

BOARD OF EDUCATION

Report of The Consultative Committee on THE PRIMARY SCHOOL

LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:
Adastral House, Kingsway, London, W.C.2; 120 George Street, Edinburgh 2:
York Street, Manchester 1; 1 St. Andrew's Crescent, Cardiff;
80 Chichester Street, Belfast;
or through any Bookseller

1931 (Reprinted 1936) Price 25. 6d. Net

	PAGE
Note on the Nomenclature used in the Report	jii
Names of the Members of the Consultative Committee	iv
Terms of Reference	iv
Analysis of Report	v
Preface	ii
Introduction	xi v
THE COMMITTEE'S REPORT	1
Suggestions on the Teaching of the Various Branches of the Curriculum of Primary Schools	150
Appendices:—	
Appendix I.—List of Witnesses and List of Organisations and Persons who sent Memoranda, Statistics and other Data for the use of the Committee	
Appendix II.—Memorandum on the Anatomical and Physiological Characteristics and Development of Children between the ages of seven and eleven. By Mr. H. A. Harris, M.B., B.S., D.Sc., Assistant Professor of Anatomy, University College, and Assistant to the Medical Unit, University College Hospital, London	
Appendix III.—Memorandum on the Mental Characteristics of Children between the ages of seven and eleven. By Professor Cyril Burt, D.Sc., Psychologist to the London County Council	
INDEX	280

NOTE.

In this Report, as in our Report on the Education of the Adolescent (1926), we use "Primary" for education up to the age of eleven, and "Secondary" for education from the age of eleven till the end of school life. For the sake of convenience, "Primary School" is used both for a school taking children from five to eleven and also for a school from which children under seven are excluded as being otherwise provided for. In certain passages in the body of the Report we have for the sake of clearness used the phrase "Junior School " in contradistinction to "Infant School" to describe self-contained schools for children between the ages of seven and eleven, i.e. the upper stage of primary education. Further, throughout this Report we use the expression "Grammar School " as meaning a " Secondary School " recognised under the Board's Regulations for Secondary Schools, and the expression "Modern School" as meaning either a "Selective" or "Non-Selective Central School" (see Section 101 (pp. 99-100) of Chapter III. and Appendix II., pp. 265-268, 269, and 273-274 of our Report on the Education of the Adolescent), or a so-called "Senior School".

								PAGE
Note on the Nomen	CLATU	RE USE	$\mathbb{D}^{-1}(N) \subseteq \mathbb{D}$	an R e	PORT	• •		iii
Names of the Memb	ERS OF	THE C	CONSUL	TATIVE	Сомм	ITTER		•
TERMS OF REFERENC	E	1 1			, .			iv
ANALYSIS OF REPORT								ν.
Preface								ιί
Introduction								xiv
THE COMMITTEE'S RE	PORT							1
Suggestions on the the Curriculum					us Br	NCHES	о г 	150
Appendices:								
	Stati		nd oth		nt Me a for			207
Appendi x II.—	Physical velop of seven M.B. Anatant	iologicoment ven and , B.S., omy, U	al Ch of Chil I clever D.Sc., Univers e Med	aracter dren h n. By Assistity Co lical T	istics Detween Mr. H. tant Pr llege, a Jnit,	and the a A. Hai rofessor nd Ass	Tis, r of sist-	222
Appendix III.—	of Ch eleve	ildren n. By hologis	betwee Profe	n the a	al Char ages of yril Bu Londor	seven : irt, D.	and Sc.,	254
INDEX	••							280

NOTE.

In this Report, as in our Report on the Education of the Adolescent (1926), we use "Primary" for education up to the age of eleven, and "Secondary" for education from the age of eleven till the end of school life. For the sake of convenience, "Primary School" is used both for a school taking children from five to eleven and also for a school from which children under seven are excluded as being otherwise provided for. In certain passages in the body of the Report we have for the sake of clearness used the phrase "Junior School " in contradistinction to "Infant School" to describe self-contained schools for children between the ages of seven and eleven, i.e. the upper stage of primary education. Further, throughout this Report we use the expression "Grammar School" as meaning a "Secondary School" recognised under the Board's Regulations for Secondary Schools, and the expression "Modern School" as meaning either a "Selective" or "Non-Selective Central School" (see Section 101 (pp. 99-100) of Chapter III. and Appendix II., pp. 265-268, 269, and 273-274 of our Report on the Education of the Adolescent), or a so-called "Senior School".

