonable excuse. In justice to the Dublin magistrates, I must say they support us very fairly. The law directs that when you find a child is lax in attendance you personally serve a warning notice on the parents, but first bring pressure to bear through the Inspector. Then we serve a first warning notice. Afterwards we serve a final notice, and the parents are summoned before the Committee.

We must go through a certain routine. The Inspector, after he calls and advises, obtains a promise, and if the promise is not kept the parent will be prosecuted. There is a chance that in the interval the parent has sent the child to another school, and we have to take up the thread again. We summon the parents before the School Attendance Committees, and they get a fair opportunity of explaining their difficulties. The usual course is to give a fortnight's probation, and if at the end of that period the child has not attended school, and there is no sickness, a summons is issued by the authority of the School Attendance Committee. On that summons we can only obtain an attendance order. There is a great loss of time and expense regarding the Attendance Order. There is too long a time between the Attendance Order and penalty, and the procedure should be shortened.

We summon for the penalty when the Order is not complied with; and, although that may appear sharp practice, we usually allow a month to elapse before we take on the case. I think excuses under the Act should be reduced to illness, and negligent parents should be made produce a certificate to that effect. In the Act there are innumerable reasonable causes. They are contained in Section I. of the Education Act of 1892, as follows:—

(1) In every place to which this section applies the parent of every child not less than six nor more than fourteen years of age shall cause the child to attend school during such number of days in the year, and for such time on each day of attendance as are prescribed in the First Schedule to this Act, unless there is a reasonable excuse for non-attendance.

(2) Provided that a child over eleven years of age shall not be required to attend school if the child has received such certificate of his proficiency in reading, writing and elementary arithmetic, as is prescribed in the Second Schedule of this Act.

(3) Any of the following reasons shall be a reasonable excuse for non-attendance of a child—namely:

(a) That there is not within two miles, measured according to the nearest road from the residence of the child, any National school or other efficient school at which the child can attend, and to which the parent of the child does not object on religious grounds to send the child.

(b) That the child has been prevented from attending school by sickness, domestic necessity, or by reason of being engaged in operations of husbandry and the in-gathering of crops, or giving assistance in the fisheries, or other work requiring to be done at a particular time of season, or other unavoidable or reasonable cause.

(c) That the child, being under seven years of age, lives at too great a distance from any National school or other efficient school which he can attend, even though the distance is less than two miles.

(d) That the child is receiving suitable elementary education in some other manner.

Clause (2) means that if a child has obtained proficiency in the fifth standard he can leave school. It was originally the fourth standard. 3 (a) is not a fair reason. If a child is living in a country district, and two miles away, the child can snap his finger at the Inspector, and anybody can employ him. Again, domestic necessity would take in a lot of things, and if you had a solicitor in court up against you on that section of the Act you would find it very difficult to obtain a conviction.

At the time of the passing of the Act it was felt that if whole-time attendance was embodied in the original Act it would be a hardship on the people in the rural districts, because they would not have the opportunity of getting the children to help in hay-making, etc. The Act was fixed as we have it. Mr. John Morley brought in an amended Bill, but it only got the length of the first reading, and it went no further. A child born in even a remote locality should attend school. I would have no distance limit at all. The two miles limit should be eliminated from the Act altogether. A child should be compelled to attend school every day, except in case of illness. It is frequently stated that there are many children who escape the notice of the Attendance Officer because they are not on the rolls, but I do not think that there are grounds for that assertion. In Dublin we have eighteen Inspectors, and they are practically all eighteen years at the work. They know their respective areas very well. We have sources of information that we do not disclose, and we have also the co-operation of the teachers generally. Pupils may escape notice for a short time—and, of course, that might happen where there are thousands to deal with. As a matter of fact, our officers are in the school every week. They consult with the principal and assistant teachers about the absentees, and the latter, as a rule, have a knowledge of the pupils generally within the ambit of their schools.

The low attendance in Ireland must be attributed to the laxity of the parents—and the carelessness of the mothers. The average man is not accountable so much for the illiteracy of his children as the mother, on whom the duty devolves of getting her children out to school in the morning. Our school attendance officers and teachers work in unison. Sometimes the officer takes his own list, and some teachers supply the list of defaulters. We have forms for the teachers to fill in. Our Inspectors are full-time officers, and are in the schools every week, and sometimes more frequently. They visit the schools at least once a week. Formerly, when the child passed in the fourth standard, he was exempt—that is, at eleven years of age. The Act allows the Commissioners to extend that section, and now the recognised standard is class five.

We want the fine increased, but I am against undue severity. Frequently, as a rule, the five shillings penalty cures, but we have cases in which it does not effect a cure. If you had an increased penalty to meet the greater offence, it would meet the case. We have discussed this matter on several occasions and endeavoured to obtain legislation on the subject. It is hard to get power in such matters. We tried to get the matter taken up in Parliament. Several bodies worked to that end about ten years ago and drafted a Bill. Prior to that time the National Teachers' Organisation and myself had been in communication, and had agreed upon the terms of an amended Bill. This Bill was submitted to a conference consisting of representatives of the seven School Attendance Committees in Dublin and the Philanthropic Reform Association. It was adopted, and Mr. Hugh Law, M.P., was to pilot the Bill. We were asked to use our influence with the Lord Lieutenant and Chief Secretary and the Members of Parliament for the City and County of Dublin to get it through, and we got promises of support from them. The Bill was not introduced. The Irish Government Bill was occupying the House of Commons at the time, and nothing tangible resulted.

I would suggest certain amendments in the Act embodying the following changes:—

1. (a) To abolish attendance orders.
- (b) To reduce the period of two months between prosecutions to two weeks.
- (c) To increase the maximum penalty from five shillings to one pound.
- (d) To delete the two miles limit; and to modify generally the number of causes which the existing law accepts as "reasonable causes" for non-attendance.
- (e) That the amount of all penalties and costs should be paid over to the local authority.
- (f) That local authorities be empowered to grant superannuation allowances to whole-time officers on retirement.

2. I would also suggest that provision be made for a free supply of books, etc., to necessitous children.

3. That a uniform date be fixed for the closing and re-opening of schools in given areas at vacation times.

There is one other point. There is in Dublin a School Meals Committee of the Corporation which supplies on an average 7,000 necessitous children daily with food. It has been found that there is an absolute want for that food. If the State could provide the books which the children require, where the child is unable to do so, it would be a great improvement. The teacher can make no progress with the child that has no books. The teachers cannot supply the children with the books. We have a great percentage of children in Dublin whose parents are unable to afford the necessary school equipment. It often occurs that the teacher makes out a list of the books that are required, but the parent has not the money to buy them, and the children are afraid to go back to the school. This is made an excuse by the parents which we find it hard to ignore. If there were a means of supplying books free to the children it would facilitate and improve the attendance. The bad attendance is also due to the schools being in cases unsuitable and unattractive. We have not adequate school accommodation in this city. If we had more accommodation and a better class of schools generally it would be easier for us to improve the attendance.

On the south-west side of the city we have not a sufficient number of schools. We have a difficulty with troublesome children. If we had larger schools and brighter schools it would mean an improvement all round. The margin between average attendance and the average number on rolls gives the teacher most trouble, as with the regular attendants there is less trouble.

With regard to the examination for the proficiency certificate we are not so favourably situated in Dublin as in Belfast. There are greater chances of employment in Belfast than in Dublin. It would be an effort in the right direction if pupils aspired to obtain the proficiency certificate. At present there seems to be a want of uniformity in the granting of this certificate. I would advocate uniformity in that matter just as strongly as the closing up of schools at a given time when vacation comes round. We sometimes summon employers, and the magistrates impose penalties up to 30/- in many cases. In Dublin many children leave the school when they attain the age of eleven and pass the fifth standard, and this is one of the greatest difficulties we have. The poor man wants his child to earn something. The question of domestic circumstances arises with the necessitous family who finds 7/- or 8/- a week a great help. The Committees know the value of money to the struggling parent, and are anxious to help as far as reasonable. We have a lot of trouble in these cases. In the Christian Brothers schools the pupils generally remain longer. They attract the better class of school boys in Dublin; the parents are usually better off than the ordinary run, and they have the advantage of looking forward to the Intermediate, which is a great inducement towards the future welfare of the child.

Mr. JAMES DUNCAN, Teachers' Pension Office.

Previous to 1880 National teachers were not eligible for pension, but received on retirement a gratuity of one year's salary for every ten years' service. The Teachers' Pension Act of 1879, which came into force on 1st January, 1880, granted pensions to classed teachers, i.e., teachers who received salaries from and are classed according to the regulations of the Commissioners of Education. The Teachers' Pension Fund, out of which pensions are payable, consists of the Endowment, and the Contributions deducted quarterly from teachers' salaries. The Endowment is made up of (a) a capital sum of £1,300,000 out of the Irish Church Fund. It is in the hands of the Irish Land Commission, who transfer to the Teachers' Pension Fund interest at 3 per cent. per annum.; (b) sundry grants made by the Treasury since 1880; (c) the accumulated savings from income since the inception of the Fund. The Endowment is charged with three-quarters of the amount of pensions payable, while one-quarter of the amount of pensions, together with any refunds of premiums made on the resignation or death of teachers in the service, is charged to the contribution of teachers. At the end of 1917 the balances of the two accounts stood thus:

Endowment Account—			
Cash	...	...	£1,300,000 0 0
Stock	...	...	£1,111,604 6 10
			£2,411,604 6 10

Teachers' Contribution Account—			
Stock	...	...	£420,574 15 1

The total amount paid by teachers as contributions from 1st January, 1880, to 31st December, 1917, was £706,804 17s. 2d. Of this the amount of £131,619 15s. 6d. was paid to teachers as premiums refunded on resignation during the same period. Since 1880 six actuarial investigations into the condition of the Fund have been made. Each of these, with the exception of the first, in 1885, showed a prospective deficit. To meet this liability the following grants were voted by Parliament:—

- In 1891, £90,000, the Irish equivalent for the portion of the year of the English "Fee Grant."
- In 1897, £95,434 plus an annual grant of £18,000.
- In 1901, £20,397, considered due to Pension Fund out of the Arrears Grant to Teachers.
- In 1905, £298 18s. 2d., the balance of the above grant.
- In 1912, an additional annual grant of £25,000, raising the amount of the annual grant to £49,000.
- In 1914, a further grant of 15 per cent. on total annual expenditure. The amount of this grant in 1917 was £17,158, bringing the total grant for the year to £60,158.

The total amount of grants made from 1st January, 1880, to 31st December, 1917, was £794,798 7s. 0d. over and above the original endowment of £1,300,000.

The total income of the Fund, including vote in aid and interest on stock, for the year 1916 was £189,708 10s. 1d., and for 1917, £197,708 19s. 9d. The interest on stock for the year was £49,753. In addition to that we have £39,000 from our capital of £1,300,000. The vote in aid is roughly £60,000. The interest on stock in 1915 was £55,000, and interest on stock in 1916 was £42,000. The reduction was in consequence of the conversion of stock. Stock that year was converted from Consols and some others into War Bonds. There was a loss of interest on the conversion, but only a temporary loss. The stocks increase every quarter. For instance, we saved in the year 1917 £80,000. The income last year (1917) was £197,708 from all sources. The total outlay was £117,285.

Although there has never been a deficit in any year in the matter of expenditure as compared with income there is no doubt that the recent increase in

salaries will involve a deficiency at some future period, for while it is true that the amount of premiums rises as salaries go up, the premiums cover only one-fourth of the future liability incurred.

The increased premiums are payable from the 1st April, 1918. This date was fixed because the salaries were increased as from 1st April, 1917, and as no teacher who retired before 1st April, 1918, could obtain any advantage in pension from this increase it was considered right to allow a year to elapse at the higher salary before any additional premium was charged.

The invested capital of the Fund stood in this way at the end of 1917:—Treasury Bills, £54,000; Five per cent. War Stock, £422,265 3s. 4d.; Three and a half per cent. Stock, £78 15s. 9d.; Land Stock, £500,000; Five per cent. Exchequer bonds, £24,100; Three per cent. Exchequer bonds, £29,500; Guaranteed Stock, £502,295 2s. 10d. It was assumed when the Pension Fund was established that at a later date it would be self-supporting from the amount of capital set aside and the amount of contributions arranged. The deficit in the fund was invariably caused by increased salaries and increased promotions; in fact by the natural improvement of the position of teachers. The grants in aid made by the Treasury from time to time were for the purpose of putting it on a solvent basis.

In drawing up the Pension Scheme of 1914 it was considered by the Actuaries that an annual grant of £43,000 plus 15 per cent. on the expenditure would make the fund solvent on the existing scale of salaries. But the alteration in the scale of salaries has naturally affected the financial stability of the Pension Fund unfavourably.

The recommendations of the Actuaries on various occasions were based on the assumption that the conditions then existing, conditions of salaries, promotions, etc., were normal. It could not have been foreseen that salaries would be increased in 1917 by 20 per cent. or that promotions from 3rd to 2nd grade (to take only one example) would increase from 200 in 1917 to 460 in ten months of 1918.

In some respects the Irish system of pensions was better than that which existed in England before the introduction of Mr. Fisher's Bill. In 1917 English male teachers with 40 years' service retired on an average pension of £60, while the average pension of Irish teachers with same service was £66. Furthermore the premiums of English teachers are not returned on resignation or death as those of Irish teachers are.

The contributions of English teachers were invested in an annuity payable from the age of 65. This annuity was increased by a Government grant of about £40.

Previous to 1880 the Irish National teachers were not eligible for pension, but received a retiring gratuity of one year's salary for every ten years' service. The amount of retiring gratuity referred to was calculated on the old class salary. Those teachers who were in the service prior to 1880 were given the option of either joining the Pension Fund or refusing it. Of those people who decided on that date not to join the fund there are only 25 still alive and in the Board's service.

The increased annual premiums from the 1st April, 1918, are as follows:—

	£	s.	d.
Men—First of first grade	...	11	8 8
Men—Second of first grade	...	7	17 4
Men—Second grade	...	5	11 8
Men—Third grade	...	3	10 4
Women—First of first grade	...	9	18 4
Women—Second of first grade	...	6	15 4
Women—Second grade	...	4	13 4
Women—Third grade	...	2	17 4

Rule (5) in the Pension Fund Rules states "There shall be deducted in each year in successive periods of five years from the first day of January, 1915, from the salaries of teachers as premiums towards the provision of pensions a sum equal to the following pro-

portion of the average salaries, of all teachers in the grade, in which the teacher is serving, during the year ending the 31st day of March in the year preceding the period in question—First grade, first division, five per cent.; first grade, second division, four and a half per cent.; second grade, four per cent.; third grade, three and a half per cent." These rules are statutory.

In 1885 a revision of the Rules introduced service as an additional factor in determining pension, and existing teachers were given the option of electing to be pensioned on age alone, or on age and service combined. From 1880 to 1897 the form of retiring allowance granted to teachers who retired through disablement was a gratuity, with the alternative of a small pension. The gratuity was generally selected by the teacher in preference to the small pension. In 1897 the resources of the Fund were found to be insufficient to meet the prospective benefits. Premiums were therefore increased, and the maximum pensions obtainable were reduced (except in the case of existing contributors) to £60 for men and £47 for women. The Rules of 1897 also modified the form of Disablement grants. Instead of the gratuity hitherto paid, a disabled teacher received the amount of his premiums with interest plus a small pension commutable after twelve months for a sum of three times the amount of premiums and interest already paid, less any pension drawn. The pension was almost invariably commuted and the total sum received by the teacher exceeded in most cases that payable under former Rules. In 1918, after a conference between the Treasury and the representatives of the teachers, new Rules for the administration of the Fund were made. These Rules came into operation from 1st October, 1914. All teachers in the service before that date were allowed the privilege of electing to continue under the operation of the old Rules, while ex-teachers who retired on pension since 1st April, 1900, were entitled to claim the benefit of the new scheme. Under these Rules, each teacher contributes to the Pension Fund a percentage of the average pensionable income of his grade, ranging from 3½ per cent. in the case of a third grade teacher to 5 per cent. in the case of a teacher in the first division of the first grade. The premiums so calculated are to continue for a period of five years, unless it is found that for any year the average salary for a grade was more than 10 per cent. greater than the average salary as the basis of the pension contribution. Reduced contributions are required from third grade teachers of thirty years of age and upwards whose incomes do not exceed in the case of men £80 and in the case of women £65. Pensions are granted at the rate of 1/80th of the pensionable income for each year of service above the age of 18, subject to a maximum of 40/80ths and to a minimum of £18 per annum, and are awarded on the average annual pensionable income of the teacher for the three years ending 31st March preceding date of retirement. Pensionable income includes all payments received by teachers from State sources for duty in a National school other than fees for evening school instruction and the value of the teacher's residence. The contributions of teachers who die in the service are repaid, with compound interest, to their legal representatives. The Rule of 1914 abolished the grant of gratuities on retirement through ill-health, substituting a pension on service and salary of not less than £18 a year. Up to 1914 voluntary retirement on pension was allowed to men at the age of 55 and to women at the age of 50. The Rules of 1914 do not permit such retirement before the age of 60 unless the teacher is 55 years of age and has given 35 years' service. The ages for compulsory retirement are 65 for men and 60 for women, unless the teacher is continued in the service by the Commissioners of National Education.

Service in a Convent school, which is not an ordinary National school according to the regulations of the Commissioners of National Education, does not count for pension, and could not be admitted as pensionable without amendment of the Pensions Act. The Act, as it stands, applies only to such teachers as receive salary direct from the Commissioners.

When the Pension Scheme of 1914 was introduced about 600 teachers elected to remain under the previous Pension Rules. In 1918, in view of the increase

in salaries, it was considered right to give these people a second opportunity of accepting the Rules of 1914. About half of the number availed themselves of this offer and cancelled their previous decision, so that there are now serving only about 800 teachers who have not accepted the Pension Scheme of 1914.

The average life of the superannuated teacher is very high. The average age at death for men is 74.88; and that includes all the people who are out on sick pensions. Several actuaries have considered that one of the factors of the deficit in the fund is the fact that the profession is so abnormally healthy. For women it is 68.4. This figure includes all the women who go out on sick pensions. If Disablement pensions were excluded the average age for men would probably be about 80. The number of pensioned teachers over 90, 92 and 93 years of age is remarkable.

There are other things in the Pension Scheme besides pensions. There are returnable premiums on disablement and returnable premiums on death. Last year, in 1917, we paid £8,192 on resignation and death. If a teacher becomes incapacitated through disablement or ill-health, his retiring pension or allowance is fixed on service. If a teacher who retires has only 10 years' service he gets 10/80ths of his salary; and if the 10/80ths happens to be less than £18 a year, in that case he gets £18 a year. The change in 1914 bringing in the pensions at 1/80th for each year of service was the result of the expressions of opinion of the teachers themselves. They made several representations to the Government pointing out that they wanted their pensions on service instead of fixed pensions that they had hitherto; and it was to satisfy the teachers' aspirations in this respect that this change was made. Practically we adopted the scale laid down in the Superannuation Act of 1909, which is 1/80th for each year of service. The actuaries at the time were instructed to consider the whole question; and they considered that with the premiums and the amount the Treasury was prepared to give for the benefits they offered, 1/80th was all that could be done with the money available.

As it stands at present the teacher who retires, say, at 65 gets 1/80th of his three years' average as superannuation benefit without any lump sum. No amount is returned in respect of his premium. If he dies before he has drawn in pension the amount of premiums with interest at the time of his retirement, the balance is paid to his representatives.

Rule 13 (2) reads as follows:—"Where a teacher who has become entitled to a pension at any date from and after the commencement dies after he has retired from the service, and the amount received by him by way of pension is less than the amount which would have been repaid if he had died at the date of his retirement, the amount of the difference shall be paid out of the Pension Fund to his legal personal representative."

The highest pension paid at present is £161 5s. 8d. for men, and the highest pension for women is £118 15s. 0d. The lowest pensions payable are £4 to men and £3 to women. These are cases of mental derangement pensioned at the age of 83 years in the case of a man and 80 years in the case of a woman. These cases were before 1899. The lowest pension is £18 a year under the present scheme. The average for men is £48, for women £36, and for both sexes £41. That is the average pension paid for everybody. It includes people who retired in the 'eighties. For the teachers who retired in 1917 the averages were £56 for men, £40 for women, and £48 for both sexes. The average pension of men who retired in 1917 after 40 years' service is £66 and the average of women who retired at 38 years' service is £47. The averages in England with the same service were £60 for men and £49 for women. On the whole our system is rather better than the English before the Fisher Scheme. These figures are not at all representative of what will happen in the next three years. They are very much lower. Whatever improvements are made in salaries would immediately have an effect on the pension scheme. The pension scheme follows up the salaries scale.

The total amount paid in pensions in 1917 was £109,089 4s. 4d. There was repaid in premiums

£8,245 19s. 9d., so that there was a total expenditure of £117,285.

The twenty-five teachers who did not join the Pension Fund when it was optional could not get a gratuity from the Pension Fund, but from the Commissioners. The gratuity would be one year's salary

for each ten years' service. They were given the opportunity to join the Fund time and again, first two months, which was then extended to one and a half and two years. There must be a line drawn somewhere. We could not leave the option open for ever. All teachers appointed since 1st January, 1880, are obliged to contribute to the Pension Fund.

Mr. T. P. O'CONNOR, Chief Inspector of the Commissioners of National Education.

Initial Salary.—The initial salary at present is not high enough to attract a sufficiently good type of recruit to our service. The Duke scheme is an improvement on the former scale, and would, in my opinion, have been warmly received had not the increased cost of living spoiled its attractiveness. The initial salary of the Duke scheme will not attract the best type of teacher while prices are so high and other employments are so lucrative in comparison. Until recently the initial salary in England was about £85 on the average; the initial salary in Ireland is £78. Possibly £78 in Ireland is as good as £85 in England, if the cost of living in Ireland is something less than in England.

The Irish teacher's remuneration should be equal to the English teacher's. The teacher's remuneration should compare favourably with the remuneration open to young persons of 21 years of age in other employments to which he also might aspire. The best type of young person, the best brains in the National schools, should be induced to take up teaching.

I suggest £90 as the initial salary for a trained master, and about 20 per cent. less for a mistress. It matters little how the teacher is remunerated, whether by salary only or by conferring upon him, in addition to his pay, certain other advantages—*e.g.*, Civil Service standing, a residence, garden, etc.—provided the total value of his emoluments is such as to make his position desirable in the eyes of young persons of ability.

Probation.—Every trained teacher should be on probation till he gets his Training Diploma. Two consecutive years' efficient service is required for the award of the diploma. Teachers are allowed a period of five years, if necessary, to qualify for the diploma.

The probationary period is necessary to discover whether the young teacher has aptitude for his work and is likely to prove successful. The Education Authority must be allowed to ascertain by the test of actual work in the school whether he is a suitable person for the service. It is not possible to discover in the training college how a student will turn out when thrown upon his own responsibility. The tests of the training college must necessarily be more or less artificial and not infallible, in so far as the circumstances of the school in which the teacher may be placed cannot be reproduced in advance. Our experience shows that students whose college work indicated promise of successful service did not always prove successful.

A lengthening of the monitorial period would not do away with the necessity for a probationary period. Service as a monitor gives useful experience, and as a rule reflects itself in a certain facility in the handling of classes in the practising schools on the part of ex-monitors as compared with mere "candidates for training" who did not teach before entering the college. The only reliable test is to throw a young person "on his own" in a school. A monitor during his period of service as monitor is not in such a position; he is under the supervision and direction of his teacher, and cannot be entrusted with the sole charge of a class.

A young trained teacher who enters the service as a principal in a small school should cease to be recognised as principal if he does not obtain his Training Diploma within three years. He should seek appointment as assistant teacher, and if he does not obtain his diploma within two years as assistant his service should end.

During the probation period teachers should receive initial salary only, and no increments. When they obtain the diploma or certificate of approved service they should then receive the increments accruing from their service as probationers as if they were approved teachers from the beginning.

Increments.—Increments are given in our "third grade" for something less than efficient service. I do not approve of that; I think that even in the third grade efficient service should be required to obtain increments.

The incremental scale should be so arranged that an efficient teacher will arrive at a decent salary, a proper living wage at the age of 80 years. Therefore the increments should be annual at first to move the teacher up quickly to a good salary. In the later stages of a teacher's career the rate of incremental advancement may be retarded, and the increments may be triennial. The top of the scale may be reached at the age of 40-45 years. The main object to be kept in view is to stimulate the teacher to give his best service for the benefit of the children.

If an increment is stopped for one year only and the teacher reaches the efficient standard of service again in the following year, he should be paid the increment which was withheld.

I do not recommend the granting of increments automatically. Increments should be granted only upon a favourable report and recommendation from the inspector. The Educational Authority should have the positive evidence of efficiency ensured by the inspector's definite recommendation. Of course the inspector will not recommend the withholding of an increment unless he finds some clear default in the teacher's work.

Promotion.—The highly efficient teacher should be rewarded more than the merely good teacher. I am, therefore, in favour of some form of grading teachers. The teacher of a small school cannot be put on the same footing as the teacher of a large school. The largest schools should have as their principal teachers only those who have proved themselves highly efficient in smaller schools. At present the applicant for the principalship of a school of 70 in average attendance must have five years' service, and for a school of 140 seven years' service. It would be desirable to arrange that portion at least of the previous service of the applicant for the principalship of a large school, of 140 or more, should have been in the capacity of principal.

The Board of Education should have it in their power to reward distinguished service. The abolition of special promotion for exceptionally good service would be undesirable. Promotion should depend entirely on skill in teaching.

The first assistant in a large school or the assistant in charge of a separate infants' department should have a larger salary than the ordinary assistant.

Staffing.—I am of opinion that our provision for the staffing of schools requires improvement. At present we require an average attendance of 50 for one assistant, of 95 for two assistants, of 140 for three, and so on. I would suggest the following scheme:—Average attendance of 50 for one assistant, of 80 for two assistants, of 120 for three, of 160 for four, and so on.

Grading of Schools.—I have already expressed the view that the applicant for the principalship of a large school, of 140 in average attendance or more, should have given service as principal in a smaller school. I would, however, regard the first assistant in a large school as having had the experience suitable for ensuring his competency to govern a large school.

Length and Character of Training.—Untrained teachers are not eligible for increments. That is right up to a certain point. The average teacher requires training. If increments were awarded to untrained teachers many would not go to the training college. Some do not go to training for domestic reasons;

teachers are not able to pass the examination high enough on the list to obtain admission. The Board's rules provide for the admission to the training colleges of a certain number of teachers without examination. It does happen that untrained teachers are occasionally highly efficient. Such highly efficient untrained teachers are admitted to the advantages of the incremental scale only after 25 years' service. I think they should be given increments after sixteen years' service, that is after the time when it is practically no longer possible for them to get trained owing to their age.

The ordinary course of training is for two years. A third year's course is also provided. The third year's course may be taken immediately after the completion of the two years' course or after an interval of service in a school. In the latter case the teacher is permitted to go for a third year's course only if his work in school is very satisfactory.

The financial benefit of a third year's course of training to a teacher is twofold:—(a) he obtains a year's seniority—that is, the third year's course counts as a year of approved service; (b) it also counts as evidence of scholarship required by Schedule XXV. for the award of the Higher Certificate, and this Higher Certificate carries with it the privilege of a year's seniority. Thus a teacher who does a third year's course, if he is highly efficient, gains two years' seniority, or gets his promotion two years earlier than he otherwise would.

Degree.—A teacher who obtains a degree satisfies one of the conditions for the award of the Higher Certificate. The obtaining of a University degree is desirable, but I should not provide any special remuneration for a graduate unless he proves himself an efficient teacher.

I would like to have a scheme of training linked up with the University which would enable the student to obtain a degree *pari passu* with the pursuit of his professional studies. I should hope that in a short time the King's Scholarship Examination might be made equivalent to a matriculation examination, and that the students passing through it into the training colleges in Dublin might enjoy the advantages of university studies.

At present the King's Scholarship examination does not include Latin or a modern language as compulsory subjects. In other respects, it is not below matriculation standard.

Convent Schools.—Recognised lay assistants in Convent schools should be placed in the same conditions of service as assistants in ordinary National schools. I do not favour the system of paying Convents by capitation. I think Convents should conform to the ordinary rules and be staffed and paid in the ordinary way. In convent schools paid by capitation the nuns are not required to give evidence of scholarship or teaching skill by passing examinations. I think no one should be allowed to teach without giving evidence of qualification. I do not say that the nuns are not qualified, but I am of opinion that they should submit to the same tests as lay teachers and be paid on the same plan. It would remove many administrative difficulties now resulting from the capitation system. I think the Convents could be induced to

conform to the ordinary rules. I do not suggest that they should be coerced into compliance with the general regulations.

Junior Assistant Mistresses.—Junior assistant mistresses should have a salary approaching that of untrained teachers. They are required because we have so many small schools. To provide trained teachers in all these schools would prove too costly. The small schools are not always due to the sparseness of population; they are created by religious needs.

The junior mistresses have done useful work. Their duties are less responsible than those of the fully qualified assistant. The principal teacher is supposed to give the junior mistress more help than to the ordinary assistant. The junior mistress invariably takes charge of the junior standards. They get considerable help from our kindergarten organisers, who give them courses of training and visit their schools.

The examination which junior mistresses must pass to secure appointment has recently been made more difficult.

Monitors.—The payment made to monitors is not a salary; it is a grant in aid. It might be increased. The teacher is rewarded by a gratuity for training the monitor successfully—£8 for a boy monitor and £6 for a girl monitor. I would like to provide a grant of, say, £15 for a monitor who completes his course successfully and obtains admission to a training college. That would be better than giving him an increased grant in aid during his service.

Extra Subjects.—If the Commissioners' scheme for higher grade schools and "higher tops" in ordinary National schools were adopted, there would be little need for special provision for extra subjects.

Mathematics and Irish are the only subjects for which extra fees are now paid. French, or shorthand with typewriting, or any subject which pupils require, might be provided for.

I do not think the amount of the fee—five shillings—and the conditions on which it is paid are satisfactory. It would be better to arrange for the payment of the teacher per hour, as in the case of evening schools.

Evening Schools.—I should like to get rid of evening schools by having the work of the day schools made more effective. Instead of evening schools we should have proper continuation schools, meeting not in the evening but during the day.

Urban and Rural Schools.—I do not recommend a different scale of salaries for teachers in urban schools.

Bilingual Schools.—The teacher of a bilingual school deserves a special grant, because his work is undoubtedly difficult and requires special preparation and training for its accomplishment.

Attendance.—It is most necessary to improve the attendance at the primary schools.

Amalgamation of Schools.—We should aim at the elimination of one-teacher schools as far as possible. Very small schools are ineffective for many reasons; numbers stimulate both teacher and pupils, and small classes are inevitably lifeless and dull.

MR. J. P. DALTON, Divisional Inspector of the Commissioners of National Education.

Appeals.—In the first instance the teacher's appeal must be sent within fourteen days to the Commissioners and a copy to the inspector. The authorities decide whether it is to go to the divisional inspector, and when I get the appeal I inspect the school, make my own award and report to the Commissioners. The appeal with all the papers would be sent to me; and they would include the correspondence between the teacher and the Commissioners, and the Manager, and the Inspector who inspected the school. I get the whole file. I then inspect all the correspondence, including the appeal by the teacher, the reply by the inspector, the letters of the manager, and all the papers bearing on the matter. Afterwards I visit the school and make my own inspection, seeing so far as is possible that the conditions were the same as those of the original inspec-

tion. Of course it would depend upon what the conditions were. The conditions might vary immensely from school to school, from season to season, from day to day, and from locality to locality. All these matters have to be taken into consideration.

There is a limit of time within which the teacher must make his appeal—fourteen days after the receipt of the inspector's report. When I am making my inspection on appeal I would give the manager and teacher notice. I would like to have the manager there; I would always invite the presence of the managers and would be very anxious to have them present. I would give early notice so as to secure this.

I am responsible for a good deal of Leinster and the whole of Connaught, and then a tract of country between. My appointment as Divisional Inspector

dates from the beginning of last year. I took up active duty on the first of May. Until then I was in charge of my previous circuit as senior inspector. From that time I have given my whole time to my present duty. I have a lot of other duties besides appeals. I may state with regard to this that during the time I was acting as senior inspector the appeal would have been sent to me, but there was no appeal in my division from the first of the year. I should say that appeals from a district inspector would go to the senior inspector in the first instance; and it would really be only after the senior inspector had given a decision that the appeal would come to me.

