

NUFFIELD COLLEGE

The Teaching Profession
To-day and To-morrow

A STATEMENT

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NUFFIELD COLLEGE,
17 BANBURY ROAD,
OXFORD,
May 1944.

THE STATEMENT contained in this pamphlet is made by members of the Education Sub-Committee of Nuffield College. It is the outcome of discussions which have been in progress since the autumn of 1941, and is the third Statement to be issued as a result of the work of the Education Sub-Committee. It is expected that further pamphlets on other aspects of post-war educational reform will be published later.

The present Statement is issued on the personal responsibility of the signatories, and in no way commits Nuffield College. The College, as a research institution, has no opinions. Its responsibility is limited to approving the scope of the work undertaken under its auspices and to satisfying itself that adequate steps have been taken to maintain a high standard in carrying it out.

R. C. K. ENSOR,
Acting Sub-Warden.

PREFACE

THE Education Sub-Committee of Nuffield College considered questions relating to the Supply and Training of Teachers in 1941, and received evidence on the subject early in 1942. Later we found that whatever subject we attempted to study, this particular question lay at the root of all educational problems. We therefore decided in the summer of 1943 to investigate it. It was discussed in December 1943 at a conference widely representative of those concerned with the teaching profession, held under the auspices of Nuffield College. We are grateful to many members of the conference not only for their contributions to the discussions, but also for their criticisms on the earliest crude and tentative draft of this Statement.

We have throughout been aware that an important and authoritative Government Committee had been set up to study and report on this subject. None the less we publish our Statement in the hope that a document drawn up independently and without knowledge of the findings of the Government Committee may be of service in the discussions on the report of that body. In spite of the fact that the McNair Committee reported just before we went to press, we have made no modification of our Statement, hoping that on the points on which the reports agree, ours may give some measure of support to the recommendations of the McNair Committee; and that where we differ, a useful purpose may be served in encouraging full consideration of controversial matters.

We should like to record our gratitude to Mr. G. D. H. Cole for the stimulating help he gave as a member of the Committee until February 1944, when he resigned his official connexion with Nuffield College. We also record our thanks to Miss Helen Leys, who has been Secretary of our Committee since July 1942. She left to take up an appointment as Lecturer in English at St. Mary's Training College, Newcastle, just before this Statement, which owes much to her indefatigable work and expert knowledge, was ready for publication.

A. EMERGENCY POSITION

Proposals before the Country

1. The Education Bill of 1943 presents a picture of a country in which educational provision will be made for all children from the age of two to fifteen, and in the near future to sixteen, with further provision in Young People's Colleges for boys and girls to the age of eighteen and with wide opportunities for education for adults.

Existing Conditions

2. The picture that actually exists is of a country in which the meagre provision of education from five to fourteen is in many places being rendered ineffective through the lack of teachers. Here and there throughout the country children are leaving school unable to read and write, because the few teachers who remain in certain areas have often, with the vast classes before them, to spend their energy in maintaining order, rather than in teaching. The position was bad enough before the war with 45,000 classes containing over 40 children. It has become worse since, because of the reduction in the number of teachers. There are schools and areas which have not suffered appreciably, but in others the position is serious. Many schools are short of their establishment of teachers, and consequently a most critical situation arises when any one of the remaining teachers is ill. Two or more classes have to be grouped together, and no supply teachers are available. We have even known of a composite class of as many as 180 children being held in a village hall during such an emergency. The early commandeering of schools, evacuation, and other war conditions have increased these difficulties and have expedited exit from and discouraged entry into the teaching profession.

Urgent Need for Recruitment of Teachers

3. The recruitment of teachers is the central educational problem if the proposals of the Bill are to be carried out and the shortcomings of the past to be redeemed. The minimum school age will be raised to fifteen to no purpose if the existing supply of teachers is to be more thinly spread. It will be a mockery to call all education over the age of eleven secondary, unless there is to be a sufficiently large and varied supply of teachers to give the instruction foreshadowed

in the Bill, in technical subjects, in the sciences, in the arts, in the humanities, and in religion. The Young People's Colleges will fail unless there are teachers who can understand and meet their pupils' varying needs. Nursery schools will miss their opportunities unless they are staffed with those who make them schools as well as nurseries. Adult education will be futile without a number of tutors who are masters of their subjects, and of the special art of adult teaching, which involves exceptional ability in the handling of border-line subjects and of the various kinds of practical experience possessed by the students.

Pre-war Decline in the Recruitment of Teachers¹

4. For some years before the war numbers in the teaching profession were falling off in elementary schools, especially among women. In 1934, 9,957 men and women entered or resumed work in the elementary schools, and only 9,180 left them. Four years later, 9,143 teachers entered or resumed work in these schools—10,145 left them. Of those leaving, 8,366 were women; only 7,080 had taken up the work. It is true that the greater part of the loss in 1938 was among uncertificated teachers, but there was an absolute decline in the number of certificated women teachers. The number of men taking up this work in the same year exceeded the number leaving it by 284, a comparatively encouraging figure, until it is noticed that only 2,063 men entered in 1938 as compared with 2,862 in 1934, showing a far more rapid drop in recruitment to elementary schools than that among women. The Board of Education Report for 1938 complained of the shortage of candidates for training in Women's Colleges, and said: 'The numbers of students in training in 1938-39 are in the aggregate about 200 below the numbers for which the training colleges are approved. It is probable that failure to fill these vacancies is not wholly due to lack of suitable candidates, but partly to the inconvenience of admitting a disproportionately large number of students in any one year of a two-year course. If numbers are not made good by the admissions in 1939, it may be necessary to take special steps to remedy the deficiency.'² It is therefore not only the war that has depleted the profession, but the waning attractiveness of the work in

¹ All figures in this paragraph and elsewhere refer to England and Wales.

² *Education in 1938*. Cmd. 6013, page 52.

pre-war days. This was partly, but not entirely, due to the fact that many teachers had suffered from a wave of thriftless economy on the part of the Government, which had led to unemployment.

B. EMERGENCY RECRUITMENT AND PREPARATION

Estimate of Number of Teachers required

5. Recruitment on a scale unknown before the war is needed to deal with the post-war situation. The President of the Board said last summer that there were '200,000 teachers in the grant-aided schools of this country, nursery, elementary, secondary, technical, and special'.¹ If the proposals of the Bill are to be carried out, and if classes in all schools are to be reduced to a teachable size, an addition of something like 127,400 is needed.² When the school

¹ Hansard, July 29th, 1943, 1766/7.

² ESTIMATED NUMBER OF TEACHERS REQUIRED TO IMPLEMENT THE EDUCATION BILL

(Based on the figures of the British Association Committee on Post-war University Education. Classes for juniors have been reduced to 20, and nursery classes raised to 25. Nursery school staffs would be helped by a number of assistants not classified as teachers.)

<i>(Modal) Age Limits</i>	<i>Type of School or College</i>	<i>No. of places in this type of School or College</i>	<i>% of age-group in this type of School or College</i>	<i>No. of places per Teacher</i>	<i>No. of Teachers</i>
2-5	Nursery schools and classes	360,000	20	25	14,400
5-7	Infant schools	1,080,000	90	20	54,000
7-11	Primary or Preparatory	2,400,000	100	20	120,000
11-15	Secondary (all types)	2,400,000	100	20	120,000
15-16	Secondary (all types)	600,000	50	20	15,000
15-16	Young People's Colleges	60,000	50	20	3,000
^a 16-18	Secondary (Grammar Schools and Higher Schools)	120,000	10	12	10,000
16-18	Young People's Colleges	216,000	90	20	11,000
^b TOTAL					347,400

^a The ratio of places per teacher in higher secondary education (16-18) has been put at 1 : 12, because of the spread of this comparatively small number of children over the country, and the increasing specialization in study.

^b The figure of 327,400 given in the text is 20,000 below the figure in this Table, because of the estimated number of 20,000 teachers in Independent Schools, who are not included in the first figure.

leaving age is raised to 16, the figure will become 140,000. In calculating the right size of classes in all schools a minimum ratio of one teacher to twenty children has been adopted. This ratio should mean classes of about 25, if the bad practice of teaching every period of every day, which is common in elementary schools, be abandoned. For some subjects and activities, notably singing and some physical exercises, classes can with advantage be larger. On the other hand, for many subjects and especially for young children, classes of 25 are too large. It seems impracticable at present to suggest an all-round higher ratio, though it is important that it should be at least as high for children in the primary as in the secondary school. Children from the age of seven to eleven need more and not less individual attention than those of eleven to fifteen and sixteen.¹ And if, in the future, the type of secondary school to which children pass at the age of eleven is largely to be determined by the recommendation of teachers rather than by examinations, it will be essential for all teachers to have time to know their pupils and their aptitudes as they have been unable to do in the past.