							PAGE
NOTE ON THE NOMENCLATE	JRE U	SED IN	тне R	EPORT			iii
Names of the Members of	FTHE	Const	VITATIV	те Сом	MITTEE		iv
TERMS OF REFERENCE							iv
Analysis of Report	• •		• •		• •	• •	v
Preface		• •					ii
Introduction							xiv
THE COMMITTEE'S REPORT			• •				1
Suggestions on the Teac the Curriculum of I				ous Bi	RANCHE	S OF	150
Appendices :							
Stat	Per istics	nesses a sons v and of nittee	who s	ent N	Ĭemora	nda,	207
velo of so M.E Ana ant	siolog pmen even a l., B.S tomy to	im on gical Control of Chandelev S., D.So, University McCospital,	haracte ildren en. By c., Assi rsity C edical	eristics between y Mr. H stant l college, Unit,	and en the I. A. Ha Professo and As	De- ages urris, or of ssist-	222
elev Psy	hildr∈ en. cholog	im on the en betw By Pro gist to	een the fessor	ages o Cyril I	f seven Burt, D	and .Sc.,	
Cou	ncil	• •	• •	• •	• •	• •	254
INDEX							280

NOTE.

In this Report, as in our Report on the Education of the Adolescent (1926), we use "Primary" for education up to the age of eleven, and "Secondary" for education from the age of eleven till the end of school life. For the sake of convenience, "Primary School" is used both for a school taking children from five to eleven and also for a school from which children under seven are excluded as being otherwise provided for. In certain passages in the body of the Report we have for the sake of clearness used the phrase "Junior School" in contradistinction to "Infant School" to describe self-contained schools for children between the ages of seven and eleven, i.e. the upper stage of primary education. Further, throughout this Report we use the expression "Grammar School" as meaning a "Secondary School" recognised under the Board's Regulations for Secondary Schools, and the expression "Modern School" as meaning either a "Selective" or "Non-Selective Central School" (see Section 101 (pp. 99-100) of Chapter III. and Appendix II., pp. 265-268, 269, and 273-274 of our Report on the Education of the Adolescent), or a so-called "Senior School".

					-					PAGE
Мот	E ON THE N	Tomeno	LATU	RE USE	DINT	не Re	PORT			iii
NAM	ES OF THE	Мемве	RS OF	тне С	CONSUL	TATIVE.	с Соми	IITTEE		iv
Ter	ms of Refi	ERENCE		• •	• •			• •		iv
Ana	LYSIS OF R	EPORT				• •		• •		v
Pre	FACE .			• •	• •	• •	• •			ii
Inti	RODUCTION			• •				• •		xi v
Тне	Соммітте	e's Rei	PORT			• •				1
Sug	gestions o the Curri						us Br	ANCHES	OF 	150
App	ENDICES :-									
	Appendix		and Stati	Perso	ns wind oth	ho se	nt M	emorar the use	ıda,	207
	Appendi x	II.—M	Phys velop of sev M.B. Anat ant	iologica oment ven and , B.S., omy, U	al Ch of Chi I eleve: D.Sc. Univers e Med	aracter ldren l n. By , Assis sity Co lical l	ristics betwee Mr. H. tant P llege, a Unit,		rris, r of sist-	222
Fa	Appendix 1	III.—M	emor of Ch eleve	andum aildren n. By hologis	on the between Profe	e Ment en the e essor C	al Cha ages of yril B	racteris seven urt, D. n Cou	and Sc.,	254
INT	ry .		_							280

NOTE.

In this Report, as in our Report on the Education of the Adolescent (1926), we use "Primary" for education up to the age of eleven, and "Secondary" for education from the age of eleven till the end of school life. For the sake of convenience, "Primary School" is used both for a school taking children from five to eleven and also for a school from which children under seven are excluded as being otherwise provided for. In certain passages in the body of the Report we have for the sake of clearness used the phrase "Junior School" in contradistinction to "Infant School" to describe self-contained schools for children between the ages of seven and eleven, i.e. the upper stage of primary education. Further, throughout this Report we use the expression "Grammar School " as meaning a " Secondary School " recognised under the Board's Regulations for Secondary Schools, and the expression "Modern School" as meaning either a "Selective" or "Non-Selective Central School" (see Section 101 (pp. 99-100) of Chapter III. and Appendix II., pp. 265-268, 269, and 273-274 of our Report on the Education of the Adolescent), or a so-called "Senior School".

NAMES OF THE MEMBERS OF THE CONSULTATIVE COMMITTEE.

SIR W. H. HADOW, C.B.E. (Chairman)

Mr. J. W. BISPHAM, O.B.E.

Mr. W. A. BROCKINGTON, C.B.E.

Miss E. R. CONWAY, C.B.E.

