



# EDUCATION IN 1949

BEING THE REPORT OF  
THE MINISTRY OF EDUCATION AND  
STATISTICS OF PUBLIC EDUCATION  
FOR ENGLAND AND WALES

*Presented by the Minister of Education to Parliament  
by Command of His Majesty  
May 1950*

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## INTRODUCTION

### MAY IT PLEASE YOUR MAJESTY

I SUBMIT to Your Majesty the Report of the Ministry of Education for 1949.

1. In educational administration the large majority of decisions are derived from free consultation between the Ministry and the persons and bodies affected. During 1949, as the paragraphs that follow will show, the relationship between the Department and the local education authorities was reviewed in detail by the Local Government Manpower Committee, and the bonds between the Ministry and all those concerned with the training of teachers were strengthened by the establishment of the National Advisory Council on the Training and Supply of Teachers. At the same time, over questions affecting educational building, formal methods of consultation were largely replaced by informal discussions between the officers concerned, as one means of accelerating the programme.

2. In further education the value of consultation and discussion was no less apparent in the interim report on education for higher technology of the National Advisory Council on Education for Industry and Commerce, in the recommendations of the expert committee set up by my predecessor to investigate the problems of education in commerce, and in the work done by the Committee on Art Examinations to substitute internal examinations with external assessment for the Ministry's existing external examinations in art.

#### **The Local Government Manpower Committee**

3. The Local Government Manpower Committee was set up in January, 1949, with the following terms of reference:—

“To review and co-ordinate the existing arrangements for ensuring economy in the use of manpower by local authorities and by those Government Departments which are concerned with local government matters; and to examine in particular the distribution of functions between central and local government and the possibility of relaxing departmental supervision of local authority activities and delegating more responsibility to local authorities.”

4. A year later the Committee issued a First Report dealing with the second part of this reference. Close examination of the division of functions between central and local government was undertaken by sub-committees for each of the main services, including education. The Education Sub-Committee, whose report was adopted by the Committee, consisted of local authority representatives and heads of various branches of the Ministry. The Sub-Committee set out the key points at which it was thought that the Minister should exercise control, and recommended a number of practical steps that might be taken at once towards the objectives indicated in the terms of reference.

5. The recommendations in the Committee's Report were accepted by the Government. The Ministry shortly afterwards notified authorities of a number of the consequent changes in procedure, and continued, with the Sub-Committee's help, to work out the details of others. These will include

revision of Regulations and the issue of manuals of guidance, designed to throw more light on the principles to be observed in dealing with such matters as boarding education and the choice of schools by parents; it is hoped by these means to reduce the volume of work involved in dealing with appeals by individuals to the Minister. The Committee's work should bring about a closer understanding and more effective co-operation between the Ministry and local education authorities, and should also lead to a saving of manpower.

#### **Your Majesty's Inspectorate**

6. The choice of curricula and syllabuses and the methods of teaching are left, as a matter of principle, very largely in the hands of the schools themselves. Observers, particularly those from overseas, frequently ask how in the absence of central direction schools are prevented from developing such wide variations in these matters as to sacrifice the community of knowledge and attainment that a common culture demands. Any adequate answer to this question would refer at least to the traditional role of a great profession in setting and maintaining its own standards, to the widespread influence of the training colleges and departments, and to the objectives set by external examinations of various kinds. To these answers would have to be added an account of the history, organisation and functions of Your Majesty's Inspectorate. Chapter VIII and the final paragraphs of Chapter IX of this Report seek to give such an account.

#### **Primary and Secondary Schools**

7. An increase of more than 170,000 in the school population brought with it the year's instalment of those problems of staffing and accommodation that are likely to confront local education authorities for many years to come. Shortages of labour and materials and restrictions on the rate of capital investment accentuated their problems of planning and administration. It is a matter for regret that one of the effects of the pressure on accommodation was to reduce, if only to a small extent, the number of places available for under-fives.

8. It would be of interest, in view of the natural concern that material shortcomings may be prejudicing the efficiency of the schools, to give a definitive picture of the standards now being attained. Such a review, to be complete, would involve the impossible task of inspecting within a short period more than 28,000 schools, and would throw up a mass of data too complicated to analyse and assess as a whole. As an alternative this Report records in Chapter I the impressions of a number of Your Majesty's Inspectors on the character, quality and trends of education in a sample selection of primary and secondary schools. The extracts quoted from their reports, which do not lend themselves to summary, bring out the fact that the disabilities under which many schools are labouring are more than matched by the vitality and devotion of the teachers.

9. It is difficult to assess the relative importance of the many factors that determine the quality of education given in a school, but there would be general agreement that nothing can be more important than to reduce the average size of classes, the trend of which is described on page 14. Since it is sometimes supposed that this most necessary improvement can be achieved by fiat, it is worth emphasising that it can come only as a consequence of increasing the number of teachers and the amount of accommodation available, not only absolutely, but in proportion to a rapidly increasing school population. The Ministry and local education authorities continued to address themselves vigorously to this twofold task.

#### **Teachers**

10. Between October, 1948, and October, 1949, the total number of teachers in maintained primary and secondary schools increased from 204,487 to 211,000, with a rise of nearly 1 per cent. in the proportion of men. It was, however, still necessary to continue the arrangement introduced in 1948 by which a maximum establishment of women teachers was fixed for each local education authority.

11. In October, 1949, there was no appreciable change from the previous year's total of 30,000 teachers in training, but the output of trained teachers from all types of institutions was slightly less than the 1948 figure of 20,000 owing to the running down of the emergency training scheme. Compared with the year before, the number of women students admitted to the training colleges rose by more than 1,100, largely as the result of establishing fourteen new colleges; ten of these were housed in buildings made available by the closure of emergency training colleges. These emergency colleges, which fell in number from 48 to 32 during the year, sent out into the schools 9,130 teachers compared with 10,420, bringing the total so trained from 18,101 to 27,229 a year later.

12. As soon as the National Advisory Council on the Training and Supply of Teachers had been set up in June, 1949, the Ministry re-examined with them, among many problems, the long-term staffing needs of the schools and the best ways of meeting them. They estimated that the number of teachers in primary and secondary schools would have to be increased by the beginning of 1954 to at least 240,000. On the favourable assumption that by that time the proportion of men could be increased to 60 per cent. of teachers in secondary schools and senior classes and to 40 per cent. of those in junior schools and classes, this figure would need to be made up of 89,000 men and 151,000 women, compared with 77,600 and 133,400 respectively in October, 1949. The problem of securing in four years an increase of nearly 18,000 in the number of women teachers presents the Ministry and the Council with a grave problem.

#### **Educational Building**

13. The amount of educational building showed a marked increase. Work completed, which included 68 new primary and 18 new secondary schools, cost £21,501,000 compared with £15,831,000 in 1948. There was a rise from £33,398,000 to £69,940,000 in the value of work under construction, of which the bulk consisted of 665 new schools. Of these, 54 primary and 25 secondary schools, compared with a combined total of 30 the year before, were far enough advanced to be taken into partial use. Work started during the year, valued at £58,043,000, was about double the 1948 figure of £27,852,000. In themselves these were considerable achievements. But pressure must be maintained if the minimum needs of the increasing school population are to be met. There was still room for improvement in procedure, for new developments in design and building technique, and for a closer understanding between educators and architects. Too many schools were taking too long to build; too few were designed with sufficient regard for economy in the sense of value for money, labour and materials expended.

14. Authorities were encouraged in a number of ways to study and overcome these defects. Changes in procedure which had been introduced at the beginning of the year were developed further as a result of the recommendations of the Local Government Manpower Committee. Incentives to economy were re-inforced by the issue in October of Circular 209

which set as the objective for the 1950 school building programme a 12½ per cent. reduction on average costs in 1949, and prescribed maximum figures of cost and area per place provided. To assist authorities in achieving these goals the Building Regulations were reviewed with the threefold object of relaxing the requirements where this could be done without damage to educational standards, of encouraging greater flexibility in planning, and of removing anomalies which had been revealed by experience. Small amendments were made at once to the Regulations, of which a completely new set was being prepared at the end of the year. In November authorities received the first of a series of informal building bulletins designed to promote, by the development and dissemination of new ideas and techniques, a closer alliance between education and architecture.

### Finance and Economy

15. The Vote of the Ministry of Education for 1949-50 was £182,000,000, an increase of £19,500,000 over that for 1948-49. In the main this increase was due to the continuing increase of expenditure by local education authorities on carrying out their obligations under the Education Acts and in particular on the salaries of the increasing number of teachers coming into the profession. Other contributory factors were the rising cost of the school meals service, and the cost of new buildings and equipment needed for the increased number of pupils.

16. Apart from the growing expenditure on that part of the education service for which the local education authorities were responsible, more money was necessary for educational services provided by voluntary bodies and for grants payable directly to students by way of scholarships and other awards, including those made under the further education and training scheme. The growing number of pensioners and the higher salaries of retiring teachers were responsible for an appreciable increase in the amount payable on account of teachers' pensions.

17. In October, 1949, the economic difficulties of the country called for a close review of Government expenditure. In drawing the attention of local education authorities to the need for the exercise of the strictest economy in the administration of education, I made it clear that there was to be no going back on reforms already instituted or on the plans being made to increase the number of teachers; that there was to be no cut in the extent of the building programmes which had been already approved; that schemes for further education in course of preparation should be completed; and that as the further education and training scheme came to an end arrangements should be made for maintaining an adequate number of university awards.

18. At the same time emphasis was given to certain measures by which expenditure could be reduced without prejudicing educational efficiency or impairing the progress and development that were in hand. The economies for which I called included reductions in the administrative, inspectorial and clerical staff employed by authorities, the introduction from 1st January, 1950, of a uniform charge of 6d. per meal for school dinners and a small increase in the fees charged to students attending institutions of further education, restrictions on capital expenditure to be met out of revenue, and a reduction of expenditure on school transport and on facilities provided under Section 53 of the Education Act, 1944. Finally I asked that distinctive school clothing should not for the time being be provided for pupils attending maintained and assisted primary and secondary

schools. Paragraphs 19 and 22 below show that these and other measures of economy bore more hardly on the school meals service and on some forms of further education than on other parts of the educational system.

### Special Services

19. The increase in the number of children who received school dinners and free milk more than kept pace with the rise in the school population. Nearly a thousand new canteens were provided, which, after taking new schools and replacements into account, reduced the number of schools and departments still without a meals service by 674 to 1,948. This promising development was halted in October when, as a part of the Government's economy measures and in order to concentrate building resources on the most vital work, it became necessary to postpone all new building for the school meals service at existing schools.

20. The transfer to the national health service of responsibility for hospital treatment and for consultative and special work in school clinics proceeded smoothly and without interruption of the work for schoolchildren. There was however a serious fall in the number of school dentists, which abruptly halted the steady development that had taken place in the school dental service following the war. Satisfactory progress was made in the provision of special schools and homes for handicapped children, as the figures on page 63 show. Particular attention was given to the problems of educating deaf children.

### Further Education

21. In further education the sharpening of the nation's economic difficulties during the autumn of 1949 brought a greater awareness of the practical importance to industry of further education. The need for more highly trained workers continued to be expressed in many ways—in students' growing demands on technical colleges whose accommodation was taxed almost beyond reason but not, to their credit, beyond their powers of ingenuity and improvisation; in an intensification of the educational activities of many industrial and professional organisations; and not least in a determination by all those concerned to re-examine the basic problems involved in the organisation of technological education at its higher levels.

22. At the same time these economic difficulties were not allowed to put a stop to authorities' modest achievements towards making up some of the leeway in technical provision so clearly catalogued in the schemes of further education (described on page 27) which most authorities had submitted by the end of the year. They did however impose an unavoidable check on the development of the youth service and adult education, and on the building of village halls and community centres, all of which, in ways that defy financial assessment, quicken the social and educational life of the nation.

### Further Education and Training Scheme

23. The further education and training scheme is coming to a close. A special feature of this Report is a full account, in Chapter VI, of the part which the Department has played in the administration over the last seven years of this scheme for ex-service students. By the end of 1949, 98,000 applications for grant had reached the Ministry and more than 83,000 awards had been made. Of these, 43,741 were held at universities, the remainder at other institutions of higher education. The scope of the scheme and the freedom of choice given to students are illustrated by the fact that at the end of the year 41,497 students were being assisted at no less than 720 institutions.

24. Teaching, engineering, medicine and architecture were the professions that gained the greatest number of recruits through the scheme; and then, in order, the civil service, the ministry of the churches, industrial chemistry, law, dentistry and pharmacy. It is estimated that by 31st March, 1950, more than £42,600,000 will have been spent on the maintenance and fees of students. The real value of the scheme can be measured only in terms of the enrichment of individual lives and the strengthening of the community.

#### **Central Advisory Council for Education (England)**

25. The Central Advisory Council for Education (England) met nine times during 1949, on one occasion jointly with the Central Advisory Council for Education (Wales). In addition, committees of the Council met on 18 occasions. One member resigned and two new appointments were made.

26. The Council's work was for the most part based on investigations which I had asked them to undertake. The results of their deliberations were communicated to me in two memoranda, one in May and the other in November. The panels of members set up at the end of 1948 to explore various problems of current interest resumed their meetings in November after an interval of some months. During the year there was a welcome development in the relations between the Council and the Ministry which enabled the more formal work of the Council to be supplemented by useful informal discussions.

27. A report on the composition and proceedings of the Central Advisory Council for Education (Wales) will be found on page 97.

#### **Wales**

28. The Joint Education Committee for Wales and Monmouthshire finally took over the functions of the Central Welsh Board and the Federation of Education Committees, each of which had for more than 40 years rendered valuable service to education in Wales. Among the many subjects to which the Joint Committee gave early attention were the re-organisation of examinations and the resulting changes in secondary school curricula, the choice of schools, the teaching of Welsh language and culture, the co-ordination of special educational treatment for handicapped pupils, and the review of further education schemes submitted by Welsh authorities.

29. A short historical sketch in Chapter IX of the chequered development of technical education in Wales leads to the conclusion that, unless great efforts are made for some years to come, it will not be possible to meet the demands arising from the changes in the industrial pattern of the Principality and from the new attitude towards the value of full-time and part-time technical education.

30. The Welsh Committee of the United Kingdom Commission of UNESCO was set up in April, 1949, under the Chairmanship of the Parliamentary Secretary, to publicise the aims of the Organisation and to harness the rich resources of Welsh personality, scholarship and culture to the achievement of its aims.

#### **International Activities**

31. The United Kingdom National Commission of UNESCO further developed its constituent bodies. At its first public meeting, held in April, 1949, it was addressed by Dr. Torres Bodet, the Director-General of UNESCO. In the practical work of furthering UNESCO's aims, progress was

made in the common study of educational questions, in the interchange of artists, students, and other young people, in the exchange of information and materials, and in international library activities. UNESCO publications in this country improved in quality and variety.