Other Needs not Estimated

6. The provision suggested in Paragraph 5 includes that of teachers in Young People's Colleges on the basis of one day a week only for each boy and girl, though it is much to be desired that this provision should be increased. It makes no calculation of the number of additional teachers required for the preparation of teachers, whether on the staffs of University Education Departments or of Training Colleges, or of the Government Emergency Training Centres, or of any other body which may be used for this purpose. It does not reckon with the great expansion which will be required in the staffs of Technical Colleges. It ignores any additional University teachers likely to be needed, though a great increase in the number of University students is expected. And it makes no estimate of the number of teachers who it is hoped will be required in Adult Education. All are important, but since none comes directly under the Education Bill, they are for the time being omitted.

¹ It will be seen that in Note 2 (a), p. 7, we make allowance for much smaller classes in the upper forms of Secondary Grammar Schools and Higher Schools.

Present Facilities for Training and their possible Expansion

7. Before the war the number of men and women going from Training Colleges and University Training Departments into teaching was less than 7,000 each year. If the number of teachers is to be 327,400 to carry out the proposals of the Education Bill, including the raising of the school age to 15, and 340,000 when the school age is raised to 16, these Colleges and Departments, even if they doubled their numbers, could not meet the need for 18 years in the first case and 20 in the second. If, in addition, the Government emergency measures, referred to in Paragraphs 9 and 10 below, were successful in finding 10,000 recruits a year for 5 years from among demobilized persons and prisoners of war, the 20 years could be reduced to 13. Even so, the pace is too slow.

Need for New Sources of Supply

8. If the number of teachers is to be increased to anything like the extent suggested and if the variety of teachers needed is to be obtained, new sources of supply must be tapped, new methods of recruitment used, and new forms of preparation for the work invented. And, if the number and variety of teachers needed is to be maintained, conditions must be such that teachers are willing to remain at their work, and not, as is too often the case at present, anxious to escape from it.

At present the numbers needed cannot be secured from those who have had even a modicum of secondary education, still less from those who have passed the School Certificate examination. In a few years' time this will change, and it will be impossible to get young recruits to the profession who have not had some kind of secondary education, since all will have had it in one form or another. But now there are not enough men and women available who have been through a secondary course to supply the demands of the schools and also the other professional and social services. If the new Bill becomes law, and is to be effective, some teachers must be found from among those who have had no secondary education. Unless this be done, the work of teachers will be destroyed even more than in the past by classes which are too large; they will lose their youth and vitality and others will be discouraged by their example from entering so destructive a profession. Quality in this

matter largely depends on quantity. For the emergency period, teachers who are not fully qualified must be employed if the size of classes is to be reduced. It is better for children to be for part of their time in classes of manageable size under comparatively unskilled teachers than to be for the whole of their time in classes of an unmanageable size under highly skilled teachers. Dilution is imperative during the transition period in which all children over 11 begin to receive secondary education. Recruits for the next few years must be found among those who have had only an elementary education and have left school at fourteen. There are many men and women who left school at that early age, who have educated themselves or been educated by life. The difficulty is to discover them and to encourage them; to help them to obtain any qualification which will secure for them recognition in their new profession.

The Services and Camps of Prisoners of War

9. Many of these recruits will be found in the Services and in the camps of Prisoners of War. The Forces have discovered a number of men and women with technical skill, and the work which many have done as instructors should give them power to impart it. In the camps of Prisoners of War much educational work has been going on, and prisoners have helped each other greatly in their studies. The responsibility for releasing from the Services the recruits for the teaching profession clearly lies with the Government and no doubt the Government is already calling into council those who can assist them in the selection of such recruits, as well as in executing the plans already announced for the emergency training of demobilized members of the Forces and returned Prisoners of War.

Need for other Schemes

10. But the Government's plans seem to contemplate the training of only 10,000 additional teachers a year by this scheme and from these sources; and if over 127,000 are wanted, and wanted quickly, other schemes will be necessary and other sources must be used.

Machinery for finding Recruits

11. We believe that machinery should be set up all over the country by the Board of Education to discover possible recruits for

the teaching profession, and suggest that this might be done by means of regional panels containing representatives of the Board of Education, of Local Education Committees, of Employment Exchanges, of Universities and Technical Colleges, of Training Colleges, and from secondary and elementary schools. From these panels sub-committees would be formed to deal with particular areas and particular forms of education. The work of the sub-committees could be strengthened by the co-option of members with knowledge of the particular work with which the sub-committee was concerned.

Married Women as Whole or Part-time Teachers

12. A sub-committee dealing with a particular area would probably be looking for recruits largely among the married women of the district, and not only among those who had already been teachers. The war has broken down the ban on married women teachers all over the country, and the Government has decided that it shall not be reimposed. It is not unknown for the proportion of married women among the teachers employed in elementary schools by a Local Education Authority at this moment to be as high as 45 per cent. It is to be hoped that although such a proportion is unlikely at the end of the war, it will remain substantial. It has at last been recognized that wifeness and motherhood are in themselves qualifications for the understanding of children and of the lives they are going to lead, and that it is as absurd and unwise to insist that all women teachers should be spinsters as it would be to insist that men teachers should be bachelors. And since married women have home duties, especially while their children are young, it is desirable that the arrangements which make it possible for women to work part-time should be perpetuated. Not many perhaps will wish even to be part-time teachers before their children reach school age, but for those who do wish it the present arrangements should continue. Among those whose children are older, part-time employment in the teaching profession should be common.

Married Women who have not taught before Marriage

13. It has been suggested that there are in many places married women with a good education who did not take up teaching before

marriage, but who, having children of their own and recognizing the importance of education, would gladly try their hand at teaching. At present they are prevented from doing so by lack of technical qualifications. Some of them start small private schools or classes for their own children and their neighbours'. A much better and more economical use could be made of their services if they could be enrolled as teachers and helped to acquire the same standing as those with more formal qualifications. By this means they and their children would be knit into the life of the community instead of being segregated from it, and they would bring to the whole teaching profession a fresh outlook and experience which should be of value to their colleagues as well as to the children. It is to be hoped that a local sub-committee would seek out such women, and advise them as to means whereby they could equip themselves for this work.

Criticisms of Employment of Married Women

14. The proposals for the employment of married women have been criticized on the ground that married women have their central interest in their homes and their families, and will therefore neglect their school work. Conversely, it is said that if they are keenly interested in the school, they tend to neglect their homes. The first danger should be avoided by careful selection and by making it clear that a married woman was expected to attend to the duties she had undertaken in school as faithfully as any other teacher. The second danger cannot be remedied by any proposal on the part of Education Authorities, but we do not think that many women who would neglect their homes would be likely to be appointed to school posts.

Men and Women skilled in Various Crafts

15. An industrial sub-committee would consist largely of technical experts. It would be the business of such a committee to discover men and women skilled in their crafts who could, with a little assistance, impart their knowledge to children and young people. Men and women who have been doing skilled work in munition factories could be encouraged to give technical instruction. There must be a great number of skilled workers who could be

employed as teachers, if they were prepared to undertake the work. They could be employed not only in Young People's Colleges and in secondary schools of all types, technical, grammar, and modern, but also in primary schools. Quite young children will appreciate a specialist skilled at his subject if it involves making or manipulating things, if he is also capable of giving simple explanations.

Part-time Work among Craftsmen

16. As with married women, arrangements will have to be made for part-time teachers among craftsmen, many of whom will wish to spend part of their time pursuing their ordinary occupations, and, indeed, will be the better teachers for doing so. Some of those whose work has ceased because of the war may become full-time teachers if their interests are found to lie that way, though it will be important to give them opportunities once again of spending their time wholly or partly in industry if they wish to return to it.

Consultation with Tutors in Adult Education

17. All sub-committees will do well to consult those concerned with adult education in the various areas and industries. We have had evidence that here and there tutors have discovered good potential teachers who have made themselves masters of some subject not connected with their work, and who would be glad to pursue it further and to teach it.

Sources of Skilled Advice for New Types of Teachers

18. Clearly, the kind of assistance to be given to people of such different types to enable them to teach will and must vary. Technical Colleges will be able to help industrial workers, technicians, and craftsmen. Schools of Art and of Music will help the teachers in these subjects. And the staffs of University Education Departments and of Training Colleges will be able to give assistance to teachers in the kinds of school with which they are most familiar. It is important that the new teachers should become fully qualified members of the profession and yet it may be impossible for many to attend courses at Universities, Training Colleges, Technical Colleges, &c. Moreover, their services will be required immediately in the schools.

Skilled Help and Additional Buildings for New Teachers

19. The immediate provision of these new teachers will necessarily require the assistance of those bodies hitherto concerned with preparing students for the teaching profession. Those bodies will for some time to come have an immense task in front of them. It is to be hoped that their staffs will be so strengthened that they will be able to develop extra-mural methods of training far more than in the past. We hope that each will be organized so as to co-operate with certain schools, and to direct certain types of work, and that tutors will be sent to help the new teachers by advice about method, equipment, &c. But all the new work cannot be done extra-murally. It is important that there should be centres to which teachers, especially during their first few years, can return for advice; and for this purpose it will be necessary to provide new buildings as well as increased staff.