Dr. H. W. COUSINS

Mr. EVAN T. DAVIS

LADY GALWAY, C.B.E.

Miss LYNDA GRIER

Miss FREDA HAWTREY

The REV. SIR EDWYN C. HOSKYNS, Bart., M.C.

SIR PERCY R. JACKSON

Mr. R. J. McALPINE

Mr. F. B. MALIM

Dr. A. MANSBRIDGE

Mr. H. J. R. MURRAY

Miss E. M. TANNER

Dr. R. H. TAWNEY

Mr. S. TAYLOR

Mr. W. C. WATKINS

Mr. J. A. WHITE, M.B.E.

Mr. R. F. YOUNG (Secretary.)

The late Sir Graham Balfour was also a member of the consultative Committee.

TERMS OF REFERENCE.

To inquire and report as to the courses of study suitable for children (other than children in Infants' Departments) up to the age of 11 in Elementary Schools, with special reference to the needs of children in rural areas.

ANALYSIS OF THE CONSULTATIVE COMMITTEE'S REPORT.

CHAPTER I.—THE HISTORY OF THE DEVELOPMENT OF THE CONCEPTION OF PRIMARY EDUCATION ABOVE THE INFANT STAGE, FROM THE BEGINNING OF THE 19TH CENTURY TO THE PRESENT TIME.

PART I.—The development of Infant Schools and Elementary Schools up to 1870.

SECTIO	N	PAGE
1.	The three main trains of causation which have brought about the organisation of so-called Junior Schools and Departments, constituting an upper stage of primary education. The implicit distinction between the Infant Schools and so-called Elementary Schools for children above the Infant stage is recognisable from the very beginning of the movement for providing popular elementary education on a large scale	1
2.	The monitorial schools established by the British and Foreign School Society and by the National Society	2
3.	The development of Infant Schools in the early part of the 19th Century, and the ideas underlying their curriculum	3
4.	The views of some inspectors of the Education Department in 1846 and 1847 on the advantages of centrally situated schools for older children fed by a number of small Primary Schools	4
5.	The conception of a distinct department or group for younger children beyond the infant stage was already developed in France, Prussia, and to some extent in Scotland in the first half of the 19th Century	5
6.	David Stow's plan for a graded system of Elementary education	6
7.	Arrangements for organising elementary schools in England and Wales down to about 1861	7
8.	The ordinary books on methods of teaching and educational theory down to 1900 contain few traces of the idea of a Junior Department constituting an upper stage of primary education	7
	Professor Findlay's Principles of Class Teaching published in 1902, and Wm. Lovett's Chartism, 1840	7
9.	The views of the "Newcastle" Commission of 1858-1861 on Infant Schools	8
10.	The views of the "Newcastle" Commission on the so-called Day or Elementary Schools	9
11.	The Revised Code of 1862 and its influence on Infant Schools	0

CHAPTER I .- continued.

	PART II.—The period from 1870 to 1918. The gradual	
	emergence of the idea of post-primary education after the age of 11 or 12.	
Section		Page
12.		10
13.	Types of organisation adopted by the School Boards in the seventies. The Building Regulations of the Education Department for 1871	11
14.	References to primary education above the Infant stage in the Final Report of the "Cross" Commission, 1888	13
15.	The efforts made between 1894 and 1900 to improve the organisation and work of the lower standards in public elementary schools	13
16.	Junior "Mixed" and Senior "Mixed" Departments, and other types of School and Department for younger children	14
17.	Junior Schools for pupils up to the age of about 12, organised in connection with Higher Grade Schools in the areas of certain urban School Boards	15
18.	The Education Act of 1902 and its effect on the Higher Grade Schools. The new Higher Elementary Schools. The official meaning of "infants" and "older scholars" in the early years of the present Century	15
19.	The provisions regarding Free Places in Secondary Schools in the Regulations for Secondary Schools for 1907	16
20.	The development of Central Schools from about 1911	17
	PART III.—The development after the passing of the Education Act, 1918. The reorganisation of primary and secondary (post-primary) education on the basis of the break at the age of 11.	
21.	The Education Act of 1918, and its effects	18
22.	The growth of Central Schools as from 1919. The Consultative Committee's Report on the Education of the Adolescent (1926)	18
23.	The reorganisation of education for children below the age of 11, as revealed by the official statistics	19
24.	General conclusion based on the historical development of primary education up to 1930	20

CHAPTER II.—THE PHYSICAL DEVELOPMENT OF CHILDREN BETWEEN THE AGES OF 7 AND 11.