32. There were satisfactory developments in our cultural relations with the four other signatories of the Treaty of Brussels. Teachers, inspectors and administrators from the five countries met for study, and young people were helped to travel from country to country. More students and teachers than in previous years from France, Germany, Switzerland and Austria were appointed to our schools, and reciprocal appointments also increased. Though slightly fewer teachers than in the year before exchanged posts with their colleagues in Canada and the United States there was an increased number of exchanges with the other Commonwealth countries concerned in the scheme.

#### **Organisation and Staffing of the Department**

33. The staffing needs of the Ministry were fairly stable until in the last months of 1949 the gradual closing down of the emergency training scheme for teachers and of the further education and training scheme made some reductions possible. In the autumn the establishment of the Department, as of all others, was carefully scrutinised in order to economise as far as possible in manpower and expenditure. On 1st October the manpower figure of the Department (including that of Your Majesty's Inspectorate and the Museums) was 3,401, and it was agreed at the end of the year that this figure should not be exceeded for the time being.

34. Under the traditional pattern of organisation the executive and clerical staff of a branch have been organised separately from the administrative officers under a senior executive officer known as the Head of Section. The organisation of several branches of the Department was reviewed as a prelude to introducing a "team" structure by which the administrative, executive and clerical staff engaged in a common task are closely linked. At the same time the more extensive use of the executive class was carried a stage further.

35. The two branches concerned with the administrative and technical aspects of building were combined into a single Architects and Building Branch to simplify and accelerate the handling of building projects. The architectural staff was strengthened by the recruitment of additional officers to the Development Group whose main functions were described last year. The other main change in the organisation of the Department was the division of the Information and External Relations Branch into two branches—Information and General, and External Relations.

#### **Museums**

36. The Victoria and Albert Museum restored to full working its loan service to provincial institutions, sending on tour 66 newly arranged selections of its treasures. At South Kensington, a number of exhibitions of fine and applied art, including mural paintings, book-binding and poster art, received many visitors. Several of the galleries were redecorated and re-arranged during the year, and the lecture theatre was fitted with a sound amplification system.

37. At the Science Museum, nearly all the galleries in the eastern part of the building had been re-opened by the end of the year, but this gain was offset by the closure of the western galleries to make room for building

operations. Special displays of scientific interest included an experimental exhibition arranged for blind persons. More objects were lent to outside bodies than in previous years and the photo-copying service of the Science Library was further developed.

38. Collections at both the Museums were enriched by many gifts and purchases, and the range of publications was extended by new handbooks, picture books, monographs, descriptive leaflets, and postcards. The number of visitors was slightly smaller than in 1948.

#### Statistics

39. Charts have been included in Part I of the Report to illustrate the increase in the school population, the number of teachers in service, the growth of further education in recent years, the output of trained teachers, and progress in educational building. Part II sets out the statistics of public education for the year 1948-49. Tables 43, 65 and 88 are new, and Table 8 and 46 have been revised to give fuller information than they did last year.

*Geo. Loughman*

Minister of Education.

*John P. R. Maud*

Secretary.

May, 1950.

## CHILDREN IN SCHOOL AGED 5 AND UNDER 15

Number on the Registers in Maintained and Assisted Primary and Secondary Schools

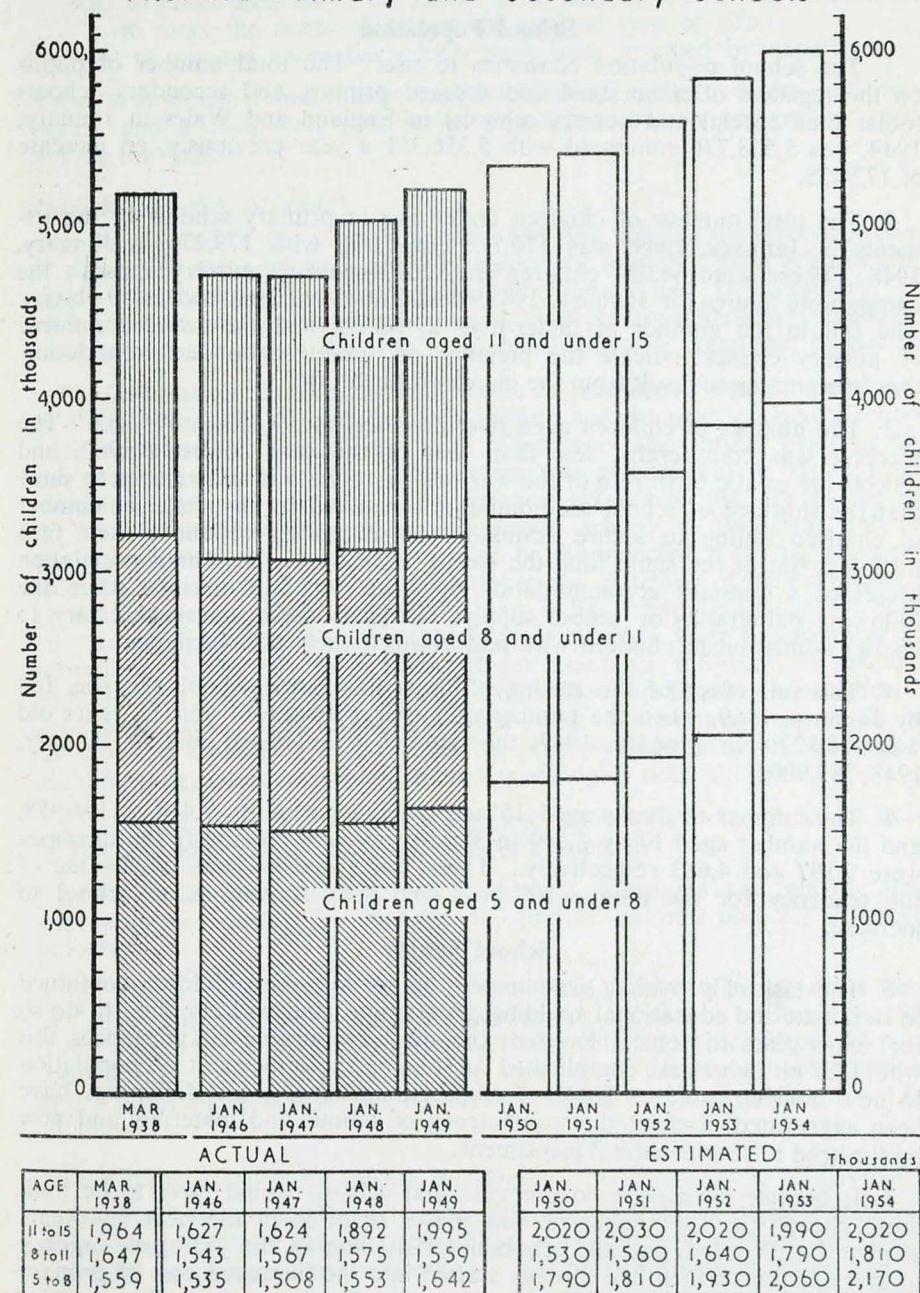


CHART No. 1

## CHAPTER I

### PRIMARY AND SECONDARY EDUCATION

#### School Population

1. The school population continues to rise. The total number of pupils on the registers of maintained and assisted primary and secondary schools (other than special and nursery schools) in England and Wales in January, 1949, was 5,528,776 compared with 5,356,351 a year previously, an increase of 172,425.

2. The total number of children under five in primary schools or departments in January, 1949, was 170,715 compared with 179,275 in January, 1948. There were 64,021 children in 2,261 organised nursery classes; the comparable figures for January, 1948, were 71,045 children and 2,459 classes. The fall in the number of under-fives at school and the reduced number of nursery classes indicate the pressure on infant school accommodation that is beginning to result from the increased birth rate.

3. The number of children aged five increased by 29,653 to 575,382. The increase was considerably less than that of the year before, 65,962, and reflects the erratic birth rate of the war period. There is no evidence to show that the shortage of school accommodation resulted in any material number of children failing to secure admission to school on or about their fifth birthday, but at the same time the steady increase in the school population presented a constant accommodation problem, which is referred to in the following paragraphs on school supply. In some areas it was necessary to restrict admission to children who had attained their fifth birthday.

4. The full effect of the raising of the compulsory school age was felt by January, 1949, when the number of pupils between 14 and 15 years old was 480,127. In January, 1947, the number was 150,101 and in January, 1948, 389,900.

5. The number of pupils aged 15 and over increased by 7,414 to 194,958, and the number aged 17 by 2,140 to 32,516. A year previously the increases were 9,197 and 4,683 respectively. There was therefore some slackening of the tendency for the number of boys and girls staying on at school to increase.

#### School Supply

6. The task of providing accommodation for the extra children continued to dominate the educational building programme, and will continue to do so for some years to come. Even in the most favourable circumstances this would be no light task, complicated as it is by the movement of population to new housing estates. Under present circumstances, the difficulties have been aggravated, first by the insufficiency of labour and materials and now by the need to restrict capital investment.

7. It became clear early in the year that schools would have to be built more cheaply if the number of new places required in the next few years were to be provided, and the economic crisis later in the year gave urgency to investigations which had already started into the increased cost of primary and secondary schools built since the war. Further information on this subject is included in Chapter IV.

8. To some extent, though not to anything like the extent that is commonly supposed, the rise in costs was due to high standards laid down in the Building Regulations. These regulations have, therefore, been under review with three objectives in mind:—

- (i) to reduce requirements in order to lower costs, wherever this would be compatible with proper educational standards;
- (ii) to make them more flexible so as to leave scope for experiment, and to meet the needs of schools of unusual type or size;
- (iii) to remove anomalies which have been revealed by experience.

Some amendments were made, mainly affecting sanitary offices and wash basins, and a completely new set of regulations was in preparation at the end of the year.

#### Provision of New Schools\*

9. At the end of the year there were 665 new schools under construction, of which 494 were primary and 171 secondary schools. New schools completed and brought into use totalled 68 primary and 18 secondary. In addition, work on 54 primary schools and 25 secondary schools was sufficiently advanced by the end of the year to enable them to be taken into partial use.

10. Completion of new schools showed a marked improvement over progress in 1948 when only 15 new primary schools and 10 new secondary schools were completed and taken into use. There was also further evidence that the post-war school building programme was getting into its stride in the number of schools partially completed and taken into use, for at the end of 1948 the total of primary and secondary schools so used was only 30. An even more rapid rate must, however, be the objective if the programme is to make the minimum progress essential to the matching of the requirements of the increasing school population, and it has been the Ministry's policy to encourage local education authorities to simplify their organisation and procedure and to rely to a much greater extent on informal discussion of projects with the Ministry's officers, rather than on formal examination by correspondence. This policy, coupled with other measures which are described in Chapter IV, should enable projects included in the educational building programme to proceed more expeditiously than hitherto.

11. During 1949, 423 proposals for new schools (382 county, two Church of England and 11 Roman Catholic) were approved.

12. Sites for new schools, new buildings, extensions and playing fields were approved during the year for 479 primary schools and 228 secondary schools.

13. The provision of new nursery schools had to be confined to areas where the services of married women are needed for industry. In January, 1949, there were 412 maintained nursery schools, with 21,003 children, 14 more schools than in January, 1948. The number of nursery schools receiving direct grant or recognised as efficient remained at 23, providing for 1,015 children.

#### Minor Improvements to School Buildings

14. The last Annual Report referred to the desirability of improving conditions in old school buildings by minor works of improvement, and greater attention to cleaning and decorating. Precise information about work of

\* Five new schools of 1949 are illustrated opposite page 14.

this kind carried out during the year is not available, but expenditure on it by the local education authorities totalled £3,276,000, an increase of about £563,000 over the previous year. It is a matter for regret that because of the need for economy there must now be some reduction of the rate of expenditure on this kind of work.

#### Re-organisation

15. At the beginning of the year, 81.5 per cent. of the pupils in maintained and assisted schools were being taught in schools or departments providing only primary or secondary education. The comparable figure for 1948 was 79.6 per cent. During 1949 re-organisations affecting 534 schools were approved.

#### Closure of Schools

16. Five secondary schools (two county and three Church of England), all in urban areas, and 87 primary schools (19 county, 67 Church of England and one Roman Catholic) were closed during the year. Sixty-two of the primary schools were in rural districts and were, for the most part, one-teacher schools housed in unsatisfactory premises.

#### Supply and Distribution of Teachers\*

17. The following table shows the variations in the number of full-time teachers employed in maintained and assisted primary and secondary schools during 1949 with comparable figures for October in each of the years 1945-48†:—

	Oct., 1945	Oct., 1946	Oct., 1947	Oct., 1948	Feb., 1949	June, 1949	Oct., 1949
Men .. ..	40,223	59,940	66,623	73,578	73,891	76,211	77,613
Women .. ..	133,278	127,064	128,690	130,909	131,661	131,614	133,387
Total .. ..	173,501	187,004	195,313	204,487	205,552	207,825	211,000

During the year the number of men teachers continued to increase more rapidly than the number of women teachers, and in October 36.8 per cent. of the total number of teachers were men compared with 36.0 per cent. in 1948, and 32.2 per cent. in 1938. As is shown in the above table covering the five-year period 1945-49, men teachers increased by 37,390. This is due in the main to the return of men from war service and to recruitment under the emergency training scheme. The number of women teachers declined substantially in 1946 as women who had been in employment on account of the war gave up their posts. Since then it has increased year by year as a result of the restoration and expansion of normal training and also as a result of recruitment through the emergency training scheme.

#### Shortage of Women Teachers

18. This expansion has not, however, kept pace with growing requirements, and it has therefore been necessary to continue for the school year 1949-50 the management introduced in 1948 by which a maximum establishment of women teachers is fixed for each local education authority, and their distribution throughout the country is to this extent controlled. In February, 1949, authorities were informed that the arrangements would continue unchanged in the school year 1949-50, except for an increase of three per

\* The supply of graduate teachers is dealt with in Chapter III.

† See Note 13 on page 117.