The appeals generally arise with a change in the standing of the teacher, and such a change can only be made on the report of two inspectors, a junior and the senior inspector; and then if the teacher is dissatisfied he would appeal, and that appeal would be sent to the Commissioners. I would come in then as divisional inspector and review the appeal against the inspectors attached to the circuit. The junior inspector must submit his report to the senior inspector, who would deal with it. The senior inspector is bound by the regulations to deal with it unless there is an appeal against the lowering of the mark. If the junior inspector lowers the mark and the senior inspector approves, it would necessarily go to the divisional inspector. Therefore, when a teacher gets his report down and his mark is lowered, the report has gone through these two stages.

The conditions vary very much from time to time, and I take all these things into consideration. If I got a poor attendance in the school on the day of my visit I would go back again, and wait for a fine day. In justice I would feel bound to do that, apart altogether from any regulations. It is also, of course, my duty to see that the standard is a uniform one so far as possible. I am bending all my energies to that at the present time. In the case of a school I would take into account all the circumstances of the case. There are hardly any two schools of exactly the same standard. If they are positively inefficient we would have to bring it under notice. If there was a slight falling off I would talk to the teacher, but I would not bring him under any censure. I would just talk to him in a friendly, kind way, and say we want so and so done, and if you try to do it in this way the work may be improved; and so on.

I certainly would hesitate a long time before bringing a teacher under censure for a trifling thing. I would always talk to him if I thought it necessary or helpful. Of course I can only speak for myself and the circuits I have charge of. I am sure the great majority of the inspectors do things better than I do. My practice is to go into a circuit for about two weeks, and I spend the whole fortnight with the district inspector and have frequent talks with him. I see him inspect a school or two, and we talk about things afterwards. I generally recommend patience about small things; I tell the efficient teacher how to rectify these small things, and if he is really doing good work I would hesitate to bring him under censure.

Now that there are divisional inspectors perhaps they would be able to impress themselves upon the senior inspectors, and if there was any fault or wrongdoing in respect of appeals, things might possibly work out better. I might add that I am by no means assuming that appeals were not rightly judged. Before the divisional inspectors were appointed you had the chief inspector and it was quite competent for him to go to the school. I have to acquaint myself perfectly about the conditions of the schools before I can confer with the inspector as to how to secure uniformity. My work is really to bring up the standard of efficiency in the various districts, and to produce uniformity according to the markings. We would also suggest to a teacher with regard to a defective subject what would be the best way to teach it to attain efficiency. If I had one district that had not the same standard as the next district I would devote more time to the inspector, and visit the schools with him. In doing that I never miss an opportunity of talking fully with the teacher about the teaching methods. Every day

I mark at least two schools independently for myself and for my own private information. I do not interfere with the marking of the inspector. I tell him he must act on his own responsibility. I take into account the various circumstances of the country and the locality. If I go to a school where the average attendance is as low as forty per cent. I know I cannot expect much there. If in the course of my inspection I saw something to which I took exception, or something of which I approved, I would certainly express my approval, but I might keep my disapproval until a later part of the day. I would have no hesitation in saying this is a good class or lesson, in the presence of everybody. Disapproval I would keep for a private conference. If I saw something that should be done very generally not done it would indicate to me that there was a want on the part of the inspector about that particular requirement. I would take an opportunity to talk to the inspector about that, and they might be able to rectify that without calling a general conference.

I would not keep teachers in the dark at all about things of that kind. A fair, full and candid talk with teachers is always better for the educational improvement of schools. I speak after having spent seven happy years of my life in Belfast. It has been suggested that it would expedite matters very much and enable the appeal to be dealt with sooner if the teacher got the inspector's report at the same time as it is sent to the Education Office, or even before. That is to say: I am an inspector; I go to a school, and inspect it; and send in my report simultaneously to the teacher and the Education Office. I do not think it would work. While sympathising with the object in view, I do not think it would work out successfully as administrative procedure. That report is not everything. Until it issues from the Secretary of the National Board it is only under consideration, and a report under consideration is not a report in the sense in which you mean. It is only when the official signature is put to it, and it is issued to the teacher that it is really a report and a definite act.

I can quite sympathise with the object in view, but the report is private and confidential and you cannot do it without extending the powers of the inspector considerably. You must put him in a sort of position like a resident magistrate, who can inflict a fine there and then. There is an official objection from the point of view of administration to notifying a teacher at the time of an adverse report. That would be tantamount to inviting an appeal. You would have to carry it the whole way or stop. You would have to say to the teacher I am going to do this or that, and I hereby bring you into the position where you have to appeal. Having in view the possible reduction of appeals I think that would rather multiply than diminish the number. It would practically be an invitation or suggestion to the teachers to appeal, and I have indicated my objections; but at the same time I am in sympathy with the object in view.

My experience is that, certainly, teachers have an objection to moving in the matter of appeals. I have had only one or two in my time, but I have had no appeal against myself.

Bilingual Programme.—My experience was confined to five years' service in Galway. As senior inspector there I had a good deal to do with that programme. I certainly found it working beneficially from the point of view of education. These children cannot understand any of the matters you put to them through English, and when you teach them through their own language their minds begin to work. I found this the case where Irish was the home language. I think, perhaps, on the whole, the Bilingual Teacher has rather more to do than the ordinary teacher. The bilingual is a difficult programme. The pupils must be taught English through the Irish language, just as if you wanted to teach me Russian you would have to teach me through English. We generally consider the programme to have done its work after the children can speak Irish and English well and write both languages well in the higher standards.

At the start Irish would be the vehicle of instruction. As soon as they can converse and write in English that language would be made a vehicle of instruction.

In grammar we require the children to answer in both languages. If the children were reading an Irish book I would put the grammar questions in Irish, and if they were reading an English book I would question them in the language they were using. It requires a great deal of instruction of the children to make them answer in that way, but it results in a quickening of intelligence. It is imperative to get a sufficient number of qualified teachers for these schools. The parents around these schools are very poor, and they

will not leave the children in school sufficiently long to qualify them for appointments as monitors. The number of monitors in these schools then are very few. You do not get the children to remain longer than the fourth or fifth standard as a rule.

Bilingual districts often have not the same advantages as English speaking districts, and it would seem to be reasonable to have a special fee for such teachers, to be paid to any man who would qualify himself for these more difficult schools. I see objections to differential scales of salary for different parts of the country.

Mr. H. M. POLLOCK, President of the Chamber of Commerce, Belfast.

We appreciate very much the opportunity the Committee of Primary Education has given the Belfast Chamber of Commerce, which, I may remark parenthetically, represents the whole commercial and industrial life of Belfast, to place before them something of the local conditions in respect to Primary Education.

Initial Salary.—In respect of the matter of minimum salaries to teachers, our recommendations after investigating this subject thoroughly is that a minimum salary of £100 would be a fair suggestion. Under the changed conditions of living brought about by the war, indeed the general trend of social conditions in the world, it would be impossible to have teachers suitably trained with any prospects unless they were properly remunerated. The question is what is a proper remuneration in view of the opportunities afforded in other walks of life. That is the only standard by which a good many people can gauge this particular matter as affecting the interests of education. If we suggest £100 as a minimum salary I think it would be regarded probably as a fair start for people in that position. That is the answer to that question. Perhaps discrimination might be made proportionately for females, because of the fact that ordinarily their expenses are not so heavy.

That initial salary would bear a right proportion to the salary given in other outside occupations that young men and women may be thinking of adopting. This salary of £100 would attract a suitable class of men when compared with the openings that are available in Belfast and neighbourhood. I think it may offer a sufficient attraction to those who prefer a scholastic life or perhaps I should say a life of study. There are always people of different temperaments in the world and I think that £100 a year would probably attract a sufficiently suitable class.

I would be inclined to give something extra, say a bonus—to such teachers as attained a University Degree. It would be of the utmost importance to do so. Our Chamber has taken a great deal of interest in the question of the advantages which teachers receive in being trained in a college affiliated to a University and taking the University course with the necessary training in a school for teaching purposes. They attach a great deal of importance to it. In fact, it is not long since that the Chamber did move in the matter of establishing a training college for the North affiliated with the University in order that these advantages might be gained. I should say that the salary should be a living wage. If you start on the principle of a living wage in the course of time it would be discovered to what extent that would attract suitable and sufficient men and women for the teaching profession. I do not see that you can get the necessary experience by any other course. It may be suggested that there is some other standard, that is the comparative standard which is extended to those in other walks of life and the teachers may be remunerated accordingly.

It is necessary in the first place that those who engage in the teaching profession should have a living wage and should be regarded as persons in a respectable walk of life, and that they should have a sufficient remuneration to maintain their position. I do not think a woman requires the same amount of salary. Her expenditure generally is not so great. We are not entitled as a Chamber of Commerce to offer opinions in respect of the whole of the country.

We are only concerned with that area that comes under the ambit of our own observations. If I am asked individually for my opinion I say it would be a fair minimum for the whole of the country. I can quite realise that there are different conditions in all communities, and in the urban communities especially the cost of living is greater than in the rural parts. I do not know whether it would be possible to discriminate in respect of these conditions in fixing salaries. It is very difficult I know and would create dissatisfaction generally among teachers. In France I have learned from investigating the matter that allowances are made for house rent in large communities.

Increments.—Generally speaking, I think we would assume that the National school teacher should be constituted a Civil Servant and that the rules of the Civil Service would naturally apply in the case of teachers; and I assume that is an automatic increment. But I suppose even in the Civil Service talent will sooner or later come to the top. It is just possible conditions may exist where merit might not be recognised. I have not analysed that point sufficiently nor am I sufficiently an educationalist to see how it should be done. Certainly I say that the commercial man regards promotion by merit as a very important part of his own profession or walk in life. The suggestions that our Chamber discussed was that £100 should be the minimum salary and rise to £150 in the case of assistant teachers. I do not approve of the abolition of promotion by merit in the teaching profession. I find it very hard to bring myself to believe that the man of outstanding merit should be claimed as an automatic machine, and that there should be an automatic scale for every teacher so long as he is good enough to remain in the service. I find it very difficult to conform to that theory because it is opposed to all the instincts of a commercial man.

I would advocate annual increments from £100 to £150. I think annual increments would be more satisfactory. It is important that the very best men in the smaller schools should when proved efficient have a way open by which they would come to be promoted to positions in these large schools. If you had a universal system of education in the country under one control probably that system could be adopted whereby outstanding merit in the case of a teacher of a small school could be acknowledged by passing to a higher school. The salaries to be reached in large schools should be such that they would attract the very best men in the service scattered over the country in villages and small towns to these large schools. I think that the government of a large school requires a higher standard of efficiency or capability than the small school of twenty pupils. £300 to £400 would be a proper salary for the principal of a school of 500 pupils.

My business training would suggest that assistants who have outstanding merit, efficiency and talent will naturally forge ahead, and will be selected by managers and reach that level of principal by merit. The large mass of assistants who are of the average type and do not display outstanding merit should have a certain maximum salary. It should be such a satisfactory maximum that would keep them in comfort.

It would be for managers to select for principalships from the ranks of assistants such persons as were recommended by the inspectors' reports or any other

method of selection which may be possible. If an assistant teacher had more responsibility and was doing better and more efficient work I should think it might be possible to arrange a scheme whereby the reports of inspectors or those fitted to judge on evidence might recommend him for a different grade.

If a teacher fresh from training were a principal of a school say in a remote country district with 20 pupils I do not think there should be any discrimination in his salary. I do not regard his work there as anything more important than the ordinary assistant. If possible discrimination could be made in respect of the character of the work. If it were conceivable that a teacher leaving the training college should obtain the position of a principal of a school of 100 pupils I think it is perfectly obvious he would be entitled to better remuneration than the ordinary assistant starting at £100.

My suggestion is made in view of the special circumstances under which we find ourselves in Ireland. If I may offer a personal view on the matter I should say if we in Ireland were a richer country or sufficiently alive to the advantages of education we would be prepared to tax ourselves with the object of ensuring a higher standard of efficiency and I should change my view as to the salary ranging between £100 and £150. My Council, which took this matter into serious consideration, had regard entirely to the conditions surrounding us. The suggestion was made in view of the whole circumstances surrounding us. Later on when I have some suggestions to make, if there were an educational rate, perhaps the recommendation in respect to the remuneration in a large industrial centre like our own would be modified. The increment would be given on the assumption that there were satisfactory reports from the inspectors.

I would not be in favour of trained teachers becoming the principals of schools as soon as they leave training. That should be a matter for experts, inspectors and such authorities. Increments according to scale at least up to a point representing an adequate salary should be receivable as a matter of right and as part of the contract by every teacher whose service is not characterised by definite default or wilful neglect. The presumption would remain that the teacher was efficient unless he was reported inefficient. After a certain scale would be reached, £150 for assistants, I would favour principals getting an addition to what the assistants receive. The principal ought to get a higher addition according to the size of his school. His merits would then be recognised and the presumption is that if he is in charge of a larger school he is a man who has qualified for that more important position. A necessarily graduated scale would have to be arranged in respect of different conditions and the importance of the duties performed and such like.

Local Rating for Educational Purposes.—As to local conditions generally in the country I am not competent to offer an opinion that, I think, would be of any value to the Committee. I am, however, prepared to discuss the necessity for a local rate in Belfast, and that is because our conditions in Belfast in respect of Primary Education are deplorable. For some time past, indeed for a considerable time past, it has been reported to the Chamber of Commerce that the conditions of education in Belfast were becoming worse and worse; the schools, many of them old, of an unsanitary type—from the point of view of hygiene very unsatisfactory indeed—and entirely insufficient in regard to accommodation generally. In view of the fact that Belfast has been developing so much more rapidly than other communities in the past you can realise that the position has become so bad that we have reached the point when it is absolutely necessary something must be done. I have before me reports in response to an invitation that the Chamber of Commerce gave to parties interested in Education. In the first place we have the report that Mr. P. J. Kelly, Senior Inspector, made in 1911, and I desire to emphasise this report of 1911 as of greatly increased value at the present moment because of the increase in population since, as I have indicated. Mr. Kelly stated in his report:

"A multitude of existing defects have to be wiped out and provision has to be made for the growing needs of the city. It would be flying in the face of facts to assume that individual effort could wipe out existing defects, provide adequate and suitable accommodation for an increasing population and keep the fabrics properly heated, cleaned and maintained and at the same time supply pupils in the poorer districts with requisites. While wishing to avoid controversial matter, I may state as an abstract proposition that it would be a great boon to Belfast if a scheme could be evolved which would give the schools the benefit of rate aid, and at the same time absolutely safeguard the religious and moral training of the young. The condition of many of the schools presents a painful contrast to the phenomenal progress made by the city in so many directions."

Mr. O'Connell says: "The present system of providing school accommodation in Belfast has hopelessly broken down in the case of Protestant schools."

Mr. Kelly, in his 1918 Report, says: "It is a pity that a city in many respects so progressive with 'pride in its port and defiance in its eye' should have to look calmly on while its children are either cooped up in ill-ventilated class-rooms, or left to face the perils of the streets."

Mr. Keith says: "At least 80 per cent. of the schools are overcrowded because there is not school accommodation. Many little children would lead a healthier life outside of such overcrowded and ill-ventilated rooms."

Mr. Lavelle says: "Accommodation is inadequate, and in many cases unsuitable."

The upkeep of the schools is a serious burden on the various congregations, who have to raise sums of money ranging from £50 to £150 every year for their upkeep. Clergymen will not now undertake the erection of new schools, even if they are asked by trustees or the Commissioners. They feel that even to raise one-third of the total cost of building is an effort beyond their power. The Commissioners do not now give grants, and private enterprise is unavailable. The upkeep of the present schools has in many cases to be partly borne by the teachers, who have to raise the money by means of contributions, concerts, sales of work, etc. Such a state of affairs should not exist. It is no part of a teacher's duty to raise money for the upkeep of a school, and yet cases have been known where appointments to positions in schools have been made on this condition. The manager of one of the schools in the city recently told his teachers that unless they helped to raise money for the upkeep of the schools they would be closed. The present want of school accommodation seriously affects the attendance in the senior classes. It has been found that only 9 per cent. of the pupils on rolls were in standards above fourth, and only 2.8 per cent. in sixth and seventh standards. With the want of suitable accommodation it has been found advisable not to allow infants under five years to be placed on the rolls of the schools. In many districts of the city little difficulty would be encountered in closing unsuitable schools—

- (1) Because the owners (Churches or individuals) could sell without loss. Indeed, in some cases, it would be to their advantage to sell.
- (2) From the teacher's point of view (a) all assistants would undoubtedly prefer the new, large and up-to-date school; (b) many of the Principals would be better off financially if they became teachers in the newer schools, as they would have no longer to undertake financial liabilities in regard to repairs and general upkeep of their schools.

The following are examples:—

- (1) The Donegall Place District: 5 school buildings (Prot.), 10 separate schools, 10 principals, and 12 to 15 assistants (approx.) Only one school required here.
- (2) Duncairn Gardens District: 5 school buildings, 7 principals, 25 assistants (approx.) Here, too, only one school required. And so in many other districts.

Belfast: Commsr. (N.B.), 1912-18.

Population 3-15 years ...	98,701
Accommodation 10 sq. ft. per pupil ...	56,321*
Average No. of pupils on rolls ...	63,971*
Average daily attendance ...	48,336
Percentage of attendance ...	75.5
Percentage for all Ireland ...	71.3

* Deficiency, 7,650.

The examples given show the economic effect in respect of the consolidation of schools. About 16,000 pupils could be accommodated in eight schools of about 2,000 each. These schools could be built so as to be suitable as National schools and also as evening continuation schools, with special rooms, apparatus and laboratories. It is very important to the commercial man that there should be continuation schools with opportunities provided for an initial technical education in them. Edinburgh has 32 such continuation schools and Glasgow 26. The regularity of attendance at the Edinburgh evening continuation classes during the last ten years was from 90 to 95 per cent.—a very remarkable attendance.

The attendance has greatly improved since the School Attendance Committee commenced work. The School Attendance Act should be made more rigid. This would be a great advantage in Belfast, and in fact everywhere. There is no compulsion on a child who has passed the fifth standard, provided he or she is over eleven years of age, to continue attendance. I would be in favour of compelling that child to go to school for the whole day up to 14 years of age.

We have had a good deal of discussion in school accommodation in Belfast among those who are mainly interested in the expense of the thing, and have come to the conclusion that there is no alternative for us but the one. The existing system has absolutely and hopelessly broken down. The total accommodation in respect of Catholic schools is 12,870, and the attendance on the rolls is 13,143. That is to say, the total attendance on rolls and those not in actual attendance make a total of 16,956, so that you see there is a shortage of over 4,000. That includes the Christian Brothers' schools. In the returns furnished to us, assuming a population of 400,000 and taking the ordinary basis of calculation that 18 per cent. of the population should be at school, if you still limit our discussion to Catholic schools, there should be accommodation for 17,460 on that basis. The actual accommodation is only 12,870.

The conditions in Belfast, where the Catholics number approximately 25 per cent. of the population, are such that the imposition of taxation on them would be negligible compared with the other section. It is a matter of common knowledge that the great industrial concerns that pay heavy taxation would have to bear the great burden. I do not see any reason why the Catholics should not avail of the advantage of any rate that would be imposed. Not necessarily for the building of schools, but for the equipment of schools and the provision of general efficiency in the schools. It should not be limited to the erection of schools. The details of the application of the rate is a matter that would require a great deal of consideration. I am taking a view of the question in general. I think the National Board and the Treasury should supply schools, and should be responsible for the provision of the school. They should, I think, be responsible for the erection of the school, and the local education rate should take care of the equipment and repairs and maintenance. The National Board should be responsible for the building of the school, and also the payment of the teacher, and the local education rate should be responsible for the equipment and maintenance and working of the school.

This scheme of local rating would have to be confined to Belfast. That is all we are concerned with, because our conditions are so bad. Our city is developing at such a rapid rate that we may reasonably anticipate that in the next five or six or seven years we will have an additional population in Belfast, because we know that great industrial concerns in

which millions of money are being spent will require from 10,000 to 12,000 additional hands. They must come from somewhere. As regards the extension of the local rate to the rest of the country, I have not got sufficient experience really on that to offer an opinion of any value to the Commission. I should think that there would be difficulties in having a general local rate. I have had some experience of America, where education depends entirely on the rates. The policy of the Government is that where there are any districts not able to maintain schools there is an amount allocated for the purpose of relieving the difficulty. The general conditions in America are very far ahead of anything that exists here. The fact is that it is entirely maintained by local education rates. That also develops another idea. It involves popular control, and develops popular interest. My experience is that in a city in the States the first question put to the visitor is, "Have you seen our public school?" And if you have not, you go in and you find a large airy apartment provided with the most remarkable equipment for the education of the children. The teachers, too, are better paid there than here.

If the local authority levy a rate they would naturally require to have some voice in the allocation of it. I do not think any great difficulty would present itself if a committee were in existence representing the different denominations. A body similar to the School Attendance Committee could be suitably enlarged. It would be an advantage to have the managers. It would be necessary that the denominations should be represented on the committee. I think, perhaps, there should be care exercised in the constitution of the committee, so that all the various denominations would be satisfied they were properly represented and their interests receiving adequate attention. I do not see myself any difficulty in the allocation of the rate either in proportion to the population or some other equitable way. An intermediate Board between the managers and local authority is in principle not a bad arrangement. It could be enlarged and improved by the introduction of other elements in it. The large industrial interests might be represented also. The local authority have the power of nominating them.

The local rate would be applied solely to the upkeep of the schools, equipment, etc. I do not contemplate applying it in any way to increasing the salaries of the teachers. The teachers should be paid by the National Board. This method of dividing and disposing of the money depends on the general policy of education in the country. The great commercial interests in Great Britain advocate that the National Treasury should pay 75 per cent. of the cost and the local authorities 25 per cent.—that is, with the idea of the local authorities wanting to be relieved of responsibility. The tendency at present is to make the State more responsible. The local people are expected to supply the school buildings out of their own funds or with the help of grants from the State. I do not think it as an important thing: how you divide the money supplied in certain proportions. It seems, however, a fairly reasonable suggestion that it could be used in that way. The practice is, I understand, that the Board contributes two-thirds of the cost of the building and one-third is provided by those interested. I would not be in favour of putting the entire cost of the schools on the rates. If you do that, of course, and load the local authority with the liability of running the school, you might possibly defeat your own object. It would imply a heavy educational rate against which the people might revolt.

It was suggested years ago that it might be managed in this way—local authorities might borrow the money to build and pay the interest out of the local rate. It might not be heavy if distributed over a certain number of years. It is possible to supply schools relatively in small communities. I do not suppose there is great difficulty in doing that. You must remember the rapidity of development of Belfast. During the last four years of the war the people have been so engaged in enormous schemes for all necessary purposes in connection with the war that their

attention has been turned away from this tremendously important matter. I have offered an explanation as to the rapid development of the city. It seems difficult for private beneficence to keep pace with that development and the necessities of education. I have a letter here from a Manager who is asking for subscriptions for the school, which is a very important school in Belfast; and he is so sick of the difficulty of raising money for education, as every attention has been given to war purposes, that he says: "I hope to live to see the day when all clerical managers will be chucked out." That arises from the fact that the responses to the circular sent out soliciting subscriptions are so inadequate.

Education is the work of the Government. The education of the country is a most important department of work, and it should not be allowed to depend on individual effort or individual beneficence. A local rate is the best machinery for developing local interest. The fact that the representatives of a community in regard to a centralised municipal building are responsible for the raising of that rate will, I should think, develop interest on the part of those sixty gentlemen in regard to education, apart altogether from the man who pays the rate, who will be naturally concerned to see that the money is properly applied. It is quite clear that the provisions made in the rules of the Board up to the time of the war have not led to the foundation of these schools, and this is due, I gather, to some extent to a dislike of the character of control. I do not care to introduce that element too much. I think there is probably a feeling on the part of Protestants—I do not think that Catholics resent it in anything like the same way—I think Protestant people believe that clerical control should be removed as far as possible.

I do not think that the question of education is appreciated and understood at all. Unfortunately, it is so far removed from the ambit of the ordinary life of the people that they do not realise the necessities and value and importance of education. The payment of school fees led to a greater interest in education on the part of parents to the extent that they tried to get value for the money. I do not suggest in a National system of education that the school fees should be reverted to. There are lots of people who would be glad to take advantage of it and not send their children to school if it could be avoided. In the interests of the nation we should have free education. We in the Belfast Chamber of Commerce look forward to the time when we shall have large well-equipped schools, with all necessary arrangements for the physical development of the children, apart altogether from mental training.

In regard to the local rate, I do not anticipate anything from the rates being paid to the teachers' salaries. I do not consider it in the light of the teachers' salaries especially. What is in the mind of the Chamber of Commerce is that no interference should result in regard to the responsibilities of the National Board. It would be merely paying a supplemental subsidy that would assist in the more efficient working of the school. We took advantage of the rate for technical schools in Belfast and built and equipped our schools in Belfast. They are a very fine type of schools. It is not a matter of any particular principle how you allocate the money, whether in equipping the schools or otherwise, provided sufficient school money is raised for the purpose of providing a good education system for the community. It is a question for local opinion how far the local expenses should go. The local authority have recognised that principle in the provision of technical schools, and it is only a question of extending that responsibility.

The present equipment is usually most meagre everywhere in Ireland. I would advocate putting of the cost of this equipment and upkeep on the public funds not only to relieve the present condition, but to improve education generally. Formerly the clergy in Belfast threw themselves into the work and got up schools, and they have ceased to do that chiefly because of the weariness that has come with regard to the maintenance of this equipment annually, and the annual expenditure on the schools is such a burden that it cannot be met. They do not see the reason

why they more than others have to bear the responsibility. Here is a fair example. A school cost £5,000. The manager has raised a sum of only £2,000 in six years, and yet there is still a debt of £500 on the building. The Catholic non-vested schools are not so greatly out of proportion to their needs, considering the population, as the Protestant non-vested schools. There are 39 Catholic non-vested schools; 104 Presbyterian non-vested schools; 58 Episcopalian non-vested schools, and 12 others, including Methodists.

Some of our big industrial concerns realise the difficulty and have schools attached to their places. The difficulties of denomination arise even with these. It has acted not as a deterrent, but rather with a tendency to lower the interest in education. I know several big concerns that have schools attached to their works with a view of providing necessary school accommodation, and I know they feel the position rather difficult, and don't seem to continue to develop that interest in education which one would expect, except in the general way that they feel something has to be done, and as they have the largest amount to pay they are willing to pay it. The constant liability on managers for the upkeep of schools is wearying. The Catholics, I may say, are to be commended for the enthusiasm with which they undertake their part of the work; in fact, in some cases, they do it with greater whole-heartedness than the Protestants.

I wish to keep the central system which we have in Ireland: the State payment of teachers; but I wish that there should be a local rate for providing for educational expenditure confined to Primary Education. In regard to the larger question involving the whole question of education, I do not know whether the English or Irish system is preferable. The local committee should be limited to certain ideals. It should not be able to interfere with the teacher, but should be confined definitely to buildings or equipment. It is only a suggestion as to a suitable division of the contribution that a teacher should be taken care of and under the control of the central authority. Possibly the local authority might provide for the schools. It might be possible for the local authority to be empowered to give special grants to teachers in order to secure a higher educational standard such as, for example, the possession of a University degree. Such an arrangement might be made. Certainly that power, if exercised, would tend to the elevation of the standard of school teaching by introducing men of higher educational standard.

I am optimistic as to the allocation of different local rates, not so much the allocation of money as the supplemental amount that will assist in the development of educational facilities in a community, but I think it is quite conceivable that what I have mentioned would be done. It depends on the powers Parliament would give. At present our rates are twopence in the £ for technical instruction. That with a sixpenny rate for Primary Education would make eightpence in the £. I had a long discussion on this subject with an alderman from Wolverhampton, and he informed me the rate was 2/3, but I had no time to see how it was distributed. Eightpence in the £ would not be regarded as expensive. I think, as matters exist in Belfast, it would be necessary that the committee for school rating should be very carefully selected in order that the denominations should be fully represented on that committee, that there should be no question or suggestion of preferential treatment, because there is a tendency amongst the various denominations to exercise a jealous eye on these matters. There is no reason why these difficulties could not be got over if the committee was properly constituted. Under existing circumstances the Corporation of Belfast have no power to tax themselves for Primary Education. We want statutory authority for that, as in the case of the Agricultural Department.

There is no difference in principle between levying a rate as it exists for technical instruction and levying a rate for elementary education. I think, generally, a greater interest would be taken in the whole question of education if the ratepayers felt they had a direct interest by payment of a rate. The Chamber of

Commerce—and that means all the industrial interests of Belfast—have no doubt at all in their minds in respect of that. I think if we desire to spend our own money we should be entitled to do it. We should have the power. Those who manage and control the interests of the citizens and look after the interests of the young and rising generation should see that there is a very high efficient system of elementary schools in a community like Belfast.

In an industrial community like Belfast, which draws from various parts of the United Kingdom artisans with different ways of looking at the denominational side of things from what we are accustomed to in Ireland, there is a vast number of citizens of that type whose children require education as much as the children of any other community, and those who are interested in local denominations need not necessarily have thrown on them the obligation of providing education for them. We have a constant stream of population from England. Those people are accustomed to a good education and while I cannot speak with any definite individual views on the matter, I am sure they regard the change in the atmosphere of education with disapproval; that is to say, the advantages in Great Britain are greater than we have in Belfast.

The Incidence of Taxation in Ireland.—I do not think that there are any peculiar circumstances in the financial relations between Great Britain and Ireland why the onus should be thrown on the Treasury of bearing the whole burden of elementary education. I saw the memorandum* of His Lordship, the Bishop of Raphoe, but indeed I did not require that, because I was familiar with His Lordship's views on the subject by correspondence in the newspapers not long since; in fact I think I was decidedly familiar with His Lordship's views before I saw this memorandum. Of course with every respect to the opinion of one for whom I have an intense admiration from many points of view, I certainly do not think His Lordship's contention can be sustained in respect of the over-taxation of Ireland in relation to the United Kingdom. Assuming that we are a united kingdom I cannot see that Ireland is overtaxed. On the contrary I should suggest that recent legislation has particularly afforded relief of the taxation of Ireland, because I think His Lordship is old enough to recollect the time when the whole of the taxation of Great Britain and in Ireland, too, was raised in indirect taxation. Taxes on commodities relieved us constantly from time to time. Indeed before that relief was accomplished His Lordship will recollect that Mr. Gladstone appealed to the electors of Great Britain that if returned to Parliament he would remove the last vestige of income tax, which meant that the whole burden of taxes would be on the indirect taxpayer. That passed away. Mr. Gladstone was not returned, and gradually the whole policy of the country changed. Sir Wm. Harcourt's death duties, which were radical and revolutionary, changed all the policy of the country. That policy has been continued from that time forward, until today we find something like 85 per cent. of the revenue of Great Britain is derivable from direct taxation. If the former policy had been pursued and the whole taxation of the country had been derived from taxes upon commodities Ireland would be in a position, relatively for a poor country, of having the taxation levied on the people who are less able to pay; that is to say, two-thirds of the people in Ireland engaged in agriculture and now practically immune from taxation, except for tea and sugar, would have been burdened with practically the liability of paying the whole revenue of the country. It is very different now. The position of direct taxation is to enable large sums of money to be raised from what is described as the wealthier section of the country. The taxable capacity of Ireland—as to her proportion—has been the subject of great discussion for many years. Commissions have sat and investigated it, and I do not think any general agreement has been arrived at or ever will be. The Financial Relations Committee estimated one-twentieth, and His Lordship has calculated one-forty-third. There is a very wide range of difference between these two views.

A very large proportion of the revenue of Ireland is from taxation on spirits. I looked through some papers this morning, and I will take the 1914 position. There is no reason why the latter year should not be selected because in war conditions things are topsy turvy. It is not easy to arrive at it. In 1914 the revenue was £11,134,000. I will separate the taxation for the purpose of allowing you to understand the subject. From the tax on tea and sugar—articles which I regard as the necessaries of life—the amount raised was £900,000. Alcohol and tobacco, which I regard as the luxuries of life, realised £4,901,000; income tax provided £1,480,000; death duties, also a direct tax, £1,000,000; stamps, £1,000,000 odd; other sources, £1,500,000. The point I emphasise is that the necessaries of life only provided 13 per cent. or £900,000 of the whole revenue of Ireland, while alcohol and tobacco provided 85 per cent. or £4,900,000 so that the poor taxpayers of the country are really relieved of a very large portion of the taxation. If you assume that Ireland is to raise a sum of money proportionate to her position and wealth in the Kingdom I think it could not be more equitably or more generously distributed than it is in this proportion. If it is contended that Ireland is not entitled to raise eleven million pounds here indicated as the total revenue we enter into the larger view as to what Ireland's taxable capacity is. If you take all the tests you can apply to the subject I am afraid you would have to arrive at the conclusion that Ireland does not provide her proportion of money or the amount of money proportionate either to population or wealth, which is more important than the other. Ireland is always spoken of as a poor country. Ireland is a poor country relatively to Great Britain. Great Britain is a poor country relatively to the United States. Ireland essentially is not a poor country. We have the important fact, which is a very startling fact, that in 1914 the exports of Ireland were £17 per head of the population as against £9 per head of the population in Great Britain. The exact figures are £17 1s. 6d. per head of the population in Ireland, and £9 5s. 8d. per head of the population in the United Kingdom. By every test you can apply to the subject I do not think that it can be sustained that Ireland is overtaxed relative to her position in the United Kingdom. That may be due to the fact that the policy of the Imperial Government has been in the direction of raising the revenue of the country by direct taxation, a policy which does not materially affect the people of Ireland, two-thirds of whom are engaged in agriculture. Those engaged in agriculture do not pay income tax, except an infinitesimal contribution through a tax upon their annuities that they pay to the Land Commission, and this is a mere negligible amount. I do not see how His Lordship can contend that the present imposition of indirect taxation on the country can be a burden on the general taxpayer of the country. These are the thoughts that naturally suggest themselves to me arising out of the document handed to me by Mr. Martin. Obviously it is a very complex subject that would have to be argued at great length. His Lordship has a most profound knowledge of the subject.