Recognition of and Tests for New Teachers

20. We think it important that the new teachers should receive recognition after an approved period of work in the schools, together with the passing of any oral or written examination that may be required. Great elasticity will be needed in such examinations. Good craftsmen who can teach well may often be defeated by a written test. But just as the mind of the country is revolting against the determination of a child's fate by formal examinations, so good teachers should not be lost to the profession by rigid insistence on tests suitable for some and not for others. What is important is that children should be taught, and well taught, not that all teachers should have been through the same mill, or the same kind of mill. Entry to the profession must, for some years to come, be made easy for those who are likely to become good teachers. Good workers will not become teachers if, because they did not do so at an early stage, their pay, their superannuation benefits, and their chances of promotion are to be less than they are in the case of those who have spent their whole working lives in the profession.

Proposals not only for Emergency Period

21. These proposals are put forward as an emergency measure.

But they are not intended only to meet the present crisis. We believe that it will be to the benefit of the profession as a whole if the present barriers to entering it are permanently broken down, given that steps are taken to ensure that no one who proves unsuitable shall remain in it. Those with whom we have so far been concerned will, for the most part, have other jobs to which they can return, and it should not be difficult for them to leave the profession. Their problem is in the main one of easy entry, though easy exit is desirable.

Possible Employment of Young People from Secondary Schools

22. There is another substantial source of emergency supply with regard to which easy exit is a vital problem. We believe that it will not be possible to meet the need for teachers effectively unless, for a few years after the end of the war, young people who have left their secondary schools can be employed. These young people form a pool from which both the teaching profession and a large number of other occupations are at present recruited. Because of the small provision for secondary education in the past this pool is, as has already been pointed out, lamentably small. Yet we believe that it would be possible to divert an increased proportion of it to the teaching profession without seriously affecting the numbers available for other work, if the diversion be for a short period only. If these young untrained people are to be employed as teachers, their services should only be used in selected schools, under conditions of careful supervision, and for a short period, at the end of which they should be given the fullest possible opportunities of training for other work or of further general education. We think it wrong to earmark young people for the profession at an early age and keep them in it without a chance of any other kind of life.

Supervision of Young People teaching in Schools

23. We do not contemplate a revival of the pupil-teacher system. Our proposal is that for a limited time, e.g. during the years 1945 to 1950, approved schools should be allowed to employ young people of from 18 to 21 for a period not exceeding two years. The young people should be carefully selected and it should be understood that at the end of two years they should for the time being go

out of the teaching profession. They should not be treated as full-time workers, and should have leisure to study and should receive advice as to method. Arrangements should be made for them to meet at intervals others engaged on the same sort of work and to discuss their problems with those more experienced than themselves. In schools of a certain size it should be possible for members of the staff to spend some of their working time in supervising these young people, listening to some of the lessons given by them and advising them as to method. Where the schools are not sufficiently large and where there are no members on the staff suitable for such supervisory work, the Local Education Authority should appoint supervisors whose business it should be to see that these young people are working under suitable conditions and are given opportunities of discovering where their real aptitudes lie.

Further Education and Training of Young Teachers

24. Those who have done this work for two years should be offered the opportunity of training for some other occupation or of receiving further general education, at a University or in some College or Polytechnic. If at the end of such further training or education they wish to come back to teaching and are considered suitable for the work, the two years spent at it previously should be reckoned as part of their qualification. With these safeguards, we believe that this emergency measure will escape the dangers of the old pupil-teacher system. Anyone who teaches under these conditions for a couple of years will have no obligation to return to the profession. Some will think they have discovered their true vocation in it and others may think the contrary; but whatever be their views at the end of two years, they will not be allowed to remain in the profession until they have learnt something of other openings, either by actual employment, or by contact with people who are going into a variety of occupations.

Looking further ahead, as will be more fully explained later, we hope that ultimately no one under twenty will teach or be prepared especially for teaching. But we believe that in the present emergency this proposal may have its advantages, and that young people may be glad of an experience which, without tying them to the teaching profession, will help them to discover whether it is the one they

would ultimately wish to choose. We are interested to find that this proposal is welcomed as an interim measure, under the safeguards proposed, by the heads of schools of different types.

Recruitment of Graduates immediately after taking their Degree

25. One other measure may be suggested as a small immediate addition to teaching strength, namely, that graduates should not spend a year after taking their Degree in preparing for the teaching profession, but that they should go straight into schools and acquire technical qualifications later, probably over a period of years. For their first year they should be under the supervision of a University Education Department. It is widely held that they could benefit more from psychological knowledge and instruction in the theory of education when they have had some experience of the practice. Young teachers frequently say that they wish they could have had their time in the Department of Education after they had taught, as the problems they discuss would be far more real to them. This proposal, which would increase the number of available teachers only in the year in which it was introduced, is proffered rather for its advantages in increasing the efficiency of teachers, to which we come next, than for its numerical gains.

C. QUALIFICATIONS OF TEACHERS

Emergency Recruits and Regular Members of the Teaching Profession

26. From what has been said under B., it will appear that we have in mind a somewhat new approach to preparation for the teaching profession. Hitherto we have dealt with emergency measures for recruitment, but in considering the preparation of teachers a longer view is inevitable, for it is important to link up the 'emergency recruits' with the regular members of the profession and to consider what are the best methods of preparation for the future.

Practical Apprenticeships to precede Theoretical Study

27. Many teachers to-day have had no formal professional training and can show no diploma or certificate of competence for their work. Among these are some of the best, as well as some of the

worst, teachers. For teaching is, after all, a special instance of the instinctive power to communicate which we all in some degree enjoy as social beings. Mastery of a subject and the working of its discipline and ideals into the texture of personality, the gift of vitality and zest, the social quality which makes understanding of and sympathy with pupils natural and easy—such things form the basis of good teaching. They need practice and experiment, the imitation of a skilled practitioner and perhaps some advice from him on the mysteries of the trade—something like what is implied in apprenticeship—for their development towards a stable technique. Certain persons can, in good conditions, develop very far without much help from the formal study of psychology or any other branch of educational theory. We believe that such practical apprenticeship should precede the theoretic study of education and that training in *teaching* should take place mainly in the schools.

Importance of Educational Theory and Formal Courses

28. We are no less convinced that the professional teachers of our own time require educational 'theory' and formal courses of what is, rather unfortunately, called 'training' in the University or Training College. The modern schoolmaster or schoolmistress has to be much more than a teacher. Some may be considered for the headship of a school, the inspectorate, or some office in educational administration. It is difficult enough to believe that anyone can teach with understanding and flexibility without thinking and reading something of the science which underlies the art of teaching; it is much more difficult to believe that the larger responsibilities to which the best teachers must succeed can be adequately met out of some innate inspiration. The teacher of standing must keep on terms with the human and social sciences which have taken such strides in the last half century. This can only be done by a course of theoretic study which should use the modern scientific approach and correlate the work of the teacher with thought in other fields. We hold that such a course leading to a professional qualification in Education should in future be required of all teachers in secondary and primary schools, that attendance at 'refresher' courses at later stages in their career should be a normal practice, and that advanced courses, at the research level, should be provided.

Requisites for Qualified Teachers

29. It will thus be seen that the conception of the training of teachers which we hold is broader than the old. A qualified teacher should be one who:

- (a) has reached a certain standard of education, whether academic or technical;
- (b) has had experience of teaching, at first under guidance;
- (c) has studied educational theory in some of its branches.

Clearly the teacher must have something to teach. Clearly he should know how to teach it, and have some knowledge of the probable mental reaction of those whom he teaches. And we think it should also be clear that only time and experience can show whether he is or is not the stuff of which good teachers are made.

Safeguards of the General Education of Emergency Recruits

30. Under B. we dealt with emergency measures. We think that in those proposals we safeguarded the general education of future teachers, by limiting the period for which young people under 21 were allowed to teach, and insisting that those who return to the profession at a later date should have had a further period of general education or have become masters of some craft.

Qualifications of Graduates: (a) Teaching Subjects

31. At present full-time school teachers are, for the most part, either University graduates, or Training College students. The University graduate should pass out of his University with something he can teach, and, if he takes a good general honours or pass degree course, with several subjects at his command of which he will learn more as he teaches. There is much to be said for the promotion of more good general honours courses. An interesting proposal has been put forward by the British Association Committee on Post-War University Education for a general honours degree course in 'Philosophy, Natural and Social'¹ which might prove helpful and stimulating to intending teachers, given that they have teachable subjects at their command.

In many cases it may also be desirable to extend University life to four years, so that the graduate may, if he wishes, take two final

¹ *The Advancement of Science*, Vol. II, No. 7, p. 257. (October, 1942.)

honour schools instead of one. Almost all Universities have now abandoned the system whereby preparation for teaching went on side by side with the degree course. It now only remains to cut the last links of this bad old practice by ceasing to give grants to students to come to the Universities on condition that they will afterwards take a diploma course and teach.