## FULL-TIME TEACHERS IN PRIMARY AND SECONDARY SCHOOLS MAINTAINED OR ASSISTED BY LOCAL EDUCATION AUTHORITIES

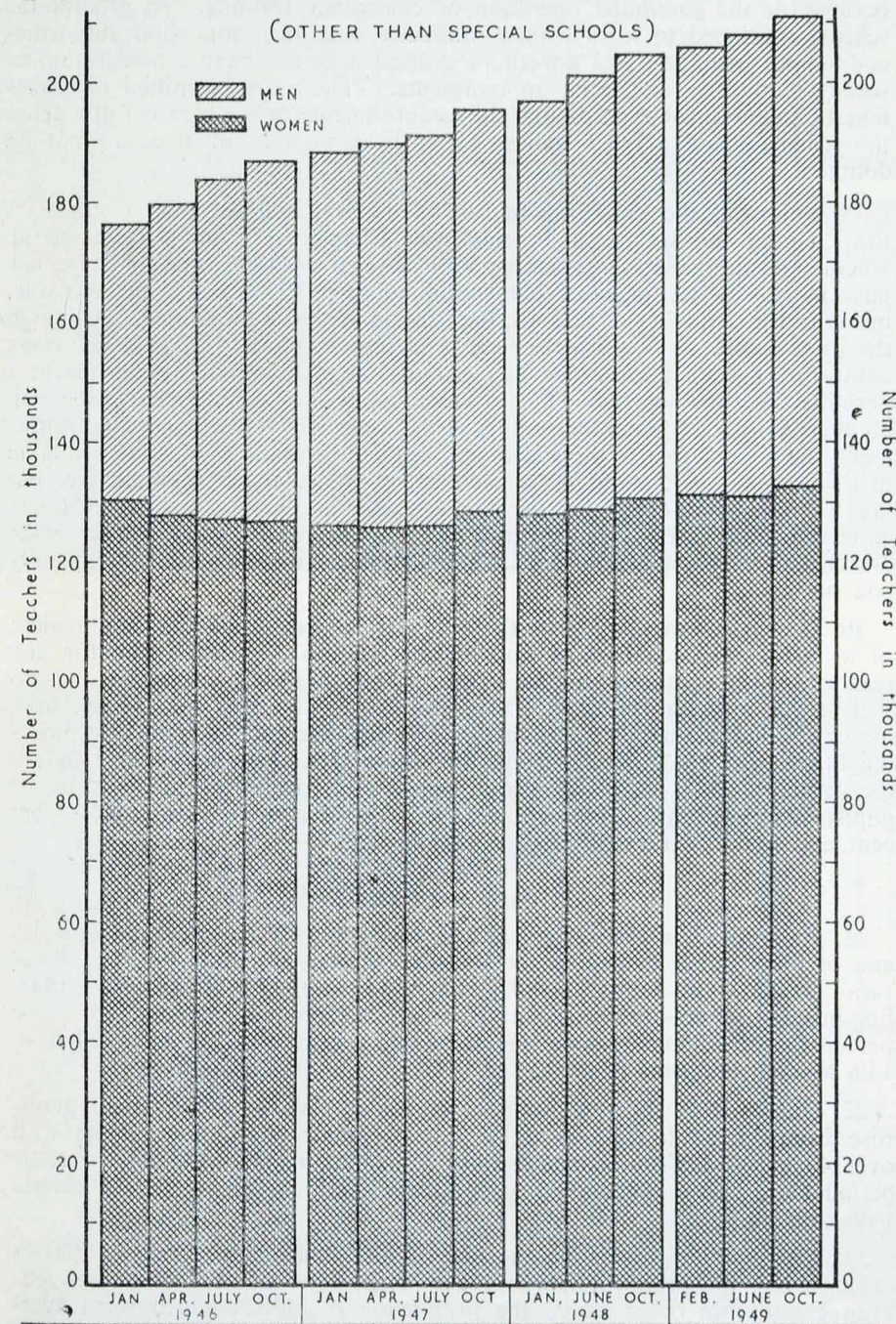


CHART No. 2

cent. in all establishments. This increase was made because the number of women teachers available was expected to increase by about this extent, i.e., by about 4,000. By October, 1949, the increase was only about 2,400 compared with the previous October, but for the school year 1949-50 as a whole the estimate of 4,000 is likely to prove reasonably accurate, largely because of the continued operation of emergency training. In general the scheme continued to work without difficulty, and local education authorities and school managers and governors showed a commendable moderation in seeking authority for special appointments. (These are permitted in exceptional circumstances even though the establishment for the area is full.) That the scheme again averted staffing crises in a number of areas cannot be doubted.

19. Following the setting up in July of the National Advisory Council on the Training and Supply of Teachers (see Chapter III), the working of the scheme and the need for its continuation beyond 1949-50 came under review once more. It was decided that continuation in 1950-51 was unavoidable, but that, for a number of reasons, the scheme should be modified. Although the total number of women teachers is increasing roughly as planned, some authorities have not succeeded in recruiting the numbers of women teachers permitted by the scheme. The Council, therefore, recommended that, in an endeavour to improve the staffing of the areas which were below establishment, the greater part of the additional teachers expected to become available in the coming year, about three per cent. of the total employed in October last, should be reserved for the areas whose needs were greatest. Local education authorities were informed of these proposals in December when establishments for the school year 1950-51 were increased initially by only one per cent.

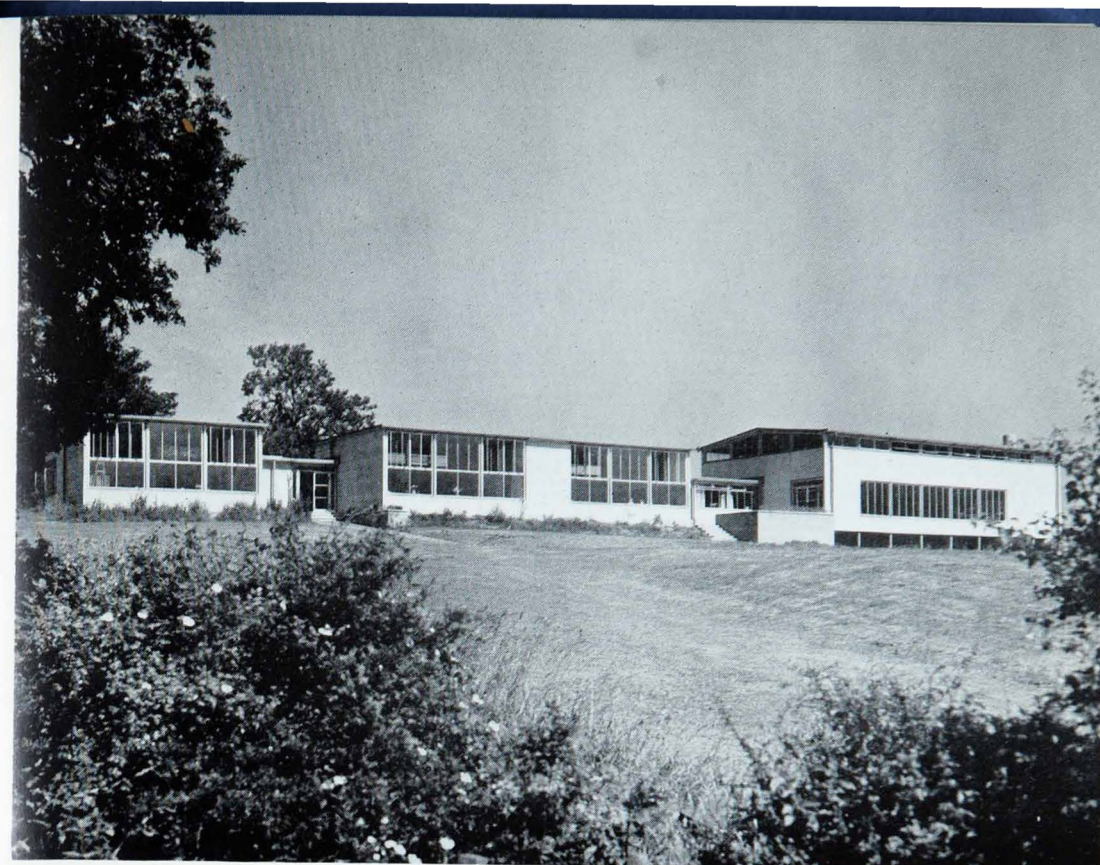
20. It remains the policy of the Ministry to encourage the employment of as many men teachers as possible, as well as of women who for any reason do not come within the scope of the distribution scheme, or who because of marriage or other cause are unable to serve outside the area in which they reside. In January, 1949, the percentage of senior pupils taught by men was 55.9, and of junior pupils 38.1. The comparable figures for January, 1947, were, for senior pupils 54.2 per cent., and for junior pupils 32.9 per cent. The objective is to increase these figures to 60 per cent. and 40 per cent. at the earliest possible date.

#### Size of Classes

21. An analysis of classes by size and age range will be found in Table 10, and of the number of pupils per full-time teacher in Table 9. The latter ratio was 27.3 in January, 1949, compared with 27.4 in January, 1948. For primary schools the ratio was 30.4 and for secondary classes 22.0. The percentage of schools or departments having a ratio of 35 or over fell from 14.6 to 14.4, the same figure as for 1947.

22. During 1948 the total number of senior classes with over 30 pupils rose from 33,131 to 34,518, while that of junior and infant classes with over 40 pupils slightly increased from 31,693 to 31,933. During the same period there was a reduction from 2,118 to 1,782 in the number of classes with over 50 pupils.

23. Although there was an increase in the number of over-size classes during 1948, the proportionate increase in the total number of classes was even greater; in other words the proportion of classes which were over-size fell during the year. It is clear that the increasing number of teachers

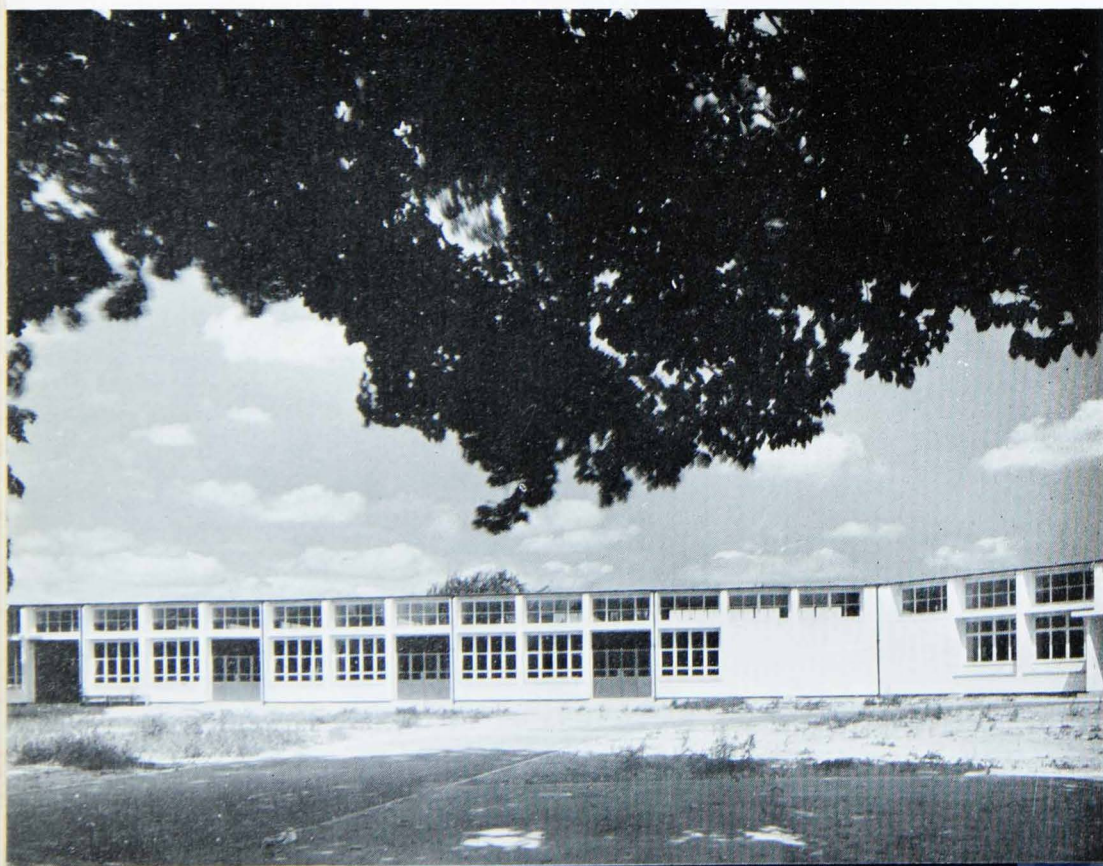


*Essendon County Primary School, Hertfordshire*





*Manford Way County Primary School, Chigwell, Essex*  
*Victory Road County Infants' School, Horsham, W. Sussex*



*Delhurst Road County Primary School, Birmingham*  
*Romney Avenue County Primary School, Lockleaze, Bristol*





*Common Room, Longdon Hall (see page 17)*

*Millichope Hall (see page 17)*



made it possible to check the sharp rise of the previous year in the total number of over-large classes, and some further reduction in the number of over-50 classes may be expected. It must be emphasised, however, that a final solution of the problem of over-large classes depends not only on an adequate supply of teachers but also on the provision of new school buildings and on re-organisation.

### **Development Plans**

24. Rather more than a third of the development plans submitted by local education authorities in England had been approved by the end of the year (46 out of the total of 129).

25. The negotiations required to bring the remaining plans to the stage of final approval were continued. They involved in some instances substantial recasting of the plans. In more, they were directed towards reconciling differing points of view about individual proposals, arising from the special interests of voluntary school managers and governors, and parents' associations. Of the major issues the most important were, as in the earlier plans approved, the organisation of secondary education, and the need for additional or enlarged school sites.

### **Status of Voluntary Schools**

26. A good start was made during the year with the determination of the status of voluntary schools. By the end of the year, out of a total of 9,145 voluntary schools in England, 495 were aided, and 1,280 controlled. The remainder were being transitionally maintained under Section 32 of the 1944 Act. In addition there were 151 grammar schools formerly aided on a deficiency basis by the local education authorities, and transitionally assisted at the end of the year, whose status had not been determined.

27. The choice of status rests primarily with the managers or governors of the school; but if they apply for aided status they must satisfy the Minister, under Section 15 (2) of the 1944 Act, that they are able and willing to meet their future obligations—i.e. half the cost of repairs to the exterior of the school buildings and of any alterations required by the local education authority to bring the premises up to the standard of the building regulations. In the case of a controlled school financial responsibility for the premises passes entirely to the local education authority.

28. The Act requires that after the Minister has approved the development plan for an area, the local education authority must notify the managers or governors of all voluntary schools, and that application for aided status must be made to the Minister within six months of the date of the notification. By the end of the year this time limit had expired in five counties and 31 county boroughs. The position in these areas was as follows on 31st December, 1949:—

		Voluntary Schools	Applications for Aided Status	Applications granted
Church of England	.. ..	826	271	212
Roman Catholic	.. ..	212	210	167
Other	.. ..	36	7	4
Total	.. ..	1,074	488	383

With the exception of two applications from Church of England schools, which were refused, the remaining applications were still under consideration. A number of applications from Church of England schools which were subsequently withdrawn are not included in the table. In addition eight transitionally assisted grammar schools had become aided, 19 controlled, and four had not had their status determined.

29. Where preparation or approval of the development plan has been delayed, the managers and governors of many voluntary schools have been anxious to have their status determined in advance. In these cases, where good reason has been shown and the future of the school seems to be reasonably certain, the Minister has been willing after consultation with the local education authority to consider such applications. For the 93 areas in which approval of the development plan was not notified to the managers and governors of voluntary schools before 1st July the position on 31st December, 1949, was as follows:—

	Voluntary Schools	Applications for Aided Status	Aided Status Granted	Controlled Status Granted
Church of England .. ..	6,796	327	82	821
Roman Catholic .. ..	1,062	107	28	—
Other .. ..	213	4	2	22
Total .. ..	8,071	438	112	843

Twenty-nine transitionally assisted grammar schools had become aided, and 81 controlled; of the remaining 147, 37 had submitted applications for aided status which were still under consideration.

30. Current building restrictions meant that few aided schools had to face immediate expenditure of any magnitude. This is illustrated by the fact that by the end of the year only two loans had been applied for by the managers of aided schools under Section 105 of the Act.