When you come to expending money on such subjects as education the rules that govern expenditure in England and those in Ireland are separate and quite different. I do not know what the basis of the difference is or why it should be so, but it is a fact. The total trade of Ireland in 1904 was 104 millions and in 1914 it was 151 millions, which gives evidence of gradually increasing prosperity. I think a comparison will show that Ireland is relatively progressing more rapidly than Great Britain, and I should add that subsequent to 1914 it is common knowledge that the progress of Ireland and the increasing wealth of Ireland has been phenomenal. We have that from the banking accounts. Direct taxation takes its full quota from Ireland. That is direct taxation relative to indirect taxation. In 1914 we paid our share of income tax as compared with Great Britain. In that year the proportion of our revenue from direct taxation was £2,500,000—about one-third. We paid all the indirect taxation, 13 per cent. of the revenue, on things that we could do without—on things not essential to life.

* See page 57.

It is necessary, or an advantage at any rate, to discriminate between these things that are necessities and these things that luxuries. In 1916-17 direct taxation produced 73 per cent. of the total revenue including Ireland. The reason of that is the character of the two countries. You have two-thirds of the people here who are immune from taxation, not necessarily because they did not come up to the standard, but because agriculturists are relieved from income tax. There is a tax on their annuities, which they pay to the Land Commission.

In 1917, which is the last return, the contributions from direct and indirect taxation in Ireland were about equal. The conditions in this country are different from Great Britain. In Great Britain direct taxation raises an enormously greater proportion because of the fund of wealth of the country and also because the greater commercial interests of the country are so wealthy, but the indirect taxpayer in Great Britain pays no more than the indirect taxpayer in Ireland. The income of the average Irishman is very little more, scarcely more than one-third of the average income in Great Britain. In forming averages, however, you have to take into account the enormous wealth on one hand and the poverty on the other, which enables you to arrive at the average. If you say that the working man in Great Britain is wealthier than the working man in Ireland it may be open to contention.

The whole policy of the Imperial Parliament for the last twenty-five years has been directed to the relief of the indirect taxpayer and he has benefited enormously. I cannot see from all the tests that you can apply to the Irish conditions that there is any excessive burden laid on the Irish taxpayer. The revenue is only five per cent. of the total of the United Kingdom and yet the expenditure is 13.94 per cent.

Mr. G. W. ALEXANDER, Assistant Secretary of the Scotch Education Department.

The Scotch Education Department.

The Scotch Education Department is the Central Authority in reference to Education in Scotland. It has charge both of Primary and Secondary Education, and deals with all matters of education, except university education. It does not administer grants for agricultural education, which have been handed over to the Scottish Board of Agriculture set up some time ago.

The responsible minister is the Secretary for Scotland acting as Vice-President of the Committee of the Privy Council on Education in Scotland, which is a Committee of a limited number; some six or seven members of the Privy Council, including the Law Officers. Like a number of other Government departments it sits occasionally, but not regularly. Meetings are only held for special business, but the responsible Minister is the Secretary for Scotland acting as Vice-President. The Secretary of the Department is the permanent head; there are two Assistant Secretaries, and we have a staff of Inspectors in Scotland. The head office is in London. There is a branch office in Edinburgh under the charge of the first Assistant Secretary.

For local administration there is at the present moment a School Board for every parish and every borough in Scotland—some 950 in number—forming the local education authorities. The Bill which has been before Parliament this Session proposes to substitute a county authority for parish authorities, which will reduce the local authorities in Scotland to something like forty. The principal reason for this reduction was the feeling that the parish was too small for effective organisation, particularly when it came to deal with the subject of higher instruction. It has also led to a great differentiation in rating as compared with what one expects to have when a rate is imposed on a county. Each School Board is the authority for all sorts of education in its district, and it has unlimited powers of rating. The variations, according to our report last year, of rates in Scotland are from one penny in the £ up to 9.6d. The business of the School Board is to find accommodation for all the children in the district for whom accommodation is required. They have no power to provide voluntary schools, that is, schools for religious denominations.

Ireland expends 13 per cent. of the revenue and only contributes five per cent. There are three and a half millions excess profits in Ireland and 130 millions in Great Britain. The income tax in respect of the farmer is assessable in Ireland not in case of a person but on the poor law valuation, which is a very antique system and not up-to-date; and the farmer pays on the Land Commission annuity, which is considerably below the Poor Law valuation. The farmer makes no return. He has the option to make a return, but if he does he discloses his income. He has the alternative, and he accepts the alternative and he pays income tax on his annuity.

Residence.—There should be a free residence provided for the teacher. In France all teachers are entitled to residence or to an equivalent indemnity at the following rates:—

Population in 1000's.	Indemnity.
1—3	100 francs.
3—9	200 "
9—12	300 "
12—18	400 "
18—35	500 "
35—60	600 "
60—100	700 "
100—above	800 "

In the city of Paris, which is more expensive, the indemnity is 2,000 francs. Those are allowances to the teachers and they are graduated by population. It would be sufficient to give allowances in lieu of residences. It should be varied as between towns and country parts. This should have a bearing on the conditions certainly. In large communities where it is most expensive to live, a man should be indemnified.

At least they have had no power hitherto. The new Bill includes a clause for the transfer of the existing voluntary schools, which would also under certain conditions give the new local authority the power to provide denominational schools in future—schools for special denominations where religious instruction is given. That is an entirely new feature. Naturally the wealthier authorities, looking at it from the point of view of the rate, paid higher salaries, and in quite a number of the country districts the teachers were badly paid compared with the towns.

The tendency is to increase the size of the rating area, so as *inter alia* to ease the financial situation. The business of the School Board was to look after the attendance of every child in the district, whether it was attending a school under the School Board or a voluntary school. The School Board may appoint an Attendance Committee. The smallest School Board had five members, and five members was the usual size of a Board for an average parish. The largest School Board was the Glasgow Board with twenty-five members. They are directly elected, and always have been so. The new Bill provides that the new county authority is also to be elected *ad hoc*. The School Board strikes the rate for itself. It is entirely independent in the matter, but the rate is collected by the Parish Council along with the other Parish Council rates. Half of the rate is payable by the owner and the other half by the occupier. The large ratepayers do not get any special consideration in the matter of election to the School Board. Within each district it is one man, one vote. Hitherto the cumulative vote has been in operation in Scotland, and that goes now, and a system of proportional representation is put on instead. The valuation has nothing to do with it. Even if you own half a parish, you simply have one vote in that parish.

The parishes vary in size. The smallest might have much less than 1,000 of a population. In a normal small parish there is only one school. If a teacher chose to apply for a school vacant in another parish, and the School Board of the other parish were willing to appoint him he might move to the other parish. There was a fair amount of interchanges

of teachers. The appointment of teachers was one of the functions of the School Board, and the payment of teachers lay entirely in their hands. The Central Authority had nothing whatever to do with it. The local authorities fix the salaries. The Central Authority have never touched salaries beyond prescribing an article in the code of regulations for day schools preventing schools from being farmed out to teachers. For a very considerable number of years the Scotch Education Department have objected to the teachers being paid in proportion to the grant. They insist on fixed salaries being paid to the teachers irrespective of what the school may earn as a grant, but beyond that there has been no interference with salaries until last year, when the special salaries grant became available.

Under the new Bill the new local authority is required, as part of its initial functions, to submit among other things "a scheme of scales of salaries for the teachers employed by the authority satisfying such conditions as to minimum scales of salaries for teachers as may be laid down by the Department after consultation with representatives of the education authorities and of the teaching profession; provided that such minimum scales of salaries shall be independent of any payment made to teachers out of any bequest or endowment, the object of which is to secure special emoluments, to any class of teachers or to the teachers of any special locality."

The School Board at the present moment is the local education authority. In future they are being called the education authority. The new authority, as well as the School Board, is composed of elected members. The great majority of the voluntary schools are Roman Catholic. The next proportion are schools connected with the Episcopal Church of Scotland, and there are a few, I think, still connected with some of the other Churches, but very few. A few also were originally put up by private individuals for the benefit of the locality or something of that kind, but they are not private schools. There are 3,030 public schools—schools managed by School Boards—in Scotland, with rather over 714,000 scholars; of the voluntary schools there are 333 with just 122,000 scholars. Then there are 56 secondary schools. Let me say first that those 3,000 odd schools that I have mentioned are all aided by the State under the ordinary code of regulations for day schools by which the main sum of money is distributed to the schools in Scotland. In addition to that special Code for day schools there is a set of regulations for secondary schools of a rather different class, and of these there are 56, with 21,000 children. A certain number of those are voluntary. The voluntary schools receive State aid, but no rate aid. They have not hitherto been entitled to rate aid; they supplement their income by voluntary aid, and the incomes of the other schools are supplemented by rate aid.

The voluntary schools are exempt from taxation. State aid is at present given on a capitation system—on the number of children. The grants are paid on the average attendance. The voluntary schools will have to make up their minds within two years as to whether they will transfer to the local authority or not. If they do not transfer they will lose the right to State aid. The power of appointing a teacher will be transferred also, subject to this that the particular denomination to which the school belongs will retain the right to satisfy themselves that the teachers appointed to that particular school are satisfactory from the point of view of religious persuasion and character.

We have 50 reformatory and industrial schools which account for under 8,000 children and 173 schools which you may call private schools, which are not in receipt of any form of either State aid or rate aid, and provide for 8,000 children, making in all something like 875,000 children on our registers. A considerable number of the private schools, if not the majority, are day schools. Generally speaking, they have a more select class of pupils. The fees are much higher than charged elsewhere. The conditions of compulsory attendance apply in the case

of children who attend private schools. As a matter of fact a very considerable proportion of them are really inspected by our inspectors voluntarily. The managers have asked for inspection, but we could not compel it.

Salaries of Teachers.

Each local authority fixes the salaries of the teachers. The Act of 1872, which was the first important Act of the modern educational regime, put the appointment and remuneration of teachers entirely in the hands of the School Boards so far as the public schools were concerned. The Managers of the voluntary schools were equally free. They could do as they liked. I think that the salaries have been hitherto fixed very largely in accordance with the ordinary laws of supply and demand, conditioned to a certain extent by competition between various authorities. What has happened in practice is that the larger School Boards have, generally speaking, made definite scales for various classes of teachers. The system of grading such as, I understand, prevails in Ireland, does not prevail in Scotland. There is a scale for headmasters, a scale for assistant teachers—where there are first assistants or second masters there would be a scale for them—a scale for assistant mistresses, and so on; but within the different classes of teachers in the different positions occupied there was no definite grade. In country districts and the smaller School Boards scales have not been so common. The School Board would advertise for a teacher at a salary that they thought proper; and once a teacher was appointed any increases after that were, in the absence of a scale, given simply at the discretion of the Board.

The broad result of the Craik Committee's report, if adopted, would be that certain scales are applicable all over the country, instead of having teachers appointed as hitherto at a definite salary without any prospect whatever of an increase except what the School Board choose to give at its discretion. The tendency would be to give teachers more equal salaries, whether teaching in the city or country. That was one of the matters before the Committee; the feeling is that just now the cities are rather apt to get the best of the teachers and some of the country districts, particularly the poor country districts, to suffer. The general effect of the new arrangement would be that the teachers throughout Scotland would begin at a fixed minimum, graduating on a certain scale irrespective of their geographical position.

There is a provision in the report for higher salaries in larger schools, but the ordinary assistant, although he may be transferred to a town as an assistant, would not necessarily have the teaching of more children than in the country. He may have had the same size of class in one as in the other.

It depends entirely on the School Board to put the findings of the Craik Committee into operation. It is simply the report of the Departmental Committee who have made recommendations, and so far the Department have taken no steps whatever to enforce it. What they have done is that in connection with the grant for teachers' salaries which they are distributing at the present moment, they have recommended the authorities to keep this scale before them; that is all they can do at the moment.

The tendency of the new legislation in Scotland is to centralise authority for the purpose of local educational arrangements to do away with the smaller areas and have larger areas. The local authority submits their schemes for the approval of the Department. In practice this is a very different thing from the Central Authority simply imposing its own will on the locality. The power of initiation is given to the local authority. We look forward to putting what you might call the State contribution on rather a more satisfactory footing than it has been hitherto. Hitherto we have paid in five or six different ways to different localities according to necessity—the main part being capitation grant on average attendance, but we are proposing in all probability in the future to pay in the first instance a definite proportion—I cannot say it will be 50 per cent., but it

will run to about 50 per cent.—of the total approved expenditure of the local authority. Then to meet the cases where the valuation is low and, therefore, the rate high in proportion, we shall probably continue some such arrangement as we have at the moment of giving an additional subsidy to the more necessitous cases. We have done that all along in Scotland. The grant to the more necessitous districts has been increased from time to time.

We have experience of this present system since 1872, and as a matter of fact to a certain extent for a century or two before that, because prior to 1872 the upkeep of the Parish School was a charge on the landowners, so that there have been local contributions for education almost from time immemorial in Scotland. But in actual practice I do not think any difficulty has ever arisen. Naturally where rates go up high we have appeals for larger contributions. The system has lasted in Scotland for nearly fifty years, and the people accept it as the natural thing—through having the local control of education they are ready to pay a fair proportion.

In Scotland, Intermediate Education is roughly the education which you give to children from 12 to 15; Secondary Education is the education which you give to children from 12 to 17. The whole education from 12 to 17 we regard as the Secondary course, but the first stage is Intermediate. The schools giving higher instruction—instruction other than elementary—in Scotland are divided into three-year schools and five-year schools roughly for those over 12 years of age; the three-year schools are the Intermediate and the five-year schools are the Secondary. Taking our last published report, the grants from the Department and from the Secondary Education Committees, which is also departmental money, amounted to 44.81 per cent. of the whole; school fees represented 2.01; rates 51.73, and other sources 1.44. This covers the expenditure on buildings as well as salaries. It includes payments of loans and the interest on loans. It is practically all the expenditure on education in Scotland.

For the last year or two, for some reason or other, the State aid seems to have gone down in proportion—it used to be higher. We depend more on local aid now than in previous years. Since 1908 a great many new functions have been put on to School Boards, e.g., looking after necessitous children as regards food and clothing, medical inspection and medical treatment. Such things have meant a considerable addition to the expenditure of School Boards, and it looks as if the old proportion of State assistance had not been maintained. These figures are simply for School Boards. In voluntary schools the Department grants represent 75.65 per cent. of the total income; school fees, 1.24; voluntary contributions, 17.83, and other sources, 5.28. Apparently we are finding a larger proportion of the income of voluntary schools than we are of the other schools; but, on the other hand, all our grants just now are paid on a capitation basis, so that really the voluntary schools are not getting more from the State than the public schools. They spend less.

There is a pretty considerable difference in the payment of the teachers in voluntary schools as compared with the others. The efficiency in the voluntary schools, like the efficiency in the other schools, varies—some are extremely good and others not quite so good. The people supporting voluntary schools have to pay the compulsory rate and also the voluntary subscription as well.

Grants in Aid of Education.

In 1908, when the last Education Act was passed for Scotland, the various grants which had been assigned to education over a series of years, equivalent grants, of which I believe you know something in Ireland, were pooled, beginning with what is generally known as the whiskey money, in 1890. All these various equivalents and residues of grants which became available for education were pooled in what is known as the "Education (Scotland) Fund," and then distributed through the so-called Secondary Education Committees, because from 1892 to 1908 they were concerned only with Secondary

Education. In 1908 they had a considerable number of duties connected with elementary education imposed on them as well, and while a very large proportion of their work is still concerned with Secondary Education a part of the Education (Scotland) Fund which is distributed by them goes also for the purpose of Primary Education. That fund is composed of equivalent grants of one kind or another, with a considerable sum which was added in consequence of the additional money given to England some time ago.

The incidence of the local rate develops a keener interest in the education of the district than if there were no rate. The paying of the local rate and the local control both create interest.

Education Authorities.

While the new Acts set up a county authority for what you might call the main purposes of educational administration, there is a provision in it for School Management Committees for every school or group of schools, and one hopes those in the locality who have taken an interest in education before will still take an interest in it as Members of the School Management Committees. The local Committee will be nominated by the education authority under certain general instructions which are contained in the Act.

The County authority has the power of appointing the teacher, but the County authority may delegate certain powers to the School Management Committees. The County authority must retain the power of appointment and dismissal. In the case of dismissal there is an appeal. In the case of schools under the School Boards since 1908 there has been an appeal to the Scotch Education Department. The Department, when such an appeal reaches them, may have an enquiry, which hitherto has mostly been carried out by one or other of the Chief Inspectors. If the Department are satisfied that the dismissal is, in the words of the Act, reasonably justifiable, there is nothing more to be done. If the Department are not satisfied that the dismissal was reasonably justifiable then they may ask the School Board to reinstate the teacher. If the School Board refuses to reinstate the teacher the Department have power to grant the teacher compensation up to the extent of one year's salary.

We have had a certain number of appeals, but I should not say very many in proportion to the number of teachers we have. The dismissals by the Local Education Authority are very few. So few were they that the Department were of opinion that the right of appeal now that the authorities were enlarged might be dropped, but the teachers asked that it be continued, and that was agreed to, and it was carried forward. Since 1882 the procedure for dismissal has been laid down by Act of Parliament. It is necessary for the School Board to give three weeks' notice of the meeting at which the resolution for the dismissal of the teacher is to be discussed, and if the resolution is passed the teacher is then entitled to the period of notice fixed by his agreement.

There are instances where although the case for the dismissal of the teacher has not been made out entirely, he may be at fault to a certain extent. I remember one or two occasions where the teacher was reinstated. Once or twice it has happened in the course of the enquiry that an arrangement has been come to between the Board and the teacher, and things have gone on again quite well. In one or two cases where the Department formally demanded reinstatement it has been given effect to, but where it has not been given effect to—I am only expressing my own opinion—it was probably just as much in the interest of the teacher as of the School Board that he was not reinstated. His life would not be comfortable.

In cases of inefficiency the Inspector first sends in the usual report to the Department. That report would be sent to the School Board. If the inefficiency was very serious a reduction would be made in the grant, and then it would be left to the School Board to deal with the teacher. In the case of an appeal one of our Chief Inspectors is generally

sent. Besides one for the Training College, we have four Chief Inspectors. In one or two cases where the Inspector for the division for some particular reason did not care to take the case or we did not think it desirable to send him, we have employed one of the retired Chief Inspectors to take the appeal, and in a recent case which was of a special kind we asked the Sheriff of a county to hold an enquiry for us. He was not Sheriff of the particular county in which the case occurred, he was the Sheriff of another county. He is a man of judicial position, and the case was thus referred to a thoroughly independent Court of Appeal.

The local authorities have not Inspectors of their own apart from the Department's Inspectors. There are Superintendents of special work—physical training, manual instruction, and that kind of thing—but there are not Inspectors appointed by the Local Authorities as such. The local authorities generally appoint a small Committee of themselves to enquire into charges against a teacher. Glasgow had a paid official whose business it was to visit the schools, but he was not exactly an Inspector; he did not examine the classes. It is extremely difficult to define the position, but he was rather a sort of paid manager. His business was to visit the schools and consult with the headmasters and report to the School Board on matters of staff or anything of that kind. He was called a visitor, and reported on matters of school management. The Inspector reports to the local authorities through the central authority and the central authority considers the reports and sends them down to the local authorities.

School Organisers.

There are a certain number of school organisers. They are mainly employed, not by the School Boards, but by the Secondary Education Committees, which have a considerable number of functions in connection with primary schools, to assist in their work in the counties. The work of the organisers lies mainly with special subjects, such as manual instruction, physical instruction, experimental science, and for girls cookery, laundry work, and housewifery, and in country districts gardening and subjects like that. The larger towns made their own arrangements without any difficulty; but in a county with a considerable number of small schools it was desirable to have some kind of a central body which might arrange for itinerant teachers, and since 1908 the Secondary Education Committees have taken in hand the arranging of work of that special sort.

These duties are more in connection with elementary education; but as the Secondary Education Committee was already in existence the work fell to it. It is only within recent years that the Glasgow School Board appointed superintendents or organisers for special subjects. The local body delegates to a particular member or members the duty of being responsible more or less for visiting a certain number of schools. If it were for nothing else the registers must be checked not less than four times throughout the school year by one or other of the managers, that is, by the School Board members, unless they had appointed managers as well, so that it always involved a certain number of visits from the School Board.

One particular item in the annual form filled up for grant purposes was the dates that the register had been verified by the School Board or the managers; and we found from that whether the schools had been visited or whether the usual number of visits had not been paid, and we called attention to it. In comparatively small places there are other ways of gauging the efficiency of the teacher. The parents themselves soon get to realise whether the children are making progress or not. Parents can go to the School Board themselves, and very often do, and if the School Board are not disposed to take action when the parents are dissatisfied, parents are not above writing to the Scotch Education Department on the subject.

Generally speaking, the teachers have felt that the Parish School Board was too small an authority

to have so much power in its hands. If you wish to ascertain the opinion of the teachers generally on that subject you will find it in a report which the Committee of the Educational Institute issued last year in connection with the forthcoming legislation. The new Committees will not have the amount of power that the Parish School Boards had. The appointment and dismissal will be in the hands of the County authority. The dismissal is the main point really. There will be also a right of appeal to the central authority.

Inspection.

There is no definite classification of schools as "good," "fair," etc. The Inspector's report is a general report. Our reports of late years have come to be much less detailed than they used to be, and the Inspector, now, I think, is going more on the assumption that the normal school is efficient, and his business is mainly to call attention to serious defects or to matters that call for special commendation—what you might call the average work he does not report on as he used to do at one time, when classes and almost every subject were specially reported on. The detailed report has gone out of fashion undoubtedly. If there is no reference to any particular teacher in the report we assume he is efficient.

The Department are responsible for the training of the teachers, and for the diplomas which they get from the training colleges; but after that, unless something happens, the Department assume they are all efficient, and we don't ask our Inspectors to tell us in what particular grade of efficiency they will put them. The Inspector's business is really to settle whether the school is kept up to such a state of efficiency that the normal grants can be paid for it. The Inspector has power to recommend an additional tenth to the normal grants for specially meritorious work. Apart from the efficiency of the school we are not concerned with the individual merits of any teachers, because we do not pay any teachers, nor do we promote any teacher.

Promotion.

Promotion is entirely at the discretion of the School Board or the Managers. They may or may not increase a teacher's salary. Very often when a body of managers get hold of a specially good teacher they are induced to do it by the desire to retain the man or woman, as the case may be. The main system of promotion in Scotland is from the small to the larger schools. There is a good deal of circulation. There is this to be said, that the tendency of the School Boards of the larger towns has been towards close corporations very largely—that is to say, the prizes—the headmasterships—in their gifts have mainly gone to teachers in their own employment. Now and again a Board does advertise and does give outside teachers a chance, but it has not been very common.

The local authorities fix the distinction between Principal and Assistant. They fix the salary. It is entirely in their own hands. A specially ambitious teacher serving under a small parish committee in an out of the way district would be on the lookout for a better paid appointment, and generally speaking would take an appointment in some larger area, mostly in one of the small towns, or to a certain extent in the larger towns as an assistant.

We have about 3,300 schools, and the total of the teachers according to the last report was 22,023, of whom 5,320 were men and 16,703 were women. Of the total of 22,023, 21,696 are certificated; 316 are either provisionally certificated or uncertificated. These are in schools aided under the Day School Code, and include a certain number of teachers in the Intermediate and Secondary schools which are getting grants out of that Code. We have 196 schools doing Intermediate and Secondary education, which get grants under the ordinary Day School Code. The promotion that an Assistant has to look forward to would be a promotion to a Principalship. The Principal of a small school would look forward to

getting into one of the larger schools. So far as Headmasters were concerned, in Glasgow there was a system of second masterships. (In each school there was not only a Headmaster but a second master: Edinburgh had the same arrangement. There he was called the First Assistant). When a Headmastership became vacant, the first question would be, if the school was a large school, is there a man in one of the small schools we wish to promote to this particular school, and if a small school was vacant the Board would take the list of Second masters, and that list had all particulars, including length of service as teachers, length of service under the School Board, and so on. They had the record of his teaching. That record was kept in the office. It might be taken from reports, and the teacher himself, if he had obtained anything in the way of extra qualifications, was always entitled to write in and have that added to his record. In Glasgow itself there was another report, which the Board might have obtained from visiting members—the schools were assigned to particular members for visiting purposes—or from the paid school visitor.

If His Majesty's Inspector did refer to these men's work in any way, that would be considered as well. The School Board would appoint the man who was most efficient. Of course seniority was always a strong factor in the situation, other things being equal. If the first man on the list was known to be a thoroughly efficient teacher, there would be no particular reason why the Board should go down the list and put anyone over his head. But they did not stick to seniority. It might be that there was something in the special circumstances of the school which made it desirable to appoint a man who had some different experience from the man who happened to be senior on the list. I think, generally speaking, there was satisfaction with this system of appointment. I think the teachers were satisfied. Now and again you had cases where teachers alleged favouritism, but you have that sort of thing in all professions.

The Inspectors in no way report to the local authority as to the teachers so far as the question of salary is concerned. I suppose one acquires a certain amount of experience from being a member of a local authority and visiting the schools a good deal. A considerable number of them do visit the schools a good deal, but so far as the quality of Assistants is concerned the opinion of the Headmaster would always go a very long way. The composition of the Board is varied, but common sense goes a long way in forming a judgment of the teacher's efficiency. Presumably the ratepayers have selected people to represent them with a fair amount of common sense and a certain amount of business capacity; and if you have a School Board which comprises a mixture of educationalists and business capacity you will arrive at a fair result, I think. You may be interested to know that Edinburgh University was formerly managed entirely by Edinburgh Town Council, and the appointment of Professors there, I think, was done fairly satisfactorily—they succeeded in securing a considerable number of good professors.

The Edinburgh Town Council also had the management of the Edinburgh Royal High School until it was transferred to the School Board. I have had experience myself of a business committee which had to appoint professors, and I think that with, as I say, common sense combined with business ability, actual educational experience is not indispensable.

In the great majority of the country districts there was a fixed salary in the sense that there was no scale, but it did not prevent the teacher from getting an increase of salary. The increase given was more or less voluntary on the part of the Committee. It was really not regulated by any fixed rule. Most School Boards, if they found the teacher was staying with them for a considerable time, did recognise the necessity for doing something more than paying the initial salary. I agree that the teacher had an incentive to work, because if his work pleased the

parents of the children he had a reasonable hope of getting an increase. The Craik Committee recommended scales universally through the country, as they preferred a system of regulated scales to the somewhat voluntary system. This is considered to be an improvement.

The case for a scale, on the face of it, was apparent; but so long as there was a sufficient supply of teachers in the country the small School Board would not pay more for its teacher than it could possibly help. As I say, the salaries for years must have been regulated very largely according to the law of supply and demand; and then another factor in the situation, a very important one, I think—it might apply to Ireland as well as to Scotland for all I know—is that there was a strong temptation on the part of teachers to stay at home or as near home as possible. A girl living at home—it applies more to women teachers than to men—a woman teacher who had an opportunity to stay at home was always willing to take a much smaller salary for the sake of staying at home than she might have got somewhere else. All these things tended to keep down the salaries of the teachers. Whether that teachers lost in efficiency because she was getting a fixed salary and not a scale salary is one of those questions which nobody can answer. It depends entirely on the personal equation.

A number of Scottish Boards have adopted the Craik Scale, but it would be wrong to give the impression that at the present moment it has been generally adopted throughout Scotland. We are dealing just now with a state of transition of a very peculiar kind. You have 950 authorities who will be superseded by something like 40. Naturally the former are disposed to do nothing when going out of office, and a great many of them will leave matters over until the new authorities come in. To adopt the Craik scale in a single parish just now might mean 3d. or 4d. on the school rate for next year right away. A moribund body is not going to go out of office with anything of that sort. The same increase made for the County might only mean $\frac{1}{4}$ d. or $\frac{1}{2}$ d. to the parish. The Craik scale will effect a very considerable improvement in the salaries of the teachers throughout Scotland; and, of course, I hold the better you pay the teacher the better it is for education.

Probation and Training.

So far as the Central Authority are concerned, the teachers who have completed their course of training in the Training College are regarded as on probation for two years afterwards. They are recognised as fully certificated teachers, and they have the benefits of the Superannuation Scheme. It is only after teaching for two years and having a satisfactory report from the Headmaster and our Inspector that they receive their final certificates. Some of the School Boards have a short period of probation besides that. For instance, the School Board of Glasgow appoint all teachers, whether fresh from the Training College or not, on a period of three months' probation, and at the end of that three months, if the report from the Headmaster is satisfactory, their appointment is confirmed. It is a very rare thing for the Department to withhold the final certificate. It has occurred in one or two cases. It is possible for a teacher to get an appointment as principal of a small school in Scotland while in the probationary period. A teacher is regarded as certificated from the time of leaving the training college.

In the case of students who wish to become teachers and who are in a junior student centre, most of which centres are attached to the higher grade schools, the Headmaster of that school would be asked for a report as to whether the student would be likely to turn out a satisfactory teacher. A certain amount of practical work is part of the training. He is not in the position of the old pupil teacher, because the old pupil teacher, within certain limits, might be in charge of a class, but the junior student does not count on the staff. The junior student is there simply for the purpose of learning how to teach.

There is a maintenance allowance for the junior students, and they are dealt with by the Secondary Education Committees just in the same way as students who wish to go to the Intermediate and Secondary Schools. I think the appointment of junior students has proved to be a considerable advance on the old pupil teachers' system. There is the alternative course based on going through a secondary school and obtaining the leaving certificate. At one time the pupil teacher was a person who taught the whole day, and got his instruction either before or after the ordinary school hours. When I went to Glasgow first, the pupil teachers at that time were teaching all day and they were attending evening classes for instruction so many days of the week. The Glasgow School Board, instead of having pupil teachers instructed in the schools in which they were teaching, and by the Headmasters and teachers of these schools, adopted a central system. All the pupils teachers were brought to a common centre for so many hours each evening in the week, and I think on Saturdays. As competition grew it began to be felt that the strain was pretty considerable, and the Glasgow School Board, so far as Scotland was concerned, took the lead in cutting down the day hours for teaching and arranging for the instruction of the pupil teachers during the day. A number of the Headmasters then began to feel that the pupil teachers were not such an important factor in the schools as they had been, and I remember several of them complaining to me about the change. The School Board, however, felt that some relief had to be given to these young people from the strain they were having, and they adhered to the new system. As time went on an undue proportion of places in the Training Colleges came to be filled up from the town schools where better arrangements were being made for instruction than from the country. I do not say the country pupil teachers were excluded; a certain proportion of them came in, but more and more the Training Colleges were being filled from the large towns, and the numbers of country teachers were limited. The pupil teachers who had served their time in the country were being driven more and more into the Acting Teachers' Certificate examination. It began to be felt also that the pupil teacher system was becoming of much less account so far as the staffing of the school was concerned, and that the arrangements for education from the point of view of scholarship were not quite satisfactory, and eventually the Department devised the Junior Student system, which gives much more importance to the education in the earlier stages and the practical training in the later stages than the old system.

The normal Junior Student's course is three years. Some take four years. That is before they go to the Training College. They are expected to obtain the Intermediate Certificate before they start on the Junior Students' course. They have three years of the Junior Students' course. Then they can receive a certificate, a probationary certificate, at the end of two years in the Training College. During the two years' probation they are paid as certificated teachers. Their increments depend on their employers. If they failed to get their diploma at the end of two years, the time is extended for them for another year. There may be a third year and there may be a fourth year for certain teachers in training, but two years is the minimum period. The Junior Students' course is really part of the work of the higher grade school.