Qualifications of Graduates: (b) Practice and Theory

32. Although the graduate should leave the University with something to teach, he should not be regarded as a qualified teacher until he has spent a probationary period in teaching and has made himself master of some part of educational theory. As was suggested in Paragraphs 25 and 27, we believe that method is best learned during a period of practice in schools, and educational theory in intervals of teaching. As medical students go straight from taking their degrees into work in hospitals, so those who wish to teach should go straight into schools, but for their first year they should be under the supervision of the University Education Department most closely connected with the school in which they are working. For a period of not less than three years after taking their degree they should pursue a course of study for a diploma in education to be taken at the end of the third year. Adequate leisure and facilities for study should be given during those years, and University Education Departments would doubtless arrange courses to suit the requirements of young graduates in consultation with the authorities of the schools in which they worked. The award of the diploma would be made on a satisfactory record of practical work as well as on the examination papers. With the extended period of practice, the practical side of the award would become of greater importance. Candidates who did not succeed in obtaining the diploma at the end of three years should have other opportunities of taking it during a further period of two years.

Qualifications of Non-graduates

33. The case of the Training College student is very different from that of the graduate. The Training College has taken boys and girls from school, and, in the course of two years,¹ attempted to give them a further education and some preparation for their

¹ There are exceptional cases of three-year courses, as in the Froebel Foundation.

work as teachers. It has been a stupendous task and many have tackled it magnificently, almost miraculously. They have suffered much abuse because, owing to the conditions under which they work, and the short time in which they have to achieve their ends, they are forced to attempt what is almost impossible. Many proposals are being put forward for the extension of the course from two years to three, and for closer links with the Universities. We do not believe that these proposals solve the difficulties. For under them, young people would still be earmarked as teachers at an early age; they would still be pursuing their general education alongside of their professional preparation; they would still be cut off during early years from those who were preparing for other professions.

Long-period Policy of Community Colleges

34. To counter all these difficulties we should like ultimately to see the establishment of general Community Colleges for people of 18 years old and upwards, where, whatever future occupation the students had in view, all should live and work together. But this is a long-period policy and one which, given the shortage of teachers, cannot be carried out for many years. We have therefore to consider other methods of dealing with the difficulties of the existing Colleges.

Problems of Segregation

35. To overcome the difficulties of segregation some Colleges which are in sufficiently populous areas in close proximity to Technical Colleges, hospitals, and other institutions training young people, can and do establish relations with those who are training in them, and so manage to break down the barriers between members of their own Colleges and other students. Others, also in populous areas, have encouraged their students to take part in the social work of the place in which they live and to study its industrial problems. Either of these methods gives the students wider interests and, what is of the greatest importance to teachers, some sense of community outside the school or college. It might be possible for Training Colleges to admit students preparing for social work other than teaching, but again, this would be something of a long-term policy, as for many years it will be important for the Colleges to admit as many students as possible who are intending to teach.

Until the adult education movement has gained enough momentum to ensure the establishment of residential Colleges up and down the country, the Training Colleges will be needed for the education and preparation of those who are entering the profession, and they alone have the skill, knowledge, and experience to help with the present problem.

Isolated Training Colleges

36. There are some Colleges, fortunately not many, which have been placed in districts remote from city or even village life, for which it would be difficult to devise any scheme of relations with the outside world for intending teachers or other social workers. We can only suggest that these few Colleges should be exchanged for buildings in the heart of urban or country activities. The isolated buildings will doubtless be sought after for adult education centres, holiday centres, and many other purposes. The difficulty will be to get suitable buildings for the Colleges in more populous districts, but some which have been evacuated may be available.

Practical Work of Training College Students

37. A great deal is being said about the importance of extending the two years of training to three. We do not believe that the desired result can be achieved by an extra year spent in the Colleges, for on the one hand that would lessen the number of those going into schools, and on the other it would conflict with the suggestion in Paragraph 33 that the Colleges should be used more and more as places of general education. We suggest that the students should at the end of two years work for a year in schools, some, like graduates, under the supervision of the nearest University Education Department, as has been suggested in Paragraph 32, and others under members of the nearest Training College staff in co-operation with the Local Education Authority. Many would be working in the districts in which their own Training College was placed, and they would then naturally be under the supervision of members of its staff in co-operation with the Authority which employed them. But the suggestions we have made above would enable students to take a post anywhere. With this in mind, we believe that it will be desirable for each College to forge links even closer than those which have hitherto been common, with day or boarding schools

in its immediate vicinity, so that they would be available for practice in teaching. These proposals should leave with the Training Colleges both parts of the work of which they have experience, and would give them more time for both, while doing something to break down the segregation of teachers during their period of preparation and of general education.

Co-operation between Training Colleges and Schools. Qualifications of Training College Staffs

38. These proposals involve a far closer co-operation than that which exists at present between teachers from the Training Colleges and those in the schools. The need for this has been emphasized by some of our correspondents. Doubtless the best Colleges see to it that teachers who supervise students' work in schools consult with the school teachers about the work which is being done, but this is not invariably the case. Again, the best Training Colleges admit to their staffs only those who have experience of school teaching; but it is by no means unknown for Colleges to take those who have not taught in schools. Happy co-operation between the staffs of Training Colleges and of the schools in which their students are practising seems to us difficult unless members of the Training College staff are themselves experienced school teachers.

Probationary Period for Training College Students

39. We do not think that the non-graduate any more than the graduate should be regarded as a qualified teacher until he has taught for three years after leaving College. After the first year of the probationary period during which he has taught under supervision, he should, like his graduate colleague (see Paragraph 32), have leisure and facilities for two more years to prepare for his Certificate examination, and be able to obtain skilled help and advice to enable him to pass it. He would throughout the three years of probation be an employee of the Authority responsible for the school in which he taught, but the Authority would have so to arrange his time-table as to enable him to pursue his studies.

Summary of Proposals for Full Qualifications for Teaching

40. The most revolutionary part of these proposals is the suggestion of a year's teaching under supervision to be followed by a

probationary two years of teaching for graduates and non-graduates alike as a necessary preliminary to securing full qualifications. We believe that Education Certificates and Diplomas should be awarded only to teachers who, in addition to taking approved courses and passing the requisite examinations, have taught for a period of three years to the satisfaction of the Authority under which they are working. The conduct of this examination (which should not be taken before the end of the probationary period) should continue to be under the control of the Universities. The practical work of the candidates with the introduction of the probationary period will naturally be of more importance than before in the granting of Diplomas or Certificates.

Comparison with Preparation for other Professions

41. As things stand at present, young men and women of barely 20 who have passed their examinations are recognized as fully qualified teachers, and nothing more in the way of professional qualification is demanded of them for the rest of their lives. This appears to us to be out of keeping with the practice in any other learned profession. Doctors, architects, lawyers, &c., have a long period of apprenticeship in hospitals, offices, and chambers, before they are released to practise their art without any supervision. If the teaching profession is to rank with these others, a period of practice must become part of the qualification. It is essential, as has already been stated, that young teachers during this probationary period should have periods definitely set aside for the study of educational theory in one of its branches. Such periods could consist either of terms off, or of definite times reserved every week for study.

Position of Experienced Teachers without Diplomas

42. Something must also be done to relieve the legitimate grievances of many unqualified teachers who have already done and are doing valuable work, and place them on a proper footing. At present a young man or woman of twenty, who has been at a Training College for two years and taken a Certificate, may rank above a teacher of thirty or more, who has given years of life to practising an art which the teacher of twenty has hardly touched. We think that until 1955 teachers with a record of not less than

seven years' satisfactory teaching should be entitled to leisure and facilities to enable them to work for and take the examinations necessary to give them full teaching qualification.

Increased Work of University Education Departments, Training and Technical Colleges

43. Throughout these proposals there has been an insistence on the study of educational theory. The staffs of University Education Departments, of Training and Technical Colleges, will remain responsible for this essential part of the preparation. University Education Departments are already giving a good deal of help to those who have begun their teaching work. Under our proposals, they will do more. We hope that in the same way the Training Colleges will develop their extra-mural work and keep in touch with their former students, bringing them back at intervals for theoretical study. In making these proposals we are laying a heavier responsibility than before on those concerned with the preparation of young people for the teaching profession, since they will not be turning them out as qualified teachers at the end of one or two or three years, but will need to be satisfied as to their professional equipment at the end of a much longer period.

Graduate and Non-graduate Teachers

44. If these proposals be adopted many artificial distinctions between graduate and non-graduate teachers would be wiped out. Both would have the same period under supervision, the same two years on probation. Members of both groups would have to work for the same period before taking their final examination. All would have to pass that examination, though it should give a number of options to those taking it, according to the age of the children they were preparing to teach, the type of school in which they proposed to teach them, and the subjects that they wished to teach. It has been pointed out that the graduate who spends three or four years at the University will be at a disadvantage in the matter of age compared with the Training College student who only spends two years at College, and it has been suggested that the probationary period for the graduate might be reduced to two years instead of three. But the graduate is accustomed to the postponement of his earning capacity, and if, as is suggested in Paragraph 75, his salary begins

further up the scale, so that he may be receiving the same amount at the same age as the non-graduate, we do not think he would suffer from any serious disability, and we should wish to keep the probationary period of three years for him as for the non-graduate. Training College students would come to their work, at any rate at first, with some knowledge of educational theory and of existing methods, University students with specialized knowledge of certain subjects. Both would therefore have certain advantages and disadvantages in preparing for the Certificate or Diploma. Later, if the Training Colleges become Community Colleges even these differences may disappear, and courses of general education at Community Colleges may extend to three years. Ultimately they may become University Colleges, when the general standard of education in the country has risen sufficiently to enable a far larger proportion of the population to matriculate and graduate. This goes beyond practical politics at the moment, but we mention it to show the general trend of our proposals.