31. The circumstances of voluntary schools which apply for aided status vary widely. Some have substantial foundation moneys; others can rely on regular parish income which is likely to be sufficient, when the time comes, to service a loan for capital expenditure on the building. But the majority of voluntary schools are not so happily placed; and this accounts for the increasing tendency on the part of denominational schools to look for advice and help to the bishops and their diocesan directors of education. A diocese has resources which are not available to individual bodies of governors or managers. Apart from any existing funds available for school purposes, some dioceses raised special funds during the year; and most, if not all, Church of England dioceses are likely in due course to have available, under schemes made by the Minister under Section 86 of the Act, funds from the sale of obsolete schools and the pooling of endowments not capable of being used under their existing trusts. In a few dioceses these funds are likely to be substantial. The tendency during the year was for an increasing number of Church of England dioceses to consider schemes under which various parishes would undertake to contribute regular sums which would cover current liabilities of managers and governors, and provide a margin to be funded against the time when heavy capital expenditure would be needed. Such schemes are helping to put negotiations between the Department and the dioceses on a businesslike footing, and enable diocesan resources to be used in the most effective way.

## Boarding Education

32. The Committee on Boarding Education continued to collect and circulate information about places in all types of boarding schools offered for the use of local education authorities generally. One hundred and eighty-four places were allotted for September, 1949, and 102 for September, 1950. The number of places taken up through the Committee, which is in the main a consultative body, in no way provides a complete picture of the amount of assistance given by authorities to pupils at boarding schools. Regular information has not been obtained hitherto, though it will be, about the extent of authorities' private arrangements with schools. It is clear, however, from the figures reproduced in last year's Report that the assistance given by authorities to pupils at boarding schools has assumed fairly large proportions.

33. On the other hand it cannot as yet be claimed that boarding education affects the school population to any considerable extent numerically. On 1st January, 1949, there were 105,000 boarders in all types of school (except independent schools not recognised as efficient and maintained schools with less than 15 boarders). This represented about two and a half per cent. of all the children between the ages of eight and 18 inclusive in all types of school (other than independent schools not recognised as efficient). Of these 105,000 boarders, no less than 90,000 were in independent schools, and another 7,500 in direct grant schools. Under local education authorities' development plans about 30,000 places, including those already existing, are to be made available, mostly in secondary schools in rural areas.

34. Additional boarding facilities on a large scale are obviously out of the question at present. It was, however, possible to sanction a number of experiments which, for a relatively modest initial capital outlay, will provide valuable data on which to base long-term policy.

35. Of these experiments, mention may be made of two:—

(i) The Governors of King Edward VI Grammar School for Boys, Aston, Birmingham, established a country extension of the school at Longdon Hall on a 40-acre estate near Lichfield which, after minor adaptations, they began using in May, 1949, for boys who come for a term at a time. The scheme had its origin in the school's experience as a boarding establishment when it was evacuated during the war. The pupils, who number 30, are divided into two groups for lessons, which are taken each morning and afternoon, with 90 minutes' supervised preparation in the evenings; Friday afternoon is free, with Saturday morning school bringing the total number of sessions to ten; Friday "prep." is reduced to one hour. The two groups of boys are combined for a few lessons, but there is always a second teacher available. On three days a week a master or mistress travels out from the main school, and in this way mathematics, modern languages, physics and local studies are added to the history, English, Latin and religious instruction taught by the resident master. Agricultural science and allied subjects are taught by a master who is also responsible for the supervision of the estate. The curriculum is wide with a greater emphasis on outdoor and rural studies than is possible at Aston, and the Governors' intention is to give all boys who want it the chance to spend at least one term as boarders in the middle period of their school career.

(ii) At Millichope Hall, a country mansion on the southern slope of Wenlock Edge, the Shropshire Local Education Authority have since May, 1948, run a camp school for boys in their last year of school life. There

are at present 44 boys in the school and it is hoped to raise the number of places to 60. The boys form a normal cross section of those who might be found in a secondary modern school: the majority in the first year came from the smaller village schools in rural areas of the county. Normal class lessons are held, but full advantage is taken of the exceptional facilities for outdoor work, and many improvements to the premises have been carried out by the boys themselves. Clubs and hobbies of a wide variety have sprung up and it has been noticed that comic papers generally disappear after a boy has been at school for about a month. Improvement in stature, posture and general physique have been especially marked. It is, however, to the social development of the individual boy that the school has made the greatest contribution: a remarkably strong corporate feeling has emerged, and with it a growing sense of responsibility to the school. This maturity has been evident when the boys return home for the holidays, and it is a tribute to the results of the school's work that parents have shown themselves particularly interested and co-operative, although they may well have to make some sacrifice either through the financial contribution which they are called upon to give, or because of the loss of their boy's help on the farm or small holding.

#### **Educational Maintenance Allowances**

36. During 1949 local education authorities' arrangements for the award of educational maintenance allowances to pupils over compulsory school age were reviewed to ascertain whether the awards offered, especially those for pupils over 16 years of age, were sufficient to achieve their purpose of encouraging parents to keep their children at school beyond the minimum leaving age.

37. Circular 189 asked local education authorities to consider whether their arrangements were adequate for this purpose. It emphasised that these allowances were not intended for the general relief of poverty in the home, or to take the place of earnings which the child might otherwise contribute to the upkeep of the household; they aimed at ensuring that parents, especially those within the lower income ranges, were not in consequence of keeping a child at school beyond the normal leaving age involved in any expense which they could not reasonably be expected to meet, and which without assistance might lead to the premature withdrawal of a child from school.

38. The outcome of the review and of the suggestions made to local education authorities during its progress was that by the end of the year the great majority of authorities were making awards of about £26 per annum or more to pupils over 16 years of age if the gross parental income was £4 10s. 0d. per week or less, or a corresponding figure if a net income scale was used.

#### **The Local Education Authorities (Recoupment) Regulations**

39. The Local Education Authorities (Recoupment) Regulations, which came into operation on 1st March, 1949, gave effect to the provisions of Section 6 of the Education (Miscellaneous Provisions) Act, 1948, for the recoupment to local education authorities of the cost of providing education for pupils not belonging to their area. In particular the regulations indicated categories of pupils who were to be regarded as not belonging to the area of any authority. Chief among these were the children of parents ordinarily resident for the time being outside England and Wales, many of whom

need a boarding school and the cost of whose education now falls to be apportioned among all local education authorities, although the children concerned may be living with relatives or guardians in this country. The authorities were reminded at the time that the country has a special obligation towards those whose work lies overseas, whether in H.M. Forces or otherwise, and were asked to give such people all possible help with the education of their children.

#### **Secondary School Examinations**

40. Table 32 contains statistics of the numbers of candidates entered for the school and higher school certificate examinations of the various examining bodies in mid-summer, 1949, and the successes in different subjects.

41. In February, the Primary and Secondary Schools (Grant Conditions) Regulations were amended to provide for the age limit governing entry to external examinations in 1950 and subsequent years which was foreshadowed in Circular 168. In September the Minister announced in Circular 205 his acceptance, as an essential complement to the new system of external examinations, of the Secondary School Examinations Council's proposals regarding objective tests and internal examinations. The circular emphasised that objective tests were still in an early experimental stage and laid down no hard and fast requirements for internal examinations: in so far as these were related to external standards, the circular emphasised the importance of local initiative and the avoidance of any restriction on the schools.

42. The Secondary School Examinations Council continued their work, in association with the examining bodies, of co-ordinating the preparations for the new examination for the general certificate of education to be introduced in 1951. Examining bodies' regulations for the new examination were discussed and in most cases issued during the year, and a review of the syllabuses of subjects was initiated. In the course of the year general agreement was reached by the universities on new and uniform minimum requirements for entrance, and towards the end of the year the Council asked professional bodies for a statement of their exemption requirements in terms of the new examination. The Council also dealt on the Minister's behalf with the requirements to be demanded by examining bodies for state scholarships: these will fall between a minimum of one subject at scholarship and one at advanced level, and a maximum of one advanced and two scholarship subjects, with evidence of general education in each case.

#### **Inspection of Independent Schools**

43. Part III of the Education Act, 1944, which provides for the establishment of a register of independent schools, and gives power to the Minister to withhold or withdraw registration on certain specified grounds, is to come into force on a date to be fixed by Order in Council. In Circular 196, which was issued in January, 1949, the Minister announced that, although he intended to bring Part III into operation as soon as possible, he had decided that it was impracticable to do so at that time, since, until the country's building position and the supply of teachers had improved, it would be unreasonable to require as a condition of registration that a school should remedy shortcomings of staffing and premises within a fixed time limit. Because of this unavoidable postponement of Part III the Minister decided to use the powers conferred by Section 77 (2) of the Act to secure that H.M. Inspectors should visit all independent schools not otherwise subject to inspection. It was hoped that this would help to prepare for Part III by enabling the Ministry to take stock of the problem which its implementation would present, and that the

schools would benefit from the criticisms and advice which H.M. Inspectors could offer. Until Part III of the Act comes into force the Minister has no power to require that any improvements shall be carried out, and an inspection of itself does not convey any recognition or justify any inference as to the efficiency of the schools.

44. According to the information collected by the Ministry with the collaboration of local education authorities, there are over 4,000 independent schools in England and Wales which were not previously inspected. More than a quarter of all these schools are in the four counties of Kent, London, Middlesex, and Surrey, and over half in England south of a line from Gloucester to Southend-on-Sea. The first of these inspections took place in March, 1949, but they did not begin on a large scale until May. Since then, thanks to the occasional help of retired inspectors, they have been continued at an average rate of 150 per month, and by 31st December, 1949, reports had been made by H.M. Inspectors on 1,209 schools. Copies of these reports are normally sent to the proprietors of the school, and may, at the Minister's discretion, be sent to the local education authority for the area.

45. It is early to attempt any generalisation from the reports received. As was expected, they revealed a very wide range of standards between the best and the worst in premises, equipment, staffing, and educational efficiency. Sometimes schools with unsuitable premises and equipment and inadequately qualified staff nevertheless achieved unexpectedly good results. Probably this success is largely due to a favourable staffing ratio. On the whole the schools welcomed the visits of H.M. Inspectors and appreciated any advice which was offered.

46. Independent schools can still apply for recognition as efficient under Rules 16, and it is expected that a number of new applications will be received as a result of inspections carried out under Circular 196. Two changes were made in these Rules during the course of the year. Provisional recognition had previously been granted only to recently established schools which had also applied for approval for the purposes of a scheme under the Teachers (Superannuation) Act, 1925. It was felt that these conditions were too restrictive and might operate to prevent other schools from making the improvements in staffing necessary to achieve full recognition, and both were therefore removed by an amendment of Section 7 of the Rules made in May. It is now open to any school which needs it in order to secure a suitably qualified staff to apply for provisional recognition.

47. A further amendment of Section 2 of the Rules was made in October to ensure that no one who had been declared by the Minister to be unsuitable for employment as a teacher, either on medical grounds or on grounds of misconduct or grave professional default, should be employed in any school or educational establishment recognised by the Minister as efficient. Teachers declared unsuitable had always been debarred from service in any grant-aided school, and it was felt that it was anomalous for such teachers to be able to teach in an independent school recognised by the Ministry as efficient.

### The Quality of Education

#### *Have standards gone down?*

48. So far this chapter has been concerned with the three elements that make up a school—pupils, teachers and buildings. Of even greater importance is the question what sort of education is being given to the boys and

girls now in the schools. In particular, is there any evidence that, as is sometimes alleged, usually by people who have little direct knowledge of the schools, there has been a general decline in the standards of attainment?

49. Objective answers to these questions cannot be given. Quality is never easy to assess and it would not in any case be practicable within the bounds of this chapter even to attempt authoritative statements. Nevertheless, the following paragraphs, which are based on notes supplied by some of His Majesty's Inspectors who are constantly in schools and who can draw on pre-war experience, may be of interest as indicating the directions in which educational ideas and school practice are tending. They cannot, however, be regarded as more than sample snapshots.

#### *Primary Schools*

50. There are of course differences of view and of emphasis in the inspectors' accounts, but most agree in noting a change in the atmosphere of the schools during the last ten years. The following passages are typical:—

(i) "Primary schools are passing through a transitional period; they are emerging from the traditional practices of the all-standard school and building up a life of their own. A more liberal curriculum is taking shape in which there is a shift of emphasis from the teacher teaching to the children learning."

(ii) "During the last couple of years there has been a slow and slight but a wide-spread change from the formal methods which are traditional towards more personal methods which come from thinking how a young boy or girl learns rather than what he or she ought to learn."

I should judge that generally the older children in junior schools read more widely, and write more freely than they did ten years ago. In arithmetic it is probable that the standard of accurate mechanical work is lower. In part this is to be regretted; and in part, I think, it is no loss. The arts (painting, movement, drama, music) are now more and more regarded as an important part of the education of young children; this is especially true of painting. Very slowly but perceptibly, poetry is ceasing to be something learnt by heart once a week; and very occasionally children even write their own. But these changes are not spectacular. Perhaps what has changed most is the willingness to change."

(iii) "In many urban primary schools the children are more purposefully occupied than they used to be, more attention is being paid to the development of the children as individuals, their growth in experience and in the grasp of the art of living and the business of living in a community is more apparent, and their education, in the widest sense, is much richer and more coherent than that of children before the war. Very likely they are less pressed over 3 R's work, but it is also very likely that they are in general as good or better at it in consequence."

51. There is some evidence of a fall in standards. One inspector says:—

"The ability of children to calculate certainly deteriorated during the war and the ground has not been entirely recovered; tests set to comparable groups in pre-war days cannot be applied now."

Another writes:—

"Achievement, measured by an analysis of examination papers, shows that attainment in English, and to a less extent in arithmetic, has risen gradually through 1946, 1947, 1948 and 1949. The level reached is not yet as high as it was before the war."

52. Of the staffing problems to which the inspectors draw attention two may be mentioned. First, some junior schools have suffered from the fact that they have had to fill vacancies with teachers experienced only with

senior children ; this has tended sometimes to result in undesirable specialisation and in the use of inappropriate methods. Secondly, the rather large number of inexperienced men teachers in junior schools constitutes a temporary problem, particularly where the teaching of the lowest age groups is concerned. But when the newcomers have gained the necessary experience they will be seen to have brought a robust influence to many small schools in which men have not before been seen.

53. There is some evidence that liberal influences have made more progress in infants' than in junior schools. Many are already giving a better education than they gave in the pre-war period. The children have more interests, more confidence, they are socially more adaptable and are generally able to manage the elements of reading, writing and counting. They may often not "do" such difficult manipulations in sums, or read such difficult material. This is part of a policy to try and increase their understanding of what they undertake.

54. There is effort made to base the teaching of the three R's on first-hand experience—number from building, shopping, and other pursuits, and reading and writing from children's own contributions, from paintings, drawings, models and ordinary life situations. A wider selection of reading material is handled by the children.