There is no special salary attached in respect of instruction of such students. These Junior Student Centres are in the large towns and are through the country as well. We attach the greatest importance to the Junior Students that we are able to get from the country districts. If a teacher does not get the diploma after three years he has got to look out for something else. After probation, if assistants have not been able to find any head teacher to give a satisfactory report, or any inspector who is in a position to contradict the headmaster or the headmistress, they are considered not suitable for the teaching profession. The cases are very rare. We give them a three years' period, and sometimes more.

Staffing of Schools.—The number of teachers in a school in Scotland is fixed partly by the Code of Regulations for day schools. We recognise the head of a school as good for 50, and then we expect to have a teacher for every 60 or portion of 60 after the first 50, the Code providing that there ought never to be more than 60 pupils habitually in charge of one teacher. A headmaster and five assistants would be good for 350 pupils. We should expect the addition of another teacher as soon as the attendance went beyond 350. Of course I do not mean to say if we found at the end of the year that there had been an average attendance of 355 or 360 that we should penalise that school. One must always allow for there being temporary increases of pupils. It is for the local people to add another teacher. As a matter of fact the majority of schools of that sort are probably staffed slightly beyond the minimum requirements of the Code, a great majority of the Boards have a much more liberal staffing scale than required by the conditions. They are not bound rigidly by fixed averages.

If the average is reduced it is a matter for the local authority, we do not object if they choose to keep on the same staff for the reduced number. If the School Board are keeping a very watchful eye on their expenditure they probably will take the first opportunity of reducing the staff, working simply on the minimum requirements. They might dismiss a teacher on the ground that the teacher could be spared, but usually they wait until a vacancy occurs. Of course larger Boards would transfer the teacher from one school to another. We are entitled to ask for a second teacher as soon as there are over 50 pupils.

In our report there appears to be one certificated teacher for every 34 pupils. This is caused mainly by schools staffed in excess of minimum requirements. In the code provisions a headmaster or a headmistress counts for 50 pupils and we require a certificated teacher for every 60 over that, but there is nothing to prevent the Boards staffing the schools more liberally. Part of that 34 is no doubt explained in this way—when you come to the upper end of the school—in an elementary school—you have so-called supplementary classes which provide for pupils of from 12 to 14 years of age, and there we do not allow the classes to exceed 40 in number. Then in the Intermediate and Secondary schools, which come under the Code, classes must not exceed 30; so you have all these teachers with 30 and 40 pupils who count in fixing the average, in addition to teachers who are appointed by the Board in excess of requirements, and you have also to reckon with the large number of schools in the country which have not more than 20 or 30 on the roll.

Our Department is not really concerned in keeping down the number of assistants in the school. It makes no difference to us so long as the minimum requirements are met. Our grant is a capitation grant based on average attendance. The only rule when the average falls below 50 is this, that they know if the pupils go below 50 that the second teacher is not absolutely required in order to earn the grant. They can exercise their discretion. Incidentally I might say that, for a number of years there has been given through the Secondary Education Committees an additional grant to schools that staff in excess of the Code requirements. If you had a school for 50 pupils with a head teacher and an assistant that school might get from the Education Committee an additional sum towards the salary of the second teacher. The provision dealing with that limits it to schools under 180. The general practice is that if the average is declining the teacher is retained until he gets a position elsewhere. So far as my experience has gone the Department have not had an appeal from a teacher who has been dismissed on these grounds. That is a matter for the School Board.

The larger towns that I have experience of—Edinburgh and Glasgow—staff considerably in excess of the Code. The average class would be somewhere about 50 or so. There are classes of 60 and in some cases even bigger. If the School Board had graded the schools according to the number on the roll, and the number dropped I should think judging from past experience what would probably happen would be,

assuming that the headmaster was not in any way responsible for the drop and that it was due to a reduction of the population, the School Board would take the opportunity of putting him in a school where the salary would be up to what he was receiving. I cannot recall any case of reduction because of lower average attendance. Glasgow had its salaries arranged on a basis according to the size of the school, but I have no recollection of a headmaster having his salary reduced because of a mere drop in the average attendance. Our Department may pay less in grants but the local authority make up any difference. The teacher in Scotland has in the matter of appointment absolutely nothing to do with the Central Authority. The School Board makes the agreement with him and they are responsible for carrying out that agreement.

Small Schools.—The salary of the teacher in small schools depends on whether the local managers choose to have that school with the full status of what is known as an Annual Grant School, in which case they require to have a fully certificated teacher who would be paid the salary that prevailed in the locality for such a teacher, or if the pupils are not over 15 in number and it has simply the status of a sort of side school, it is not necessary to have a fully certificated teacher, and the Department, instead of paying grant by capitation, pay one-half the salary which the local authority find.

The average salaries of teachers in small schools are less than the salaries of teachers in larger schools. They are notably less in the case of teachers who are not qualified. Generally you find these schools are kept going by girls of 18 or 19 who had been in a secondary school and not gone in for any training, and who might be living at home in the locality and earning anything from £25 to £45. In a school of over 15 with a qualified teacher the salary of the teacher in that school would, in all probability be considerably less than that of an assistant teacher in an ordinary school. There again the Board would depend on having somebody belonging to the locality. The salaries for these are comparatively small, running to anything from £60 to £90. Some of the headmasters of schools with something like 100 or 120 in the country are probably quite as well paid as the minimum salaried teachers in the bigger towns. There is always this to be taken into account, in the country districts there is usually a house for the teacher with rates and taxes paid and coal sometimes in addition to the cash salary.

There is no rule in the matter. Each School Board is a law to itself. In the matter of salaries it would all depend on what is being paid by neighbouring Boards. If you had a rural Board not far away from a large town that rural Board would pay bigger salaries than the rural Board in a more isolated district. The difficulty is to lay down any kind of definite scale for very small schools. The conditions of salary up to the present are governed very largely by supply and demand in Scotland. There is a pretty fair number of schools with an average under 25 in the country districts in Scotland. The average number of pupils in schools is about 200. That is largely due to the big schools in towns. I have a certain amount of sympathy with the teacher who is taking an interest in the attendance. Of course it is not his formal duty. In small schools in isolated districts where the children may be a considerable distance from school a conveyance may be provided by the local authority since 1908. They can provide conveyances for the pupils, and if that is not convenient it is open to them to pay for lodging near a school, and the third alternative is having a little side school with an unqualified teacher. A number of Boards have adopted locomotion and shut up small schools. It was thought better to send the children to the larger schools than continue the small schools.

Capitation Grants.—The condition of giving the grants are apart from certain modifications for Highland Counties the same all over, and the average amount as we estimated it for Parliament last year was 28/4 per head average attendance. That does not take into account the Fee Grant. The grant given in relief of fees amounts to 12/- per head, 10/- from

the Treasury and 2/- from other sources. The capitation grant consists of 18/-, 20/-, or 22/- according to the age of the pupils. Then you have an extra grant for drawing, and you may have further additional grants for practical work such as experimental science and manual instruction. Obviously one school does more of that than another. In the elementary part of the Code supplementary classes come in, and there is a grant for all those who have passed a qualifying examination of 50/- per pupil, and practical work may be added to that. There is an extra 1/10 for specially meritorious work. There is no distinction except that the voluntary schools in Scotland are allowed an extra 3/- per head.

The Glasgow School Board statement for 1916-17 shows that their income consisted of fees and fee grants, 19/1½, from the Department £1 11s. 5½d., from the school rate £2 11s. 7½d., and from other receipts 1/3½, making a total income of £5 8s. 5½d. per child. They show the expenditure under only two heads, the salaries of teachers representing £8 18s. 3½d. and the balance £1 5s. 1½d. for other expenses. I should add that the Glasgow figures do not include the sums paid annually for interest and repayment of loans. The figures include a certain amount of secondary instruction, but they do not include the whole.

For Scotland you cannot possibly separate its Primary figures from those for Secondary Education. The Grant does not necessarily mean that we insist on any addition from local rates. Sometimes there are cases in which we do.

Blind Children and Deaf Mutes.—No School Board so far makes any provision for residential blind or residential deaf mutes. Some School Boards have made provision for classes for the blind, and one or two for deaf mute classes. The grants go chiefly to residential institutions under voluntary management. The grants are given under a special article of the Code—Capitation Grant. The amount is fixed at something like half of what we understand is the cost. In the case of blind and deaf mute children we are paying £12 10s. in residential institutions and £8 10s. on the average attendance in day schools; and for defective and epileptic children £11 10s. in residential institutions, and £5 10s. in day schools. In addition to that these children get the ordinary fee grant of 12/- per head, and if in voluntary schools the 3/- per head which is paid to voluntary schools.

It would be possible for a Board to make their own provision for deaf mutes.

Allocation of Equivalent Grant.—Lately equivalents have gone into the Education (Scotland) Fund and are distributed according to the requirements of Secondary Education Committees in the first instance, and any balance left, after what you may call first charges are met, is distributed to the School Boards and the voluntary school managers in the districts according to the average attendance. It may be that in a great many parts of the country there is nothing left after meeting all other charges. The grant made in 1917 was mainly ear-marked for teachers' salaries. Part went into the Education (Scotland) Fund to be distributed through Secondary Education Committees. Under the Education Act in addition to the amount received in 1914 we get 11/80ths of what is paid to England in excess of what England had in 1914. If there is any increase in England we get a proportion. There are some exceptions. I am speaking broadly. When England gets the increase we get the corresponding increase subject to the conditions laid down in the Act.

What happened last year was that we knew the number of teachers amongst whom the grant was to be distributed, and we intimated to the School Boards and the other managers of schools the amount of the grant which would be assigned to them, and we then asked them to show us the scheme of allocation of that amount amongst teachers. We distributed the full amount available. We assigned an extra £50,000 this year to teachers' salaries, and it will be distributed amongst School Boards in the same way. Teachers were receiving a war bonus to a certain extent before the Fisher grant came into operation.

The Treasury agreed to find a certain amount for war bonus on condition that an equivalent amount was found by the local authorities for teachers with salaries not over £160. As a matter of fact in a considerable number of cases the local authorities did find the equivalent, and in many cases gave a bonus in excess of the amount which would earn them the equivalent grant. A number also gave bonuses to teachers whose salaries were over £160. Then the Fisher grant came along, and the Treasury when we got into communication with them intimated to us that the equivalent for Scotland must include the war bonus, and it became a first charge on the first 11/80ths paid in respect of the Fisher grant. We paid grants for war bonuses for only the one year. They were merged in the increases subsequently. The average increase under the equivalent of the Fisher grant in Scotland, with the addition from local authorities, was £18 per head. That includes to a certain extent war bonuses which were merged. The war bonus became permanent salary in many cases.

A point was raised about retired teachers. We set aside a certain amount to supplement retiring allowances to teachers, who have less than £52 a year. We distributed about £3,000 amongst 250 teachers. We had a number of representations from the teachers with small retiring allowances, and we thought it a reasonable thing to do for the duration of the war.

Pensions.—We have a national scheme of pensions. It is open to local authorities if they choose to supplement it. We have had a scheme since 1912 quite apart from the old superannuation scheme of the Elementary Teachers Act. The 1908 Education Act gave us power to frame a new scheme which superseded the old arrangement and came into operation in 1912. It is on a contributory basis. We shall require to consider whether we should scrap our present scheme and adopt pretty much the new English scheme.

High Standard of Education in Scotland.—I think the high standard of education in Scotland is very largely due to the long period during which there has been practically a national arrangement for education in Scotland. If you go back to the sixteenth century or thereabouts provision was made for the existence of a school in every parish. The landowners were obliged to find a parish church, a manse for the parish minister and stipend; they were also obliged to find a school and a house for the schoolmaster and a certain amount of salary, which I think did not exceed something like £70 or £75 for the schoolmaster. After that it was a simple thing to get the schoolmaster and, as he generally took the fees, in a very large number of parishes in Scotland he was quite as well off as the parish minister. He had also at that time the same tenure of office. It was practically a life appointment subject to good conduct. That began in the sixteenth or seventeenth century. That was supplemented by other arrangements as time went on, and the Churches did a good deal by adding to the school accommodation. Naturally when one parish church ceased to be sufficient for the parish as the population grew, in the same way the parish school ceased to be sufficient for the children, but the churches generally took up the matter and provided the additional accommodation that was required until the State began to give grants somewhere about 1838. Scotland began to come in for its share of public money then and the school accommodation gradually grew until 1872 when the new system came into force. One other factor in the situation in the way of providing accommodation was undoubtedly what is called the Disruption in the Established Church in 1843. Additional churches were started in a very large number of parishes by the Free Church, and in most cases where they planted a church they also planted a school, and that meant from 1843 up to 1872, when the new Act came into operation, there was a great deal more accommodation provided. In the meantime other denominations in Scotland were also finding schools for themselves. I think it is very largely due to the long tradition of what you may call public management.

I was brought up in a country village and my recollection is that the great majority of the children

attended school. It was a natural thing. There were two schools in the place; each had about 200 children, and I think it was the usual thing for parents to send the children to school as long as they could. I do not think in the country villages as a rule compulsion when introduced made a great difference. It made a certain amount, but not a great deal. In the large towns the case was different. Since 1872 compulsion has been universal throughout Scotland. In Scotland the Act of 1872 made compulsion universal throughout Scotland, and it was the business of the School Boards to enforce school attendance. The parents were liable to be fined, and to be fined much more heavily than in England. My recollection is that the Education Act of 1870 in England fixed a maximum fine of 5/-. In Scotland the maximum fine was 20/-, and it was open to the Court to impose another 20/- for expenses. In the country parishes there was less need for compulsion.

Junior Student Centres.—Junior Student centres have been attached almost entirely to either intermediate or secondary schools. They are pretty well all over the country. They have been so arranged as to meet the needs of every locality. These schools are the means of bringing a higher type of education within the reach of the population generally. They have been multiplied very considerably in more recent years, but on the other hand there is this to be kept in mind that for the period before higher education began to be developed in Scotland, in the old days, a large proportion of the schoolmasters were able to fit the boys for the universities as the universities were arranged in those days. Two factors led to the increase. First of all the university work was reorganised.

I think the date of the Act under which the changes took place was 1889. The Commission which sat under that Act established a preliminary examination for the admission of students wishing to qualify for degrees in the university, which had the effect of raising the general age for admission to the university. Schools had to begin to stretch up to meet this new requirement. This change in the universities was one factor. The other important factor in the situation was that in addition to the provision which was made in the ordinary code of regulations for day schools, the Scotch Education Department got out of an equivalent grant in 1892 £60,000 for secondary education purposes in Scotland, and at the same time some additional freedom was given in the management of secondary schools as distinct from the schools that were receiving the grant under the ordinary day school code. That £60,000 was of no little consequence to Scotland because while distributed to secondary schools and to managers of secondary schools without any definite conditions as to what additional money they were to find it really influenced school boards and managers to improve intermediate and secondary education in Scotland, and this accounts for a number of new schools established since that time.

All teachers working in intermediate and secondary schools in Scotland are paid more or less on a higher scale than the teachers in elementary schools. All those schools where junior students are trained would be classed as intermediate or secondary schools. I cannot recall a junior student centre not attached to either an intermediate or secondary school. The great majority of these intermediate schools have primary departments. There is a higher department and a primary department. In Edinburgh you have two junior student centres which are attached to secondary schools where there is not a primary school. The junior students go to other primary schools for practical work.

Degree.—If a student who is looking forward to teaching is going to take a degree it means that he has two year's additional training, and I think he ought not to lose financial benefit for the whole of that two years.

Equipment.—The Scotch schools are generally very well equipped. They are kept in good repair and heated and cleaned and supplied with books by the local authority. Out of the 960 School Boards there are something like 580 which provide books. In the

case of the rest the parents provide the school books themselves. In the case of voluntary schools the practice varies.

Training Colleges.—The training colleges apart from the two denominational ones are managed by provincial committees composed to a large extent of members of School Boards in the particular province and a certain number of representatives from the university and other educational bodies. The arrangement is that students who are attending at a training college and who satisfy the Committee that they are qualified may attend certain university classes. There is no official connection between the university and the training college in the sense that the university is in any way responsible for the training. The whole responsibility rests with the provincial Committee to make arrangements with the university. If a student

is aiming at a degree at the same time as he is having his training the practice is rather for him to devote his time to the degree and take the additional year for practical training at the training college.

The training colleges are in Edinburgh, Glasgow, Aberdeen, St. Andrews and Dundee, the last two of which work together. The existing buildings were erected by the Churches which managed them before. The newer buildings which have been erected are erected out of the funds provided by the Scotch Education Department. We have had Treasury grants. There is an estimate for the training colleges on the usual Vote and that may be supplemented from the Education (Scotland) Fund. In the new Act the Department have taken power to raise so much from local sources in proportion to the number of students that may be sent from each district.

REV. J. E. BROWNE, Representative of Managers of Protestant Schools in Belfast.

I have been a manager of schools for almost twenty years. The first five years in the country as manager of a school in Co. Antrim with about 90 to 100 pupils, and then manager of St. Stephen's Schools (two), each with an average of 90, and for the last four years manager of St. Mary's Schools, Belfast, with an average in the senior school of 420 and in the junior school of 350, and another two schools with an average in the senior of about 180 and in the junior of about 115 or 120. I have had a good deal of experience of the management of large schools in Belfast.

I have very strong views about the initial salaries of teachers; they are too low, especially the minimum salaries. My experience is that the salary does not attract many men in Belfast at present. The following considerations should be taken into account in deciding the initial salary:—(a) The increased cost of living; (b) the length of apprenticeship served by monitors and pupil teachers with small remuneration, added to two years in training with no remuneration except board and lodging; (c) the teaching profession should be provided with an initial salary equal to that received by bank clerks or by second division clerks at the age of twenty; (d) tradesmen just out of their time receive more than teachers will receive for many years. If asked to suggest an initial salary I should say £100, or perhaps £5 a year less for women.

The teacher has the formation of the character of the rising generation. Teaching should be made a real profession. We have four mistresses at present, and we could do with seven. We find it very difficult to obtain them, but we find it easier in this respect than other schools simply because our school is a good one and has a good name. I would not differentiate between the teachers in the city and country as regards salaries except on economic grounds. The extra cost of living in a city or town should be taken into consideration, and then, I think, the size of a school makes a difference. Scales of salaries should be fixed by experts. The character of service should be taken into account, if not, a premium will be put upon inefficiency. No increment should be refused without careful enquiry by at least two inspectors. The teacher should have the right to appeal. My view is that you cannot expect a man to get an increment unless he is worthy of it and earns it. I think a year's warning of danger of losing increment would be very good.

Teachers as a whole have a high sense of duty and responsibility. Speaking from the knowledge of the teachers I have at present I think so. I have a very capable staff of teachers. Some of them have great influence over the children morally and otherwise. It is the character of the children we should look to, and we want teachers of the highest character. The teacher should have the right to appeal, because sometimes a teacher feels that he is rather hardly treated. The inspection is supposed to have nothing to do with the proficiency of the pupils at any certain time of the year. I know a school where the inspection has come repeatedly in the first half of the school year, as early as September or October, and the teacher has not been recommended for promotion and he feels sore about it. He thinks the inspector should come every second year in the latter part of the school year. Although the inspector has to look into the teaching

qualifications of the teacher yet he does ask for a certain standard of knowledge from the class, and, if the teacher has only had the class for three or four weeks it is unfair to judge him by the proficiency of the class.

If it could be arranged to have the inspection come every second year in the latter part of the school year it would be better. I was always a strong believer in the old system of individual examination, when the pupils left the school knowing more than they do at present. The employers of labour will tell you that in the old days the pupils coming to an office knew their work better than at present. They are no use now unless they have put in some time in a technical school. The pupils worked harder under the old system and attended more closely to their lessons. They do not work so hard under the present system, simply because there is no individual examination.

I am in favour of, in some measure, recognising a teacher who is specially promising. I think it is a great pity that a plan could not be adopted to improve on the system of the appointment of teachers to the more important schools. At present it is under the control of the individual manager, who has to consider local interests. I would be in favour of a panel being drawn up in connection with appointments, containing the names of teachers recommended by the National Board. A panel would be a good thing if the individual manager were not affected by local interests. If I have to make the appointment of a teacher there may be the son of a parishioner fairly well qualified but not by any means the best man. My alternative to putting the responsibility for the appointment on the manager would be to put it on the local authority. Under that arrangement members of the Committee would be subject to pressure analogous to that put on the manager, but the manager would not have to bear the brunt of it.

Some part of a teacher's salary should be given in proportion to the responsibility of his work. There are assistants who do very good work, who would make efficient principals, and who have never been able to bring influence to bear upon managers when principalships are vacant. I have known some very capable teachers who were pensioned while assistants. There is a very great difference at present between the salary of the headmaster of a school and that of the very best assistant. The teacher who has spent a number of years as assistant should certainly go up higher than at present. With regard to the salary that should be paid to a principal I would base that salary more on the responsibility, because very often in a large school I do not think the principal has as much work to do as some of the assistants.

While recognising the fact that a woman succeeds best as a teacher of some standards, I think that a man's salary should be higher for economic reasons. A married man should be paid at a higher rate than a single woman. No man should be asked to give his life to a profession in which it will be financially impossible for him to get married. A man is usually charged more than a woman for permanent board and lodging. If we want the best men for the work, the inducement of an adequate salary must be given.

However great the number of applicants may be women should be paid an adequate living wage. I do not think her salary should be lowered by supply and demand. A manager of a large business usually receives a larger salary than a man who manages a similar business on a small scale. The best men will not be attracted to the profession unless there are chances of big things for the most efficient. The capitation grant lately made to principals meets this to a certain degree, but it makes too great a difference between the salary of the principal of a large school and the best assistant in the same school. The present system of appointment does not mend things. A clerical manager has many interests to conserve. He cannot pass over a fairly well qualified applicant if he happens to be a parishioner, and he often has to refuse to appoint the best man among the applicants.

I would be in favour of paying a better salary to a man who had an honours degree, or some such diploma for teaching. The average upon which schools are graded might be the mean between the number on rolls and the average attendance. The salaries of monitors should be increased. My experience is that some of them cannot afford to go on for teaching as a profession because they cannot afford to stand the financial strain of the two years' training. I should feel inclined, from experience, to confine training to those who had already received monitorial training of some kind.

Evening schools should not be required if you improve the equipment of schools and enforce the law for compulsory attendance. Make every child attend school until he is 14. Then there should be no necessity for Primary Evening Schools. At present a child can leave school at 11, if he has passed through fifth standard. When he is 16 he has forgotten much. He then wants technical education and he cannot take advantage of it until he goes through a course of primary education. Proper continuation schools, as contemplated in England, would be a great boon to the community. I am in favour of the enforcement of attendance. I happen to be a member of the Belfast School Attendance Committee, and I know from experience that parents keep their children at home to work. A woman is asked to pay a fine of 5/-, and she pays it smilingly. She is exempted for another two months, and then comes again and pays the fine. The law is not strict enough.

The present untrained teachers should be given the opportunity of becoming qualified by one year's training. Afterwards none but trained teachers should be eligible for appointment. They had the opportunity of becoming trained before on a one year's course, but they should be given one more chance. If there were ample accommodation in the training colleges there would be sufficient trained teachers.

As regards the salaries of principals of large schools, the teachers I am best acquainted with are teachers in large schools. Any principals I have met seem satisfied with the recent advancement in their salaries. If compulsory attendance is enforced and the law enforcing it strengthened, no portion of the teacher's salary should depend upon a capitation grant. If the grant is continued it should be distributed among the teaching staff. By the present arrangement the principal is tempted to overcrowd the school and the assistants are tempted to be lax in enquiries about absentees. Grants should be made for the instruction of pupils in Algebra, Geometry, and French. It might be better to make these subjects compulsory in sixth and higher standards. An adequate fee should be given, so that monitors may be fully prepared for the King's Scholarship Examination, and so that it should not be necessary for them to pay for tuition after school hours. The assistants should share this labour and its emoluments.

I think the payment for instruction of monitors should be made for each year and that the teacher should be given some remuneration for the training after the inspector has reported on the proficiency of the monitor. I should say 40 instead of 45 as the average warranting the appointment of an assistant. I am even inclined to think it should be lower still. As it works out at present some of the teachers have very large classes. In my senior school there is a prin-

cipal with nine assistants; the classes are divided, one teacher for each standard, and it so happens that very often a great number of children come up who are just only in the first standard of the senior school and one teacher has a class of about 90.

Pensions should be founded on a Civil Service basis and be non-contributory. There should be optional retirement at full pension after 40 years' service. Compulsory retirement at ages fixed as at present. Provision should be made to meet the necessities of each case. Encouragement should be given to teachers to contribute to a disablement fund. In no case should a teacher absent through ill-health be called upon to pay a substitute. It is not fair that the salary of a substitute should fall upon the teacher and that he should be deprived practically entirely of his salary at a time of ill-health when he has many expenses to meet. In cities many small schools badly equipped could be disused and large municipal schools built.

In connection with distribution of grants from public funds an improvement in the status of teachers might be effected by applying to them the ordinary conditions of the Civil Service. If this removes the liability of managers for the insurance of teachers whom they do not pay, it will be a great advance from a managerial point of view. It will certainly improve the status of teachers to apply to them the ordinary conditions of the Civil Service. It would be a great improvement if portion of the expense of Primary Education were defrayed by local taxation—(a) from the teacher's point of view. They will be saved considerable expense. In many cases they have to provide for the upkeep of their schools. (b) From the managers' point of view. They will not be harassed by the continual raising of funds for day schools. (c) From the point of view of the community. There will be healthier schools and better education. This problem is acute in Belfast. (1) The upkeep of the schools is a heavy burden that falls on a few and not on the community at large. (2) The equipment is inadequate and out-of-date. (3) The schools are overcrowded. There is urgent need now for additional accommodation for 15,000 children. In the near future at least 10,000 will have to be provided for. Many of the existing schools are not suited for education. Only three schools have been built since 1913. Reasons for not building are to a small extent the increased cost of materials, and the difficulty of obtaining permits. The chief obstacle is the difficulty of obtaining funds locally. The wealthier citizens think it wrong to give financial help to a system that they condemn. If proper school buildings, properly equipped, are to be provided for large populous centres, either the State grant must be considerably increased or local taxation brought into force. The voluntary system of providing schools has proved inadequate and managers have grown weary for want of sympathy from both the public and from the Commissioners of National Education, and by agitation on the part of teachers against clerical control. Local taxation would be a great boon for the provision, equipment, and upkeep of proper school buildings.

I went to a parish in Belfast four years ago and the first thing that met me was a debt of £2,800, mainly on school buildings. The parish had spent between five and six thousand pounds on school buildings. They purchased a school mainly with the object of mission services, and Sunday services. In it there was already a day school. They paid £250 for the premises. Immediately the Corporation came in and said this and that were not right, and they had to enlarge it until the cost ran to nearly £1,000 before they had finished. Then, when I came there was £2,800 of a debt. We have worked it down to £1,600 and it is crippling us in every possible way. This is what we have to spend every year. There are two sets of schools. One set costs £182 a year, including insurance of teachers and interest on the debt, ground rent, coal and cleaning, caretaking, and repairs, which were very small. The National Board grant was £18. We received from children attending the school, for coal, £17 10s. The teachers by an effort in connection with a sale of work raised over £25. But the parish had to pay £71 for the privilege of running the school.

The other school cost £87 for the year. The National Board grant came to £9 10s.; the children's coal money to £2 11s.; concerts, £25 18s. 4d.; leaving the parish to pay almost £50, so that we have to pay over £120 per annum for the privilege of running the schools, and only 50 per cent. of the children that attend the schools belong to the parish.

We consider this burden an imposition because we believe that the cost should be spread on the community at large, and not on the few people that are responsible for the upkeep of the church. The community in Belfast says that the whole system is wrong. The Chamber of Commerce, the other day held a meeting and decided that it is the right thing that the whole city should provide the school buildings, and equip them and pay for the upkeep, and that our education is lagging behind. We are 15,000 short at present in accommodation, and in another ten years we shall be at least 25,000 short, and as a body the Protestant community intends to build no more schools or have anything to do with school building. They are quite prepared to face an education rate and let the whole community do the work, and not the few people who attend the churches. I individually shall never ask for a penny for the building of a new school at any place, and nearly every Protestant manager in Belfast takes the same line.

Including Christian Brothers' schools in Belfast there is accommodation for 12,870 Catholic children. That is the School Attendance Officers' numbers; and there were actually on the rolls of these schools in September of 1918, 16,956 children. The average attendance was over 13,000. I am speaking only for Belfast; and it would be utterly impossible to obtain money from people in Belfast at the present time. They would say we are quite ready to give it as a rate and not a voluntary contribution, because the schools you build by voluntary contributions are not suitable. They have not proper accommodation and equipment. We want accommodation for 10,000 Protestant children. We can get that no other way except by a local rate. There are a number of children not on the rolls, and anyone sitting on the School Board will be told by the parents when summoned that they brought the children from one school to another and could not get accommodation for them. It is part of the duty of the School Attendance Officer to find schools for these.

I shall read the questions asked the Protestant managers, Presbyterian, Methodist, and Church of Ireland. The answer was "yes" in almost every case: (1) Do you think the time has come for an Education Rate for the maintenance, equipment and building of

schools? (2) Should a local rate entail control; would you be prepared to hand over the management to a local governing body on which the present managers should receive adequate representation? (3) Do you think it would be advisable to offer, on terms, the use of your present school buildings for National Education, for school hours only, reserving them for evening meetings and for Sunday Schools? (4) Do you think that the following safeguards would be sufficient?—(a) Right of entry for all Churches for Religious instruction of their children in every school managed by the Local Board. (b) The religious denominations of the teachers to be taken into consideration in making appointments, so that, as far as possible, the proportion of teachers to pupils of each denomination in each school may be similar. (c) Religious instruction to be given by the teachers as in the Model Schools.

While still under the National Board we could obtain this aid from the rates for buildings, equipment and upkeep of the schools. Teachers would be saved considerable expense if the schools were on the rates, for at present the teachers have to put their hands in their pockets and pay for many things connected with the schools; and if they have not to put their hands in their pockets, they have to organise a series of entertainments and sales of work to help to keep the schools. In Belfast we have to break many regulations of the National Board to keep things going. We organise, and the teachers help to organise, sales of work for the upkeep of the schools, and my teachers tell me that it costs them a couple of pounds each at each sale of work.

I do not think that we are going to get one penny for the upkeep of the present schools without the local authority having a voice in the expenditure. If the local authority put up the money and pay for the school buildings they must appoint the managers. They may do it through a Board, and I think that is what may happen.

For the schools of which I have the figures the items are: Cleaning and caretaking, £33; coal and coke, £42; ground rent, £10; water rate, £4; repairs, £7 10s.; insurance (teachers and premises), £8 10s.; interest on school debt, £28 14s. 10d.—Total: £132 0s. 10d., less £18 National Board grant, £114 0s. 10d.

We have another class of population—a class drifting from all Churches—and for them the great difficulty is to provide school accommodation. My experience is that it would be advisable to shift the burden of this expenditure from the hands of the manager and put it on the local rate.

REV. W. J. BAIRD, B.A., Representative of Managers of Protestant Schools in Belfast.

I should like to say, as a Minister in a working-class district in Belfast, what I have found with some of the young people; and I know a good many. We have a club of some fifty or sixty, and we find a girl can earn at the age of 14 years 15/- a week. She can average that right through, and some girls from 17 and 18 years of age can earn 80/- per week. We find it impossible to get first-class talent to enter the teaching profession when there are attractive callings elsewhere. In the warehouses and factories girls can find employment and can get good wages. They have a pleasant time, and will not be attracted to the teaching profession unless some proper salary is put before them.

The initial salary should be at least £100 for men. I would distinguish between the salaries paid in city and rural schools, principally because of house rent and higher cost of lodgings in the city. There ought to be a grant in lieu of house rent in cases like Belfast. I know from experience, and by coming in touch with people in lodgings and people that keep lodgers that they are not willing to keep a man under 80/- a week at the present moment. It was from £1 to 24/- in pre-war time, and a young lady would be charged from 15/- up to £1 a week.

Increments should be given at an early age so as to attract the best talent to the profession. The first increments should be automatic. In further increments special ability and enterprise should be recognised by rapid promotion. I take it for granted that supervision is given to the work of the teacher,

and unless marks of neglect of duty or anything of that sort were forthcoming these early increments ought to be automatic, so as to attract men with the assurance of a living wage in the teaching profession. Afterwards, special ability and enterprise should be recognised by rapid promotion. I really think if you are to attract talent into the profession you must give encouragement that they will not be left after entering the profession, say, when they come to 25 years of age and when a man desires, perhaps, to get married and a woman desires an independent existence—without an assurance of a living wage. Of course there are hardships in all professions and callings by misfits. I think the test should come at an early stage.