ECTIO	ON .	PAGE
25.	The importance and significance of the available scientific evidence regarding the physical growth and general mental development of children between the ages of seven and eleven	22
26.	Slowness of growth in man	22
27.	The successive cycles of general (skeletal) growth in children up to the period of adolescence	24
28.	The comparative incidence of certain diseases at successive periods in the child's development	26
29.	The development of the muscular system	27
30.	Evidence of arrested skeletal growth in children due to illness and malnutrition	28
31.	Attempts to classify different physical types on the basis of variations in body build	28
32.	The development of the brain and the nervous system in children up to the age of eleven	29
33.	The comparative rate of skeletal growth in boys and girls respectively up to the age of eleven, and its bearing on educational questions	31
34.	CHILDREN BETWEEN THE AGES OF 7 AND 11. The available psychological data: The mental characteristics of young children: The Stratification Theory: The Recapitulation Theory	33
35.	The intellectual characteristics of young children	34
36.	Sensory capacities; vision; hearing; muscle sense; touch;	35
37.	The Higher Mental Capacities: attention, fatigue, weariness, memory	37
3 8.	Imagery and Ideas: reproductive imagination; constructive imagination	40
39.	The working contents of the young child's mind	41
40.	The child's definitions of his own ideas	42
41.	Reasoning; perception of relations; deductive reasoning; inductive reasoning; logical criticism; suggestibility	42
42.	The development of aesthetic appreciation in the widest sense in children between the ages of seven and eleven	44
43.	Emotional Qualities of Young Children: Their normal interests	4 7
44.	The child's interests as revealed by play	50

viii

	CHAPTER III.—continued.	
SECTIO	N	Page
45.	The child's interests as shown by spontaneous drawing	51
46.	The child's interests as revealed in spontaneous reading	52
47.	Sex differences on the intellectual and emotional sides	52
48.	The Influence of Environment on children: The physical, mental and emotional effects of poverty and its concomitants	54
CITAI		•
CHAI	PTER IV.—THE AGE LIMITS FOR THE UP STAGE OF PRIMARY EDUCATION.	PEK
49.	The upper age limit for primary education should be fixed at the age of eleven; in other words, the transfer from the Primary School to the Secondary (post-primary) School should take place between the ages of eleven and twelve	58
50.	Existing arrangements for the education of children up to the age of eleven	60
51.	The organisation of children up to the age of eleven in separate Infant Schools and in Primary Schools: Argu- ments in favour of combined schools for children between the ages of five and eleven covering the whole stage of	
	primary education	61
52.	(i) The argument that any break in a young child's school life should be avoided	62
53.	(ii) The argument that there is no cogent psychological evidence pointing to the desirability of a break between the infant stage and upper stage of primary education	64
54.	(iii) The argument that past experience tends to show that separate "Junior" schools are unsatisfactory	65
55.	(iv) The argument that it is desirable that the transition from the Infant Department to the Upper Department should not be too abrupt	66
56.	(v) The argument that if infants and children over the age of seven be organised in separate Schools, the Infant School will often be too small	67
57.	The Committee's recommendation that, in areas where it is possible, there should be separate schools for children under the age of seven, and that in all Primary Schools, including even small rural schools, there should be a well defined line of demarcation between the younger and older children	68
58.	The psychological evidence bearing on the most suitable age for transferring pupils from the Infant School to the upper stage of primary education	69
59.	The general aim and scope of the Primary School	70
60.	Co-operation between the two departments or sections of the Primary School	71
61.	Co-operation between Primary Schools and Secondary (post-primary) Schools of different types	71

CHAF	PTER V.—THE INTERNAL ORGANISATION PRIMARY SCHOOLS.	OF
SECTIO		PAGE
62.	The general function of the reorganised Primary School	73
63.	The primary stage of education between the ages of five and eleven as one continuous process	74
64.	The size of classes in Primary Schools	75
65.	The question of co-education at the upper stage of primary education	77
66.	The internal organisation of Schools for pupils between the ages of seven and eleven	77
67	The internal organisation of Primary Schools for pupils between the ages of five and eleven	79
СНАН	PTER VI.—RETARDED CHILDREN IN PRIMARY SCHOOL.	THE
68.	Development of differences in mental capacity in young children	83
	Mental Deficiency: Retardation: "more retarded" children and "less retarded" children	83
69.	The main causes of educational retardation:—	
	(a) innate mental causes	85
	(b) physical causes	86
	(c) extraneous causes	86
70.	The importance of early detection of the causes of retarda-	0=
	tion	87
71.	The "more retarded" children at the upper stage of primary education	88
77.0		
72.	The "less retarded" children in the Primary School	89
СНАР	PTER VII.—THE CURRICULUM OF THE PRIM SCHOOL.	ARY
73 .	The traditional curriculum of the Public Elementary School	91
74.	The general principles on which the curriculum for the upper stage of primary education should be based; the complexity of modern industrial civilisation and its bearing on the work of Primary School	92
75.	The curriculum of the Primary School must be thought of in terms of activity and experience, rather than of knowledge to be acquired and facts to be stored	93
76	Physical welfare and efficiency; physical exercises and games; physical culture in the wider sense	93

CHAPTER VII .- continued.