55. One inspector writes as follows of the relations between nursery and infant education :—

"The infants' schools have always been considered to be in the forefront of English education. I have observed in recent years how much the infants' schools have been learning from nursery education. During the past year I have visited many infants' schools where there are signs of a great step forward. Teachers are beginning to think more of the pattern of the children's day, of children as growing beings, and of themselves as observers and acclimatizers. The infants' schools are brighter, more progressive, and more positive places than I believe they have been for many years."

56. Here is a view of the rural primary school :—

"The conviction that education should be wider in scope, should use and stimulate the child's natural ways of learning through exploration, discovery, and creative activities, and that it should aim at his all-round development as an individual, is becoming increasingly a live factor in many of the rural primary schools. In that respect the quality of education in the country is improving."

#### *Secondary Modern Schools*

57. From the human, social point of view many modern schools are now reported to be good. Several inspectors comment on the free and natural behaviour of the children in schools to-day as opposed to a form of regimentation that adults remember so well. That the children develop a greater sense of responsibility and self-confidence is frequently shown in their adaptability and initiative in tackling a worth-while job of work.

58. In the best schools there is reported to be a great advance in making children aware of their environment and relating their work to it. One inspector says :—

"There is a growing link in schools generally between the pupil's out-of-school interests and his work in the school and vice versa. More teachers recognise that children learn out of school with considerable zest when following their own interests—when exploring places and books and materials of all kinds. Such teachers are trying to make use of this fact and to encourage and help the children so to further their own education in their free time."

59. Another writes :—

"The schools direct themselves more flexibly as they become convinced of the value of this kind of work. Not only is the time-table becoming a confession of faith rather than a formula, but the school visit, of short or long duration, is now firmly entrenched within it. Factories and council chambers, hospitals and farms, stores and housing estates, gasworks and other schools all enter into the curriculum. The life of the schools is now much more interwoven with that of the community at large. Similarly, postmen, shopkeepers, mayors and even M.P.s have been known to come to school and face a keen audience with a barrage of questions to follow."

60. Many secondary modern schools are reported to be gaining from some of the traditions of the grammar schools. In particular the growth of extra-curricular activities in some of the modern schools can be attributed to the influence of the older schools. It is evident that teachers in the modern schools are realising that contacts with pupils out of school—societies of all kinds and such activities—contribute to the worth of the general education given.

61. If many modern schools are now human, civilising places with much to offer to the social and spiritual side of their pupils' development, far fewer seem to have come to grips with the problems of how to meet intellectual needs and how to stimulate fullest effort. One inspector writes :—

"In spite of more opportunities for reading there is a serious loss in the quality of some of the English teaching. The expression of ideas in writing is hopelessly cramped by too much attention to exercises of a purely formal character designed to make for more accurate use of words. These exercises consist of filling blanks in sentences, of choosing an appropriate word from a group with similar meanings and of answering questions in brief phrases. Children may work many such exercises and remain incapable of using their language lucidly."

62. Another inspector writes that, with the exception of a handful of schools, science has not made much headway. There is a dearth of both laboratories and equipment. Teachers of science are few and insufficiently qualified. The notion that all lessons can be given extempore persists and accounts for much inferior work.

63. In many schools teachers are making gallant and successful attempts to cope with the adverse conditions in which they find themselves. One inspector, describing a mixed secondary modern school in a large midland town, says :—

"The pupils here are regarded as important young people whose needs must be the paramount consideration of the school, if proper growth is to be secured. The school is a place, therefore, where interests are to be exercised as independently as possible, the freedom of choice extending often to goal as well as to means of reaching it. The teachers interpret their task as that of offering incentives and contributing counsel. . . . In practice, the work is usually undertaken by the pupils in small groups, working at their own pace towards ends acceptable to themselves. In pursuit of these ends they are free to seek assistance from books—invariably well displayed—and from individuals; to operate themselves the interesting "aids" such as the five film-strip projectors and the microphone; to move about the school and use what corners seem appropriate to the work in hand; and in small numbers, self-prepared, to leave the buildings for a specific purpose, such as interviewing or consulting an authority. . . . To the fact that they are treated as responsible young adults, two outstanding forms of response may be mentioned; one is the confidence and zest with which the boys and girls undertake their tasks and are prepared moreover to discuss them; the other is the sharp fall recently in the figures for delinquency."

64. Of the more practical subjects one inspector writes:—

"It is not sufficiently realised that the introduction of practical work in metal or wood, in housecraft, in pottery, typography, bookcraft, fabric printing and weaving, needlecraft and leatherwork, gardening and animal husbandry serves not only as a stimulus to further study, particularly by the slower children in the acquisition of knowledge and skill, but in the development of a confidence and a lasting interest. The groups of boys who made a pair of wrought iron gates for their school 'estate', those who planned and laid out a well designed orchard, vegetable garden, flower beds and borders, shrubberies, lily pools and rockeries, have experienced the thrill of real achievement, of work and of craftsmanship; where they have built greenhouses, nests of garden frames, pig sties, bee hives, poultry houses and rabbit hutches—already features of our progressive schools—boys feel they have made valuable contributions to the community."

65. Another writes:—

"A great improvement in the teaching of housecraft and needlecraft is good to see. Where the subjects are taught by arousing the interests of girls and by giving them specific skills as they need them there is greater reality in the work being attempted, more contact with the world beyond school and an infinitely better standard."

#### *Technical and Grammar Schools*

66. The secondary technical schools as a whole have hardly yet had time or opportunity to outgrow the limitations imposed by their history. Too often they fail to obtain a fair share of the abler pupils because their age of entry is higher than that to the grammar schools. This in turn is often due to the fact that the school is housed in a technical college whose accommodation, already under pressure, cannot by any means be stretched to make possible the organisation of a course lasting from 11 to 16 or 18.

67. In the grammar schools the abolition of fees, the general growth in the size of sixth forms, and the improvement of scholarship facilities to universities and other institutions of higher education are benefits which are not disputed. But the schools which have found it difficult to take advantage of these gains have so far felt that, of the various secondary schools, they have gained least from the changes introduced by the Act of 1944. Others have shown no lack of vitality in their search for ways of reconciling the purely academic training with the broader aims and ideals which represent so strong a force in contemporary educational philosophy.

68. For example, the following extract points to a definite advance in the teaching of modern languages:—

"The years immediately following the war have been favourable to fostering a heightened interest in modern languages in our grammar schools. Cultural relations with France have certainly never been so close and their implications have been grasped by teachers of modern languages. This has been shown by more enlightened and realistic teaching in the classroom, by the presence of over 500 young native French *assistants* to stimulate oral practice in the language, by the popularity of correspondence between pupils on both sides of the Channel, by the linking of more than 200 English grammar schools with French lycées, by collective school journeys undertaken in the holidays, and by individual pupil exchanges involving attendance at a French school. Not only has France been served in this way. To a less extent precisely the same links have been forged with Austria, Switzerland and Western Germany and in spite of difficulties which lie in the realm of politics, educational contacts with Spain, whose language is being more and more taught in our grammar schools, have also been

established. Parents, many of whom saw service abroad with H.M. Forces, have shed something of their insularity and are now inclined to support the modern language teacher instead of regarding his efforts, as many did previously, with profound scepticism."

69. This inspector was writing only of modern languages. Other subjects, and in particular mathematics and science, have suffered more seriously from difficulties of staffing, which in general have remained as severe as in the war. Another inspector, writing with particular reference to science points out that those schools lucky enough to retain an old staff have maintained a good standard of work. Owing, however, to the difficulty of obtaining suitable replacements he fears a slow but steady deterioration in the teaching of science. "More than a few schools", he says of this subject, "have had to curtail courses for lack of teachers to take them". Sixth form courses have been allowed to suffer least; "nevertheless they have created still another difficulty—they have completely outgrown the old sixth form laboratory".

70. Pressure by parents to secure grammar school places for their children has increased considerably and the number of children entering grammar schools has grown. Changes in methods of selection for entry, the imminence of drastic changes in the external examination system and other less definable factors have tended, during a period of staffing difficulties, to produce a feeling of uncertainty among many teachers who are anxious to ensure that the highest possible standards of intellectual attainment are safeguarded.

#### *General*

71. A feature common to both primary and secondary schools is a significant change in the attitude of teachers towards the education of their pupils as individuals. In planning their work more teachers now are reported to be taking cognizance of the abilities and aptitudes of the particular children in their care and trying to provide for each to develop as far as he is able. This change of attitude or broadening of aims is leading to progress in methods of teaching—methods which give individuals scope to go ahead at their own rate, and at the same time give the pupils more responsibility for their own education. "This change in method", says one inspector, "is reflected in and helped by the rapidly growing demand for a variety of books—particularly reference books—in primary and secondary schools. The old habit of providing one and the same text book for each member of the class is fast disappearing and the tendency to buy several small sets or individual copies of a number of books is growing in schools generally."

72. Schools at all stages are using their environment to greater advantage than formerly—home, school and neighbourhood are allies on the children's behalf. Visits are paid to places of interest in the locality and local people often contribute within the school in various ways. Animals and plants are given or lent and taken care of during week-ends and holidays, and sometimes gifts of useful apparatus and equipment are made by homes, shops and factories. Pupils are encouraged to be aware of world, national and local events; individual and class records, often in the form of diaries with pictorial illustration, reveal the lively interest taken in what goes on not only within the school but outside as well.

73. Thus, one inspector writes:—

"The pioneer work in pre-war days is now coming to fruition; and the rapid growth of parent-teacher associations in the post-war years forges a happier link between schools and homes. On the spiritual side, the usual morning assembly marks a good beginning to the day's work: it is not

unusual to find that this corporate act of worship is conducted by the children; it is a delightful experience to hear a young boy or girl read a passage from the Bible with poise, confidence and reverence. In some schools, every child in the school shares in this experience. Many schools, too, have their choirs and there are some that run their own orchestras, both wisely used in these corporate assemblies."

74. Of equal interest are the references to the active concern shown by parents, managers, governors and others with the details of school life. One report says:—

"Another cheering thing is the interest shown in the newer ideas by bodies of managers. These are visiting the schools more often, and concerning themselves in matters other than those connected with premises and staffing. These meetings of managers, the co-operation of the local education authority, the teachers' conferences and courses, the increasing knowledge of parents about what is happening in the schools, all suggest that there is being developed a true democratic attitude towards education."

### Conclusion

75. The secondary schools have been more seriously affected by the ravages of war than the primary schools. For it is the pupils now in the secondary schools who had their earlier schooling under war-time conditions, with all the upsets due to bombing, evacuation, the requisitioning of school buildings and the call-up of the younger men teachers.

76. There has been some deterioration in some of the more formal subjects, notably science and mathematics, and to some extent in English. But after the upheavals caused by the war it would have been remarkable if there had not, and the best teachers are making determined efforts to overcome the difficulties that beset them. As one of the extracts puts it, "poor conditions will never completely frustrate the really good teacher". On the credit side may be quoted the more human atmosphere in the schools, their increased spiritual awareness, the greater attention paid to the needs of the individual child, and the growing co-operation between the schools and the community within which they are set, and especially with the homes.

## CHAPTER II

### FURTHER EDUCATION

#### Schemes of Further Education and Plans for County Colleges

1. By the end of the year nearly all local education authorities had submitted their schemes and plans for county colleges (119 authorities, out of a total of 146).

2. The schemes, taken together, form the first comprehensive description of the state of further education in this country, and while they reveal little that is entirely new, they confirm, with their detailed surveys, the general impression that has been formed among those specially concerned with this immensely varied department of the education service. In the past, provision for further education has been made, not according to any conscious plan, but in response to demands as they arose spontaneously from students, or from industry or commerce, or sometimes through the particular talents and inclinations of gifted and energetic teachers. There is consequently little uniformity in it, and surprising differences appear where similarity would be expected. Towns similar in size and character and within a few miles of each other have developed their provision of further education in markedly different directions, sometimes leaving the impression that concentration on one department has led to another being overlooked. In drawing up their schemes, authorities have found it necessary to make a systematic inspection of their existing arrangements, and in doing so have opened up many new lines for possible development.

3. Planning for further education must always be provisional, since in the last resort everything depends on the student's willingness to attend. All attendance is voluntary. Bearing this in mind, authorities have for the most part made comprehensive proposals for the expansion of their work, both in extent and in variety. In vocational education, authorities commonly have set out substantial lists of new courses for which they believe there is need. Few are satisfied with existing buildings, and most have proposed either entirely new buildings or major extensions. They are well aware of present deficiencies compared with present needs; they know that demand is constantly increasing, and that in the past additions to buildings have usually stimulated a demand in excess of the new accommodation provided. Their estimates of needs for the next few years have been made with all this in mind, and these estimates have been further considered in the light of known requirements for new types of training. What the outcome will be cannot yet be stated, but it may be inferred. Of the 119 authorities which had submitted schemes, 95 gave their estimates of capital expenditure for the period 1948-53 in sufficient detail to enable comparisons to be made. For vocational education alone, these 95 authorities estimated that their capital requirements totalled £2,600,000 for sites, £31,500,000 for buildings and £5,000,000 for equipment. There were also estimates of £100,000 for sites, £7,000,000 for buildings, and £1,000,000 for equipment which they could not allocate between ordinary vocational education and county colleges.

4. Authorities had been asked by the Ministry to restrict their capital estimates to the years 1948-53. Many of them, however, were obliged to project their plans into the still more distant future, and the estimates of expenditure for 1948-53 do not, therefore, provide for all the developments contemplated.

5. On the non-vocational side, authorities on the whole have taken a broad and co-operative view of their responsibilities. Adult education, in the oldest sense of the words, is well established, for most authorities give substantial aid to the responsible bodies which organise it, and are prepared to continue their aid. Other forms of adult education, for example music, drama, the activities of discussion groups and the development of community centres, are becoming every year more widespread. Most authorities have of latter years become interested in these relatively newer developments (newer, that is, regarded as extensions of the public education service) and all, or nearly all, are prepared to extend the scope of their interest. Moreover, in their planning they have not allowed themselves to be discouraged by current difficulties. Besides the greatly extended provision of community centres, several authorities have in mind the establishment of special centres for music, or drama, or the arts, or sometimes a combination of these: for example, the conversion of a building to provide a small theatre, with practice rooms, rooms for ancillary crafts, and one or two committee rooms.

6. In considering the future of the youth service, authorities have, with few exceptions, expressed a lively sense of the value of voluntary effort, and have emphasised the importance of supporting and encouraging the voluntary organisations rather than superseding them. It is, however, apparent that the provision of suitable accommodation is a special difficulty. Many authorities propose to give assistance by providing youth centres, which, as well as serving the authorities' own clubs, would also be available for other organisations. Authorities have generally accepted the principle of making maintenance grants to local clubs and units belonging to the different voluntary organisations, but there is little evidence that they intend to increase their contributions towards capital expenditure.

7. The extent of the improvements contemplated by local education authorities for the adult and youth services may be gauged from the estimates of capital expenditure submitted by about two-thirds of the authorities in England and Wales (the 95 authorities referred to in paragraph 3). For education outside the vocational field, their estimated requirements for 1948-53 were £600,000 for sites, £8,000,000 for buildings, and £1,400,000 for equipment. The execution of all schemes depends, of course, on resources being made available to the authorities, and the state of the national economy has precluded, and still precludes, development at such a pace. The schemes do, nevertheless, give for the first time a measure of the extent of the country's need, and provide the framework on which development must proceed when improvement of the economic position makes it possible to increase the capital resources available for further education.