My opinion with regard to automatic increments is based on the assumption that there shall be an effective system of training in which a man will be trained and perhaps to some extent tested before entering the profession. So long as there is no adverse report, I think the teacher should get recognition for service faithfully rendered. My contention is that when he enters the profession he ought to have the promise or the security of living wage granted to him, because, having entered it at, say, 18 or 20 years of age, he is too old to strike out on a new line successfully. I have been over 25 or 26 years managing schools. I had three schools under my charge in the country—two teachers each for twelve years; and now I have a school with eleven teachers and two monitors. I had also, when I was in the country, the teachers

of other schools attending my Church. I think I have about ten other teachers attending my Church at present, and I should like to bear this testimony to the teaching staff that I have never yet come in touch with one that had not high ideals before his mind of his profession and work.

If our training colleges were associated with the Universities there would be less difficulty in differentiating from the ordinary man when making an appointment to the larger schools. In the appointment of assistant teachers—a task which is allotted to me about once in twelve months—I appoint them on the ground of merit, irrespective as far as possible of local considerations. The appointment of a principal has been allotted to me on one occasion. I got appointed from my Church representatives about half-a-dozen of the shrewdest men I could think of to act in conjunction with me and take the cases into consideration. I must say on behalf of these men they acted most conscientiously and in harmony with myself in trying to get the very best teacher possible.

I have some experience of small schools in the country. I think grading on the mere numbers of pupils in the schools not satisfactory, because very often in the country schools higher grading is more necessary than in the city. They have no facilities for secondary education such as they have in the city, and they are dependent almost entirely on the National schools. I think where facilities for secondary education are not available that higher grading should be provided in the country districts, and that teachers qualified ought to be remunerated accordingly. In the country they should have, irrespective of the size of the school, a higher-class education. Some of the best men I know are located in the country districts, where they have the opportunity of gaining proficiency not given to those taken up with the wear and tear of city life. Take my own school, where children leave about twelve, and very few remain until they are fourteen, as they have better opportunities of earning than in the country. If they are better-class children they have the opportunity of going to secondary schools, paying their fees, and getting higher education. They have technical schools also in the town. In the country they have not these opportunities, and the children of the country should not be deprived of these opportunities.

There should be sufficient salary provided for some schools in the country in order to provide that there should be there schools where higher education could be provided. The teacher's initial salary should be a living wage, and the amount of work and the proficiency manifested should to some extent regulate his promotion to the higher grade. A distinction should be made between the salaries of principals and assistants commensurate with the amount of responsibility. A principal is responsible for the organisation of his school, and for seeing the work thoroughly done in every part of his school. I think that responsibility should be recognised. In large schools sometimes the assistants have quite as much work to do, and perhaps more work than if they were the principals of smaller schools. In a school of which I am manager there are standards of 50 or 60 pupils, and the work is certainly very exacting. Teachers give their whole day-hours to the school, and then do the correction of fifty or sixty exercises. It means a heavy day's work. I think their case is worthy of consideration. The principal is the man held responsible for the school. The assistant is responsible for his own division.

A man's salary should be higher than that of a woman. I am afraid you cannot get a really talented man into the profession except you give him some encouragement. I should give increments based on meritorious work. I would limit the increments. If the work is well and satisfactorily done there should be recognition by the Board. Special meritorious work in the interests of the education of the pupils should be recognised. The teachers are only human like the rest of us, and it is an impetus to have something in front of us to encourage us to do meritorious work. I think the teaching profession ought to be encouraged in that way. These increments are over and above the automatic increments. I hold a very strong opinion regarding the whole teaching profession in Ireland that the standard ought to be raised.

I think if our training colleges could be linked up to our Universities, and a really scholastic basis laid for the teaching staff, it would be a great boon to the country. I would certainly go in for rewarding the teacher who had attained university distinctions.

There should be a considerable increase in the salaries of monitors and pupil teachers, say an average of about 9/- per week for girls, and 10/- for boys for the first year. The monetary inducement would attract talented boys and girls.

Evening schools are not ideal. A boy or girl after doing a day's work is not in a fit physical state to enter a school and fag the brain in addition to the body, thus doing two day's work in one. Raise the school age to 15, and give no leaving certificate until 14, and Evening Schools will not be needed. I think the difficulty of lack of training would be met if training were made compulsory before appointment. Those who have served under the old system should be amply rewarded. They should not be punished for being the victims of a bad system. The capitation grant had much to recommend it as it was an inducement to keep the average up to the mark. It should be divided among the teaching staff in proportion to fixed salary. In practice it is a very useful thing that the teachers should be interested in the number of pupils in the school, and there should be an inducement to the teachers to be so. Capitation should be divided amongst the teaching staff, so as to divide responsibility for attendance.

Extra subjects, if taught, should carry remuneration, but they should not be encouraged to the detriment of essentials. This does not refer to higher grade schools should they be established. The responsibility and the reward for instructing monitors and pupil teachers should not be given to the principal alone but divided among the staff. I have been discussing the instruction of monitors with some of our teaching staff and think that the responsibility for teaching monitors ought not to devolve entirely upon the principal but should be divided over the teaching staff where there are several teachers in the school, and that the remuneration should be according to the work. Of course I do not know whether the remuneration is at all worth dividing, but the idea of having the responsibility put on the whole teaching staff is to keep the staff themselves up to the mark. We can understand the temptation on the part of a young assistant teacher who is sufficiently qualified to take charge of a class not to make any further efforts at improvement. The highest class of young person you have got to deal with in the school is the monitor, and the assistant teachers should have responsibility in that direction in order to keep themselves up to the mark of efficiency.

There are essentials to be taught in connection with National schools and no extra subjects should be introduced that in any way interfere. One of the great complaints we have from leading merchants in Belfast is that the children are not up to the mark in the essentials, in writing, spelling and in methods of calculation, such as would suit them for offices in our warehouses and other places. Children should have an opportunity of learning these extra subjects if you can provide for the teaching of these without interfering with the other work that is most essential to practical life. You take the man who is a worker in the Island and has a son bent on following some pursuit. He goes to work on the Island, where wages are calculated by the hour, and perhaps by the penny or halfpenny. It is a strange thing for a boy like that to have to sit down and get a board and calculate what his wages amount to in the week without being able to do it mentally. That is one of the complaints. In evidence given by one of our leading business men he brought that point out very strongly, that business methods ought to be taught to the children so that they need not have to carry a "ready reckoner" with them going to places, and he complained bitterly of the spelling of the young pupils, and also of the figuring.

Personally I cannot give an opinion as to the average for the appointment of assistants, but observation in a school with an average attendance of over 450 children convinces me that some of the divisions are too large.

Pensions should be founded on a Civil Service basis and be non-contributory. The present regulations as

regards retirement are satisfactory. Service should qualify for pension without contributions, but contributions might be asked for as insurance against disablement, ill-health, and provision for dependents—this to be supplemented by State aid. That would cover the sickness question of teachers.

In country districts school amalgamation often leads to heartburnings, and before being insisted upon, ample consideration should be given to distance and to religious sentiments. In large centres there is great room for improvement. Small, badly ventilated and poorly equipped schools in narrow streets should be superseded by large ones with up-to-date equipment and in good environment, so far as those can be provided in harmony with religious sentiments. The real hardship is that upon which the National Board of Education has been working through all its history—that it has allowed buildings to be erected largely by sectarian rivalry throughout the years rather than by a big policy, a State policy for the erection of proper school buildings. I think a small school is a great mistake and should be avoided. When it goes below 20 it should become *non est*, especially if there are other schools of the same denomination in the district. Personally I would advocate a great deal more amalgamation between schools amongst Protestants if they could meet on neutral ground with equal standing in the school. The new school would be a public school erected on public ground.

If the status of Civil Servant is granted to the teacher it will help to solve many difficulties in regard to promotion, pensions and security of tenure. The expenses of education should be borne by the local rates. The manager at present is saddled on the one hand with keeping up his school and raising funds to keep it up-to-date. On the other hand he has the National Board to contend with, who are better at criticising you than encouraging you for what you do. And you have on the other side the teachers, who are tired of clerical managers and desirous to see the whole thing scrapped and a new system come in. The manager's position is a very delicate one. Not only that, but our experience in some instances of what happened some time ago brought the thing to an issue—when two of our Presbyterian managers found themselves in the Law Court, much to the detriment of their reputation and of their standing locally, and I had the feeling that it is hardly safe for a man to retain the position of manager of a National school. I say that while I have nothing but the most pleasant experience with my teachers during the last twenty-six years, and never had any cause for reflection one way or the other in the position I occupied. But because of the trend of opinion at the present time I had the feeling that I was long enough in the position and tendered my resignation. One man was asked if would take, it and stated he would not take £100 and have anything to do with it. I may say that is very largely the opinion at the present moment amongst the lay population in Belfast.

The difficulty of getting money to meet the demands of the National Board is a tremendous burden. I have had the difficulty of enlarging four schools during my term of managerial work—three in the country and one where I am at present. Each of these schools I have been the means of getting enlarged half as much more as they were. When I attempted the undertaking, completed some years ago, I had a Church Committee to deal with and when I put the matter before them there was almost a storm in the camp. However, I insisted and put before them the great necessity there was for extra accommodation and that the schools were not up-to-date. At last, I need not say how, I got them to consent to allow me to do it. Well, of course, when they allowed me to do it we had to get up a Bazaar, and I must say that the teaching staff stood nobly by me in the effort, and all my own church people did the same. After we had finished the work—we spent about £1,000 altogether—an inspector comes along and says "this is not right, and that is not right; you want divisions, etc.," and we had to spend some more money putting in divisions and still they were not right. I felt that really to be a manager was not a sinecure position.

(In reply to the suggestion that Catholics had provided sufficient accommodation in Belfast.)

Some of the worst cases of overcrowding are in the Roman Catholic schools. We have overcrowding in all the denominations. Here are examples of overcrowding in Roman Catholic schools—St. Patrick's School, accommodation for 160 boys; on the rolls, 288; for September the average attendance, 218; girls, accommodation for 161; 294 on the rolls, and the average attendance 222. Millfield Boys' School, accommodation for 186; on the rolls, 310; average attendance 206. Millfield Girls' School, accommodation 186; on rolls, 311; average attendance 207. St. Joseph's Boys, accommodation 194; on rolls, 301; average attendance 270; girls', accommodation, 208; on the rolls, 320; average attendance 241. One of our worst Protestant schools is in Saunders Street, where there is accommodation for 228 children; they have on the rolls 345; and an average attendance of 282. Tennent Street, with accommodation for 96; on the rolls, 226; average attendance, 110.

These instances, however, do not give us a conception of how the situation stands as a whole. The percentages provided by the Catholic and Protestant denominations, respectively, for their own populations are 18.6 and 14.8, so that the Protestants have provided more accommodation in proportion to their population than Catholics for theirs.

I will read a letter from one of our leading citizens received and read at a meeting in Belfast. The Protestant managers had been asked to attend this meeting. It is an interesting communication and reads as follows. I must say it is from Sir Robert Mc'Connell:

"Dear Sir,—I am in receipt of your communication of 23rd inst. with reference to above (National Schools in Belfast). I am in thorough sympathy with questions 1 and 2 in your circular, but to my mind it falls short of the requirements of primary education in this city. If the rising generation is to compete in the keen competition of life after the war the Belfast schools will require to be modernised and brought up-to-date in every particular. My idea is that a National grant of at least a quarter of a million should be given, or a capitation sum raised to build and equip proper schools for this city. There should be at least four schools built in each of the old Parliamentary districts of the city, one of which would be a secondary school giving a higher education and leading to the University. The present schools, such as mine, should be abolished, as they are completely antiquated and inadequate for the purpose they were originally intended to fulfil, and it would only be disastrous patch-work to try to continue their existence as schools. If such a grant was from Imperial funds the community should contribute the cost, or a proportion of it, for teachers, and this should be carried out under proper local control."

This constituted what is public sentiment in regard to the city of Belfast where school accommodation is so necessary at the present moment.

It would raise a very complicated question to put the teachers on the rates. It would differentiate between teachers engaged in Belfast and other parts of the country, and we have no desire to enter into that difficulty. There is no attempt on the part of the Belfast teachers to be otherwise but on the same status. The State should pay the teacher, but we have asked for sufficient buildings which would be up-to-date for a large and growing community—a community of abnormal growth—and that they should be kept up. The municipality or Corporation of Belfast would have the control of these schools. At the Chamber of Commerce the other day it was suggested that it could be managed so that a proportion of the rates, either by a capitation grant or some other way could be devised, by which the Catholic schools would get their proportion and manage and run the schools on their own lines as at present. The proportion of rate would be reserved for them. There were two methods suggested—one a capitation rate from the educational rate to the Roman Catholic schools; the other that rates should be earmarked as they are in some places in Canada, and go back to the denomination that they are earmarked for.

There has been no desire on the part of the Municipal Authorities to interfere in any way with the position of the managers. It is the managers themselves who have been desirous of having this serious burden of proper school buildings and accommodation put on some broader shoulders, especially in erecting schools in cases like those of Mr. Browne and my own, where we are harassed and worried to death collecting funds to run various organisations. Now I must say that to keep my own church going costs £250 a year apart from the salary that my good people pay to myself. When they reach that they are at the limit, and it is not a desire on the part of the municipal authorities at all to interfere with the present managers. They recognise the work that has been done by the managers,

clerical and lay, throughout the city and the amount of voluntary enterprise that has been manifested in philanthropic work. They are quite ready to acknowledge that, but they say that is not sufficient to meet the demands and if they have to build the schools they say that those who pay the piper ought to have the right of calling on the tune. It has been suggested that it might not be so much a purely municipal representative Board as a Board which is *ad hoc*; should I say—composed of those that are really interested in educational work and which would supervise it sympathetically and with due regard to the religious sentiments of the various portions of the community. A sixpenny rate in Belfast would raise £40,000.

GRANTS FROM VOTES OF PARLIAMENT IN AID OF EDUCATION.

I.

TABLES PUT IN BY MR. HEADLAM.

The annexed Tables (I. to VI.) are an attempt to show the amounts voted by Parliament for Primary Education in the United Kingdom in the financial years 1917-18 and 1918-19.

They cannot be absolutely accurate as the figures in the English and Scottish Votes do not distinguish clearly between the amounts allocated to Primary, Secondary and Technical Education respectively. The Scottish figures are particularly involved, and it must be clearly understood that the attempt to segregate them is rather presumptuous. The Scottish Education Department have always refused to do it. The references in Tables I. to III. are to the Classes and Sub-heads of the relative Civil Service Votes.

Tables IV. and V. give the amounts voted for Primary Education in Ireland and in England and Wales for 1914-15 to 1918-19, showing the increases or decreases for either country in each year.

Table VII. sums up the above figures, and shows what Ireland's "Equivalent Grant" would be on the basis of 9/80ths of the voted provision for Primary Education purposes in England and Wales.

Table VIII. gives for 1917-18 and 1918-19 the total of the voted provision for Primary, Secondary, Technical and University Education in England and Wales and in Ireland. The figures are extracted on the same basis, and compared as in Tables I. to III. per head of population; and as in Table VII. on the basis of 9/80ths of England and Wales for Ireland.

M. F. HEADLAM.

5th October, 1918.

NOTE.—The substance of the above was written in October, 1918, and the Tables then compiled are substantially unaltered (though a few obvious errors have been corrected), except that:—

- (1) An attempt has been made to extract figures for Scotland (Table VI.), similar to those for the other Countries in Tables IV. and V.
- (2) Notes have been added showing the effect on the calculations of later War Bonuses given to Irish National School Teachers.

The issue of the Civil Service Estimates for 1919-20 makes a considerable variation in Tables VII. and VIII. for this year.

The voted provision for Primary Education for England and Wales is now £27,327,693—figures extracted on the same basis as before. The Irish share on a 9/80th basis would, therefore, be £3,074,365—and the voted provision for Ireland amounts to £2,750,417, a total made up on the same basis as before from the various Votes. The decision of the Conciliation and Arbitration Board of 28th February, 1919, giving yet a further War Bonus to Irish National School Teachers, will involve an addition of about £200,000 in 1919-20, which would bring the amount for Irish Primary Education (calculated as before) to £2,950,417. This total, of course, takes no account of (1) the higher pensions which would be paid to Irish Teachers if the new scale of salaries is adopted; (2) the proposed stoppage of the premiums now payable by Teachers which go towards reducing the cost of the pension charge.

I should point out that the majority of the Committee (in paragraph 66 of the Report) thought that it was "wrong that the amounts of the grants for a great service in one country should be decided by the needs of the corresponding service in another country," i.e., they refused to adopt the "80ths" basis now stereotyped for Scotland, and suggested in my Reservations as the most suitable way of dealing with Ireland.

M. F. HEADLAM.

April, 1919.

I.

GRANTS from Voted Moneys for Primary Education in 1917-18 and 1918-19 in England and Wales (Details)

1917-18.				1918-19.			
Class IV. 1	A	...	£165,900*	Class IV. 1	A	...	£173,750*
	B	...	172,630*		B	...	172,800*
	C	...	12,669,455		C	...	15,924,138
	D	...	354,900 (part)		D	...	413,100 (part)
	E	...	114,950 (part)		E	...	105,200 (part)
Supplementary Estimate to Vote			3,420,000				
			£16,897,835				£16,788,988

* Expenditure for Primary Education plus 7/8ths of "General" Expenditure under the Subheads.

	1917-18.	1918-19.
Grant	£16,897,835	£16,788,988
Population (911 Census)	36,070,492	36,070,492
Grant per head of population	9s. 4d.	9s. 4d.
Children in average attendance	5,296,572	5,218,560
	(Cd. 8594)	(Cd. 9045)
Payment per child in average attendance	£3 3s. 10d.	£3 4s. 4d.

H

II.

GRANTS from Voted Moneys for Primary Education in 1917-18 and 1918-19 in SCOTLAND (Details.)

1917-18.				1918-19.			
Class IV. 10	A	...	£24,324*	Class IV. 11	A	...	£25,758*
	B 1 and 2	...	590		B 1 and 2	...	644
	C	...	29,794*		C	...	30,107*
	D	...	9,000		D	...	8,950
	E	...	1,104,574		E	...	1,102,210
	F	...	9,990		F	...	10,260
	G	...	6,500		G	...	7,000
	H	...	84,360		H	...	87,320
	I	...	15,977		I	...	16,456
	J	...	429,194		J	...	969,857
	K	...	370,259		K	...	370,958
	L	...	50,376		L	...	50,853
	O	...	131,245		O	...	127,245
	P	...	1,513		P	...	1,571
			£2,267,696				£2,809,189
Supplementary	...	...	529,856				
			£2,797,552				

* 7/8ths of Total Expenditure under the Subhead.

	1917-18.	1918-19.
Grant	£2,797,552	£2,809,189
Population (1911 Census)	4,760,904	4,760,904
Grant per head of Population	11s. 9d.	11s. 9½d.
Children in average attendance	744,657	745,156
Payment per child in average attendance	£3 15s. 1½d.	£3 15s. 4¼d.

III.

GRANTS from Voted Moneys for Primary Education in 1917-18 and 1918-19 in IRELAND (Details).

1917-18.				1918-19.			
Class IV. 12	A	...	£32,167	Class IV. 13	A	...	£34,553
	B	...	49,094		B	...	51,713
	C	...	62,713		C	...	67,967
	D	...	3,891		D	...	4,831
	E	...	1,591,580		E	...	1,963,830
	F	...	12,415		F	...	13,767
	G	...	6,700		G	...	6,550
	H	...	60,158		H	...	60,593
Class I. 15	B	...	11,000	Class I. 15.	B	...	9,450
			1,524				1,805
	C, D, E, and F	...	4,098		C, D, E, and F	...	4,760
			4,761				5,256
			240				400
	G	...	66		G	...	85
Class IV. 17 B2	...	...	£1,850	Class IV. 17 B2	...	...	£1,850
War Bonus (Vote of Credit)	...	...	172,000	War Bonus for Teachers only (Vote of Credit)	...	...	292,000
Supplementary Estimate to Class IV. 12	...	...	384,000				£2,519,410
			£2,398,257				
Less Appropriations in aid of Class IV. 12	...	...	700	Less Appropriations in aid of Class IV. 13	...	...	700
			£2,397,557				£2,518,710

	1917-18.	1918-19.
Grant	£2,397,557	£2,518,710*
Population (1911 Census)	4,390,219	4,390,219
Grant per head of population	10s. 11d.	11s. 6d.*
Children in average attendance	488,000	480,000
Payment per child in average attendance	£4 18s. 3d.	£5 4s. 11d.*

*Since the preparation of the above figures two further War Bonuses have been granted to National School Teachers (Awards of the Conciliation and Arbitration Board of 25th October 1918, and 28th February, 1919)—estimated by the Commissioners of National Education to cost for 1918-19 an additional £202,710 for Teachers only.

If this is added, the total expenditure for 1918-19 is £2,721,420 or 12s. 5d. per head of population and £5 13s. 5d. per child in average attendance.

IV.

PRIMARY EDUCATION.—ENGLAND AND WALES.

TABLE extracted from the Estimates showing the Grants from Votes of Parliament for Primary Education in England and Wales for the years 1914-15 to 1918-19.

YEAR.	Original Estimate.	Supplementary Estimate.	Increase (+) or Decrease (—) over the previous year (Original and Supplementary where granted).	Percentage Increase (+) or Decrease (—) as shown in Col. 3.
	1.	2.	3.	4.
	£	£	£	Per Cent.
1914-15 ...	12,923,649	*450,000	—	—
1915-16 ...	13,634,358	Nil.	+260,709	+1·9
1916-17 ...	13,383,494	Nil.	—250,864	—1·8
1917-18 ...	13,477,835	3,420,000	+3,514,341	+26·3
1918-19 ...	16,788,988	—	—108,847	—0·6
Percentage increase of 1918-19 over 1914-15 ...			...	+25·5 per cent.

* About 7/8ths of Total Supplementary.

V.

PRIMARY EDUCATION.—IRELAND.

TABLE extracted from the Estimates showing Grants from Voted Moneys of Parliament for Primary Education in IRELAND in the years 1914-15 to 1918-19.

YEAR.	Original Estimate C.N.E. Vote. Board of Works, &c. Vote of Credit.	Supplementary Estimate.	Increase (+) or Decrease (—) over the previous year (Original and Supplementary where granted).	Percentage Increase (+) or Decrease (—) as shown in Col. 3.
	1.	2.	3.	4.
	£	£	£	Per Cent.
1914-15 ...	C.N.E. ... 1,755,681 } §Other Services 77,012 }	13,546	—	—
1915-16 ...	C.N.E. ... 1,805,919 } §Other Services 76,756 }	Nil.	+36,436	+2·0
1916-17 ...	C.N.E. ... 1,812,704 } §Other Services 28,098 } Vote of Credit 109,981* }	178,880	+246,988	+13·1
1917-18 ...	C.N.E. ... 1,818,018 } §Other Services 23,539 } Vote of Credit 172,000† }	384,000	+267,894	+12·6
1918-19 ...	C.N.E. ... 2,203,104 } §Other Services 23,606 } Vote of Credit 292,000† }	—	+121,153	+5·1‡
Percentage increase of 1918-19 over 1914-15 ...			...	+36·4 per cent.‡

* Actual Expenditure as per footnote to Appropriation Account 1916-17.

† Estimated Expenditure.

‡ Practically all from Board of Works Vote.

‡ Adding the additional expenditure of £202,710 granted by way of War Bonus to Irish National School Teachers for 1918-19 since the preparation of the above figures (see Note on Table III.) the percentage excess of 1918-19 over 1917-18 is 13·5 per cent., and the percentage excess of 1918-19 over 1914-15 is 47·4 per cent.

VI.

PRIMARY EDUCATION.—SCOTLAND.

TABLE extracted from the Estimates attempting to show grants from the voted Moneys for Primary Education in Scotland for the years 1914-15 to 1918-19.

YEAR.	Original Estimate.	Supplementary Estimate.	Increase (+) or Decrease (—) over the previous year (Original and Supplementary where granted).	Percentage Increase (+) or Decrease (—) as shown in Col. 3.
	1.	2.	3.	4.
	£	£	£	Per Cent.
1914-15 ...	2,231,701	75,139		
1915-16 ...	2,341,836	Nil.	+34,996	+1.5
1916-17 ...	2,285,321	Nil.	—56,515	—2.4
1917-18 ...	2,267,696	529,856	+512,231	+22.4
1918-19 ...	2,809,189	Nil.	+1,637	+0.1
Percentage increase of 1918-19 over 1914-15			...	+21.8 per cent.

VII.

EXPENDITURE from Votes of Parliament on PRIMARY Education in Ireland compared with the Expenditure on PRIMARY Education in England and Wales.

YEAR.	ENGLAND AND WALES. Original and Supplementary Estimates.	IRELAND. C.N.E. Vote. Board of Works, &c. Vote of Credit.	IRELAND on 9/80ths basis of Expenditure in England and Wales would get.	Percentage Excess (+) or Deficit (—) of Col. 2 over Col. 3.
	1.	2.	3.	4.
	£	£	£	Per Cent.
1914-15 ...	13,373,649	1,846,239	1,504,535	+23
1915-16 ...	13,634,358	1,882,675	1,533,865	+23
1916-17 ...	13,383,494	2,129,663	1,505,643	+41
1917-18 ...	16,897,835	2,397,557	1,901,006	+26
1918-19 ...	16,788,988	2,518,710†	1,888,761	+33†

† Adding the additional expenditure of £202,710 granted by way of War Bonus to Irish National School Teachers since the preparation of the above figures (see Note on Table III.) the percentage excess of Col. 2 over Col. 3 is 44 per cent.

VIII.

TOTAL EXPENDITURE for 1917-18 and 1918-19 for Primary, Secondary, Technical and University Education from Votes of Parliament in England and Wales, Ireland and Scotland, compared as in Tables I. to III. per head of Population, and as in Table VII on the basis of 9/80ths of England and Wales for Ireland and 11/80ths for Scotland.

YEAR.	COL. 1.		COL. 2.		COL. 3.		COL. 4.	
	Total Voted Moneys England and Wales.	£	Total Voted Moneys.		9/80ths of England and Wales for Ireland.	11/80ths of England and Wales for Scotland.	Percentage Excess of Col. 2 over Col. 3.	
			Ireland.	Scotland.			Ireland.	Scotland.
		£	£	£	£	£	Per Cent.	Per Cent.
1917-18 ...	19,158,418	19,158,418	2,699,684	3,117,772	2,155,322	2,634,282	25	18
1918-19*† ...	19,350,810	19,350,810	2,865,282*	3,115,669	2,176,966	2,660,736	32*	17
YEAR.	Total Voted Moneys per head of Population. (1911 Census).							
		England and Wales.		Ireland.	Scotland.			
		s.	d.	s.	d.	s.	d.	
1917-18 ...		10	7½	12	3	13	1	
1918-19*† ...		10	8½	13	1*	13	1	

* Adding the additional expenditure of £202,710 granted by way of War Bonus to Irish National School Teachers for 1918-19 since the preparation of the above figures (see Note on Table III.) the percentage excess of Col. 2 over Col. 3 is 41 per cent. for Ireland; and the total voted moneys per head of population in Ireland for 1918-19 is 14s. 0d.

† A sum of £30,000 voted for Universities (Class IV. 10A) has not been included in the above Table as the allocation between the three countries is not specified.

II.

STATEMENT handed in by Most Rev. Da. O'DONNELL, Bishop of Raphoe, on the incidence of taxation in reference to grants from Public Funds for the service of Primary Education in Ireland.

At present the remuneration of teachers in Irish National schools is a charge on the Exchequer, without aid from the rates, whereas, in Great Britain a local school rate is levied in addition to the Treasury grant. The incidence of Imperial taxation in Ireland gave ample cause in the past for this discrimination, and it affords equal reason for full payment from the Exchequer when the salaries of Irish teachers reach a better standard.

For the financial year, 1916-17, indirect taxation contributed only 23 per cent. of the tax revenue of Great Britain. It yielded over 50 per cent. of the tax revenue of Ireland. That is a difference of over 27 per cent. If excess profits be omitted from the calculation 28 would take the place of 27. Since 1880 the proportion of revenue from indirect taxes in Ireland has been no year less than 22 per cent. above the corresponding proportion in Great Britain. But the excess has been growing from year to year; and this is one of the facts which show, that, whatever progress has been made in both countries, their difference in wealth and economic conditions is widening rather than narrowing.

This high percentage of indirect taxation is not at all due to any failure in Ireland to yield her full share of revenue from direct taxation. Under identical imposts Irish wealth pays its full quota from year to year. The difference in the incidence of taxation in the two countries arises, not because direct taxation in Ireland falls short of the mark, but because indirect taxation draws a totally excessive amount of revenue from Ireland.

Man for man, we pay the same amount, or approximately the same amount, in indirect taxation as do the inhabitants of Great Britain, while the income of the average Irishman is much less than a half, and perhaps scarcely a third of the normal income per head across the Channel, to say nothing of war times. (See Financial Relations Commission, 1894-1896, p. 183, No. 237, and p. 70, third paragraph). That is the vital point. Indirect taxation, through the medium of Customs and Excise duties, falls on the necessaries of life, or on commodities in daily use, among rich and poor alike, such as tea, sugar, tobacco, spirituous drinks, etc. The duties on these articles is uniform in both countries, and, as might be expected, the yield from them is almost in proportion to population. Thus it happens that the Irishman on a very much smaller income pays as much in indirect taxation as the inhabitant of Great Britain. He pays far in excess of his relative capacity; and accordingly we have the result, that, while Ireland contributes at least the due amount of direct taxation, that amount is not 77 per cent., as in England of her total contribution to tax revenue, but only less than 50 per cent. Had the Irish revenue in 1916-17 from indirect taxation (that is: £11,229,000) been 77 per cent. of the total Irish contribution of tax revenue, the total would not have been over £22,107,000, but only £14,583,000. This together with £1,600,000 non-tax revenue would make an aggregate of over £16,000,000; but account also should be made of the comparatively greater number of dependants on Irish wealth.

It is no reply to say that high duties on the necessaries of life press severely on the poor everywhere, or that, unfortunately, there are lots of poor in Great Britain; or that an Irishman pays no higher duty than an Englishman or Scotsman. Alike in the findings of Financial Relations Commissions and the Treasury returns, Ireland and Great Britain are separate financial entities, and no one who has gone into the question has failed to recognise that the income of the average Irishman is very much less than the income of the average Briton, and that as a consequence, uniform indirect taxation weighs far more heavily on Ireland than on Great Britain.

The income tax returns need adjustment, as indeed also do all the returns for the taxes levied in the two countries. But the yield of income tax is about the best index of the relative wealth or income. In 1916-1917 Irish income tax was 1/38rd of the whole, and when we consider the relative conditions of employment for the working classes, it is certain enough that the untaxed income of Ireland is still less in proportion to the untaxed income of Great Britain, than this fraction could indicate. Now, seeing that our population is about 1/10th of the population of the United Kingdom, we have in these figures some light on the relative income per head in both countries.

Then, a poor man cannot pay away even the same proportion of his income as a rich man. Subsistence has to be provided for. But more than that, the graduation of income tax applies the doctrine of proportion as between rich and richer. Similarly among nations, their relative taxable capacity depends not precisely on their incomes, but on the income that can be spared in each, after tolerable subsistence is allowed for all round; and a poor country cannot pay the same proportion of a revenue of £600,000,000 as it can of a revenue of £200,000,000. In a poor country the deduction for subsistence is comparatively a large proportion of its income. Accordingly, its relative taxable capacity is considerably under its comparative income. If the capital or annual wealth of Ireland be 1/38rd of that of Great Britain, its relative taxable capacity is nearer 1/40th. But in 1916-17 Ireland contributed a 24th of the whole revenue, or £23,766,500 out of £550,000,000.

Even 1/24th is a much reduced proportion; but with every increase of identical taxation the Irish proportion of the yield becomes less and less. The proportion has been constantly going down in our own time as the contribution was mounting higher and higher. While indiscriminate war taxation has doubled the revenue from Ireland it has trebled the revenue from Great Britain. Again, the percentage of yield from direct taxation here, as has been already pointed out, is steadily rising, as compared with the corresponding percentage across the Channel. Thus we have an accumulation of proofs of the comparative economic weakness of Ireland as a growing divergence. We are not able to bear the strain of identical high taxation. Besides, it is very dangerous to rely on war time returns. Before the war nearly 2/3rds of the tax revenue of Ireland came from indirect taxation. In the decline that will follow the war in agriculture, our main industry, even if duties remain undiminished, the revenue from Ireland will fall both absolutely and relatively.