Direction of New Teachers to various Types of School

45. It has been suggested that the Training Colleges should concentrate on the education of teachers for the primary schools, the Universities on the education of teachers for secondary schools of all types, and the Technical Colleges on those who are to teach in technical schools. We believe that any arbitrary division of this kind would be not only unnecessary, but unfortunate. It is true that the skill of the Training Colleges will be of special value in preparing teachers for work in the primary schools, where a knowledge of children is more important than an advanced knowledge of subjects, and the Training Colleges and Technical Colleges have advanced further in the understanding of children and the methods of handling them than have the Universities. But understanding of children is desirable in all schools, and it is hoped that some Training College students will be found in all. Good technical craft, music and art teachers will also be much appreciated in primary schools. And here and there will be found University students, especially those who have a general degree, who will also be useful at this most important educational stage.

Opportunities of obtaining Further Qualifications

46. Everything that has been said so far points to an extension of the period of preparation. We are of opinion that teachers should, after qualifying, have further opportunities of adding to their equipment by the study of subjects in addition to those with which they became familiar during their student years. There is great scope for the development of courses for this purpose, and it may be expected that they would be stimulating to the teachers and therefore to their pupils.

Preparation for Religious Instruction

47. Religious instruction, for example, is prominent in the new Education Bill. Training Colleges, many of which are denominational, have always given some attention to this subject in the past and will no doubt do so to a greater extent in the future. But even so, many Training College students may wish to pursue the subject further and become acknowledged experts in it. Graduates have seldom during their degree course become qualified in any way to give religious instruction, though many are required to do so, and many wish to do so.

Preparation for teaching Modern Languages

48. Again, many teachers may wish to add to their qualifications by becoming more expert in the use of some language they already know, or by learning a new language. Facilities for studying languages abroad should be increased by exchange of teachers or by courses in foreign Universities.

Teachers of and Preparation for Various Non-academic Subjects

49. Teachers of technical and craft subjects, of music, dancing, physical training, domestic science, and of the arts, should be able to add to the range and variety of their teaching equipment, and it should also be possible for teachers of more academic subjects to become proficient teachers in some subject or subjects in this field.

Courses in the Subjects mentioned above

50. These are only a few examples of the kind of thing we have in mind for the continued education of the teacher, which leads us to propose that special courses leading to Diplomas open to qualified

teachers should be arranged in religion, in languages, and in other subjects. The courses should be as far as possible under University control, and those in modern languages should be arranged with a view to study abroad, preferably in foreign Universities. The arrangement of courses for technical subjects would have to be under the control of some expert body. The courses should be of such a kind that teachers can work at them in their spare time and in their vacations, though we foresee the possibility of intensive continuous study in some cases during the sabbatical terms which we propose in Paragraph 65.

Additional Diplomas

51. At present many teachers give up a substantial part of their vacations to attending courses arranged by the Board of Education and other bodies. But attendance at such courses, though excellent for the teacher, carries no recognition of additional qualifications, nor, indeed, are the courses always of such a nature as to give such qualifications. We believe that it would be a great stimulus to teachers to widen their knowledge and experience if Diplomas could be given and if help and advice were available, not only during vacation courses, but throughout the year.

Danger of Diploma-hunting

52. Some of our correspondents have suggested that if these proposals be carried out there is a danger that certain teachers may spend too much time in working for additional Diplomas and neglect their proper work. We recognize this danger, but we think that if it arises measures can be found to meet it. It is unnecessary to design such measures before the danger occurs. Meanwhile the peril of stagnation is greater than that of diploma-hunting. We think it of the greatest importance that teachers should have every stimulus to their own continuous education while they are in charge of that of others. And we are convinced that one way of assuring this is by encouraging variety in their work. With this in mind we turn to our final suggestions.

D. CONDITIONS OF WORK

Discontent in the Profession

53. So far we have been concerned with recruitment for the emergency period and with suggestions for the immediate use and further training of recruits. That inevitably brings us to the general position of teachers. It is not enough by hook or by crook to get people into the profession. It is important that those who do good work in it should be happy in it and satisfied with their position. Children ought not to be taught by discontented people. Yet there is a great body of evidence that many teachers are discontented. They complain that they lack status. And though nothing is more destructive of status than complaining that you have not got it, there must be some cause for so common a complaint. Disquieting accounts come from the Forces of women who have entered from the teaching profession, and say with glee: 'We have escaped'. This does not give a fair picture of all the women in the profession, for clearly some who were not satisfied with their profession might be among those who deliberately left it to join the Forces, but it gives confirmation of the discontent of which we write.

Persons unsuited to the Work

54. Others say that they do not want to become teachers because they lack patience and do not like children. These are perfectly legitimate reasons, which ought to deter young people from entering the profession, just as they should deter them from marrying and becoming parents. Many people are temperamentally unsuited for the work, and it is well that they should recognize it. At present parents only too often urge their children to become teachers because of apparent superficial advantages, sometimes because of an imaginary gain in social status, sometimes because of long vacations, most often because of the belief in the security enjoyed by teachers, though, as was pointed out in Paragraph 4, this belief has been rudely shaken. None of these reasons is good enough for entering a profession which entails work with children and makes strong and constant demands on the character and nerves of those who enter it.

Need for attracting the Right People to the Profession

55. Everything should be done, however, to win to, and retain in, the profession those who are fitted for it. And it is clear that the attractions of the work need to be increased. Hours of work, holidays, responsibilities, salaries, pensions, all need consideration, together with the relative standing of teachers in one kind of school as compared with another, and the possibilities of leaving the work of teaching with prospects of other work.

Buildings and Equipment

56. Much has been said and written about the bad and insanitary nature of many existing school buildings, and of their lack of even the decencies of life, let alone any form of modern equipment. Immense advances have been made in school architecture, and there are now many very fine and well-equipped school buildings for all stages of school life. The importance of raising the standard of all school buildings to that of the best is rightly urged on behalf of the children rather than on behalf of the teacher. But it should be remembered that working in bad and inconvenient surroundings affects the teacher as well as the children, and that if the buildings and equipment of the primary schools are not brought up to those of schools of other types, it will be difficult to induce teachers to go into them so readily as into other schools, or to make the public realize the great importance of the years up to 11-plus. We hope therefore that high building priority will be given to the building and rebuilding of primary schools.

Present School Hours

57. Hours of work are not on the face of it excessive. Indeed, as was stated in Paragraph 54, there is a certain amount of evidence that the relatively short hours and long holidays attract to the profession people who are not really suited to it. At present an elementary school teacher, in order to rank as a full-time teacher, is required to teach on an average 1,080 hours a year. Actual school hours are generally about seven a day, with a break of from one to one and a half hours for dinner, for the equivalent of five days in the week. And the vacations even in elementary schools are longer than in almost any other occupation.

Weariness of Teachers

58. None the less, teachers, perhaps especially women, are apt to be tired at the end of term and to have little energy for outside activities and interests. This is due partly to the strenuous nature of the work. It is wearing for teachers to be in top gear, as many feel they have to be, and to give their full attention to their pupils for the whole of the teaching period. There are very few occupations in which complete concentration on the job is required so continuously. When classes are large even more vital energy has to be employed, as the teacher has to control as well as to teach. But that is by no means the whole story. Good teaching needs good preparation. Conscientious teachers increase their hours of work by spending time in getting their lessons ready. Again, there are often exercises to be corrected, and where classes are large, these may take an immense amount of time. At present young teachers, even in notable and wealthy girls' secondary schools, may be spending anything up to 72 hours a week at their work. It is important for the recruitment of the profession that pupils should not see their teachers worn out and unable to engage in interests outside the school. Finally, schools often make claims on teachers for extra time in connexion with school activities, and, admirable though it may be for masters and mistresses to run League of Nations Union groups, dramatic clubs, school meals, &c., teachers should have leisure to take part in activities not connected with the school.

Conditions in which Teachers do best Work

59. There are, perhaps, few professions in which the conditions vary so much from place to place. The picture which we have painted in the preceding paragraph gives the darkest side; and we have given it deliberately, to throw into strong relief the difficulties which need to be removed. This does not mean that we are ignorant of the large body of men and women in the profession who enjoy their work, do not find it burdensome, and are examples of something that the children themselves would like to be. But we are concerned here with preventing conscientious teachers from losing their vitality, and with seeing that all have the conditions which are enjoyed in those schools where teachers are able to give, and continue to give, their best work.