8. The preparation of the plans for county colleges has clearly called for considerable investigation and has led to much discussion in this little known field. Generally speaking, authorities favour release for one day a week, as against two half-days or full-time attendance for two months, and employers seem to be of the same view. County authorities find that residential provision is essential in remote rural districts, but the areas beyond reach of daily attendance at a county college seem to be smaller than would have been expected. Where authorities have been able to estimate the numbers

requiring residential provision they have usually been small, and the Ministry has on occasion suggested that neighbouring authorities should combine to provide one fair-sized college instead of providing several uneconomic units.

9. There has been a tendency, outside the largest urban authorities, to draw up plans on the basis of small colleges, with an average daily attendance of 300 or 200 or even less. In some cases geographical factors dictate the size of a college, but in others it may be due to a lack of appreciation of the special circumstances inherent in part-time attendance which make it difficult to provide for the varied needs of the pupils except in large colleges with a daily attendance of 400 students or thereabouts. Many authorities desire to establish a close link between county colleges and the youth service, and most of them appreciate the need for a link with youth employment service.

10. The 95 local education authorities already quoted have included in their capital estimates for providing county colleges £3,500,000 for sites, £77,000,000 for buildings and £9,000,000 for equipment.

#### **National Advisory Council on Education for Industry and Commerce**

11. The Council's most important task during the year was to consider the future development of higher technological education with special reference to the part which could be played by the major technical colleges. In approaching this question, they took into account the varied recommendations that had been made by a number of different bodies since the publication of the Percy Committee's Report on "Higher Technological Education".\*

12. Three main questions emerged in the course of the Council's deliberations:—

- (i) What are the best methods of enhancing the standards, and encouraging the further development of higher technological education from the national point of view;
- (ii) what are the best steps that can be taken to stimulate the provision of advanced post-graduate courses of study—as distinct from research—in special fields of technology in both universities and technical colleges;
- (iii) what award can be given to students in technical colleges at the end of a course of study in technology which shall be comparable in prestige and status to a university first degree, bearing in mind that the course of study will in most cases be different in kind from a university course, though equivalent in standard.

13. The contribution of the universities in the field of technology is generally recognised, but there is less appreciation of the amount of work done in many of the larger technical colleges, and of the substantial contribution to the training of technologists which they are making. It was clear that a wise policy would encourage the development of the excellent traditions that had been built up by the technical colleges in close association with local industries, and would encourage young people in industry to do their best by promising them an award as high as any that existed for their particular industry. With these considerations in mind, the Council prepared an interim draft report on the future organisation of higher technological

\* H.M.S.O., 6d.

education which was submitted for comment to the universities, the local authorities, the professional institutions, technical colleges, industry, and interested government departments.

### Regional Advisory Councils

14. The year saw steady progress by regional advisory councils. A considerable amount of work was done in considering particular educational problems and in surveying existing facilities. In some cases the surveys led to the publication of regional guides to students, setting out the educational facilities available in particular studies such as the various branches of engineering. Nearly all the councils devoted a good deal of time to the question of fees for extra-district students, and made recommendations to their constituent local education authorities for simplifying settlements, so as to make classes more freely available. Many councils took an active part in organising courses for part-time teachers of vocational subjects, a matter in which co-operation between neighbouring authorities is particularly necessary and fruitful.

### Accommodation

15. There was little, if any, improvement in the physical conditions under which the work of further education was carried on. Some new colleges and extensions were completed, the total new accommodation consisting of two new colleges and 36 extensions (apart from minor works). The extent of the addition can be gauged from the fact that the cost of these completed works amounted to only £508,656. These additions to buildings, however, were accompanied by substantial increases in the number of students and the volume of work (as is shown in paragraph 19) with the result that, taking the country as a whole, the position remained serious. Conditions of work continued in many areas to be extremely bad, as is shown in H.M. Inspectors' reports. "Every hole and corner in the colleges has to be utilised for teaching purposes. During the past year classes have been seen in main halls, dressing rooms, cloakrooms, staff rooms, stores, etc." "Huts have been completed and are now in use, but the pressure on accommodation is still acute." "Inadequate accommodation and the continued presence of more elementary work, e.g., in building, have prevented the Central Technical College from properly developing its advanced work, and students in a number of special subjects have had to be refused admittance. Facilities for chemical engineering need to be developed. Provision for catering on a regional basis is very urgently required. More work on motion study, time study and job evaluation must be done, and the considerable demand for lecture courses and management study groups for senior executives should be met."

16. It was commonly reported from districts of all kinds that the limit to the extension of part-time day release was set, not by the reluctance of employers to release young people or the unwillingness of local education authorities to make arrangements, but by the absence of accommodation in which further classes could be organised. There was much improvisation, sometimes in premises put at the disposal of local authorities by employers, e.g., rooms in a warehouse or factory, and local authorities do not appear to have been unduly narrow in their view of what might be practicable accommodation. In spite of all expedients, however, accommodation continued to be short. In view of the special efforts being made by the National Coal Board to organise training courses for young miners, it is significant to find H.M. Inspector reporting, from a predominantly mining area, "In

the administrative county there is no accommodation for part-time day classes of any kind." Typical conditions are represented by the report, "The main deficiency in all technical, commercial and art establishments is lack of space, and this has naturally become more acute during the last year with generally increased enrolments. Many of the colleges are working in buildings dotted about the town."

17. The outlook for the future may have improved somewhat in as much as work was started within the year on 83 major projects at an estimated cost of £5,044,000. It is hoped that this will not only keep pace with the increasing demands on colleges but will do something to reduce overcrowding.

18. Work in 1949 was restricted almost entirely to buildings for vocational education, i.e., for technical, commercial and art subjects. Out of the limited resources available to the Ministry it was scarcely possible to allot any to major projects for adult or youth work in social and physical training. Minor projects, however (i.e., those costing less than £5,000) were approved in fair numbers until, owing to severer restrictions following devaluation, no further building work of this kind could be permitted. Up to that point, work to the value of £368,360 had been approved within the year.

### General Progress in Technical, Commercial and Art Education

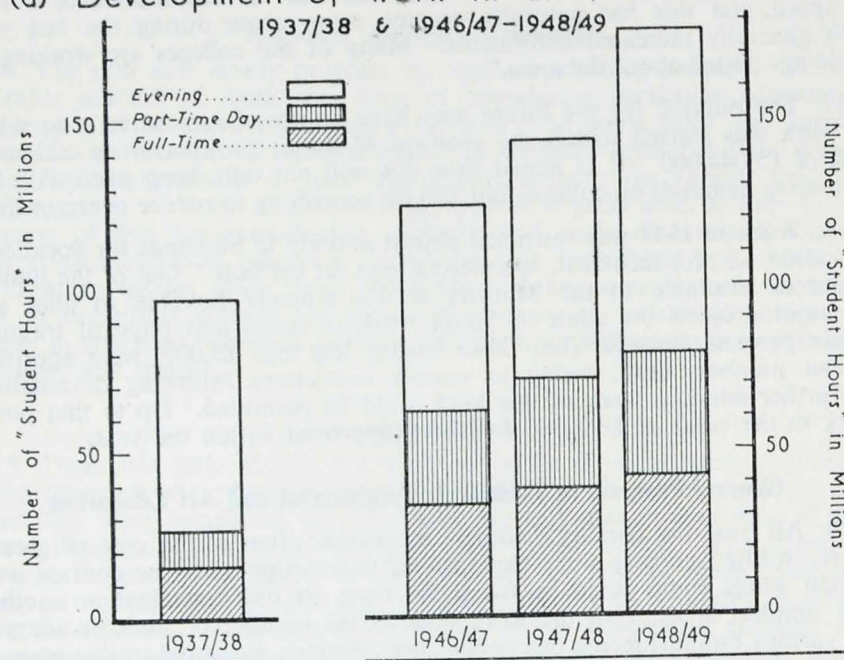
19. All over the country numbers increased, often at the cost of greater overcrowding; courses were extended in their scope and new courses were started where room could be found for them by one expedient or another. The simplest measure of the work done is the number of students-hours in the various establishments throughout the country; measured in this manner, the extent of development in 1948-49 compared with previous years is shown in the chart on page 32.

20. Relations with industry were strengthened by a further development of advisory committees attached to particular technical colleges. There was also a steady increase in the number of employees released for education during working hours; this is considered in detail in a later section of this Report (page 34). Gifts of equipment by firms to technical establishments were reported during the year, notably a complete electrical laboratory at Stafford, given by the English Electric Company. A contribution on different lines was made by the Heavy Woollen District Manufacturers' Association, which established a textile scholarship scheme, believed to be the first of its kind, for the heavy woollen industry at Dewsbury and Batley. Thirty firms in that area guaranteed over £900 a year for three years to provide scholarships at Dewsbury Technical College for young entrants to the industry. The scholarships will involve full-time attendance for the first year, and possibly part-time for the next two years, and are intended to raise the level of entry into the industry.

21. The ever increasing importance which industry attaches to technical education was reflected also in the scope of the direct work of the Ministry. A number of industries and professional bodies related to industry which are served by National Advisory Committees on which the Department is represented either by officials or H.M. Inspectors revised their schemes and syllabuses with a view to improving standards, while certain industries which were previously indifferent to technical education sought the Department's assistance in planning schemes of development or in providing facilities. Discussions took place with representatives of the National Coal Board in connection with a scheme for training craftsmen and officials in the mining

## FURTHER EDUCATION

### (a) Development of work in all Establishments 1937/38 & 1946/47-1948/49



### (b) Growth of Part-Time Day Release 1937/38 & 1946/47-1948/49

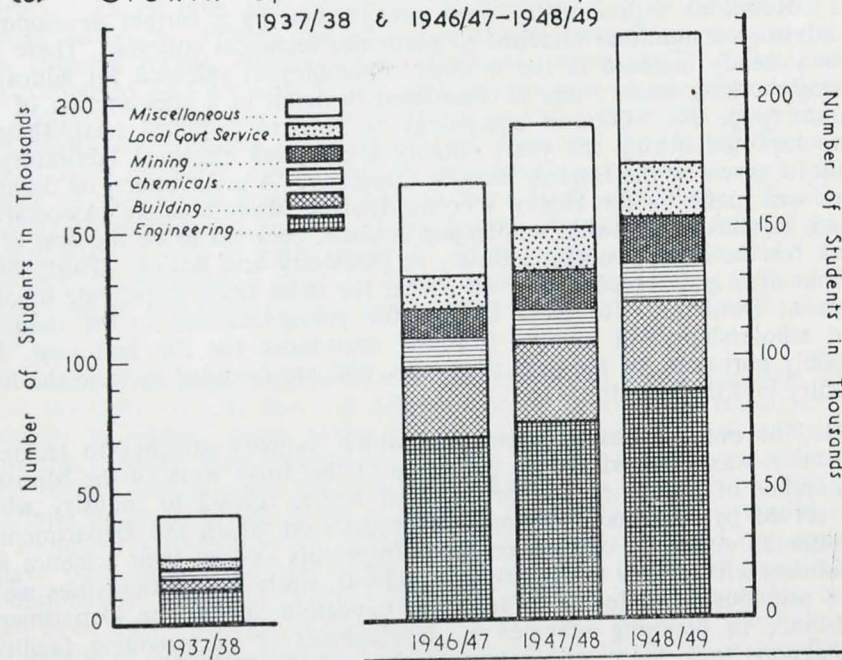


CHART No. 3

industry; the British Transport Commission on the training of railway and other transport staff; the Furniture Development Council on training for the furniture making industry; the Pharmaceutical Society on the provision for the training of pharmacists; the Institution of Chemical Engineers and the distributive trades on the establishment of national certificates; the bakery industry on a scheme for a Bakery Diploma; the chemical process workers on education for apprentices in that industry; the leather industry and Leathersellers Company, and the education committee of the Institution of Mechanical Engineers, on the possibilities of national colleges for leather and automobile engineering respectively; the heads of a wallpaper firm and representatives of the Maudsley Society on awards of industrial busarities; the Governors of the Architectural Association on the future of their School, representatives of the National Farmers Union on the initial stages of agricultural education and, together with the other departments and unions concerned, on a scheme of apprenticeship for the industry; the British Holidays and Tourist Board and other departments concerned, on development of the tourist industry; and with the National Council for Hotel and Catering Education on promoting the standards of efficiency in that industry. The Department also took part in the selection of engineering graduates for the United States of America under the Economic Co-operation Administration Scheme, in arranging visits from America under the Fulbright Scheme, and in conferences with such bodies as the Iron and Steel Federation, the Institution of Mechanical Engineers, the British Association for Commercial and Industrial Education, the British Institute of Management, the Federation of British Industries and the education officers of Imperial Chemical Industries.

### National Colleges

22. These colleges continued to make good progress during the year.

- (i) *The Aeronautics College* although only three years old has already become well known at home and abroad and it is now found that firms actively seek at an early stage in the final year of the course to select students for employment. There was an increase in the number of enrolments for the two-year course and the college also ran a number of short courses usually of one or two weeks' duration. Research by the staff and the students continued to form a prominent feature of the work.
- (ii) *The Foundry College* is attracting a substantial number of candidates from overseas; some six countries were represented during the academic year 1949-50. A college hostel was officially opened during 1949.
- (iii) *The Heating, Ventilating, Refrigeration and Fan Engineering College* completed its first course, and among the new students for the second session were two graduates who joined for post-graduate work—a development welcomed by the College. Plans for improving equipment and accommodation took shape and negotiations were advanced for the acquisition of a hostel.
- (iv) *The Rubber College* completed its first year's work in 1949. The greatest problem of this college is that of space, but plans are well advanced to provide new buildings.
- (v) *Horology and Instrument Technology*. This college entered on its third year. Equipment was extended by the purchase from Switzerland of a number of milling machines, lathes and measuring machines.

### Part-time Day Release

23. One of the most striking developments in further education since the war has been the steady rise in the number of young workers who are released by their employers during working hours, usually for one day or two half-days per week, to follow educational courses of one kind or another. In 1949 this number reached a total of 224,000. In 1948 the corresponding figures were 190,000 and in 1947, 167,500. The extent of this development and the principal occupations in which day release is given are shown in the chart on page 32. These developments have taken place during a period when juvenile labour has been relatively scarce, and there can be no doubt that industry, in giving practical expression to a growing belief in the value of continued education for young workers, has willingly made considerable sacrifices. Further, the firms which do release young people for part-time education are by no means only the larger and more important ones.