The proportion 1/40th would yield in 1916-17 something under £14,000,000 from Ireland. But even if the figure 1/38rd was taken, the amount would have been under £17,000,000 instead of 23½ millions. We are reminded, however, that an abnormal proportion of the 23½ millions is expended in "Irish Services" and that the balance of £11,000,000 is only 1/43rd of the Imperial contribution of the three countries. Well, with the needs of "Irish Services" what they are, our capacity to provide an Imperial contribution if it were determined, as it ought not to be, by a proportion of Imperial revenue, is enormously under 1/43rd. It is a small fraction of that fraction. Our relative taxable capacity only determines the amount by comparison that we should raise for all services; and "Irish Services" as they are, take up the most of this imaginary total. Of the much larger amount actually raised through over-taxation "Irish Services" absorb £12,686,000 or more than half the whole Irish revenue, while the English and Scotch national services take a very much smaller proportion of the revenue raised in England and Scotland. Now, this makes it important that the allocation of the £12,686,000 should be examined in some of its leading aspects, more especially as—£2,000,000 a year additional has soon to be

added if the wants of Education, Land Purchase, Economic and Industrial Development, are provided for in Ireland as they have a right to be by State help out of some of the proceeds of excessive taxation. In this connection the financial references in the Prime Minister's letter to the Irish Convention are to the point.

Well, the £12,686,000 for "Irish Services" includes the whole expenditure on the R.I.C., though that body is a semi-military force, with more than police duties to discharge, and far more than a police strength in its numbers. The amount also includes the cost for Bonus and Excess Stock in connection with Land Purchase, and the whole of the expenses of the Land Commission and Congested Districts Board, although, with the payment of fair annuities of purchase by the purchasing tenants, it should devolve on the Imperial Government as an Imperial charge to provide the administrative expenditure and other outlay needed to abolish the evil land system which it imposed on Ireland. Nor does the Imperial factor in "Irish Services" end there. If savings can be gradually made in some of them, that is because in certain departments, Ireland, not for Ireland's advantage, has been made to keep house according to the British standard. But what is of much more importance, there has been, and there must be abnormal expenditure on certain "Irish Services" to remedy abnormally bad economic conditions resulting from centuries of mis-Government. The Imperial obligation is there again, and it only remains to observe that a considerable portion of the inflated outlay on "Irish Services" will abate or cease automatically after a number of years.

Thus, when due allowance is made for the Imperial ingredient in "Irish Services," it will be found that the Imperial contribution from Ireland was far above £11,000,000 in 1916-17, and that the true expenditure on "Irish Services" is not altogether so different in its proportion to revenue from the corresponding expenditure in Great Britain. But, even if her Imperial contribution were much less than the return indicates, Ireland would still be fully entitled to provision for the fresh cost of Education, Land Purchase, and Economic Development, and to much besides, so heavily has she been, and is she over-taxed. Out of the resources she has already supplied she is entitled to have her Economic strength brought up so as to approach at least that of Great Britain. Excessive expenditure on a service is no help to a country. But suitable outlay on a useful Irish Service beyond what is done elsewhere, is a return, so far as it goes, for over-taxation.

It is the tendency of British legislation to shift fresh burdens to wealth, and it seems that the Exchequer will be expected to provide at least a large proportion of the fresh outlay on education in Great Britain. However this may be, salaries of the teachers in Irish National schools are at present a charge on the Exchequer, and there appears to be nothing to justify a discontinuance or modification of this arrangement when the teachers' remuneration is raised to a suitable level. The fact that under war imposts as much is taken out of Ireland through duties on commodities in daily use as is taken by direct taxation, shows how heavy and widespread is the pressure which these duties involve. Very commonly the consumer, who pays the tax on dutiable articles, is the head of a household; and oftener still, the head of a house is a ratepayer. So the ratepayer who would pay a school rate in aid, if the local authority were to levy one, is a consumer who has already paid over and over again more than his share in indirect taxation. Thus, the entire charge on the Exchequer for the whole, instead of a part of the annual grant needed to remunerate fairly the teachers of Ireland, is a portion of the useful expenditure that should be undertaken to compensate for the abnormally heavy load of indirect taxation laid upon the people of this country. The salaries of the teachers were a charge on the Exchequer when the returns showed a heavy deficit against Ireland, after providing for "Irish Services." These salaries may well remain a charge on the Exchequer when the returns show an Imperial contribution of £11,000,000.

PERCENTAGE OF CUSTOMS AND EXCISE REVENUE TO TOTAL TAX-REVENUE.

Year ending March 31st.	Ireland.	Great Britain.	Excess of Irish over British Percentage.
1880	80	58	22
1894	76	53	23
1900	78	54	24
1905	75	53	22
1912	70	45	25
1914	70	44	26
1915	67	41	26
1916	66	40	26
1917	50	23	27

Excess profits is included in the total tax-revenue.

Excluding Excess Profits the figures are, Ireland, 60 per cent.; Great Britain, 32 per cent. Irish excess, 28 per cent.

Note A.—This paper has been handed in while the returns of revenue and expenditure for 1917-18 were not available. The receipts from Excise are falling rapidly owing to the restrictions on breweries and distilleries, and the high prices that prevail. The yield was down £700,000 in 1916-17 compared with 1915-16. A much heavier drop is anticipated for 1917-18. In pre-war times the annual yield was about £3,350,000 for years. It is impossible to say what the normal yield will be in future. But the fall for 1917-18 is due to exceptional causes, and does not show that the high per centage of revenue in Ireland from indirect taxation has been arrested.

Note B.—The Government of Ireland Act is on the Statute Book. It contemplates the control and financing of Primary Education by an Irish Parliament. No Amending Act would take such control out of Ireland. It would appear then to be highly inappropriate, while the Government of Ireland Act is suspended for the time, to make a radical change in the method of financing Irish Primary Education.

Note C.—Inasmuch as grants for Primary Education are mixed up with grants for Secondary Education in Great Britain, it is better to take all Educational grants together in making comparisons with Ireland. Hitherto the grant in Ireland per head of population for Education, Science and Art, has not been appreciably higher than in Great Britain. Even for 1917-18 the estimated figures are £21,412,175 for the United Kingdom, and £2,125,416 for Ireland, while Ireland represents nearly a tenth of the population of the three countries. It was the vote of credit for the Bonus and the supplementary vote that raised the expenditure per head on education in Ireland above the average in 1917-18. But, to show that Ireland is entitled to a much heavier grant per head for education than Great Britain is the purport of this statement on over-taxation. There is a point that deserves special mention here. In Ireland, very differently from England or Scotland, education was banned as regards the mass of the population for over a hundred years, and the provision for it permanently taken from them.

Population is a much fairer basis for comparison than average attendance at school even if separate figures were available for Primary Education. The population in Ireland is poorer and more scattered with consequent difficulties as regards regular attendance. Then there are 22,000 boys in the Christian Brothers' Schools without cost to the State, and without record of attendance in National schools.

Note D.—As regards buildings, the local contribution required by the National Board has been provided, as grants were made available throughout the country as a whole. Besides, the schools of the Christian Brothers, which are outside the system, a considerable portion of the accommodation has been supplied without cost to the State. The local outlay each year on buildings, repairs, improvements, heat-

ing and cleaning, amounts to no small contribution, and the effort to raise the money is no slight stimulant to local interest in the schools. This local interest the manager both promotes and represents.

If in any place a section of the population has not turned the facilities offered by the Board to account in

raising the contribution required to provide the necessary accommodation for its children, it would not be fair that the local rating authority should levy a rate all round for the purpose, seeing that such rate would fall equally on other and perhaps poorer sections of the people who have already done their part.

III.

MEMORANDUM in reply to various comments on his Statement handed in by THE MOST REV. PATRICK O'DONNELL, Bishop of Raphoe, after the Revenue Returns for 1917—18 had been issued.

Goschen Proportion.—I had Mr. Headlam's valuable figures, as first submitted, before my mind when I wrote Note C. The basis, 9 to 11 to 80, known as the Goschen Ratio, has not been adopted by Parliament to regulate the general educational grants made to the three countries. Forty years ago this ratio was set up to regulate special grants, because, as it was alleged, the figures represented the proportional contributions to revenue from Ireland, Scotland, and England (including Wales). But soon afterwards it was shown by the Childers Commission that Ireland, contributing an amount equal to 1/11 of the tax revenue of Great Britain, was overtaxed to the extent of 2½ millions in the year.

Such a basis for allocating grants was altogether at variance with financial relations established in connection with the Union between Great Britain and Ireland. It implies, indeed, that the poorer, comparatively, Ireland becomes the less she receives. Hence, as the "Contribution" basis could not be defended, "population and average attendance" came to be substituted for it in making "equivalent grants."

No such scheme of division applied to the general grants for education. In the case of all grants, assuredly, the educational needs should be the governing consideration. But, although the claims of Ireland in the domain of education are of the most special kind (See Note C.), the grant per head for education in Ireland even in 1917—18, as set forth in the Treasury White Paper, is not appreciably above the grant for Great Britain. Out of a total expenditure of £23,802,500, Ireland takes only £2,558,500, as Ireland need scarcely be debited with a share of the million headed "general." In past years the Scotch grant was better than the Irish.

In the course of 1917—18 there were supplementary Irish votes that put the grant per head in Ireland beyond the corresponding amount in Great Britain. The difference may be still greater in 1918—19. But the War Bonus increase is only temporary, and in any case it constitutes but very little of the special consideration due to Ireland on the score of over-taxation.

Income Tax.—The Irish Income Tax, 1916—17 was 1/33rd not of the whole income, but of the Income Tax of the United Kingdom. It is less in the 1917—1918 Return.

Revenue in 1916—1917.—The tax revenue of Ireland in 1916—17 was £22,107,000. Instead of that figure I suggested £14,583,000. The total revenue of Ireland was £23,766,500. Instead of that amount I submitted a sum of £16,182,500 (over £16,000,000) in round numbers, remarking only that account should also be made of the relatively greater number of dependents on Irish wealth. Thus Ireland would raise £3 13s. 6d. per head in revenue, instead of £5 8s. 3d.

Contrast either figure per head with £12 17s. 9d. in Great Britain, where the average of wealth is so very much greater. There is no getting away from the fact that, while Irish wealth bears its full share of direct taxation, the Irish consumer on one-third of the income pays as much in indirect taxation as

does the British consumer. In 1916—17, one-half of the revenue drawn from Ireland was raised in this inequitable manner.

Present Over-taxation.—The inevitable conclusion from the findings of the Childers Commission is that there was over-taxation amounting to, in all, an enormous sum. But I have dealt only with over-taxation in the present.

Government of Ireland Act.—It is, I hope, something apart from politics to say that as the 1914 Act is on the Statute Book, transferring education in Ireland, with its many complex problems, to an Irish authority, it is reasonable to await the fate of the Act before altering the method of financing Irish Primary Education, more especially as the State some years ago, perhaps because of the findings of the Childers Commission, deliberately abandoned the aid it was receiving from the rates.

Union Finance.—Under Union finance "abatements and exemptions" should have saved Ireland from being taxed beyond her relative taxable capacity, and it was understood that expenditure was to be indiscriminate in the three countries according to the needs of Government. But the Financial Relations Commission found that Ireland had been heavily overtaxed, and that the expenditure, for which Ireland had no real responsibility, could not be taken to compensate for the excess of revenue drawn from us.

Irish Services.—So far as the police is not a semi-military force for the maintenance of the present system, any expenditure on police in Ireland beyond corresponding expenditure in Great Britain, and any expenditure on Education in Ireland out of Exchequer grants beyond the corresponding outlay in Great Britain, should count *pro tanto* in reducing the over-taxation account (or in the second case), the account for the destruction of educational facilities of the mass of people over a long period. In the Treasury White Paper, Ireland, needless almost to say, is debited with every penny of Treasury expenditure on police and education in this country.

Income Tax and Tenants.—When one considers the system of tenure that prevailed in Ireland until quite recently, it is not surprising if the State has been somewhat lenient with the Irish tenant in the matter of Income Tax. But there is no more of this class of leniency. Rather the reverse. Under the Budget recently passed, the tenant's profit is assumed to be double the rent; and a tenant purchaser pays under Schedule A as well as under Schedule B.

Imperial Expenditure.—The expenditure on Army and Navy and Diplomatic service would, in normal times, be no less if there was no Ireland, and the extent to which Ireland derives benefit from such Imperial expenditure is necessarily very small as compared with Great Britain. (See Financial Relations Report, pages 23, 24, 25, 188, 189). Though there has been some change, the words of Mr. Childers (271) deserve to be recalled.

"If, however, we look to the cost of the Army and Navy and other similar services, as a national insurance paid for the protection of sea-borne

commerce, or as a means of the extension of the Empire and with it of trade, or as a means of preserving for this country the great field for trade and investment of surplus capital afforded by India and the minor dependencies of the Crown, it must be seen that the benefits reaped, looked at as a whole, are immeasurably greater than those that are reaped by Ireland."

But a vast sum taken from this country in over-taxation during the last century went into Imperial expenditure; and the drain is now greater than ever. In 1916-17, the excess was over £7,000,000. What ground there could be now for assuming that Ireland should contribute to any expenditure in the proportion 9 to 11 to 80, it is not easy to imagine. The figures have no foundation in existing finance. The question of the Imperial contribution I have dealt with in my Statement.

Exports and Imports.—I am far from anxious to make Ireland appear poorer than she really is. But, unfortunately for us, compared with Great Britain, Ireland is a very poor country. Exports and Imports are no reliable test of taxable capacity. (See Financial Relations Report, page 17, and the words of Lord Warren, Lord Welby, and Mr. Currie, page 39).

If the duty on excess profits yielded one-fourth of the Irish revenue in 1917-18, it produced one-third of the revenue from Great Britain.

Direct Taxation.—The tendency to put the burden on the rich man does not make England and Scotland pay much more proportionately than Ireland. It tends to relieve Ireland, because Ireland is comparatively poor. But the relief is very insufficient. Irish wealth pays its full quota of direct taxation as compared with British wealth. Yet in 1917-18, the full contribution in direct taxation was only 62 per cent. of the revenue drawn from Ireland; whereas, the corresponding contribution constituted 84 per cent. of the revenue raised in Great Britain. We paid proportionately with Great Britain in direct taxation. But indirect taxation was 38 per cent. of the Irish total, whereas, it was only 16 per cent. of the English total. The amount of our indirect taxation would reach a still higher percentage were it not for the abnormal circumstances which I stated in Note B.

No doubt we could largely reduce the current over-taxation by abstaining from tea, coffee, sugar, tobacco, beer and spirits, until the taxation came at us in some other way. But there ought to be a way out without the need to have to recourse to so heroic a remedy. At the same time it would be a great advantage indeed if there were less consumption of dutiable articles on both sides of the Channel.

Financial Relations Commission.—It is a pity Mr. Headlam would not accept the findings of the Financial Relations Commission. The second, third and fifth signatures to the Financial Relations Commission are those of Lord Farrer, Lord Welby, and Mr. Currie. The last is Mr. G. W. Wolff's. This is what stands over their names:—"While the actual revenue of Ireland is about one-eleventh of that of Great Britain, the relative taxable capacity of Ireland is very much smaller and is not estimated by any of us as exceeding one-twentieth."

Ireland's relative taxable capacity was not estimated by any of the eleven gentlemen who signed that Report, as exceeding one-twentieth of that of Great Britain, that is 1/21 of the taxable capacity of the United Kingdom. The words "not exceeding" deserve attention; and it is a very remarkable fact that the yield of Income Tax stood then to the British yield in the proportion of 1 to 21 (Report, page 41)

When the Commission reported the Irish contribution to revenue was 1/11 of that of Great Britain, and income tax stood in the relation of 1 to 21. The Irish contribution to revenue in 1917-18 was 1/24ths of that of Great Britain, and the yield from Income Tax as 1 to 33. If the Commission reported now its maxims would demand the inference that the relative taxable capacity of Ireland was not to be placed above 1/33 of the taxable capacity of the United Kingdom, however much less it might be.

I mentioned the figure 1/40. Well, 1/33 in 1916-17 would be 16 2/3 millions; 1/34 in 1917-18 would be 19 millions, something less than seven millions coming from excess profits as compared with 223 millions from that source in the United Kingdom.

Progress in Ireland.—The growth of Ireland in resources lags far behind the progress of Great Britain. The statements that have been made no doubt imply increased comfort in rural Ireland. But the population as a whole is agricultural rather than industrial, and in seventy years our numbers have gone down to one-half. It is a pity writers dealing with Irish economics sometimes forget to notice this vital declension.

Scotch Act.—The Goschen ratio is said to be officially adopted (and stereotyped in the Scotch Act of the Session) for education grants. Well, there has been no fixed basis even for "equivalent grants" so far as Ireland is concerned, and Ireland does not come within the Scotch Act. But more than that, so far as I can follow the Scotch Act, the 11/80 proportion does not apply to the principal grants for education in Scotland at all. What the Act conveys to me is that a sum will be given to Scotland equal to 11/80 of any grant to be made to England and Wales in excess of the amount expended there in the Standard year.

The arrangement is, therefore, of a supplemental character for a country producing treble the revenue of Ireland where there are local funds available for education, and where the continuity of popular education has never been broken. So far as Ireland is concerned, the ratio 9 to 11 to 80 has no justification for any class of grant.

Conclusion.—The rates levied in Great Britain are much more tolerable than those raised in Ireland, considering the relative incomes produced in the two countries. There is no idea of asking the general taxpayer of the United Kingdom to pay anything that is not due to Ireland; nor is there any question of a privilege. What is asked in connection with Primary Education is that out of the millions of over-taxation drawn every year from Ireland, money should be found in addition to the funds already provided to remunerate the National Teachers on a suitable scale and to supply the necessary building grants. It would be very unfair to ask the Irish rate-payer to do this, seeing that he has already paid his contribution many times over, in indirect taxation, as a consumer of dutiable commodities.

Some of what is due is asked for a very important service, and it will greatly facilitate the carrying out of useful reforms in education if there is a disposition to make the funds, which an up-to-date application of the verdict of a Royal Commission sets down to Ireland's credit, available for that purpose. It is a mistake to suppose that Irish Education, Primary and Secondary, in view of our economic condition, is inferior to what is found across the Channel. But in the whole range of the administration of education there are many complex problems, waiting attention, which are better reserved for an Irish authority if it is to be brought into operation.

IV.

MEMORANDUM handed in by MR. T. J. NUNAN, 12th December, 1918.

All Mr. Headlam's comparisons under the Goschen Ratio or on the population basis fall to pieces when it is noted that in all his computations he includes war bonus, a temporary relief grant, as if it were a permanent charge on the Votes of Parliament.

The amount of this temporary grant for 1918-19—£305,000, divided by the population (1911 census), 4,390,129—works out at 16·6 pence per head of population.

When this figure is included in his comparisons per head of population it will be seen that his representations are inaccurate and misleading.

Comparisons.—Mr. Headlam compares England with Ireland in all his tables. He does not compare Ireland with Scotland nor Scotland with England.

On his own showing, Table I., England receives in 1918-19 9s. 3d.=111 pence per head of the population; while Scotland, Table II., receives 119·6=141·6 pence per head of population, that is 30·6 pence per head more than England. Why does Scotland receive more? It is because her scattered rural population and her smaller schools make her system relatively more expensive than in England of the compact urban population and large schools. It has never been denied that Scotland's needs were greater, that her system must be more expensive, and the acceptance of this truth finds expression in the relatively larger grants paid to her.

Ireland, like Scotland, is a country of scattered population and small schools; in fact these two elements that make for increased expense are present in Ireland to a greater degree than in Scotland, and if there were even-handed justice between the two countries Ireland should receive more relatively than Scotland.

It is sometimes insinuated that Scotland gets this preferential treatment because she taxes herself for education by local rating. If this were the reason, then, England, which taxes herself, also should get relatively as much as Scotland from the Imperial Treasury, but this is not the case.

It is at best but a poor argument to say to Ireland "You are entitled to a certain amount of bread, but you cannot have it unless you provide butter for it."

From Mr. Headlam's point of view, Scotland is receiving (when compared with England) more than she is entitled to by £504,981 on the Goschen Ratio of 80 to 11, and by 30·6 pence per head of population, or £607,015 on the basis of population.

Were there not strong reasons why Scotland should be so treated, she would not be, and all these reasons apply with more telling force to Ireland. It is clear that the *basis of necessity* is the one used for Scotland—the same should be applied to Ireland.

The only fair comparison, then, is Ireland with Scotland. This can readily be done from Mr. Headlam's figures.

Scotland's Imperial grants work out at 141·6 pence per head of population. Ireland's, including the temporary grant of war bonus, is shown at 138·4 pence per head of population. But the war bonus, as I have shown, comes to 16·6 pence per head of Ireland's population. Deducting this, we get 121·8 pence per head of population—Ireland's permanent grant. Deducting 121·8 (Ireland) from 141·6 (Scotland)—19·8 pence per head of population, or £362,185—the amount due to Ireland on the population basis as compared with Scotland. But since Ireland's needs are greater than Scotland's, and as Scotland is dealt with on the necessity basis, Ireland should receive in addition to all present grants much more than the above sum.

Ireland's greater needs spring from her more scattered population, her greater number of schools, very many of which are small, and her comparative poverty.

The Treasury and Irish Education.—A brief survey of the dealing of the Treasury with Irish Education

may be necessary in considering this question of educational finance. The Goschen Ratio is unconstitutional, inasmuch as it smashes the agreement of the Act of Union, which promised that in Educational matters, as in other matters, Ireland should be treated according to her needs. It is unfair, because Ireland is the poorer country; and it cannot be held to be accurate, for a change in the point of view of what are Irish services and what are Imperial completely alters its ratios. Its injustice and unfairness have been admitted, for in 1902 Ireland's equivalent to the sum granted to England under the English Education Act of that year was calculated on the population basis—Mr. Wyndham, the then Chief Secretary for Ireland, admitting that the population basis was the "least unfair" to Ireland.

Another matter worth noting in Treasury dealings with Irish Education is its method of calculating the School Grant. Under the Education Act of 1892 England got ten shillings per head of pupils in average attendance. Ireland was given an equivalent on the Goschen Ratio basis. Had she got ten shillings per head of average attendance she would be entitled to twenty per cent. more than she received, for the attendances for 1891 were for England and Ireland respectively 3,749,956 and 506,336, or in the ratio of 80 to 10·8. Ireland was, however, as I have shown, put off with the ratio of 80 to 9. Later (1897), when English attendance had increased and Ireland's had diminished, the attendance basis was substituted for the Goschen Ratio, and Ireland received and continues to receive considerably less than even the unfair Goschen Ratio would give her under this head.

Education Act, 1902.—Under this Act Ireland was voted for Education an equivalent to the English £1,300,000 on the *population basis*. It was, however, confiscated for other purposes, and though the English and Scotch grants were devoted to Education and developed from year to year, Ireland's £185,000 was stereotyped. By the device of altering the school grant from the Goschen Ratio to the attendance basis, Ireland's Education has been robbed of over £1,000,000 in twenty years; and by the confiscation of the equivalent grant in 1902, which if devoted to education and allowed to develop in proportion to the Scotch equivalent, would in the aggregate total more than £5,000,000 in the last sixteen years. Ireland, it will be seen, has been most unjustly treated in the matter of Education grants. Considering these huge losses to Ireland's Education, and her crying needs, a modest claim would be at least a million sterling annually to bring the finance of Irish Education up to the level of Scotland.

The Fisher Grant.—It should be particularly noted that while Scotland has got £500,000 as an equivalent to the English Fisher Grant, every penny of which has been expended in the year 1917-18 on Scotch Education, and the annual increases arising from the distribution of which will be met by the arrangement (which is now incorporated in an Act of Parliament) that Scotland will annually receive eleven-eightieths of all increases for English education, Ireland's equivalent has not been fully expended, nor is there any provision made for its expansion. Of £384,000 voted, only some £200,000 has been expended, and part of this has been used to pay twenty-three months of the Augmentation or "Birrell" Grant. In other words, it is stereotyped, and arranged so as to live within itself.

From all the foregoing it will be seen that Ireland's Education has been robbed, sometimes cleverly, sometimes brazenly, of huge sums, and Mr. Headlam's statement makes use of both methods to prove that we have got far more than our due.

Synopsis.—1. Mr. Headlam includes in all his calculations the war bonuses—temporary relief sums—a most unjustifiable method of comparison.

2. He compares England with Ireland in every case. He does not compare Scotland with England or Scotland with Ireland, the latter being the only fair comparison for Ireland.

3. Scotland has been treated on the necessity basis. All the factors which make Scotland's necessities greater than England are present in greater degree in Ireland. Ireland should be treated on the Scotch basis, but more generously because her needs are greater.

4. It is not because Scotland has a local rate that she receives preferential treatment; if so, England should receive relatively as much as Scotland, but she does not.

5. On the Scotch basis, Ireland (from population) is entitled to £362,185 annually over and above all present grants, but since her needs are greater the sum should be considerably more.

6. The Goschen ratio is unconstitutional and unfair; the population basis was admitted in 1902 to be the "least unfair" to Ireland.

7. By the alteration in calculating the school grant, by the confiscation of the equivalent grant of 1902, and by other devices, Ireland has been robbed of millions of money voted for Education.

8. Under the Fisher Grant Scotland has expended in the first year her full equivalent, and is assured of receiving the increases necessary to meet the expansion of their scheme; Ireland's equivalent has not been spent, has been used to pay old debts, and is designed to live within itself.

Addendum.

STATEMENT showing Ireland's contribution to Primary Education.

	£
School fees	5,300
Local aid to schools and teachers (<i>vide</i> report of Commissioners, 1914-15) ..	155,350
Books, Exercises, Rulers, and Stationery, etc. (estimated at 10s. per pupil) ..	350,000
1,100 residences for teachers provided from purely local sources at, say, £10 per year	11,000
Medical inspection (equivalent of State Grant)	1,000
Estimated cost of medical and dental treatment of school children (provided for by rates in Great Britain)	10,000
Cost of Primary Schools and Departments not State-aided (Christian Brothers, etc.)	120,000
Estimated annual value of money raised locally for school buildings	80,000
Total	£732,650

NOTE.—Considerable sums are also contributed every year for the feeding of necessitous school children in the city areas, also many voluntary sums of which no account is kept; and also sums for Cookery and Rural Science equipment.

LOCAL AID TO NATIONAL SCHOOLS.

STATEMENT submitted by MR. A. N. BONAPARTE WYSE, Secretary, Board of National Education.

In the early years of the National system, the Commissioners of National Education attached much importance to the question of the provision of local aid towards the salaries of the teachers, although for considerations to be referred to lower down, they found it inexpedient to insist on such provision as a condition of making grants to the schools. The Annual Reports do not appear to have contained particulars of the amounts received

under this head until the year 1858, but from that time onwards, a precise return is given for each year.

The local aid to salaries consisted of (1) school fees paid by the parents, and (2) local subscriptions. I transcribe the following figures as illustrative of the amounts received by the teachers during the period from 1858 to 1872, when the Results System was instituted.

TABLE OF LOCAL AID TO TEACHERS' SALARIES.

Year.	School Fees.	Local Subscriptions.	Total Local Aid.	Number of Schools.	Average Attendance of Pupils.	Rate per Pupil.
1858	£ 29,095	£ 10,675	£ 39,770	5,200	251,042	s. d. 3 2
1862	34,900	10,968	45,868	5,817	274,536	3 4
1866	40,529	12,441	52,970	6,235	307,028	3 4½
1870	47,910	13,023	60,933	6,575	350,443	3 5½

The amounts received by the teaching-staffs of the schools from these local contributions were equal to about 17 per cent. of the total payments from all sources.

THE POWIS COMMISSION.

In the exhaustive report on Irish Primary Education presented to Parliament in 1870 by the Royal Commission, presided over by the Earl of Powis, the question of local contributions in aid of the National Schools was fully discussed, and specific recommendations on the subject of local rates were adopted (with two dissentients) by the Commissioners. On examining the returns of the National Board, it was found that in the year 1867, the amount of £40,883 was paid in school-fees by the pupils of the 6,520 National schools then in operation. Taking a penny a week, or 3s. 10d. a year, as the normal rate of school fee, the Powis report states that of 321,683 pupils in average attendance at the schools, it may be accepted that 108,376, or about one-third, paid no fees. If spread equally over all pupils, the average rate of school fee was 2s. 7½d. per pupil per annum. The payments varied in different parts of the country, being highest in Antrim, Down, Derry, Limerick, and Tipperary, and lowest in Connaught. Very small fees were accepted in the convent schools, the average being 8½d. per pupil yearly. The general payment was a penny a week, but the collection was far from regular or uniform.

The Powis Commissioners strongly approved of school fees being paid by all pupils, and appealed to the evidence given before them to supply the following reasons:—(1) The children attend more regularly when fees are paid; (2) the teaching is more valued; (3) free education demoralises the parents; and (4) the parents take more interest in the progress of the pupils when they contribute to the expense of the schooling. The report recommended the National Board to promote the payment of school fees to an increased extent, and suggested that all children should either pay themselves or be paid for out of a public rate. To provide for the latter they proposed that any parent entitled to exemption from payment of school fees on the plea of poverty, should, on application to a relieving officer of a Board of Guardians, be furnished with a ticket and be admitted free to the school. The Guardians would remit the amount of the fees due for the child at the end of each quarter to the school-manager, the money to be provided like out-door relief out of the poor rate.

On the question of local contributions generally, the Powis Commissioners expressed themselves very clearly. They considered that the amount of State aid granted to any school should be proportionate to a reasonable local contribution. Of every pound spent on a school, they thought 15s. should come from the State and 5s. from the locality. The local aid would be made up of (1) school fees; (2) subscriptions or donations, and (3) an education rate, if necessary to bring the local aid up to the required proportion of one-third of the State aid. They estimated that a pupil in a National school cost in 1870, 24s. a year, of which sum they would expect the locality to contribute 6s. The school fees of each pupil at 1d. a week would amount to 3s. 10d., leaving a balance of 2s. 2d. to be found by subscriptions or from the education rate. The money raised locally in the first instance to be spent on the repair of the schoolhouse and the provision of the teacher's residence; the balance (if any) was to go as salary to the teaching staff, or to provide school requisites. In case there was a free residence attached to the school, its annual value was to be credited to the locality as part of the local aid.

The fact that the necessity for local aid was an important point in Mr. Stanley's letter on the foundation of the National System in 1831, was kept in mind by the Powis Commissioners, and the following statements given in evidence by Sir A. Macdonnell, the then Resident Commissioner, and by Sir P. Keenan, his successor in the same office, are noteworthy. The latter gentleman stated to the Commission:—

"The particular regulation in reference to local

subscriptions was never carried out. It was very wisely determined by the Commissioners who formed the original Board not to carry it out; for were it attempted in schools in the remote and poorer parts of Ireland, it would be found to be impracticable."

Sir A. Macdonnell was still more emphatic. He said:—

"I consider that about the wisest thing ever done by the Commissioners of Education was in violating from the very commencement the rule laid down by Lord Derby (Mr. Stanley); for I am convinced that the circumstance that has enabled us to cover Ireland with National schools instead of leaving the dark parts quite unenlightened, and giving almost the whole of the money to the richer parts, has turned upon the bravery and good sense with which the Board has violated that principle . . . I think it was the main element of success."

The Powis Commissioners considered that the scantiness of local aid for the schools might, to some extent, be attributed to this attitude of the National Board, and they also took care to point out that the existence of many primary schools outside the National system, particularly the Christian Brothers' Schools and Church Education Schools, absorbed a large portion of the funds which were given by private persons by way of donations or subscriptions for educational purposes.

In dealing further with their proposals for local rates, they made detailed recommendations. The rate (they said) should be levied in the same manner as poor rate, and should in no case exceed threepence in the pound on the valuation. It was not to be optional with any Board of Guardians, but each union should be obliged to raise the amount estimated to be necessary subject to the maximum of 3d. in the pound. There would thus be a different rate in different areas in many cases. In fixing the amount of the rate required, regard should be had to school fees and subscriptions, but not to endowments.

The rate when levied was to be paid over to a Committee of Management for each school, who would have to furnish a strict account of the expenditure. The Board's Inspector would audit the accounts of the Committee every year. It is to be presumed that the amount to be granted to each school would bear some relation to the number of pupils in attendance, but the Report appears to be somewhat vague on this point. An important provision was that the Committee of Management should have powers to borrow money on the security of the local rate for the purpose of building or improving the schoolhouses and teachers' residences.