Proposal to restrict Hours of Work

60. We think that these difficulties could be met by restricting the hours of work of teachers both in and out of school. Such a restriction should be helped by fixing the maximum size of classes at 25 for most subjects, and at a lower figure for subjects which involve much correction. In no type of school should anyone teach for every period. The head of any school should accept it as part of his responsibility to see that all teachers have a substantial amount of free time entirely at their own disposal. It is difficult to be rigid about the number of hours' work, especially with regard to extra activities, e.g. to say to an enthusiastic schoolmistress that she must not spend more than a given number of hours a week in making dresses for a dramatic entertainment she is producing in the school. What is needed is a restriction in what is required and expected of the teachers, not something that will interfere with their liberty.

Restriction of Size of Classes

61. In Paragraph 5 a strong plea was made for the restriction of the size of classes to a reasonable number in the interests of efficient teaching. We repeat this plea on behalf of the teachers' vitality. Nothing saps it more certainly than attempting to teach and to maintain order at the same time. This is particularly true of classes of young children. Elementary school teachers often say that the size of the classes is responsible for the weariness of teachers at the end of every term. And no one can help noticing the difference in schools of the same type between those who teach where classes are small and those who teach where classes are large. As was pointed out in Paragraph 5, a restriction in the size of classes throughout the school system will involve a very great increase in the number of teachers required. But we believe that in the end it will do almost more than anything else to make the profession attractive. Most teachers enjoy getting to know their pupils and sharing their interests. But this becomes impossible when numbers are great and energy is sapped by the constant effort to maintain discipline.

Secondary School Holidays

62. Doubts have been expressed by some of our correspondents as to the desirability of giving to children in all secondary schools

the long vacations at present customary. They point out that the home conditions of many of the children are so bad both for work and play that their removal for long periods from the comparative spaciousness of their schools, from their physical exercises, their school meals, and their school playgrounds, to say nothing of their school books, would mean a serious set-back three times a year. Looking at the matter from the point of view of the teachers we think it undesirable that teachers in one type of secondary school should have longer holidays than those in another type. And if the present length of secondary school holidays is retained at all, we think it should be general. The difficulties of children from crowded homes could be met by the development of play centres, by the use of the school playing-fields and gymnasia in the vacations, and above all for children who live in crowded areas by a great extension of the holiday camp system. Many teachers enjoy going with their pupils to holiday camps and will wish to do so, but it should be made clear that there is no obligation on them to use their vacations in this way. As will be seen in Paragraph 64, we are not sure that the present holidays are not too long, as they encourage teachers, especially unmarried ones, to live at a distance from their work, and to think of the school and the district in which it stands as a place of work, and not a place of residence, and of their vacations as the only periods in which they can relax. But we hesitate to propose longer terms even with shorter hours of work, lest it be thought that we desire to worsen rather than improve the teachers' lot. We think, however, that the cutting of the lives of secondary school teachers into six divisions of term and vacation has grave disadvantages in encouraging many teachers completely to separate their home and their working life. This is more often the case with women than with men, who frequently have their homes near their work. But the 'bachelor woman' tends to have roots nowhere. If the suggestion of Paragraph 12 is carried out, many more women will know naturally about the home conditions of the children they teach, because they will be living in their own homes in the same district.

Holidays in Primary, Infant, and Nursery Schools

63. The longer terms for children below secondary school age will probably remain longer. The younger children are, the more

regular should be their way of life. For the teachers this ought not to be a heavier burden if:

- (a) the working week is shorter than that for children of secondary school age, and
- (b) the classes are at least as small as in secondary schools.

The weekly work should, in these circumstances, be lighter because the work of correction is not so heavy for the teachers of younger children.

Importance of Teachers living near the Homes of Young Children

64. A further reason for retaining the longer term is that it is probably more important for the teachers of young children to become part of the community in which they are working, knowing the homes and the parents, than for those teaching older children. In fact elementary school teachers are far more often 'at home' in the place in which they work than those in secondary schools. In many villages the elementary school teachers are the most valued and most highly respected people in the place. Parents as well as children come to them for advice on every occasion. We do not suggest that this is entirely due to the shortness of the school holidays, but where terms are long it is more natural for the home of the teacher to be near his work, and for him to seek his relaxation and his interests with the people among whom he lives.

Sabbatical Terms

65. We think that every teacher should ultimately, at the end of every seven years, be entitled to a term's leave on full pay. Unfortunately the present shortage of teachers makes it impossible to introduce such a provision immediately; but we suggest that, after 1950, a term's leave should be offered in rotation to teachers of over 40. We hope that interchange of teachers between schools in different countries will be encouraged, so that teachers who, owing to the present difficulties, cannot be spared for full leave, may get the refreshment and stimulus of teaching in another country. It might be possible also to introduce variety into the teacher's life by a more fluctuating inspectorate, bringing the inspectors into the schools as teachers and giving the teachers experience as inspectors. This has been strongly advocated by one

of our correspondents and it might be a method of refreshing both inspectors and teachers and of widening their experience.

Sabbatical periods have become common in University circles, and are generally acknowledged to be of the greatest value to the work of the University teacher. We see no reason why they should not be of equal value to teachers of all kinds.

Salaries: Present Rates

66. The payment of teachers needs drastic revision. At present¹ men teachers in elementary schools in the provinces on the lowest scale receive £168 a year for their first two years; £276 after ten years, with a possible maximum of £330. If after 10 years' service they obtain the headship of a school with over 500 children, they may obtain a salary of £366, rising to a possible £492 after 21 years' service. On the highest scale they begin at £192, rising to £300 after 10 years' service, and reaching a possible maximum of £408 after 19 years; if they become headmasters of schools of over 500 children, they may get £420 after 10 years, and a maximum of £606 after 26 years' service. Women begin at £150 on the lowest and £180 on the highest scale, rising to a maximum of £258 after 13 years, and £324 after 17 years, respectively. If they become headmistresses of schools of more than 500 children, they may

¹ Four war bonus awards have been made by the Burnham Committee.

These are:

(i) As from 1 April 1940, a bonus of 6 per cent. to teachers whose salaries do not exceed £260 p.a., with marginal limitations up to £275 12s. p.a.

(ii) From 1 April 1941 to 31 August 1941:

<i>Men.</i>	£26 p.a. on salaries up to £262 10s. p.a.
	£13 p.a. on salaries between £262 10s. and £370 p.a.
<i>Women.</i>	£19 10s. p.a. on salaries up to £262 10s. p.a.
	£10 8s. p.a. on salaries between £262 10s. and £315 p.a.

From 1 September 1941, same rates of bonus, but they apply to teachers whose salaries do not exceed £525 p.a., marginal limits also apply.

(iii) From 1 July 1942:

Teachers under 21 years of age. Men £26 p.a. Women £19 10s. p.a.

Teachers 21 years and over:

Salaries up to £262 10s. p.a. Men £45 p.a. Women £36 p.a.

Salaries between £262 10s. and £525 p.a. Men £35 p.a. Women £28 p.a.

(iv) From 1 January 1944:

Teachers under 21 years of age. Men £32 p.a. Women £26 p.a.

Teachers 21 years and over. Men £52 p.a. Women £42 p.a.

receive an absolute maximum of £396 after 21 years' service on Scale II, and £486 after 25 years on Scale IV.

The salaries of secondary school teachers are not very much better for non-graduates, beginning at £186 for men and £174 for women, and rising to a maximum of £384 for men after 18 and of £306 for women after 16 years' service. Graduates fare better, men beginning at £234 with a maximum of £480 after 18 years, and women beginning at £216 with a maximum of £384 after 15 years' service.

Inadequacy of Present Salaries

67. The figures speak for themselves. When the scales of pay were adopted they were a great advance on those that had held the field earlier. And they compared favourably with the rates, then very low, which could be earned in almost any kind of social service. But conditions have changed rapidly in the last two decades; salaries in other professions have gone up; social workers of all kinds are receiving better remuneration. Wages have risen and are continuing to rise. And, comparisons apart, present prices and present rates of taxation make teachers' salaries entirely inadequate.

Promotion of Good Secondary School Teachers to Headships

68. The good secondary school teacher may obtain a headship before the end of 15 or 18 years' service, and may command a comparatively high salary in that position, but not all good teachers wish to become heads of schools, and give up to organizing part of the time which they would like to give to teaching. Many excellent teachers are lost, or partly lost, because, for economic reasons, they have to accept a headship. If our proposals in Paragraphs 85 and 86 were to be accepted, all heads of schools should have some time for teaching, though they clearly cannot teach full time.

Proposal to raise Salaries. Attainment of Basic Maximum

69. We think therefore that there should be an immediate revision of salary scales. The machinery for such a revision exists in the Burnham Committee which has won golden opinions for many years in negotiating on all questions affecting teachers' salaries. All teachers should be able to travel, to entertain in a modest way,

to buy books, attend concerts, theatres, and cinemas, as well as be decently fed, clothed, and housed. The rise in the cost of living has made this even less possible than it used to be, and it was never possible for a large number of teachers, under the scales we have quoted. If people who are likely to make good teachers are to be attracted to the profession, it must be one in which they can expect a full life as well as satisfactory conditions for their homes and families. We are clear both that salaries should be higher than they are, and that the basic salary should reach an adequate maximum much earlier than at present. At the same time we do not want teachers at an early age to feel that they have nothing more to look forward to, or that they cannot improve their position by their own efforts.