24. By far the largest proportion of young workers released by employers follow technical or commercial courses, often leading to such objectives as national certificates or the City and Guilds of London Institute craft certificates. Many students attend evening classes for work designed to complement or supplement that done during the day. But there is a steadily growing number of young workers released by their employers for the express purpose of following more general courses of study. It is worth noting that day release is by no means confined to young workers of the 15 to 18 age group; a substantial proportion consists of students over 18, many of them over 21 years of age. For the year 1948-49 figures were:—

15-17	...	...	...	...	...	140,670
18-20	...	...	...	...	...	47,503
21 and over	...	...	...	...	...	30,951

25. The training scheme for juvenile entrants to the mining industry is an interesting example of co-operation between the Ministry of Fuel and Power, the National Coal Board, the Ministry of Education and the local education authorities. The scheme requires all juvenile entrants to have full-time instruction for a period of 16 weeks, of which approximately half the time is spent in practical training and the rest in attendance at the local technical college for a course of instruction which includes general subjects, mining science, workshop practice and physical education. In many mining areas the local education authorities have undertaken to provide suitable courses and during the session 1948-49 over 11,000 juveniles attended. With this development it is not surprising that the number of students attending part-time day courses for senior and advanced work is steadily increasing.

26. The conditions under which much of the day work is done are far from ideal. It is unfortunate, particularly in the day continuation schools and classes, many of which came into existence to meet express demands, that premises and equipment generally leave so much to be desired. But in spite of these difficulties, teachers engaged in this work, far from being discouraged, are anticipating the introduction of county colleges by trying out fresh methods of approach to the education of the young worker. Over 150 of these teachers have already attended Ministry of Education short courses held at Coventry in 1947, 1948 and 1949 for teachers in day continuation schools, works schools and technical colleges. There has also been one short course at Birmingham for heads of day continuation schools and works schools and representatives from technical colleges.

### Education for Commerce

27. The Committee appointed under the chairmanship of Sir Alexander Carr-Saunders in 1946 "to consider the provision which should be made for education for commerce and for the professions relating to it, and the respective contributions to be made thereto by universities and by colleges and departments of commerce in England and Wales" reported in December, 1949.\*

28. Three interesting features of the Report might be mentioned here. First, an attempt was made to distinguish between vocational education and vocational training, and to indicate the relative functions of the universities and technical colleges as providing bodies. In this matter the committee were not unanimous; two members questioned the validity of the arguments used to define the terms vocational education and vocational training, and also objected to the suggested demarcation of functions between the universities and the technical colleges.

29. Secondly, it was suggested that there should be a new qualification in commerce of a standard equivalent to that of a university degree which would meet the needs of those engaged in the mercantile as distinct from the professional side of commerce. The courses for such an award would normally be provided on a "sandwich" basis, that is, full-time attendance at a technical college for six months a year coupled with service in business for the remaining part of the year. The type of award, whether degree or diploma, was left to be decided by the National Advisory Council on Education for Industry and Commerce.

30. The third, and in some ways probably the most important recommendation, was a proposal that the professional institutions concerned with commerce be invited not to admit recruits to the professions before the age of 18, and to defer subjects of highly specialised training until the final stages of their examinations. Day-time training was recommended in place of evening classes, and in order to provide a flexible system of examinations which would enable the institutions to grant exemptions from their own examinations (or part of them) to holders of national certificates, it was suggested that the joint committee for the existing national certificate schemes should be reconstituted so as to include representatives of professional and commercial interests, and that panels should be set up to deal with the schemes related to the different branches of commerce.

### National Certificates

31. The continued expansion of the national certificate schemes is a further indication both of the healthy interest which industry continues to take in technical education, and of the attitude of the best of the young workers in industry towards preparing themselves for positions of responsibility. During the year the well established courses in the various engineering groups continued to attract more and more students, while the proportion of successes provided satisfactory evidence of their quality. Since many of these students become the key technicians in industry the importance of their educational progress to industrial productivity cannot be exaggerated. An increasing number of national certificate students proceed further with their studies and ultimately become professional technologists. Among the newer schemes, that in metallurgy has developed most rapidly. The number of ordinary and higher national certificates in that subject were 221 and 75 respectively, practically double the figure for 1948.

\* Report of a Special Committee on Education for Commerce. H.M.S.O., 1s. 6d.

32. Perhaps the most interesting development of national certificates during the year was that concerned with the scheme for management studies. Following negotiations with the British Institute of Management, schemes for intermediate certificates and for diplomas in management studies were launched by the issue of the appropriate Rules (Rules 116) and notes for guidance of colleges. The schemes follow the recommendations of the Urwick Committee on Education for Management which reported in 1947.\* This Committee called attention to the importance of providing for management studies on a much wider scale, and to the need for co-ordinating them so as to remove the difficulties caused by a multiplicity of syllabuses. As a result of discussions which took place with a large number of the professional institutions it is expected that most of these bodies will accept the intermediate certificate in place of their own intermediate examinations. It is hoped, too, that professional institutions examining in management will afford successful students certain exemptions from their own examinations.

### Agricultural Education

33. During the year the Report of the Loveday Committee on part-time agricultural education† was published, thus completing for the time being the series of reports which over some four years have covered agricultural education at all levels. As an industry agriculture is confronted with unique difficulties in organising a system of part-time day release; 66 per cent. of all the holdings in the country have either one or no regular worker apart from the farmer and his wife. It is therefore a considerable achievement that ten counties ran day release classes in 1949, four of them for the first time; and it is to be hoped that more will follow suit. The volume of evening work increased in 1949, and in some areas part-time work covered an extremely wide range, varying from full-time courses of up to five days in length to many single lectures and demonstrations. Nearly all part-time work is seriously handicapped by improvised and insufficient premises, especially for day classes which generally cannot use the local day schools.

34. Staff improved during the year both in numbers and quality, and the joint use of the staff of farm institutes and of those directly employed in further education developed with continued assistance from officers of the National Agricultural Advisory Service. This arrangement contributed directly to teaching strength and versatility. The work in rural domestic economy also made progress and the scheme for training and qualification of the instructresses began successfully during the year (see page 53).

### Art Education

#### *Royal College of Art*

35. The year marked the end of the 113 years during which the College was an organic part of the Ministry of Education or its predecessors and on the 1st April it duly became a National College. The Council, enlarged to the full complement authorised under the instrument of government, pressed vigorously forward with the re-organisation of the teaching structure and with the re-equipment and rehousing of the College in premises in which it would be able to render to industry the services in the training

\* Education for Management. H.M.S.O., 6d.

† Interim Report on the Provision of Part-time Instruction by Local Education Authorities for Agriculturists, Horticulturists and Domestic Producers. H.M.S.O., 1s.

of designers which are its particular responsibility. New property was acquired, new equipment bought and installed, and large scale alterations were begun in the premises which the College already occupied.

36. The Council of the College decided to distinguish between the qualifications awarded to students in the Faculties of Fine Arts on the one hand and of Industrial Design on the other. Hitherto all students on successfully completing their courses had received the same diploma (A.R.C.A.). The Council introduced a new diploma (Designer R.C.A.) for students in the Industrial Design Faculties, it being a condition of the award that students before receiving it should, after finishing their College course, spend not less than nine months in approved employment in industry. The intention of this scheme is that the right to use the letters Des.R.C.A. will denote that the user has some practical experience of his chosen occupation under industrial conditions besides the theoretical and academic training at the College. It is believed that this will prove an inducement to industry to employ designers who have studied at the College.

### Art Examinations

37. The National Advisory Committee on Art Examinations, whose appointment was foreshadowed in the Ministry's Report for 1948, was established and began operations in 1949. The Committee at once addressed themselves to the problem of revising the arrangements for art examinations along the lines laid down by the Committee on Art Examinations which had reported in 1948.\* Under the new proposals colleges will play a considerable part in submitting for approval courses of study leading to the Ministry's examinations, and in proposing subjects for external assessment, and will give their own assessment of the value of the work done by students during their course. This assessment will have considerable weight in determining the candidates' performance in the examinations, and will not be subject to moderation by any other body. Until the new system gets under way, the years 1950 (when the Ministry will still be wholly responsible) and 1951 must be years of transition. During 1949 a good deal of information was issued on the examination arrangements for those years, and some useful preliminary work was done, mainly by sub-committees of the National Advisory Committee.

### Adult Education

38. In 1948-49 the classes provided by the responsible bodies for adult education numbered approximately 7,800, compared with 7,000 in 1947-48. The number of students was 163,000, compared with 152,000 in the previous year, and the number of full-time tutors and tutor-organisers was 239, compared with 209. The Ministry's contribution towards these teaching services increased from £240,000 to £300,000.

39. The part played by the local education authorities in providing and aiding classes cannot be assessed and shown statistically. There is widespread recognition, however, that adult education is a co-operative enterprise, and where this spirit prevails there is much progress to record. Some authorities play an important part in bringing the activities of voluntary organisations and societies to the notice of the public by means of attractive booklets. Flourishing institutions such as the London literary institutes and the adult education centres in some provincial areas testify to the enthusiasm and success of local education authorities in this field.

\* Report of the Committee on Art Examinations. H.M.S.O., 6d.

### *Significant Developments*

40. It was inevitable that the rate of expansion, which was at its highest in the years immediately following the war, should slacken somewhat as the need to review and take stock of developments became apparent. Circumstances during 1949 did not favour costly expansion. But the most effective way of using existing resources is a matter which calls for energetic and courageous experiment: for those with zest and vigour a period of consolidation can provide an opportunity. Of this enthusiasm and willingness to experiment many instances can be quoted.

41. Concentrated courses providing an introduction to a number of related subjects linked by a central theme were used with success in the North to encourage demand for further university courses. Classes sprang to life in some of the remote dale villages of Durham through the energy of full-time tutors. In Cornwall experiments were tried, by means of residential week-ends and periods of individual tuition, to solve the problem of catering for small country groups with widely divergent needs and abilities.

42. Critical examination of aims and achievements was a feature of the year. Research into the general background of tutorial class students was carried out in the North-East; a stimulating book was published dealing with the aims and function of the Workers' Educational Association; a report on drama in adult education was produced by the National Institute of Adult Education, which also collaborated with the British Association in preparing an interim report on science in adult education.

43. Classes in scientific subjects are not yet numerous, but here again there were interesting experiments to record, and courses were held in many branches of science, including laboratory work. Science courses for adults merit particular attention because they form one of the bridges between adult education and the interests of the industrial worker. To forge links between the adult class and the employee in industry and commerce, and to discover what contribution adult education can make in this field without sacrificing its essential principles and characteristics, are two of the most interesting and urgent problems of today. Their importance is illustrated by the growing number of courses in social and economic problems which take as their starting point the situations obtaining in particular industries.

### *Residential Colleges*

44. The five residential colleges, Ruskin, Catholic Workers', Fircroft, Hillcroft and Coleg Harlech, which provide one-year full-time courses, accommodated 253 students in 1949, compared with 227 in 1948. The Ministry's grant towards the work of the colleges amounted to £15,400 in the aggregate, compared with £14,800 in the previous year.

45. Ruskin College, Oxford, celebrated its Jubilee in May, 1949. Since its foundation in 1899 the college has in great measure realised the hopes which inspired those who brought it into being. It has provided a large number of students with a liberal education, and helped to equip them for their social and political responsibilities. The college was first recognised and aided by the Board of Education in 1920.

46. The number of short-term residential colleges increased during the year to 23, and others are proposed but not yet open. Most of them unfortunately are having to endure financial stress in their early days, before they have had time to develop fully or to make themselves known to a wide public. Even so, they have achievements to their credit which merit respect



*College of Technology, Manchester (see page 30)*

*Ruskin College, Oxford (see page 38)*





*Denman College, Marcham, Berkshire (see page 39)*



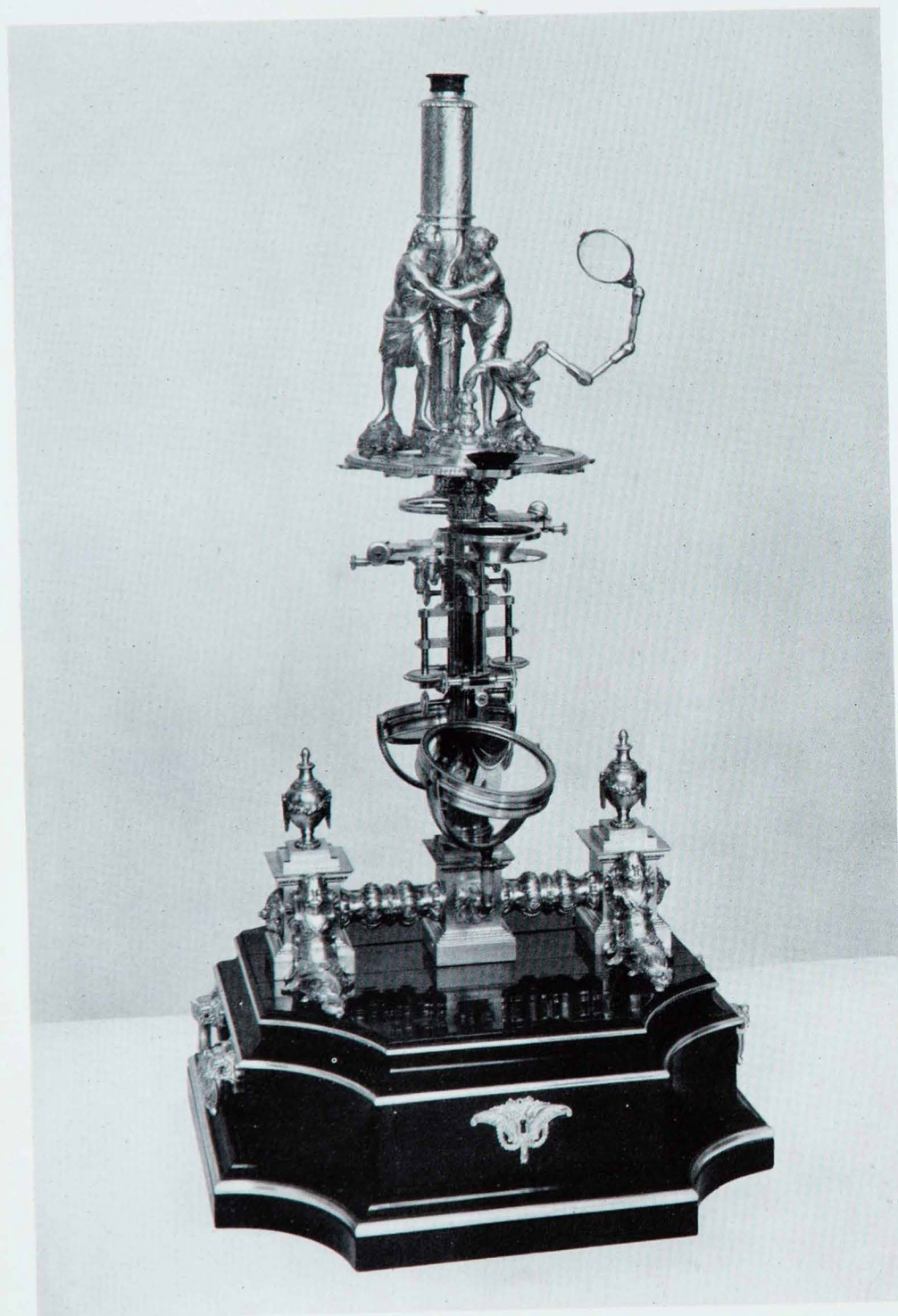
*Cardiff Castle (see page 106)*

*Lady Mabel College of Physical Education, Wentworth Woodhouse, Yorkshire, W.R. (see page 51)*



*Newly arranged Primary Galleries of Continental Art in the Victoria & Albert Museum (see page 109)*





*Silver microscope made by George Adams, probably for King George IV when he was Prince of Wales ; presented by H.M. The King to the Science Museum (see page 111)*

and support. It is likely that as time passes many of them will develop their own special features, which will attract students from a wide area. As such characteristics develop, and with them a flow of students in certain directions, it should become possible to decide what is the most suitable and economical distribution of colleges through the country. Meanwhile a pause in the establishment of new colleges seems advisable, to take stock of the existing position and to consolidate and develop the colleges already in being.