One of the two members of the Commission who dissented from the recommendation regarding a local rate, Mr. Justice Morris (afterwards Right Honourable Lord Morris) did so on the ground that in view of the over-taxation of Ireland, the necessary funds should be supplied by Parliamentary Grants, and not out of an already excessive local taxation.

CONTRIBUTORY UNIONS.

The recommendations of the Powis Commission in regard to an Education Rate received a partial recognition from the Government in the National School Teachers' Act (38 and 39 Vic., C. 96), which passed into law in August, 1875. The National Board seems to have been unable or unwilling to declare for or against the principle of a local rate, for in 1873, we find them stating to the Lord Lieutenant:—

"The Commissioners see no mode of substantially increasing the amount of the local contributions, except by the levy of a rate; but, upon the expediency of adopting that course, the Board do not think it to be within their province to tender any advice."

On 1st April, 1872, the system of payment of teachers by Results' Fees was introduced. For the first two years of the new system the payments were

made to the teachers without reference to local contributions to the schools, but in the year ended 31st March, 1876, regulations for the distribution of the fees were introduced in connection with the Act of 1875, which had the effect of making the full payments dependent on a certain amount of money being subscribed locally, whether in the form of school fees and subscriptions, or as education rates. The Act of 1875 empowered Boards of Guardians, where they so desired, to contribute to the Results Fees payable to the teachers of schools within the unions, on the general principle that two-thirds of the fees payable would be defrayed from the Imperial grant for one-third to be provided from the rates. Schools in non-contributory unions were to receive a moiety only of the fees, but this regulation was relaxed, "as an exceptional and temporary measure"—it became, however, the invariable rule—in cases where the local contributions of school fees and subscriptions reached a certain figure. Such schools received the Imperial grant of results fees in full, provided the local contributions equalled a sum of 3s. 4d. per child in average attendance, and were also equivalent to at least half the amount which would have been payable had the school been in a contributory union. This provision had an immediate and stimulating effect on the amount of local contributions paid or returned as having been paid in non-contributory unions. Thus, while local contributions amounted to £84,860 in 1875, they had advanced to £131,816—an increase of about 52 per cent.—by 1880. The great majority of the schools qualified for the full State grant of Results' Fees: e.g., in 1879, only 254 schools failed to comply with the conditions for the full payment. A further relaxation of the regulations was made in 1880 in response to representations of the Board whereby the Treasury agreed to authorise the payment of as much of the second moiety of the Results' Fees as was equal, penny for penny, to the amount locally contributed where the latter did not reach the full sum required. These regulations continued in force down to 1890, when the situation was modified by the passing of the Local Taxation (Custom and Excise) Act.

The following Table shows the extent to which the Unions became contributory:—

Year.	Number of Unions.	Contributory Unions.	Non-Contributory.	Rates Voted.
				£
1875 ...	163	65	98	27,918
1876 ...	163	69	94	30,499
1877 ...	163	39	124	21,687
1878 ...	163	28	135	16,791
1879 ...	163	21	142	12,804
1880 ...	163	13	150	8,324
1881 ...	163	16	147	9,840
1882 ...	163	20	143	11,906
1883 ...	163	22	141	14,403
1884 ...	163	17	146	11,956
1885 ...	162	21	141	14,433
1886 ...	162	20	142	16,689
1887 ...	161	21	140	15,897
1888 ...	161	24	137	17,683
1889 ...	160	31	129	27,134
1890 ...	160	29	131	24,559

The returns of local contributions to the teachers' salaries (other than rates) showed a progressive increase for the period from 1875 to 1887; high-water mark was reached in that year, and the amounts fell away to some extent until 1892 when school fees were abolished in the great majority of the schools.

The following are the figures for each fourth year:—

LOCAL CONTRIBUTIONS.

	£
1875	84,860
1879	126,257
1883	137,283
1887	150,473
1891	136,890

The levying of rates for aid towards teachers' salaries by the unions did not involve any measure of local control of education. The moneys were lodged to the account of the Commissioners in the Bank of Ireland, and disbursed by them to the teachers strictly in proportion to the amounts of the Results' Fees earned by the schools within the contributory area.

In 1890, a change was introduced into the system of local contributions by the passing of the Local Taxation (Customs and Excise) Act.

CUSTOMS AND EXCISE.

The Act of 1890 authorised the distribution of the moneys collected in Ireland as customs and excise, which was a local, and not an Imperial fund, in relief of local rates. One of the forms of such relief was a grant in aid of local contributions to education, whether arising from rates or from voluntary subscriptions, such as school fees. A fixed sum of £78,000 was provided by Parliament for Irish National Education, and this sum was distributed by the Commissioners as a Capitation Grant based on the average attendance of the scholars at the National schools. The Capitation Rate varied each year with the attendance, sometimes being as high as 3s. 4d. per pupil, and sometimes as low as 3s. In the case of schools in contributory unions, the grant was paid, not to the teachers, who were already receiving a subsidy from the rates under the Act of 1875, but to the poor law unions, so that the latter received a refund in part of the amounts which they voted each year towards Results' Fees. As the average rate of Results' Fees per pupil was about 7s. 6d., or 8s., and as this average was exceeded in the case of a great many of the schools in contributory unions, it followed that the rates voted (equal to half the fees), were in excess of the capitation refunded under the Customs and Excise Act.

The unions, i.e., those of them that had become contributory, continued to levy rates for the payment of Results' Fees after 1890, until, by the abolition of the system of payment by Results on 31st March, 1900, the machinery of the Act of 1875 became inoperative, and from that date the aiding of the teachers' salaries from the rates came to an end. The amounts received by individual teachers from this source prior to 1900 were included in the calculations on which the consolidated salaries of the teachers were fixed under the new grading system, and the small addition to the grant thus necessitated was defrayed out of the Parliamentary Vote.

The following Table shows, for the period from 1891 to 1900, the gross contributions from the rates, the amounts refunded to the Unions under the Local Taxation Act, and the net contributions:—

Year ended 31st March.	Contributory Unions.	Rates Voted.	Refunded to Unions.	Net contribution from Rates.
		£	£	£
1891 ...	29	24,559	16,368	8,191
1892 ...	28	22,691	17,759	4,932
1893 ...	26	21,635	15,078	6,557
1894 ...	25	21,912	17,394	4,608
1895 ...	25	23,172	16,225	6,947
1896 ...	25	23,515	16,357	7,158
1897 ...	25	25,615	16,826	8,789
1898 ...	25	24,924	16,517	8,407
1899 ...	25	25,254	16,688	8,566
1900 ...	25	26,007	18,445	7,562

The Act of 1875 was never removed from the Statute Book, but with the abolition of the Results system, its provision ceased to be operative.

It may be observed that the results of the working of the Customs and Excise Act in non-contributory unions where the Results' Fees were not paid in full unless school fees and subscriptions produced a certain amount for the teacher, was to liberate the latter from this restriction on his income, inasmuch as the payments under the Act, being the product of a local fund, were regarded as the equivalent *pro*

tanto of these local contributions towards education. Hence, after 1890, the full Results' Fees provided by State grants were paid practically to all teachers, those in contributory unions receiving in addition out of the rates a sum amounting to half the fees, and those in non-contributory unions a Capitation Grant on the average attendance, varying from 3s. to 3s. 4d. per pupil from year to year. The net amount paid to the teachers in the contributory unions out of the local rates is shown in the last column of the table above.

When the school fees of the pupils were practically abolished in 1892, the full Results' Fees were paid in all cases, and the local contribution in non-contributory unions was no longer insisted upon.

The £78,000 provided for National Education by the Act of 1890 was transferred in 1899 to the new Department of Agriculture and Technical Instruction, the amount being made good to the Commissioners from that time onwards out of the Parliamentary Vote. The payment of the grant as capitation ceased at the same time, the moneys being consolidated in 1900 in the new grade salaries.

THE EDUCATION ACT, 1892.

By the Education Act of 1892, parents were wholly or in part relieved of the payment of school fees for their children. These fees were abolished from 1st October, 1892, in schools where the average rate of fees received during the year 1891 had not exceeded six shillings a year for each child of the number of children in average daily attendance. In schools where the average rate had exceeded six shillings, the fees to be charged were not to be such as to make the average rate higher for any year than the amount of the excess over that sum in 1891.

The result of this enactment was that of 8,244 schools in operation in 1892, 7,173 being in receipt of fees under the six shillings limit, became absolutely free. In the remaining 1,071 schools, the

excess fee that might be charged under the Act was only 2s. 7½d. per pupil on the average.

To make up for the loss of school fees, the teachers received the school grant of £210,000, which, after making allowance for the abolition of the fees, meant a net increase to their incomes of about £130,000 annually.

Since the passing of the Act of 1892, the amount of school fees contributed by the pupils rapidly declined. In 1893, 519 schools charged fees amounting to £9,626, but by 1901, the number had diminished to 362, and the amount received to under £3,000. During the past 20 years this figure would represent the average receipts under this head. In 1916, there were 177 schools charging fees, the sums received being £2,994.

These sums refer to pupils between 3 and 15 years of age, but in addition to these, there are fees payable for extra subjects taught outside school hours, and for pupils over 15 years. In 1916, a sum of nearly £2,500 was contributed under the latter heads.

SUMMARY.

It will be seen from the foregoing statement that the tendency of legislation since 1890 has been to relieve the locality from contributing to the salaries of teachers of National schools.

The Act passed in 1875, which was optional in its application, failed after the first two years to become operative in more than one-sixth of the poor law unions, and in 1890, Parliament, by the Local Taxation (Customs and Excise) Act, shifted two-thirds of the burden in the contributory unions from the locality to the general Irish taxpayer. In 1892, voluntary contributions to teachers' salaries in the shape of school fees were virtually abolished, and in 1900, when the abolition of the Results' System automatically terminated the levying of local rates for the schools, Parliament took no steps to see that a portion of the cost of education should continue to be raised from local sources.

MEMORANDUM handed in by Mr. W. HASLETT on behalf of the Irish Principal Teachers' Union.

The welfare of Ireland must depend in increasing measure upon the efficiency of National Education, "and the fundamental requirement for securing this is, that there should be an adequate supply of teachers of high capacity, proved aptitude, and thorough training." This matter is not, therefore, one of merely professional interest, but of supreme national importance. We believe that our people are convinced that educational advance is a fundamental condition of public welfare, and to secure this improved conditions for teachers are absolutely necessary. The teacher "who feels that he is unduly depressed in the social scale, and that the ordinary avenues which prove incentives to energy are closed to him, is not likely to do the best work in the school for the pupils, and may constitute a considerable danger to the State." "Whatever the cost, if it is proved to be necessary for high educational efficiency," Irish people "cannot afford the ultimate extravagance which is involved in undue parsimony" in this case. The status of the teacher is almost entirely dependent on his emoluments, which determine largely his social standing. Further to improve this status, the ordinary rewards for good citizenship should be open to him. Long and meritorious services in other walks of life are suitably rewarded by national recognition; there is no reason why the teacher should not be similarly treated. In section 4, of the Education (Scotland) Act, 1918, provision is made for the appointment of at least one teacher in active service on each School Management Committee. We are strongly of opinion that this principle should be extended to Ireland, and that at least two teachers in active service should be added to the personnel of the Board of National Education, and that, further, an advisory Committee of Teachers should be formed, with whom the National Board could consult with regard to proposed changes either in the Rules or the curricula.

We regard the rule of the Commissioners, permitting the public to enter a National School, as highly derogatory to the dignity of the teacher:

We ask for such modification of the rule as will protect the teacher in the proper discharge of his duty.

Having regard, therefore, to the fundamental principles outlined above on behalf of the Irish Principal Teachers' Union, I desire to offer the following suggestions.

Initial Salary.—This should be considered from the standpoints: (a) a living wage; (b) a salary that will induce the right type of teacher to join the service. Much can be said for both. The living wage should *inter alia* afford teachers "every reasonable opportunity of maturing their knowledge and widening their horizon through study, through social intercourse with educated men and women of their own and other callings, and through travel." While our Union advocates a decent initial salary, we believe that the best brains will be attracted rather by the prospects of advancement than by the initial wage. Teachers do not claim such high pecuniary rewards as those attainable in the commercial world, because professions are necessarily more stable, and the future more assured. In commercial life "distinguished careers may be open to the few who are fortunate or highly endowed, whereas the pecuniary prospects before a teacher, though fairly certain, are best described as modest."

Salary Scales.—The law of supply and demand cannot be applied to the teaching profession, inasmuch as we must consider the paramount importance of the teacher's work to the child. The supply of candidates must be adequate both as regards quantity and quality. As far as men candidates are concerned, there is a serious falling off in both; and while there

is no diminution in the supply of women, the results of the Scholarship and King's Scholars' examinations prove that even here we have not yet got the right quality. The most satisfactory scale of salary is one which proceeds from the initial to the maximum by varying increments in order to ensure the most economic distribution of a given sum of money to a teacher throughout his teaching career. The maximum should be reached when the responsibilities of life are greatest, say from 35 to 40 years of age; but in order to provide a further incentive, once the ordinary maximum has been reached, a supernormal scale in the form of a supplemental salary should be provided for all teachers, principal and assistant alike, who are found to have rendered and to be rendering very satisfactory service. "What is needed is some stimulus which will make the competent teacher more competent and the more competent teacher most competent."

A proper relation should exist between the salary scales for principals and assistants, having due regard to the increased duties and responsibilities of the former. The principal undertakes new duties and a wider responsibility when he "passes from the charge of a class to that of a school." The larger the school the greater are the responsibility and worry involved. "Constant care must be exercised to see that the teaching as a whole is efficient, and that any failure in this respect is suitably dealt with" and rectified at the earliest possible moment. The principal must of necessity keep in close personal touch with every child; to look after efficiency is not the only consideration, individual examination at various periods of the year is an absolute necessity, and the promotion of the children involves much thought and care. The teaching of all the members of the staff must be unified and co-ordinated, and for all those onerous duties the head teacher is directly responsible to the National Board. The moral interests of the children are of more supreme importance than mere book learning. Childhood is the period for proper character training; if the child is to become a good citizen, the moral tone of the school must be such as will inspire lofty ideals. Here again the principal moulds the citizen of to-morrow.

In considering salary scales we cannot ignore the economic conditions of life, and while women teachers do equally good work with men, we are obliged to ask for a differentiation in the salaries for men and women respectively. We do not, however, think the difference should be too great in the earlier stages of service, inasmuch as the expenses of a young married man are little higher than those of a young woman. We think the woman beginning should get 90 per cent. of the man's initial salary, and that her maximum salary should approximate to 80 per cent. of the man's maximum.

We do not advocate a higher salary for urban than for rural areas, inasmuch as while the expenses of living are admittedly higher in the former there are undoubtedly disadvantages in the matter of higher education and social life in the latter. (See, however, under the head of *Residences*).

On the question of very small schools we hold that if a school is educationally necessary the teacher is entitled to a reasonable living wage; but where the existence of such a school is due to denominational exigency, we consider that the particular denomination responsible should bear a fair proportion of the teacher's salary.

No difference of salary should be made for varying types of schools with the possible exception of Higher Grade Schools in districts where opportunities for a suitable secondary education are not immediately available.

Special qualifications, e.g., University Degree, Higher Diploma, F.C.P., N.B., Higher Certificate, etc., in themselves should not constitute a claim for increased remuneration; but where they are accompanied by very satisfactory service the teacher should be compensated for his extra outlay and labour in thus equipping himself for the better discharge of his duties by both a higher initial and maximum salary. In this connection, to

meet the case of the undergraded teacher whose grade does not correspond with his class, we think that he too should receive some consideration.

A period of probation is undoubtedly necessary for the teacher, within certain limitations. It should not be too long, and the successful teacher should be at no monetary loss thereby. If a smaller scale of salary be paid to the probationer, the difference should be refunded in the form of a bonus, when he obtains his teaching diploma, and he should be placed in the proper stage of his salary scale according to service. The principal of a small school who fails to receive his diploma as principal, should have a further opportunity of obtaining it as an assistant. We believe monitors who have passed the King's Scholarship Examination should have a year's probation in properly selected schools, so that before proceeding to training they might be further tested in practical teaching. This would shorten the subsequent probationary period, if any, after their college training. During this year they should be paid the salary of untrained teachers. i

Increments.—These should be awarded as "an integral part of the contract" with the teacher and as "a matter of right," so long as a teacher gives satisfactory service, and "should only be withheld for deliberate and serious faults or culpability." Increments to assistants should be awarded on the principal's certificate (our Union, however, is not unanimous on this point), and to principals on the report of the Inspector. In all cases the teacher should be furnished with a copy of the adverse report, if any, so that he may have an opportunity of making a written statement thereon, which should be fully considered in conjunction with the report. A more extended review of the assistant's work might be introduced into the salary scale after the tenth increment corresponding to the present conditions of promotion to second grade, and upon attainment of the ordinary maximum before the award of the supernormal scale.

Promotion of Teachers.—The promotion of teachers should depend on merit, length of service, training, and qualifications; and the present average for promotion to the highest grade should be reduced to 50. The ordinary promotion of assistants has already been dealt with—the ordinary promotion of principal should be regulated by the Commissioners by drawing up promotion lists in conjunction with the grading of schools and by furnishing managers with such lists for each grade of school, from which teachers eligible for appointment should be selected.

All promotion should be subject to the "principle of compensation" in the matter of reports as explained by Mr. Bonaparte Wyse.

Special Promotion.—Both principals and assistants of outstanding merit should be eligible for special, i.e., earlier promotion, subject to the "principle of compensation." It is no reflection on a hardworking and conscientious body of men and women to hold that they are subject to the usual limitations of human nature, and liable to rest on their oars in the absence of all stimulus to exertion, and of all recognition of merit, and to treat all teachers alike tends to reduce them to a general level of mediocrity"; and here, as in everything else, the educational welfare of the child must be the first consideration. Properly directed efforts to gain special promotion must inevitably benefit the pupils under the teachers' care. A supernormal scale for all principals should be provided in lieu of the existing supplementary salary for principals of schools of 140 average and over. In placing existing teachers on any new salary scale due regard should be had to all their present emoluments. A special rate of salary should be paid to the first assistant in schools in schools with three assistants, and in addition, where there is a properly organised Infants' Department with two or more assistants, a higher rate of salary should be paid to the assistant given charge of that department.

The manager, subject to properly defined qualifications, and in consultation with the principal teacher,

should have the right of making the selection for these posts.

Right of Appeal.—Where an Inspector's report will affect adversely the teacher's right to increment or promotion, the latter should be given an opportunity of adding any explanation he may wish to make to the Inspector's report before such report is forwarded to the Education Office to be dealt with by the Chief Inspectors. A panel of teachers for each province might be drawn up, so that when a re-inspection is held one of these teachers from a similar type of school might accompany the Inspector.

Grading of Schools.—Schools should be divided into three grades—Grade III., average under 30; Grade II., average 30 to 49; and Grade I., average 50 and over. Before a teacher is eligible for appointment to a Grade II. or Grade I. school, he should have fulfilled the conditions for ordinary or special promotion to II. and I. Grades respectively.

Convent Schools.—No distinction should be made as between ordinary and Convent Schools where the conductors and teachers of the latter observe the Commissioners' rules and are fully qualified.

Junior Assistant Mistresses.—These should pass the King's Scholarship examination, and have maximum salaries approximating to the minimum salaries paid to untrained teachers.

Monitors and Pupil Teachers.—Inasmuch as it is generally conceded that Monitor and Pupil Teachers become the best teachers, they should be induced to join the service by suitable living allowances, and the present term of appointment extended by one year in the manner previously indicated.

Evening Schools.—Pending the establishment of suitable evening national schools, the teachers of Evening Schools should receive the same remuneration as teachers engaged in evening work in the Technical Schools.

Untrained Teachers.—Untrained teachers appointed prior to 1905, where very satisfactory, should have fifteen years' satisfactory service recognised as equivalent to training, and be eligible for the ordinary assistant's scale.

Untrained teachers appointed subsequent to 1905 should be eligible for increments after ten years' very satisfactory service, up to a maximum of ten, each increment to be half that paid to a trained teacher. In future appointments such teachers should be paid at a lower rate than the trained teacher.

As soon as sufficient Training Colleges are provided the appointment of untrained teachers should cease.

Residences.—Principal teachers should have official residences or an equivalent in salary in lieu thereof where such are not provided.

The maximum loan for the building of an official residence or for the purchase thereof should be increased to £500 and the period for repayment extended. The loan for residence or the grant for rent should vary with the locality and the size of the school. An official residence should be entirely free to the teacher.

Capitation Grant.—An equivalent for the present capitation grant based on the number of assistants in

the school should be paid to each principal as part of his monthly salary.

Remuneration for Extra Subjects and for Teaching Monitors.—Extra subjects, including Latin, Irish, Modern Languages, Mathematics, and Commercial Subjects (Shorthand, Type writing and Business Methods), should receive equal treatment in the matter of remuneration. A higher initial fee should be paid and an increased fee for subsequent years. For the teaching of monitors and pupil teachers outside school hours the rates of remuneration should be adequate and payable annually on the recommendation of the Inspectors.

Staffing the Schools.—Schools should be staffed as follows:—

One Assistant ..	average, 50 to 79;
Two Assistants ..	average 80 to 114;
Three ..	average, 115 to 149;

and so on.

The "swing of ten" before salary is withdrawn should be continued.

NOTE.—Where any teacher, principal or assistant, is deprived of salary through a fall in the average such teacher should, pending a permanent appointment, be employed as a supply for temporary absences of teachers due to illness, infectious disease, or other proper cause.

Possible Economies.—Amalgamation should be effected where possible in schools on the death or resignation of a principal teacher. Lists of schools suitable for amalgamation should be prepared in all circuits, and the managers of such notified that on a change of principal no successor could be appointed until the Commissioners had fully considered the merits of the case.

Compulsory Attendance.—The Compulsory Attendance Act should be amended on the lines laid down by the Commissioners of National Education in their letter to His Excellency the Lord Lieutenant, on the 15th March, 1918.

Workhouse Schools.—In the interests of children in Workhouses, such schools should be amalgamated with the nearest National School or Schools, and the Workhouse teachers retained as privileged assistants.

Pensions.—The Principal Teachers' Union advocates the scheme laid down by Mr. Fisher in August, 1918. Inasmuch as Irish Teachers have contributed one-fourth of the present cost of their pensions, our Union submits that the disqualifications under 10 (b) should not apply to Ireland. We believe that suitable provision should be made in addition for the wife and family of a teacher who dies while he is actually in the service.

Local Taxation.—The teacher's salary should be paid entirely by the State. New schools should be built and equipped from a two-thirds Imperial Grant, the balance being provided from an Education rate. The maintenance, heating and cleaning of schools and the supply of books to the children, and of all other school requisites, should be defrayed also from an Education rate.

NOTE.—Nothing in the preceding suggestions shall affect adversely the existing rights of any teacher.

STATEMENT issued and forwarded to the COMMISSION OF ENQUIRY *re* PRIMARY EDUCATION by the Standing Committee of the CATHOLIC CLERICAL MANAGERS' ASSOCIATION, as representing the CATHOLIC CLERICAL MANAGERS OF IRELAND, at a meeting held on the 20th November, 1918.

The Standing Committee of the Catholic Managers regard it as fundamentally necessary that Primary Education in Ireland should be placed on a more satisfactory financial basis. The Managers are of opinion that inasmuch as the teachers discharge duties which are of the highest importance to the community, they should be adequately remunerated, and that their present salaries should be considerably augmented.

With regard to the sources from which the funds

necessary for Primary Education are to be derived the Catholic Managers are strongly of opinion that in view of the over-taxation of Ireland, as clearly proved in the Childers Commission, the requisite finance should be provided by the Imperial Treasury. It is manifest from recent legislation that the Government has been making itself entirely responsible for the finance of Primary Education in Ireland. In 1892 School Fees were practically abolished, and since 1898 the Government declined to accept any aid for their

purpose from the Poor Law Unions. If in those days, when the whole taxation revenue was ten millions, the Government provided the entire finance for Primary Education, there is all the greater reason for pursuing the same policy now when the revenue from this country has reached the enormous sum of twenty-five millions.

Moreover, the Managers are of opinion that in the provision made by the Government Irish Primary Education has been financially starved, owing to the utter insufficiency of the amount of the annual grant. It is well known that an important equivalent grant due to Ireland some years ago was alienated from education to a different purpose, and that for some years it has not been possible to secure sufficient grants for building schools.

The methods, too, of allocating grants to Ireland in recent years the Goschen ratio, the average attendance ratio, the population ratio have all been condemned by British statesmen as unfair to Ireland, and we consider that the only satisfactory basis of

distribution is to be found in the educational needs of the country.

In reference to recognised Assistants in Convent Schools, the managers recommend that, both as regards payment for their work and qualification for pension, they should be placed on the same footing as Assistants in the other National Schools; and that sufficient payment should be made to the Convent Schools to meet this claim.

The Standing Committee of the Catholic Managers consider the "School Attendance Act" in its present form as practically useless, and that, to be made effective, it requires drastic amendment.

As regards amalgamation of schools, the Catholic Managers render their protests against any further amalgamation, resulting in "Mixed Schools," except in so far as already provided by the rules of the Board.

The Managers are of opinion that highly meritorious work on the part of teachers should meet with special recognition.

STATEMENT by the CATHOLIC CLERICAL SCHOOL MANAGERS of Belfast.

The Catholic Managers of the City, having heard that the question of the School accommodation for Catholic children in Belfast had come forward more than once before the Committee of Enquiry, desire to make a Statement on that and kindred matters. In support of their Statement a representative will gladly appear before the Committee for examination upon, if the Committee so desire,

1. The number of Catholic school-age children in the city is estimated at 16,870.
2. The average number of same on Rolls, 15,630.
3. The average number in daily attendance, 11,900. The mean attendance for 1917, 13,765.
4. The number of pupils for whom accommodation is provided, at ten square feet per pupil, in National Schools, 12,731. There are besides, several covered playgrounds and, in a few cases, additional rooms available, if necessary. There are, moreover, accommodated in the St. Patrick's, St. Mary's and Oxford Street Christian Brothers' Schools, 941.
5. The Catholics of the city are ready to provide the local contribution to enable any deficiency in accommodation to be met as soon as building grants are available. The deficiency in accommodation is due, in some measure, to the inelasticity of the Board's Rule governing the number of children to be provided for when the grant is made. In this city special allowance should be made for expansion. For instance, a building grant for the enlargement of St. Macanisius' Schools to accommodate 200 additional pupils was made three years ago, but was suspended owing to the war, and is not yet available.

6. Of the sixty-seven National Schools in Belfast under Catholic Managers, twenty-six were built without State aid. For the remaining forty-one Catholics provided the local contribution, and they see no reason for departing from the practice of a local voluntary contribution for building so long embedded in the National system. Though the poorest section of the population, they have not failed to show their interest in Education by taxing themselves voluntarily in that way.
7. It is scarcely creditable that the wealthy section of the population should fail to work the National system in this respect. If there be a population not attached to any Protestant Church in particular, and shifting from place in the city, or coming into the city with its growth from the cities of Great Britain, then the employers who benefit by the labour of that population should not fail to find the local contribution needed to provide schools for its children.
8. The Catholics object to a rate for the erection of buildings. They do not want to be *taxed twice*. Nor would it do to hand them over their share of a tax which they do not want.

✠ JOSEPH MACRORY, Chairman.
 PATRICK CONNERY, P.P.,
 Vice-Chairman.
 DANIEL McCASHIN, P.P.
 ROBERT CRICKARD, P.P.
 I. K. O'NEILL, P.P.

RETURNS RELATING TO NATIONAL SCHOOLS.
(Supplied by the Commissioners of National Education).

I.

CLASSIFICATION OF SCHOOLS ACCORDING TO AVERAGE ATTENDANCE.

The latest statistics compiled in regard to the classification of schools were for the 31st December, 1914, as under :—

Classification of all National Schools (excluding the Convent and Monastery Schools paid by capitation and the Poor Law Union, Hospital, and Fishery Schools) which were in operation on 31st December, 1914.

Average Daily Attendance 1914.	Number of Schools.	Average Daily Attendance 1914.	Number of Schools.
Under 10	21	160—174	30
10—14	162	175—184	20
15—19	216	185—199	37
20—24	546	200—219	30
25—29	514	220—229	7
30—34	804	230—264	35
35—39	824	265—274	10
40—49	1,484	275—299	18
50—59	1,154	300—309	7
60—69	647	310—319	4
70—79	365	320—354	9
80—84	98	355—364	2
85—94	197	365—399	8
95—99	93	400—499	7
100—109	140	500 and above.	2
110—119	68	Total number of schools included	7,782
120—129	60		
130—139	48		
140—149	51		
150—159	54		

It would take a considerable time to prepare a similar return for 1917, and it is not anticipated that there would be any material difference in the figures.

II.

RETURN relating to the National Schools in operation on 31st December, 1917, within the City of Belfast.

NUMBER OF SCHOOL WHICH WERE	Schools classified according to Religious Denominations of <i>Managers</i> .						Number of <i>Teachers</i> of each Religious Denomination serving on 31st December, 1917.				
	R.C.	E.C.	Pres.	Meth.	Others.	Under Official Management.	R.C.	E.C.	Pres.	Meth.	"Others"
(a) Vested 79	37	4	26	9	—	3	*141	35	143	46	1
(b) Non-vested 213	30	58	104	12	8	1	†109	278	450	45	20

* Excluding the teaching staffs of four Capitation Convent National Schools.

† Excluding the teaching staffs of six Capitation Convent National Schools.

NUMBER OF SCHOOLS WHICH WERE	Number of <i>Pupils</i> of each Religious Denomination on the Rolls on 31st December, 1917.				
	R.C.	E.C.	Pres.	Meth.	"Others."
(a) Vested 79	8,338	3,393	5,791	1,180	485
(b) Non-vested 213	6,935	15,580	17,822	2,326	1,775

III.

RETURN showing the number of National Schools from which grants were withdrawn on amalgamation with other schools, within each of the past six calendar years.

Year ended 31st December, 1912	..	31	Schools.
" " 1913	..	23	"
" " 1914	..	24	"
" " 1915	..	37	"
" " 1916	..	27	"
" " 1917	..	52	"

(This return has been prepared for the six calendar years as the figures have been more readily ascertainable for the calendar year than for the school year).

IV.

Return showing the number of schools with average attendances—

(a) Under 20 pupils.

(b) Of 20 but under 30 pupils,

and the number of such schools which are—

(1) Separate schools for boys and girls.

(2) Kept in operation for denominational reasons.

(3) Kept in operation for geographical reasons (e.g., no other school in neighbourhood).

On 31st December, 1914, the latest date for which the figures are available, the numbers of schools having average attendances of (a) under 20 pupils, (b) of 20 but under 30 pupils, were as follows. (Poor Law Union Schools not included):—

Average Attendance for Year 1914.	(a). With Boys only on the Rolls	(b). With Girls only on the Rolls	(c). With Girls on the Rolls and Boys under seven years of age. only.	(d). With Boys and Girls on the Rolls (omitting Schools in Column (c).)	Total Number of Schools.
Number of Schools with—					
(a) Average Attendances under 20	8	5	1	385	399
(b) Average Attendances of 20, but under 30.	186	66	15	793	1,060

The preparation of a statement as to the number of these schools which are kept in operation for denominational or geographical reasons would take a considerable time, as a separate examination of each case would be necessary and, in many instances, maps or tracings of the localities would have to be prepared in order to arrive at a conclusion as to the geographical considerations affecting the cases under examination.

In a locality where there are two neighbouring schools under managers of different religious denominations it may be assumed that the smaller one is kept in operation for denominational reasons, while the larger one may be regarded as being kept in operation for geographical reasons. Generally, it may be assumed that the great majority of the schools with an average attendance of under 20 pupils are kept in operation for denominational reasons. This factor also affects to some extent the number of schools in the 20 to 30 category, but in that category there are besides a number of separate boys' and girls' schools (though this number tends to diminish under the operation of Rule 187) and there are also probably many cases in this category where the school is the only national school in the locality, or is situated in close proximity to one of the small schools (under a manager of different religious denomination) in the lower category.

V.

Return showing the number of new schools taken into connection by the Commissioners of National Education since 1st January, 1912, with an average attendance, in the year in which aid was granted, of (a) under 20 pupils, and (b) 20 pupils and under 30 pupils—

(a) Under 20 pupils	..	..	33
(b) 20 pupils and under 30 pupils	..	..	14

VI.

Return showing the number of small schools paid at capitation rate. (The rate of payment for March quarter, 1918, is taken as determining whether school comes into this category).

Schools under men teachers	..	..	Nil,
Schools under women teachers	..	..	32

RETURNS RELATING TO CONVENT SCHOOLS.
(Supplied by the Commissioners of National Education)

I.