Additions to Basic Scale. Preferment by Merit

70. We shall speak later about egress from the profession, but we recommend that preferment should as far as possible be according to merit and not to seniority, and that teachers should be able to add to the basic scale by such means as the acquisition of diplomas mentioned in Paragraphs 46 to 51. The salaries of headmasters and headmistresses should not depend as rigidly as at present upon the numbers in the schools.

Difficulty of assessing Merit

71. We are aware that this proposal raises great difficulties, since it avoids rule-of-thumb methods of advancing salaries. The existence of scales whereby a teacher obtains more money by the simple and inevitable process of growing older is justified on the ground of increasing experience. Unfortunately increasing experience often goes with increasing staleness. But the habit of raising payment automatically with age is so general, not only in the teaching profession but in others, that we cannot advocate the abolition of a scale. Moreover we have not discovered any sound method of gauging merit. The measure of a good teacher is hard to come by. Experience in other countries shows that it should not be placed in the hands of Inspectors. To make a teacher's salary depend on an Inspector's report would entirely destroy the relationship which we hope to see established between

an enlarged and improved inspectorate and the profession. To put such power into the hands of the head of the school would be equally undesirable. We think therefore that 'scales' must continue. But we hope that there will be new means of supplementing them. If the recommendations of the Norwood Committee be carried out, children's examination results, which have been the most evil way of testing a teacher's capacity, will cease to be available.

Advancement irrespective of Age

72. Though we acquiesce in the continuance of 'scales' we strongly condemn advancement by seniority. It is probably one of the greatest advantages of private schools that they have been free to put a teacher in a responsible position irrespective of age. Indeed it has recently become common to make very young men heads of public schools. We believe that both the heads of schools and those who are made second masters or mistresses, or put in any responsible position in a school, should be so placed because of their fitness for the work, and not because of their age.

Salaries of Head Teachers

73. The suggestion that there should be no such rigid connexion as exists now between the numbers in the school and the salary of the head teacher will be much easier to implement if fees are abolished. We are anxious that children in small schools should not miss the chance of really good head teachers because the school is small, or lose a good teacher after a very short time because he is tempted to accept a higher salary elsewhere. Although the head of a school of 600 to 800 children should have his or her great responsibility recognized by a good salary, the present grading appears to us too rigid, and not in the best interests of children in schools of a moderate size.

Abolition of Differences in Salary between Different Areas

74. In many ways we should like to see the present scales simplified. Variations of rates between different areas lead to absurd anomalies and to a sense of injustice, and hinder mobility from one district to another. We think therefore that teachers in all types of secondary school, whatever the area, should be paid on the

same basic scale. It is no doubt true that the cost of living is higher in some areas than in others, but as for the most part teachers prefer to live in populous areas where the cost of living is highest, we believe that the equalization of rates might lead to a better distribution of teachers.¹

Abolition of Different Scales for Graduates and Non-graduates

75. We also think that, given salary scales which are adequate, the abolition of disparities in the rates of pay for graduates and non-graduates would abolish the sense of injustice from which many teachers suffer when they work side by side in the same school with those receiving higher salaries than themselves at the same age. We should therefore like to see the distinction between graduate and non-graduate salaries eliminated. If the graduate is one or two years later beginning his probationary period because of a longer course at the University, we think he should receive as much as a non-graduate at the same age, so that higher rates of payment should begin earlier in his probationary period. But we hope that our proposals, which lay stress on practical experience and on the acquiring of a professional qualification in theory and practice, would make differences due to early education comparatively unimportant.²

Scales for Primary and Secondary School Teachers

76. We think, moreover, that the distinction between the salaries of primary and secondary school teachers should be abolished as soon as possible. It seems to us that this is the obvious way of dealing with the situation which will arise when teachers of

¹ One member of the Committee dissents from this proposal:

'It seems to me unreasonable not to recognize the different cost of living in different areas by different salary scales. If it is not recognized, there will be just complaints from teachers who have to pay more in rent, travelling, etc.; special allowances for these will be demanded; the demand can hardly be refused; and we shall be back again where we are now.

'While agreeing with the importance of attracting teachers to country schools, I do not think that teachers attracted by higher salaries are likely to be of the right type.'—RICHARD LIVINGSTONE.

² One member adds the following note:

'While accepting the principle here suggested, I think that the additional payment for a good Honours Degree now recognized by the Burnham Committee should be retained.'—H. E. McL. ICELY.

all children from 11 upwards will be classed as secondary school teachers, although some of them have hitherto been classed as elementary school teachers and paid at the same rates as those who were teaching children under 11. There would be confusion and heartburning if teachers of the older children in what are now classed as elementary schools were to be put on a higher scale than the teachers of younger children, who, as we have emphasized earlier, are doing an equally important, if not a more important, job. We suggest in the preceding paragraph that teachers who undergo a longer education and preparation for the profession should not be penalized for so doing, but should get their posts higher up the scale, according to their age, but this is quite different from giving them a different range of salary because they happen to teach older children.¹

Abolition of Different Scales for Men and Women

77. Controversy in Parliament on the subject of equal pay for men and women teachers occurred after we had decided that we wished the rates to be equal, given that State allowances or considerable remission of taxation be arranged to correct differences in family expenses. We are conscious that we are touching on a matter which goes far beyond teachers' salaries, but we venture to do so because the principle of family allowances has been conceded by the Government. We do not think that any proposal of this kind could or

¹ Two members take exception to this proposal:

'We dissent from the proposal to have a single scale for elementary and secondary teaching for two reasons. In the first place: the work of teaching children from 7 to 14 is extremely important, but it requires less intellectual ability than teaching children from 15 to 18, and there are far more people capable of doing it. We feel that this should be recognized in the salaries paid, and the fact that what hitherto has been called elementary work will in the future be called secondary, does not seem to us by itself a valid reason for altering the salary for it.

'Secondly, we believe that, in practice, the proposed change would adversely affect the salaries for secondary teaching. This teaching, especially in its higher ranges, requires first-rate abilities. Those who possess them tend to be attracted to the Civil Services and to occupations where rates of pay are higher than in teaching, and good salaries in secondary schools are necessary to counterbalance this attraction. Large sums of money will be necessary to raise the salary of the elementary teacher to the secondary level, and the secondary teacher's salary is likely to remain below the rates necessary to attract the ablest people. In wartime we may entertain the belief that the nation will find the money for ideal schemes; in peace the taxpayer has other views.'—CYRIL BAILEY, RICHARD LIVINGSTONE.

should be confined to any one profession. It is of the greatest importance that allowances for dependants should be paid by the State. If they are paid by the employer, teachers who are known to have no dependants will get employment more easily than those who have, because they will be cheaper. It is to be hoped that a general scheme for 'dependants' allowances' will be speedily brought in. If it is, the main argument against equal rates for men and women disappears. At present those women who have no dependants may even at unequal rates be better off and have more to spend on personal pleasure than men doing similar work. And bachelors who receive the same rates as their married colleagues are even better off. It has been pointed out that only 34 out of any hundred men teachers have children under 16 years old, only 17% have more than one child of that age. The proposal to provide for dependent children should therefore not be very costly. Many teachers, both men and women, have parents or other adults dependent on them. It is to be hoped that this burden will be lifted from them by a system of State Insurance, which will make such adults independent.

Salaries of Part-time Teachers

78. Special consideration must be given to the payments to part-time teachers. Technical workers and craftsmen, for instance, must be paid at rates which reimburse them for the loss of their working time and pay all additional expenses. Married women may also have out-of-pocket expenses and have to pay someone else to look after children or house. If they are needed in the schools, the rates must be such as to make it worth their while to teach in them. Income Tax rates for married women have already been adjusted so as to make it more possible for married women to work without actual financial loss; it will be necessary for such adjustments to be continued.

Cost of Proposals

79. All these proposals would, if carried out, add substantially to the cost of education. But we notice with satisfaction that the President of the Board stated that 'no questions concerning the future status and remuneration of Teachers would be neglected'.¹

¹ *The Times Educational Supplement*, Feb. 5th, 1944, page 66.

Without considerable additions to salaries we do not see how the profession can be adequately staffed. In the first year of teaching under supervision when the teacher is virtually an apprentice the rate need not be high. But even then it is essential that a living wage be paid, and by the age of 24 every teacher ought to be receiving enough to enable him to marry and set up a home.

Pension Schemes

80. Superannuation benefits are closely linked with salaries. The present arrangements are too rigid and encourage teachers to stay at the same type of work all their days. The Federated Superannuation Scheme for Universities, whereby a pension policy can, at any time, be handed over to the teachers, whatever work they go on to, is far more flexible. We think that even further flexibility is desirable, and suggest that the rules and regulations of the F.S.S.U. be applied to the whole teaching profession and so modified as to make the pension policy the property of the teacher. Under the F.S.S.U. the employing body contributes 10% and the employee 5% of the salary. We should like to see these rates, which have been adopted in one section of the teaching profession, extended to all its branches. But we are mainly concerned with the importance of making the pension policy the property of the teacher whatever the length of service. We consider such a provision is one which would be highly valued by teachers and of the greatest use to them, since they could retire when they wished to do so, with the assurance of some competency, although it would be small for those who retired early.