Section	ON	PAGE
77 .	Language	95
78.	Manual skill	96
79 .	Aesthetic subjects:—Handwork, Drawing, Music	97
80.	Literature	99
81.	Science; the Study of Nature; Elementary Mathematics	100
82.	The elements of Geography and History	100
83.	The traditional practice of treating the primary school curriculum in terms of "subjects"; the desirability of devising new methods of approach to the various branches of the curriculum	100
84.	Alternatives to the isolated treatment of school "subjects"; methods based on the "project" idea; the need for caution in experiments of this character	102
85.	The necessity for a thorough grounding in Reading, Writing and Arithmetic at the upper stage of primary education	104
86.	The teacher's personality is a factor of fundamental im-	
	portance	105
CHAI	PTER VIII.—STAFFING OF PRIMARY SCHO AND THE TRAINING OF TEACHERS.	OOLS
87.	The Staffing of Primary Schools	107
88.	The Training of Teachers: The type of teacher best suited for work in Primary Schools, and the provision made in	108
89.	Training Colleges for appropriate courses of training The probationary period: The allocation of young Certificated Teachers to suitable Primary Schools	100
90.	The special needs of Certificated Teachers in Rural Primary Schools	110
91.	Facilities for assisting Certificated Teachers to improve their teaching proficiency	111
92.	The Training of Teachers for Classes and Groups of Retarded Children	111
93.	Uncertificated Teachers in Primary Schools	112
94.	Facilities for Uncertificated Teachers (a) to take the Certificate, (b) to improve their teaching proficiency	113
95.	Supplementary Teachers in Rural Primary Schools	114
СНА	PTER IX.—PREMISES AND EQUIPMENT PRIMARY SCHOOLS.	OF
96.	Prenises	116
97.	Equipment	118
98.	School and Class Libraries	119
99.	Visual and auditory aids to teaching	120
100.	Short visits to places of interest in the neighbourhood	121
101.	Playing-fields	122

CHAPTER X.—EXAMINATIONS IN PRIMARY SCHOOLS.

Section	N				•				PAGE
102.	The classification eight from stage of	cation of er om the Infa primary ed	nt Sch	ool or I	Depart:	ages o ment t	o the u	pper	123
103.	The Free F	- •						***	123
104.	The scope					•		• •	123
105.	The practic	•							127
100.	or in tw					, ,	••		125
106.	Subjects of	the writte	n exam	ination					126
107.	The use of						• •	٠.	127
108.	Oral Tests	••							128
109.	School Rec	ords	•• `	• •			••		129
110.	Special Ap	titudes							129
111.	Arrangeme children available	nts for stim 's progress e facilities f	in th	g the ing	terest ary Sc	chool,	ents in and in	their the	130
112.	General Su							•••	130
		•						• •	
		NS AND	RE(COMM	END.	ATIO	NS.		
113.	The Commi	ittee's princ	upal co	nclusioi	ns and	recom	mendai	tions	133
SUGG	ESTIONS C OF THE	N THE TE	EACHI ULUM	NG OF OF PI	THE RIMAI	VARIO	OUS B HOOL	RANC S.	HES
Introd	action .			• •	• •	• •			150
Religio	us Educatio	on	• •						154
English	·		• •						155
The Pr	oblem of th	e Two Lan	guages	in Prin	nary S	chools	in Wal	es	165
Histor	y		• •	• •	••	• •			167
Geogra	phy .				• •	• •		• •	171
Arithm	etic and Si	mple Geome	etry			••			175
The St	udy of Natu	ıre	• •	• •				• •	182
Music			• •			• •		• •	186
Drawin	ig and Elem	entary Art			• •	• •		• •	189
Handy	riting .	. :.	• •		• •	• •	• •		193
Handid	craft .		• •	• •		• •			194
Physic	al Training	and Games				• •	• •		200
Health	Education				.,	• •			201
Corpor	ate Life and	l the Traini	ng of (Characte	er				202
	ulum and M imary Scho		eachin	g for R	etarde	d Child	dren in	the	203