RETURN SHOWING INCOMES FROM STATE SOURCES OF CAPITATION CONVENT SCHOOLS AND ORDINARY NATIONAL SCHOOLS.

Comparison of Incomes from State sources in the case of certain Convent national schools paid by Capitation with incomes from State sources of certain ordinary national schools with approximately equal average attendance of pupils.

COUNTY.	Roll No.	School.	Average Attendance.	Staff, exclusive of Monitors and Pupil Teachers.	Total Income of Staff from State Sources for the Year ended 31st March, 1918 (including War Bonus and Special Fees)
					£ s. d.
Galway ..	12243	Carna Convent ..	34	Nuns only	104 0 6
Carlow ..	658	Clonegal G. ..	31	Mistress and Junior Assistant Mistress.	169 14 0
Donegal ..	9389	Nuala Convent ..	52	Nuns only	147 18 0
Kilkenny ..	14395	Ballyline	51	Mistress and Female Assistant	228 15 4
Tyrone ..	15921	Bridge End Convent	94	Three Nuns only ..	264 7 6
Clare ..	14762	Cooraclare G. ..	101	Mistress and two Female Assts.	422 12 0
Cork ..	4268	Doneraile Convent ..	145	Nuns and Industrial Teacher	521 12 6
Do. ..	3165	St. Patrick's G. ..	156	Principal and three Assistants	487 15 0
Limerick ..	6569	St. Anne's Convent ..	192	Nuns and three Lay Assistants	612 5 3
Do. ..	8157	SS. Peter and Paul's G.	187	Principal and four Assistants	599 17 1
Waterford..	12180	Clonmel Convent ..	235	Nuns only	735 3 0
Cork ..	10677	St. Mary's of the Rock	236	Female Principal and five Assts.	705 12 8
Kildare ..	15599	Kildare Convent ..	273	Ten Nuns	860 18 6
Dublin ..	16000	Pro-Cathedral G. ..	302	Principal and six Assistants	848 17 0
Wexford ..	12966	St. Mary's Convent	324	Nuns and two Lay Assistants	1,036 7 6
Down ..	14752	Rosetta	339	Master and seven Female Assts.	1,062 5 6
Antrim ..	8056	St. Malachy's Convent	368	Seven Nuns and four Lay Assistants.	1,066 6 6
Do. ..	14574	Malone	350	Master and eight Assistants (one man and seven women).	1,023 18 3
Kerry ..	13530	Moyderwell Convent	412	Thirteen Nuns and one In- dustrial Teacher.	1,314 7 9
Dublin ..	14557	St. Peter's G. ..	399	Principal and nine Assistants	1,109 16 6
Dublin ..	7032	Loreto Convent ..	496	Three Nuns and nine Lay Assistants.	1,541 19 6
Antrim ..	14019	Duncairn Gardens ..	529	Master and eleven Assistants (two men and nine women).	1,561 6 2

II.

Return showing the number of Lay Assistants in Convent Schools on 30th September, 1918.

Total number of Convent and Monastery Schools paid by Capitation	317
Number of schools in which Lay Assistants are employed ..	133
Schools with one, two, or three Lay Assistants	92
Schools with four, five, or six Lay Assistants	13
Schools with seven or more Lay Assistants	28

N.B.—These figures include cases of Lay Assistants recognised under Rule 101 (4) as well as those recognised under Rule 101 (1).

The schools with seven or more Lay Assistants are distributed as follows:—Nineteen in Dublin and townships; three in Cork city; two in Limerick city; one each in Belfast, Waterford, Clonmel, and Drogheda.

RETURNS RELATIVE TO TEACHERS IN NATIONAL SCHOOLS.
(Supplied by the Commissioners of National Education).

I.

RETURN SHOWING THE NUMBER OF TEACHERS OF 1st GRADE EMPLOYED IN SCHOOLS WITH AN AVERAGE OF 140 OR ABOVE AND THEIR AVERAGE SALARIES.

The number of teachers in 1st grade who are employed in schools with an average attendance of 140 pupils and above, is:—

MEN.	WOMEN.	TOTAL.
151	101	252

The tabulation of the incomes of each of these teachers (a) at present date and (b) prior to the introduction of the "Duke" scheme would be very laborious, and would take a considerable time; but careful calculations have been made, and the following figures may be taken as substantially accurate:—

(a) Exclusive of war bonus and fees for special subjects the present average yearly salaries (grade salary including augmentation grant, residual capitation grant, and supplemental salary for teachers of large schools) are as follows:—

Men	..	£272	11	0
Women	..	236	11	0

If fees for special subjects (which are included in the pensionable income of teachers) are taken into account these average salaries would be increased by (approximately) £5 9s. 8d. for men teachers, and £2 12s. 0d. for women teachers.

(b) Exclusive of war bonus and fees for special subjects the average yearly salaries (grade salary including augmentation grant, and residual grant) prior to introduction of "Duke" scheme were as follows:—

Men	..	£198	10	0
Women	..	162	10	0

The increases, £74 for men and also for women, are made up as follows:—

	MEN.	WOMEN.
(1) Grade salary including Augmentation Grant.	£13 16 0	£17 0 0
(2) Residual Capitation Grant	35 0 0	31 10 0
(3) Supplemental Salary for teachers of large schools.	25 5 0	25 11 0
	£74 1 0	£74 1 0

II.

RETURN showing the number of teachers in the first section of the first grade who are employed in schools with an average attendance of less than 140, and their average salary—

There are in the service 371 men principal teachers of the first section of the first grade and 198 women principal teachers of the first section of first grade, who are employed in schools with an average attendance of less than 140.

Exclusive of War Bonus and fees for special subjects the average salaries of these teachers are:—

Men	..	£203	8	5
Women	..	176	2	0

If fees for special subjects (which are included in the pensionable income of teachers) are taken into account these average salaries would be increased approximately by £5 9s. 8d. for men teachers, and £2 12s. 0d. for women teachers.

III.

RETURN showing the percentage of teachers in each grade who are classed as "highly efficient":—

MEN.								WOMEN.							
PRINCIPALS.				ASSISTANTS.				PRINCIPALS.				ASSISTANTS.			
1 ^a	1 ^b	2	3	1 ^a	1 ^b	2	3	1 ^a	1 ^b	2	3	1 ^a	1 ^b	2	3
78.4	59.3	19.0	6.5	77.8	33.3	82.4	15.3	85.0	60.1	28.4	6.0	100.0	47.4	92.0	19.0

IV.

RETURN showing the number of Principal Teachers who are debarred by low average attendance from having their claims to increment considered.

There are at present serving in National Schools throughout the country 645 Principal Teachers who are debarred by low average attendance from having their claims to increment considered. Of these, 513 have attained the requisite efficiency to warrant the award of increments if the average attendance were sufficient, 120 have failed to show such efficiency, while in regard to the remaining 12 no reports have so far been received.

V.

RETURN showing the number of Married Women engaged as teachers under the Board of National Education.

(1) On 31st December, 1917, there were approximately 2,670 married women (including widows) serving as principal or assistant teachers in national schools—junior assistant mistresses have not been included.

VI.

RETURN showing the number of cases of withdrawal of salary from Assistant Teachers because of decline in average attendance.

The number of cases of withdrawal of salary from assistants because of decline in average—year ended 30th June, 1918,	11
The number of assistant teachers who have been saved from withdrawal of salary by war average concessions—year ended 30th June, 1918	102

VII.

RETURN showing the number of teachers from whom salary has been withdrawn by the Board for inefficiency or other causes for each of the five years ending 30th June, 1918 :—

Years ended :—

30th June, 1914 ..	13 Teachers	(including three declared eligible for appointments as assistants).	
30th June, 1915 ..	13 "	(including five do. do.))
30th June, 1916 ..	23 "	(including three do. do.))
30th June, 1917 ..	30 "	(including two do. do.))
30th June, 1918 ..	34 "	(including one Workmistress).	

VIII.

RETURN showing the number of principal teachers who were promoted during the years 1909-12 but did not receive the corresponding increases of salary.

(a) The number of principals who fulfilled all the conditions during the years 1909-1912 inclusive, and who were promoted to the higher grades but who did not receive the corresponding increase in salary from the dates of their promotion owing to the restriction imposed by the limitation of the number of places available for payment of first grade salaries is 222.

(b) The additional financial charge to the Vote for 1913-14 which would have been involved in making the provision of the additional places effective from the dates from which the teachers were promoted to first grade, was estimated at £4,000. If the concession should now be made the arrears of salary involved would be much larger in amount, owing to the longer period for which arrears would be payable, and as increments and promotion allowed since then would in many cases have to be antedated, and furthermore, the recently revised salaries would augment the increase. Much time and labour would be required to ascertain the precise figure, but from a rough estimate based on typical cases it is assumed that the total arrears would approximate to £10,000.

IX.

SPECIAL PROMOTION OF TEACHERS OF EXCEPTIONAL EFFICIENCY.

Revised Regulations (B.O. 9 : 4 : 18).

- I. Principal teachers of schools with an average attendance of 70 or over to be eligible for special promotion to the first section of First Grade, after nine years' service.
- II. Principal teachers of schools with an average attendance of 50 or over to be eligible for special promotion to the second section of First Grade after six years' service.
- III. Principal teachers of schools with an average attendance of 30 or over to be eligible for promotion to the Second Grade, after three years' service.
- IV. Untrained assistant teachers, who rank in the third class under the rules in force prior to 1900, or those appointed subsequently, up to 1903, to be eligible for special promotion to the Second Grade on the completion of fifteen years' service.

The conditions of efficiency required for special promotion, viz, six consecutive years highly efficient service for First Grade (both sections) and three consecutive years highly efficient service for Second Grade remain unchanged.

These revised regulations are to take effect as from 1st April, 1918.

X.

RETURN showing the number of privileged assistants in grades 3, 2, 1^a, and 1^b (men and women separately).

		MEN.	WOMEN.	TOTAL.
Grade 3 ..	..	4	130	134
Grade 2 ..	..	2	109	111
Grade 1 ^a ..	..	1	9	10
Grade 1 ^b ..	..	2	7	9

RETURNS RELATING TO TRAINING COLLEGES.
(Supplied by the Commissioners of National Education).

I.

RETURN for the years 1910 to 1918 of the Men and Women—arranged according to Religious Denominations—who were

- (a) Candidates for admission to Training Colleges.
(b) Qualified for admission: and
(c) were actually admitted to training courses.

MEN.

	R.C.			E.C.			PRES.			METH.			OTHERS.		
	(a)	(b)	(c)	(a)	(b)	(c)	(a)	(c)	(c)	(a)	(b)	(c)	(a)	(b)	(c)
1910 ..	630	402	221	45	30	30	40	34	33	7	7	7	1	1	1
1911 ..	466	375	229	37	28	25	23	17	17	2	2	2	-	-	-
1912 ..	377	209	185	32	24	21	29	18	16	7	5	2	-	-	-
1913 ..	384	241	204	28	16	14	28	22	20	6	4	4	-	-	-
1914 ..	350	229	197	23	15	11	23	19	18	3	3	3	-	-	-
1915 ..	323	230	202	25	17	14	26	18	15	1	1	1	-	-	-
1916 ..	327	167	*178	27	16	15	19	13	9	-	-	-	-	-	-
1917 ..	381	220	204	25	17	15	31	24	18	3	3	3	2	2	2
1918 ..	419	233	205	26	17	15	10	7	5	1	1	-	-	-	-

* The figure 178 includes 13 who qualified for admission at examinations held prior to 1916.

WOMEN.

	R.C.			E.C.			PRES.			METH.			OTHERS.		
	(a)	(b)	(c)	(a)	(b)	(c)	(a)	(b)	(c)	(a)	(b)	(c)	(a)	(b)	(c)
1910 ..	1,619	1,192	214	196	142	84	184	151	84	23	20	14	3	3	2
1911 ..	1,347	1,077	237	139	104	43	151	119	30	17	12	3	4	4	-
1912 ..	1,191	667	212	136	79	60	168	105	69	22	14	9	7	3	2
1913 ..	1,061	812	230	113	81	58	143	125	83	12	11	9	1	-	-
1914 ..	1,112	813	211	123	83	67	142	113	63	13	10	8	4	2	2
1915 ..	1,141	928	234	115	92	68	121	110	70	12	2	7	4	4	3
1916 ..	1,225	802	225	106	54	54	132	103	61	11	7	4	2	2	2
1917 ..	1,163	811	260	92	61	58	114	96	64	6	4	4	1	1	1
1918 ..	1,152	753	248	105	76	72	107	76	53	8	7	5	3	2	-

NOTE.—The reduction in the number of candidates from 1911 onward may be attributed to some extent to the imposition of a fee of 10s. on all candidates for admission to training.

II.

RETURN showing the results of King's Scholarship Examinations, 1917 and 1918.

King's Scholarship Examinations, 1918—

	MEN.	WOMEN.
Number examined ..	465	1,404
Passed, 1st division ..	18	199
Passed, 2nd division ..	94	500
Failed	195	480

King's Scholarship Examinations, 1917—

	MEN.	WOMEN.
Number examined ..	474	1,336
Passed 1st division ..	41	149
Passed, 2nd division ..	109	431
Failed	178	443

III.

RETURN showing the number of cases in which Training Diplomas have been refused in the past five years.

During the past five years Training Diplomas have been refused to teachers in 104 cases.

IV.

RETURN showing the number of untrained Teachers appointed since 31st March, 1905, who are still in the service

The number of untrained assistant teachers appointed since 31st March, 1905, and still in service (men and women separately) is as follows :—

MEN.	WOMEN.	TOTAL.
59	596	655

V.

GRANTS PAYABLE TO TRAINING COLLEGES.

Rule 174, page 42, Chapter XII. of the 1917-18 Code gives full particulars as to the grants which are ordinarily payable to the Colleges from State sources in respect of the training of teachers. The grants set forth under this rule have been supplemented since the beginning of the 1917-18 session by an annual grant, sanctioned for the period of the war, of £5 per man student, and £3 10s. per woman student in training.

The Colleges are dependant almost entirely on these state grants for their maintenance. As a rule they charge a small fee to each student, but this is a matter for the College authorities, who arrange their own terms of admission.

VI.

INSPECTION OF TRAINING COLLEGES.

The Training Colleges are placed under the charge of the Chief Inspectors, and are subject to inspection by them. The accounts of each college are inspected and audited annually by the Commissioners' Accountant.

RETURNS RELATIVE TO EXPENDITURE FROM PUBLIC FUNDS ON PRIMARY EDUCATION
(Supplied by the Commissioners of National Education).

I.

RETURN showing the amounts voted and the amounts expended under the several sub-heads of the Vote for Public Education—Ireland—for the Year ended 31st March, 1918.

SUB-HEADS.	AMOUNTS VOTED.	AMOUNTS EXPENDED.
A. ADMINISTRATION :	£	£ s. d.
1. Salaries, Wages, and Allowances	30,226	35,317 6 1
2. Travelling	850	1,150 8 11
3. Legal Expenses	700	696 12 0
4. Rent	116	115 7 7
5. Incidental Expenses	275	145 8 11
B. INSPECTION :		
1. Salaries	34,254	35,403 13 0
2. Travelling and Incidental Expenses	14,840	15,946 6 11
C. TRAINING COLLEGES :		
1. Board's Training College, Marlborough Street	11,265	11,307 8 8
2. Training Colleges under Private Management	49,478	50,127 15 8
3. Prizes and Grants	1,970	1,454 0 0
D. MODEL SCHOOL :		
1. Central Model Schools	710	887 10 5
2. Metropolitan, District, and Minor Model Schools	3,181	4,144 10 7
E. NATIONAL SCHOOLS :		
1. Principals, Assistants, &c., in Ordinary and Model Schools, and Teachers of Schools paid by Capitation, including School Grant (£244,000 for 1917-18).	1,460 960	1,955,937 1 5 See footnote (a).
2. Pupil Teachers, Monitors, and Travelling Expenses of Teachers and Monitors attending Annual Examinations.	35,600	34,058 1 8
3. Organising Teachers	770	728 4 10
4. Retiring Gratuities	450	419 2 6
5. Incidentals	900	906 5 8
6. Free Grants of Books	400	225 4 9
7. Evening Elementary Schools	8,000	6,525 12 4
8. Junior Assistant Mistresses, Workmistresses, &c.	64,000	122,595 14 2
9. Grant towards the cost of heating of Schools and cleansing of Out-offices, &c.	19,500	See note (a). 18,909 9 10
10. Grant for Medical Treatment, &c.	1,000	656 10 11
11. Additional Grant	384,000	See footnote (b).
F. MANUAL AND PRACTICAL INSTRUCTION :		
1. Salaries, Travelling and Personal Expenses of Staff, &c.	10,625	11,682 4 5
2. Equipment Grants, &c.	1,780	475 9 7
G. TEACHERS' RESIDENCES	6,700	6,658 12 7
H. SUPERANNUATION, ETC., OF TEACHERS (Grants in aid)	60,158	60,158 0 0
Gross Total	£2,202,718	£2,376,632 3 1 See footnote (c).
Deduct :		
I. APPROPRIATIONS IN AID	Estimated 700	Realised 613 16 4
Net	£2,202,018	£2,376,018 6 9 See footnote (c).

NOTES :—

- (a) The payments under E1 (£1,955,937 1s. 1d.) and E8 (£122,595 14s. 2d.) include Augmentation Grant for 23 months instead of 12 months. Augmentation Grant for the year ended 31st March, 1917, was paid in April, 1917, and Augmentation Grant for service in the 11 months from 1st April, 1917, to 28th February, 1918, was paid before the close of the year 1917-18 as a necessary preliminary to the payment of this grant monthly with the teachers' salaries, instead of annually as was previously the practice.
- (b) E11.—“Additional Grant,” £384,000.—This sum was voted under sub-head E11, but the expenditure—relating to service for the eleven months from 1st April, 1917, to 28th February, 1918—is for under sub-heads B¹, B², C¹, C², D¹, D², E¹, E⁸, and F¹.
- (c) These totals include disbursements under subheads A¹, B¹, D¹, E¹, E³, E⁸ and F¹ to the Office Staff, Teachers, etc., in respect of War Bonus. No provision was made in the Estimates to meet expenditure on War Bonus. So much of such expenditure as could not be met out of savings ordinarily arising on the Vote was issued out of the Vote of Credit.

II.

RETURN showing expenditure from public funds on (a) building and structural improvement of schools and provision of desks and furniture, and (b) repair of schools for the ten years ended 31st March, 1918.

Year ended—	(a)			(b)		
	£	s.	d.	£	s.	d.
31. 3. 09 ..	26,829	8	1	4,730	13	7
31. 3. 10 ..	54,303	1	10	4,335	17	0
31. 3. 11 ..	67,971	2	11	4,203	14	10
31. 3. 12 ..	37,583	5	0	3,753	18	8
31. 3. 13 ..	36,268	6	7	4,556	10	11½
31. 3. 14 ..	51,156	11	9	5,090	6	3
31. 3. 15 ..	58,830	11	6	4,774	5	1
31. 3. 16 ..	45,895	12	1	3,964	4	9
31. 3. 17 ..	9,199	19	7	2,815	9	8
31. 3. 18 ..	7,170	3	4	3,805	14	0

Separate figures cannot be furnished in respect of the expenditure on the provision of desks and furniture, this expenditure being included in that for the building and improvement of schools.

MODEL SCHOOLS.

Year ended—	(a)			(b)		
	£	s.	d.	£	s.	d.
31. 3. 09 ..	1,059	10	6	3,344	18	5
31. 3. 10 ..	882	7	10	3,587	9	8
31. 3. 11 ..	938	14	7	3,124	5	6
31. 3. 12 ..	974	18	8	3,733	6	11
31. 3. 13 ..	842	15	4	3,460	12	11
31. 3. 14 ..	411	18	6	3,771	19	4
31. 3. 16 ..	916	15	8	2,941	0	10
31. 3. 16 ..	729	14	0	2,820	0	1
31. 3. 17 ..	369	3	7	2,161	18	6
31. 3. 18 ..	44	7	0	2,561	5	9

III.

RETURN showing the payments made by the Commissioners of National Education towards the cost of the heating and cleaning of national schools in each year since grants for this purpose were first sanctioned

Year ended	Net payments by Commissioners.		
	£	s.	d.
31st March, 1913	19,239	9	7
.. 1914	17,426	18	5
.. 1915	17,897	17	11
.. 1916	18,586	3	5
.. 1917	18,849	13	6
.. 1918	18,909	9	10

IV.

FREE GRANTS OF SCHOOL REQUISITES TO NATIONAL SCHOOLS.

AMOUNTS expended by the Commissioners of National Education during the ten years ended 31st March, 1918

Year ended	Payments.		
	£	s.	d.
31st March, 1909	576	7	0
.. 1910	499	17	10
.. 1911	790	2	7
.. 1912	755	15	10
.. 1913	597	16	9
.. 1914	644	12	4
.. 1915	494	2	11
.. 1916	551	5	5
.. 1917	259	14	10
.. 1918	281	19	3

RETURNS RELATIVE TO PENSIONS.
(Supplied by the Teachers' Pension Office).

I.

RETURN showing the number of teachers on pension and the average pension of each.

The figures regarding teachers on pension and the average pension of each are as follows:—

Number of pensioners at end of 1917:—

Men	..	..	..	1,060
Women	..	..	..	1,639
Total	..	..	..	2,699

Yearly amount of pension list at the end of 1917:—

Men	..	..	..	£50,859
Women	..	..	..	58,851
				£109,710

Average pension payable on 31st December, 1917 (calculated to the nearest pound):—

Men	..	..	..	£48
Women	..	..	..	36
Both sexes	..	..	..	41

NOTE.—This average is low on account of the number of teachers who retire voluntarily at early ages and who draw reduced pensions. It may be also noted that it is based on the amount of salaries previous to the recent increase.

The average pension on 31st December, 1913 (under former rules), was:—

Men	..	..	..	£40
Women	..	..	..	30
Both sexes	..	..	..	34

The figures of teachers who retired in 1917, chiefly under the 1914 Rules, but including some under earlier Rules, were:—

Men	..	..	..	74	£4,197
Women	..	..	..	86	3,439
				160	£7,636

Average (to nearest pound):—

Men	..	..	..	£56
Woman	..	..	..	40
Both sexes	..	..	..	48

In connection with paragraph 20 of the report on teachers in Elementary Schools (England, Cd. 8939) which gives the English average pension for men with 40 years' service as £60, and for women with 38 years' service as £49, it may be noted that the average pension granted in Ireland in 1917 to men with 40 years' service £66, and to women with 38 years' service £47.

II.

RETURN showing the number of teachers who were on pension in each grade on 31st December, 1913.

			<i>Men.</i>	<i>Women.</i>
Grade 1 ¹	..	..	63	86
1 ²	..	..	132	220
2	..	..	415	537
3	..	..	380	615
			990	1,458
Total of pensioners	..	..	2,448	

As the total at the end of 1917 was only 2,699, the proportions in the grades cannot have altered very much.

MISCELLANEOUS RETURNS.
(Supplied by the Commissioners of National Education)

I.

RETURN of Appeals against Inspectors' General Reports received in each of the school years 1915-16, 1916-17, and 1917-18.

School Year.	Appeals refused.		Appeals granted.		Cases not proceeded with.	Cases still under consideration.	Total.
	On the merits.	Regulations not complied with.	Original Reports upheld.	Original Reports modified in favour of teachers.			
1915-16 ..	2	4	13	1	1	Nil	21
1916-17 ..	Nil	12	10	2	2	Nil	26
1917-18 ..	4	5	22	3	4	1	39

II.

RETURN showing the Number of Teachers who have been appointed Inspectors.

Inspectors appointed before 1900 who had formerly been National School Teachers :—

Senior Inspectors 3 out of the 19 serving.
District Inspectors and Junior Inspectors .. 10 ,, 23 ,,

Junior Inspectors appointed since 1900, who formerly served as National School Teachers :—

18 out of 30 serving

For whole Inspector staff below the rank of Divisional Inspector :—

31 out of 72 serving.

CIRCULARS ISSUED BY THE COMMISSIONERS OF NATIONAL EDUCATION.

I.

B.O. 19:1:1915.

CIRCULAR OF MARCH, 1915, TO MANAGERS, TEACHERS, AND INSPECTORS.

The Commissioners of National Education have ordered that the following regulations shall come into force from the 1st July, 1915 :—

1. The present system of assigning merit-marks to schools and teachers shall be discontinued (except in the case of Convent and Monastery schools paid by capitation). The inspector shall be required to state in his General Report whether the teacher's service is or is not of such a character as to qualify him for promotion, and also to give the name of any teacher whose service is not of such a character as to qualify him for increments of "good service salary" under Rule 108 (b). The replies of the inspectors under these heads shall be transmitted to the manager and the teachers concerned along with the Minute and any other extracts from the General Report bearing on the work of the teacher. In order to warrant promotion the teacher's work should, in the inspector's opinion, be of an efficient character during the period under review in the report: for promotion to I² or I¹ grade a higher standard of work should be expected. A careful record of the work of each teacher shall be kept in the Circuit Register.

2. The cases of promotion and increment shall be dealt with at the Education Office by the officer at present charged with this duty, or his successor, who will be selected specially from the inspectorate for the purpose.

3. The system of inspection as laid down in previous circulars shall be followed, with these changes :—
(a) Three clear days' notice of the visit, subsequent to which the General Report is to be furnished, shall be given to the manager and to the teacher, and it is hoped that the managers and others interested will avail themselves of the opportunity thus afforded of seeing for themselves the progress made by the various classes. In the case, however, of schools which have maintained a high standard of merit for several years the notified visit may be dispensed with for not more than two consecutive school years, and the General Report on such schools may be furnished in these years after an ordinary incidental inspection without notice to manager or teacher.

(b) At this notified visit the inspector shall confine himself largely to testing the proficiency of the classes as a whole.

(c) In the General Report furnished after the notified visit the results of the inspector's experience at this and other visits since the date of the previous General Inspection shall be embodied.

4. The inspector's Observation Book shall in future be called the inspector's Suggestion Book, and shall be used exclusively for such suggestions as the inspector may consider helpful to the teacher. The inspector shall, in conference with the teacher, make such suggestions as may be helpful to him in his work, and, for the future guidance of the teacher, the substance of the hints given at this conference shall be entered in the Suggestion Book. Suggestions as to the improvement of the school buildings, the furniture, the equipment, &c., are to be made to the manager orally or in writing.

5. An appeal made against an inspector's report must be lodged by the teacher within fourteen days of the receipt of the report by the manager and the teacher; if, however, the report be received during the time of the school vacation, the fourteen days shall be counted from the date of the re-opening of the school. The chief inspectors having taken all the circumstances into consideration may, if they consider it desirable, recommend a re-inspection. An appeal made against an inspector's report must be sent in duplicate to the inspector on the date on which it is forwarded to the Education Office. The inspector will be required to furnish without delay any observations he desires to make regarding the appeal. The inspector's observations may, if necessary, be sent to the manager and the teacher for their information.

6. All instructions by circulars issued to inspectors which bear upon the work of the schools shall be issued simultaneously to managers and to teachers.

7. In the case of an inquiry ordered by the Commissioners legal assistance may be allowed as at present, viz.: except in cases of inefficiency or neglect of duty; any investigation directed by the Board shall be held as at present by the senior or chief inspector.

8. Before the adoption of any new regulations of sufficient importance, or likely to prove contentious, full opportunity shall be afforded to managers, teachers, and other persons interested, by conference or written communication, to lay their views before the Board.

P. E. LEMASS,
W. J. DILWORTH, } *Secretaries.*

OFFICE OF NATIONAL EDUCATION,
DUBLIN, March, 1915.

II.

CIRCULAR OF AUGUST, 1915, TO INSPECTORS.

In connexion with the circular of March, 1915, the following regulations have been made by the Commissioners:

I. Award of Increments.

(a) 3rd Grade. A teacher shall be considered deserving of an increment if his work gives evidence of promise and does not show manifest signs of neglect or carelessness.

I¹, I² and 2nd Grades. A teacher shall be considered deserving of increment if his work since the last general inspection is reported to be of an efficient character.

(b) To warrant the award of increment a teacher must be declared deserving of an increment in each year of the triennial period. A very favourable report in one year may be taken as counterbalancing an unfavourable report in any other year within the triennial period.

II. The standard of efficiency laid down for award of increments is not intended to denote a modification of the standard required for the award of training-diplomas.

III. Changes in reply to Query 14 of the inspector's General Report shall not be made by section-inspectors without the countersignature of the senior inspector as provided heretofore in the case of changes of merit-mark.

In the first General Report furnished after a teacher has reached the maximum of his grade, the question of recommending him or refusing to recommend him as deserving of promotion must be determined (in the case of a section-inspector making the report) after consultation with the senior inspector.

IV. Reference by name to members of the teaching staff should be omitted from the "minute" which is to be sent to the manager. Assistant teachers may be described in this minute by some such expression as "the teacher of the 3rd and 4th standards."

V. The proficiency of a class shall not be judged by the answering of pupils who attend irregularly or who are backward for causes outside the teacher's control. Adverse circumstances shall, as heretofore, be allowed for in appraising the teacher's work.

With regard to paragraph 8 (a) of the Circular of March, 1915, it is to be understood that the expression "three days' notice" means three school days.

W. J. DILWORTH,
A. N. BONAPARTE WYSE, } *Secretaries.*

OFFICE OF NATIONAL EDUCATION,
DUBLIN, August, 1915.

STATEMENT of the original proposals that were made by the COMMISSIONERS OF NATIONAL EDUCATION in connection with the scales of payment which are at present in operation for the Teachers of National Schools.

On 15th June, 1917, the Commissioners submitted the following scale as setting forth the rates of payment which, in their judgment, should be provided for graded teachers in Irish National Schools:—

Grade.	Initial Grade Salary.	Amount of Annual Increment.	Number of Increments	Maximum Salary.
Men.	III.	£ 90	4	£ 114
	II.	122	6	146
	1 ¹	158	7	172
	1 ²	180	10	210
Women.	III.	80	4	104
	II.	110	5	130
	1 ¹	139	6	151
	1 ²	157	9	184

The following proposals were also submitted at the same time:—

Principal teachers of schools with an average attendance of not less than 140 pupils to be granted supplemental salary in addition to their grade salary, if highly efficient. This supplemental salary to commence at £30 per annum, and to increase, by annual increments of £5, to a maximum of £50 per annum. No teacher to be eligible for appointment as principal of a school with 140 or more pupils in average attendance unless he or she has served for at least seven years, and is reported by the Inspectors to be highly efficient.

Principals of schools with an average attendance of less than 20 pupils not to be entitled to grade salary, but to receive payment in lieu thereof at the following rates:—

£64 per annum for schools with an average daily attendance of not less than 10 but less than 20 pupils.

A capitation grant of £5 per annum for each pupil in average daily attendance at schools with an average attendance of less than 10, but not less than 7 pupils. No school with an average daily attendance of less than 7 pupils to receive any aid out of the State grants.

A capitation grant of 5s. per annum for each unit of the average attendance to be provided for the

principal of every national school. The payment of capitation grant and of bonuses to the assistant teachers under the operation of the Irish Educational Act of 1892 to be abolished.

The capitation grants for Convent schools to be so augmented as to secure an increase on the existing rates proportionate to that proposed to be provided for the teaching staff of the ordinary national schools.

Junior Assistant Mistresses recognised under the terms of Rule 114 (a) to have a scale of salary commencing at £52 per annum and increasing by annual increments of £3 for efficient service to a maximum of £64 per annum. Teachers of this class recognised under the provisions of Section (b) of Rule 114 in small mixed schools in charge of men principal teachers to be paid, instead of the foregoing salary, a capitation grant at the rate of 7s. 6d. per quarter for each unit of the total average attendance of pupils.

The existing practice whereby each teacher entitled to superannuation is required to contribute a portion of the funds for this purpose to be discontinued, and the whole cost of providing pensions for the teachers to be, as in the case of civil servants, borne by the State. If it be decided that the teachers must continue to pay these premiums, the proposed new salary scales to be modified by adding £4 to the initial and maximum salaries in all grades.

An annual grant of £10 to be made available as an allowance towards house-rent for every principal teacher of an ordinary national school to which no residence for a teacher is attached.

Retiring gratuities, payable on marriage or on disablement from duty owing to ill-health or old age, to be provided for junior assistant mistresses.

In connexion with the estimates for the financial year 1918-19, the Commissioners renewed their application for sanction for the new expenditure involved in such of the proposals previously submitted by them as had not been sanctioned, or sanctioned only in a modified form by the Treasury. In addition, they recommended that an annual bonus of £20 should be made available for the principal teachers of schools maintaining an average attendance of less than 140 but not less than 30 pupils, where such teachers are highly efficient, have given not less than seven years' service, and have high scholastic attainments.