General Security Schemes

81. It is to be hoped that social security schemes will shortly be adopted which will go much further and enable workers of all kinds to pass from one occupation to another without loss of pension rights. If such schemes be brought in, teachers will be able to change their occupation without any more loss of pension prospects than might be contingent on lower earnings. But, as in our proposals in Paragraph 77 for equal pay for men and women coupled with additional rebates of income tax and family allowances, we are going beyond the problems of teachers into regions

which embrace all occupations. We do so because of the inevitable relationship between all professions, which will, we hope, become closer. Pension policies which could be transferred from one occupation to another would go far to promote mobility.

Responsibility in Schools

82. The position of teachers can, however, be improved not only by better salaries and easier pension conditions, shorter hours of work and smaller classes, but by more responsibility than some at present possess for the life of the school. Some heads of schools make their colleagues feel that the school is a co-operative undertaking, others do not. Final authority must rest with the head of the school, who must in that sense be an autocrat. But it is important that the staff should feel that they are partners with the head of the school and not just subordinates. Only so can they be expected to uphold his authority. Autocracy without consultation may in the short run be the quickest, but in the long run it is the worst method of running human affairs, and a school should be a very human affair. No human being, least of all one who is the head of an educational establishment, should be above, or unable to face, the criticism of his colleagues.

Regular Staff Meetings

83. No great claim has as yet been put forward by teachers to any considerable control in the schools in which they are employed. They are often too busy and too tired to want to do more than take their classes and get through their appointed tasks. Nor has the head of the school time to use a slower committee method of managing the school. But with the easing of conditions suggested earlier and in Paragraphs 85 and 86 it should be possible to have regular staff meetings—so much valued now in many of the best schools—in all schools, so that educational policy and the general life of the school may be discussed. Much of what is said in this paragraph and the preceding one is not a matter for legislation, since it concerns human relationships which cannot be determined by government regulation. We can only propose that regular staff meetings be held in all schools and leave the result to the working of time and the goodwill of all concerned.

Staff Representation on Governing Bodies

84. Under the new Bill, Clauses 17 and 18, it appears that there will be a body of Managers for every primary and of Governors for every secondary school. We hope that such bodies will, save in very special cases, have only one school under their control. We think that the head of the school should be present at all their deliberations, except when questions of his own position and salary are being discussed, and that in mixed schools the senior mistress should also be present. One member of the Governing Body should represent the staff of the school which he is governing. He should make himself acquainted with the views of the staff and should pass them on to meetings of the Governing Body.

Clerical Assistance for School Staff

85. Almost all the suggestions made, including the plans for employing part-time teachers, will involve head teachers in more discussion than is common at present, and will take up a good deal of their time. We think that if their work be heavier in these directions it should be lightened in others, and we should be sorry if such lightening were to be done at the expense of their teaching (except where their teaching hours are in any case too heavy), for the best teachers are often made heads of schools. But we think that in most cases their work would be eased by the employment of good clerks and secretaries, and we suggest that adequate clerical assistance be supplied in all schools to relieve the head teacher and other members of the staff from routine clerical duties. It is much easier to get good clerks than to get good teachers, and indeed at the end of the war there are likely to be many well-trained and experienced secretaries and clerks available. We think that an early claim should be made for such help in the schools.

Expert Assistance of Other Kinds

86. Much other work concerned with the health and well-being of the children has in recent years been added to the work of the teachers. It requires the assistance rather of those with medical, dietetic, nursing, and general social training, than training in clerical work. Where there is a good domestic science department, such work could be taken on by those responsible for it. But in other

schools, as for instance in boys' schools and junior schools, help should be available either from visiting experts or from full-time members of the staff who can combine this duty either with part-time teaching or clerical work, according to their capacities. Clearly no general rule can be made about anything of this kind, since the precise nature of the work must be determined according to the character of the school and the sort of responsibility that the head of the school wishes to retain for himself; but we are anxious that the time of skilled teachers should not be diverted to doing work which could be better done by other people.

Egress from the Profession

87. Finally we are much concerned about the importance of easy exit from the profession. It is not one in which it should be possible for its members to continue if they become bored or slack. We hope that the proposals in Paragraph 30, which should improve the general education and with it the adaptability of those who enter the profession, will make it easy for those who have mistaken their vocation to change it at a fairly early age. We hope also that the proposal in Paragraph 40 for a probationary period will help to weed out the unsuitable. For those who are young in the post-war world so great a variety of social services will exist that they should not find a difficulty in changing from teaching to occupations for which they are better fitted.

Greater Variety of Prospects

88. The middle-aged and elderly teacher, who may have done admirable work in early years but has 'gone stale', is the most difficult person to deal with. Yet we hope that our proposals for better pay, a fuller life, sabbatical terms, greater responsibility, together with the usual possibilities of a headship, the increased possibilities of inspectorships and of administrative educational work, will diminish the number of these to a minimum.

Purpose of Proposals

89. All our proposals are concerned with making the teacher's life as full and vivid as it should be, and of tempting into and retaining in the profession men and women who see it as

exciting and adventurous, full of variety and responsibility; with constant prospects of fresh work for themselves and better conditions and finer education for the children, adolescents, and adults whom they serve.

Signed:

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Secretary.

¹ Specially co-opted for considering the subject of this statement.

SUMMARY

A. EMERGENCY POSITION (*Paragraphs 1-4*)

Provision of Education proposed by Bill (1). Contrast with existing conditions (2). Need of teachers central educational problem (3). Problem urgent and increased by pre-war decline in recruitment (4).

B. EMERGENCY RECRUITMENT AND PREPARATION
(*Paragraphs 5-25*)

Numbers required to implement Education Bill (5). Other needs not estimated (6). Pre-war output of trained teachers (7). Need for expansion of training facilities and new sources of supply (8). Services, Prisoners of War Camps, married women, craftsmen (9, 10, 12-16). Machinery for finding recruits (11, 17). Training; tests, and recognition for new recruits (18-20). Permanent benefit to profession if barriers to entry and exit removed (21). Young people to teach as temporary measure; their supervision and further education (22-4). Recruitment of Graduates immediately after taking Degree (25).

C. QUALIFICATIONS OF TEACHERS (*Paragraphs 26-52*).

Long view of preparation necessary if profession to be unified (26). Practical apprenticeship to precede theoretical study (27). Importance of educational theory and formal courses (28). Definition of qualified teachers (29). General education of emergency recruits (30). Preparation of Graduates (31, 32). Preparation of Training College students (33-37). Problems of segregation (35). Future establishment of Community Colleges (34). Co-operation between Training Colleges and Schools (38). Year of teaching under supervision and further two years on probation for all teachers before taking final Certificate or Diploma (39, 40). Comparison with practice in other learned professions (41). Position of experienced teachers without recognized qualifications (42). Increased work for those concerned with preparation of teachers (43). Removal of artificial distinction between graduate and non-graduate (44). Preparation for teachers in various types of school (45). Special courses and higher Diplomas for qualified teachers (46-51). Danger of stagnation greater than that of Diploma-hunting (52).

D. CONDITIONS OF WORK (*Paragraphs 53-89*).

Need for quality as well as quantity—discontented and unsuitable teachers do harm to themselves and to children (53-55). Attractions of work must be increased (55). Buildings and equipment (56). Hours of work (57-60). Size of classes (61). School holidays (62-64). Sabbatical terms (65). Salaries (66-78). Inadequacy of present rates (67). Basic maxima and additions (70, 71). Opportunities for advancement in the profession (72). Head teachers (73). Abolition of differences between different areas, between graduates and non-graduates, between primary and secondary schools, and between men and women (74-77). Rates of part-time teachers (78). Cost of proposals (79). Superannuation and general security schemes (80, 81). Staff meetings (83). Staff representation on Governing Bodies (84). Lightening teachers' work by clerical and welfare assistance in schools (85, 86). Greater interchange within profession and between teaching and other forms of social work (87, 88). Purpose of Proposals (89).

NUFFIELD COLLEGE

NUFFIELD COLLEGE, OXFORD, has been set up for the purpose of objective research into social and economic problems and with the special object of promoting collaboration in the study of these problems between those engaged in academic work and those occupied in business, in the social services, and in the various forms of public work. Building operations were about to begin when they were interrupted by the outbreak of war; and the College had accordingly to find for itself, before it had acquired a physical home, a temporary sphere of activity under the emergency conditions created by the war. This it decided to do by establishing the Nuffield College Social Reconstruction Survey, together with a parallel body for the prosecution of research into colonial problems. The College also instituted a series of Private Conferences for the discussion of problems of immediate importance in connexion with reconstruction, and the present Statement is the outcome of certain of these Conferences. Work is now actively proceeding on much of the material gathered together by the Social Reconstruction Survey and the Colonial Research Committee, and several books embodying parts of the work will be published in the near future.