47. How valuable it can be to have a residential college as part of a large organisation is shown by the ready response to the facilities offered at Denman College, the new residential centre established by the National Federation of Women's Institutes at Marcham in Berkshire. During the period from September, 1948, to September, 1949, 1,346 women from country areas attended courses covering a week-end or four mid-week days to study crafts, food production and preservation, and cultural subjects—music, drama and art as well as current affairs. It is coming to be regarded as normal in the movement that Institute members should continue their education on these broad lines, and that with the co-operation of their families and fellow members they should go away to a residential college to do so.

#### *Tutor-training Courses*

48. Courses of training for part-time tutors and intending tutors were a prominent feature of some summer schools, and local non-residential training courses were also held in some areas. By the end of the 1948-49 session the Oxford University experiment of providing a full-time one-year course of training for young graduates completed its third year. Under this scheme two men and six women graduates with no previous experience in adult education were given a course of training which included teaching practice, tuition by an experienced tutor, visits to classes and general contacts with the adult education movement.

#### *International Contacts*

49. The year was particularly rich in international activities. UNESCO held its first adult education conference at Elsinore in June, and a delegation attended from this country. The list of summer schools and vacation courses contained a significant number planned for joint groups of British and foreign students, both in England and abroad. A course for Swedish teachers and students held near York was organised by Hull University College in conjunction with the Folk University of Stockholm. The visit of these Swedish students and a lecture on Sweden aroused such interest in the district that arrangements were made for ten young English farmers from the neighbourhood to spend a week on farms in Sweden.

#### *Aid to the Colonies*

50. A new feature of the summer programme was the anglo-colonial summer school organised by the Workers' Educational Association on behalf of the Colonial Office. The Oxford summer school also included a seminar on adult education in the colonies. Oxford University has for some time been making a significant contribution towards the development of adult education in Nigeria and the Gold Coast by seconding full-time tutors to work in those areas. One of the Cambridge University full-time tutors is shortly to go to Nigeria.

### *Contacts with Germany*

51. A number of tutors visited Germany and took part in courses there. A party of 11 Germans, most of them principals of folk high schools, spent three weeks in this country studying the English system of adult education. The visitors expressed admiration at the part played by the universities in extra-mural work. They also referred to the traditional British habit of serving on committees and councils. This they recognised to be an important way of stimulating an interest in government which the German people lacked. They were all impressed with the strength of the English adult education movement, and with its history of smooth development undisturbed by ideologies.

### *National Institute of Adult Education*

52. Early in the year the British Institute of Adult Education and the National Foundation for Adult Education merged their identities in the newly constituted National Institute of Adult Education.

53. Those who have had a concern for adult education during the past 25 years will naturally regret the passing of the British Institute as such. Its annual conferences and its commissions of enquiry made important contributions to educational thought and action, and perhaps especially widened the accepted horizons of adult education as understood in the public education service. "New Venture in Broadcasting", "The Tutor in Adult Education" and "The Film in National Life" were all reports which led to far-reaching action.

54. Though the name has gone, the goodwill and the spirit of the British Institute will find new opportunities. The National Institute has the advantage of a sturdy framework of corporate membership of the universities, local education authorities and voluntary associations. To that has been added provision for individual membership. The journal "Adult Education" formerly published by the British Institute is now the leading periodical of the new body.

### *Community Centres and Village Halls*

55. The year was one of progress and encouragement, and it was all the more a matter of great regret to those concerned that at its close economic circumstances led to a ban on further new building. That so much has been achieved since the end of the war says much for the vitality of the movement both in the urban and rural communities, and for the encouragement given by its supporters on the staffs of the local education authorities and the National Council of Social Service. Much has been accomplished through the help of official sources, but more is due to the improvisation of the local groups themselves. What has been of particular interest has been the wide range of the educational programmes arranged by the community associations, especially where they have premises of their own.

56. The number of community associations in membership with their Federation increased during the year from 163 to 200. In addition there are many other associations which are similar in scope if not in name. These local groups have an average membership of some 500-600, and in 1949 there were 176 wardens or secretaries in full-time employment. Among community centres with premises of their own, half have buildings which are described as tolerable though with no room for expansion. For the rest, improved accommodation is a pressing need. Especially is this the case where

there is a substantial membership of young people. The year was perhaps conspicuous for the neighbourly initiative taken in many centres to offer improved facilities for elderly members.

57. From the time that offers of grants under the Physical Training and Recreation Act were resumed in 1945, £170,000 had been offered by the Ministry up to the end of 1949 towards the provision of 148 community centres and village halls. By the same date 52 temporary village halls had been completed under the temporary village hall scheme sponsored by the Development Commission, and 56 others were under construction.

58. The Ministry co-operated with the Scottish Education Department in sponsoring two courses of training for community centre wardens, conducted by the Scottish Leadership Training Association at Newbattle Abbey, Dalkeith. One course was of 16 months' and the other of six months' duration.

### *The Arts*

59. Two interesting ventures of the year illustrate the growing support for the arts on the part of local education authorities. In Doncaster a cinema owned by the Corporation and previously leased to commercial concerns was opened as an arts centre. For half the year the theatre, which, with a seating capacity of 600, is not too large to daunt amateur societies, is used by local groups. Occasional productions are staged by well-known professional players; and the building serves as a festival centre for the district. During the summer months a series of films of a kind not likely to appear at commercial cinemas, such as "Monsieur Vincent", are shown. The centre is managed by the Authority's further education sub-committee, and financially it pays its way.

60. In Peterborough, a comparatively isolated centre of population, the local Arts Council, which was formed in 1946 and of which the Chief Education Officer is honorary secretary, organised the Peterborough Arts Week. With the active co-operation of the local education authority and of the Dean and Chapter of the Cathedral, and with the support of neighbouring county councils and of the Arts Council of Great Britain, a programme was presented which included performances by the London Symphony Orchestra, the Sadler's Wells Ballet and the Belgian National Theatre Company, as well as productions in which a number of local societies took part together.

61. In these and other ways many authorities now give encouragement to the arts, both to students and to amateur societies, through the services and encouragement of their staffs, and also by building a bridge between the education service and the professional artist. The Arts Theatre at Ipswich, the repertory theatre at Nottingham, the Hallé and Birmingham orchestras are instances where this kind of co-operation exists.

62. The work of the Rural Music Schools continued to expand during the year and to enjoy increasing support from the local education authorities. Four of the schools had over 1,000 students each. The Ministry gave a small grant toward the work of the training department of the British Drama League in conducting courses for those engaged in furthering amateur drama. The League helped to establish the Drama Board in the course of the year. The Board is an examining body which will award a certificate of qualification to tutors of non-professional drama who are successful in passing its examinations.

### *Public Libraries*

63. The total number of registered readers in 1949 was approximately 10,500,000, or 25 per cent. of the population, and it was estimated that 280,000,000 issues of books were made to them. Library staffs employed by the 487 library authorities numbered 9,200. The stock of books in all public libraries was estimated at 36,000,000 or 85 per 100 of the population, and these books were available at 21,000 centres. The total expenditure on public libraries was estimated at £7,000,000 or 3s. 3d. per head of population. Approximately a quarter of this expenditure was on the purchase of books.

64. Perhaps the conspicuous feature of the year in the library service was the extent to which library authorities and their staffs improvised ways and means of meeting the increasing demands upon their resources, and tried to overcome some of the difficulties caused by the shortage of library buildings. Temporary accommodation of many kinds was pressed into use and mobile libraries, of the type normally associated with the services of county libraries in country districts, were provided in several urban areas.

65. The Ministry gave approval during 1949 to agreements under Section 2 (1) of the Public Libraries Act, 1919, whereby certain minor local government authorities relinquished their powers as library authorities in favour of their respective county councils. The authorities concerned were the Borough Councils of Abingdon (Berkshire), Bexhill (E. Sussex), Calne (Wiltshire), Denbigh, and Liskeard (Cornwall); the Urban District Councils of Amble (Northumberland) and Wellington (Salop); and the Parish Councils of Atherstone (Warwickshire), Chirk (Denbighshire) and Kirby Lonsdale (Westmorland).

### *Museums and Art Galleries*

66. During the year good progress was made in restoring the museums and art galleries to their rightful use following their temporary occupation during the war years. In London the National Museums have re-opened most of the galleries which were not destroyed, the most recent being the Queen's House at the National Maritime Museum, Greenwich. In the provinces, in addition to the re-opening of already existing institutions, such as the Museum of the History of Science, and the India Institute in Oxford, completely new museums were opened, including Blaise Castle House Folk Museum, Bristol, and the Cecil Higgins Museum, Bedford. The centenary of the opening of the City Museum at Leicester was celebrated during the year, and the occasion was marked by the Museums Association's Annual Conference which was held there in July.

### *Grants under the Physical Training and Recreation Act, 1937*

67. Despite the restrictions upon new building some progress was made in assisting local authorities and voluntary organisations to carry out local projects. Five hundred and fifty-three applications for grants were received compared with 336 in the previous year, and grants amounting to £365,646 were offered, compared with £246,423 in 1947-48. The aggregate grants offered up to 31st December, 1949, covering a period of approximately four years amounted to £1,118,543. Of this sum £947,183 was in respect of playing fields and £171,360 in respect of community centres and village halls.

68. Grants amounting to £30,477 were given under section 3 (1) (c) of the Act towards the headquarters expenditure of national voluntary organisations. The comparable figure for the previous year was £26,900.

### *Physical Recreation*

69. The Central Council of Physical Recreation continued their advisory services in the training of leaders both nationally and regionally. A feature of the Council's work during the year was the help given to the governing bodies of sport in connection with their coaching schemes, some of which are assisted by the Ministry. The Council's staff gave increasing assistance to many of the sports organisations in the development of their regional work. The work of the Council's national recreation centre at Bisham Abbey prospered; and as a result of a grant from the South African "Aid to Britain Fund", a new national centre was acquired in Shropshire.

70. In July, 1949, the second Lingiad, in honour of P. H. Ling, the founder of the Swedish system of gymnastics, took place in Stockholm. It was attended by over 15,000 participants, the representatives of some 60 nations. Great Britain sent a contingent of 930, more than 600 of whom took an active part in demonstrations. The Ling Physical Education Association was mainly responsible for the detailed organisation of this country's effort, a task which involved much hard work and the surmounting of many difficulties. In contrast with other countries, the post-school physical recreation demonstrations given by the various teams from this country were more recreative, active, and varied in content, and the work was obviously designed more for the enjoyment of the performers than for the impression likely to be made on the audience.

### *The Youth Service*

71. The end of the year 1949 saw the completion of ten years of partnership between the statutory authorities and the voluntary youth organisations. They were years of steady progress and of increasing understanding. The time is past when any spectacular development of the service can be looked for in any one year, but the year 1949 showed a satisfactory if sober advance.

72. Perhaps one of the most remarkable developments during this decade was the acceptance by all alike of the fact that the youth service is part of the education service. The following extract from an account of one of H.M. Inspector's visits to a club will perhaps help to explain the reason why. "In 1942 the Home Guard was said to be more frightened of the new youth club than of the enemy. Seven years after its foundation a visit to the youth club in this village gives cause for much more confidence. It is a club whose popularity is evident from the recruitment of half its members from neighbourhood towns within a five miles radius, which possess their own youth clubs. The meeting rooms might perhaps not be thought entirely suitable—a long hall with a stage and the very smallest of cloakrooms and kitchen. But that is forgotten by a visitor who soon senses a particularly friendly atmosphere in the club and meets the boys and girls who are ready for easy conversation with adults. It is not surprising to find that what they undertake together is well done—a winning standard in drama competitions, and competence in simple craftwork that has been rewarded by prizes in displays and by gain to club funds from the profits at sales of work. The credit goes to the personality and character of the founder leader, a woman of middle age whose influence inconspicuously helps the members to get so much out of their club."

73. The last sentence of this account gives a clue to the secret of the successful club; and both statutory and voluntary bodies have set themselves out to develop courses of training for youth leadership. To the objection

that youth leaders are born not made the reply is that the demand for leaders must inevitably exceed the supply of those who feel that they have a vocation, and it is therefore necessary to evolve a system of training which will produce a good all round leader.

74. During 1948-49 55 students attended the one-year courses for full-time leaders run on behalf of the Ministry of Education by the Departments of Education of the Universities of Bristol and Nottingham and the University College of Swansea. Certain of the voluntary organisations run their own courses for voluntary leaders. Local education authorities, too, have their own methods according to the means at their disposal. One county authority tackled the problem of training by appointing a full-time officer and by providing as the focal point of its training scheme a centre open throughout the year for residential courses (mostly at the week-end) for leaders and members of youth groups. Another county authority without the advantage of a permanent centre, which was concerned at the lack of any training of the majority of the full-time and part-time youth leaders in its area, organised in 1949 a six months' course for them. There were three residential week-ends, one of which was under canvas. Apart from this, there were three evening meetings a week over a period of six months in three convenient centres, during which most of the questions which concerned the running of a club were dealt with. This course was organised in close co-operation with the Ministry, and H.M. Inspectors spoke at the week-end meetings.

75. The Ministry continued to give direct grant in aid of capital projects undertaken by local youth clubs. These grants amounted in 1948-49 to £115,369 which was shared among 279 clubs. Direct grants totalling £180,438 were paid to the headquarters of a number of national voluntary youth associations in aid of their national and regional expenditure on administration and organisation. Local education authorities' expenditure upon the youth service in 1948-49 was £1,820,168.

## CHAPTER III

### TEACHERS

#### A.—TRAINING AND SUPPLY

##### Area Training Organisations

1. The year 1949 saw the constitution of the last two area training organisations required to cover the whole country, namely those associated with the Universities of Liverpool and Cambridge.\* As was expected, these took the form of what have come to be known as Scheme C Institutes of Education, which means that the university does not take full administrative and financial responsibility for them, but shares in their government with the local education authorities and training colleges of the area. The Cambridge Institute, formally constituted in November, was not in effective operation by the end of the year, but in 1950 area organisations established under the McNair Committee's Report will all be accepting responsibility for recommending to the Ministry for the status of qualified teacher the students who have completed their courses of training during the year.

2. There were three meetings during the year of the Standing Conference of Representatives of Area Training Organisations, set up to help in considering matters on which a common policy is desirable. Among the matters discussed were facilities for teaching practice, methods of assessment and examination, scales of payment of internal and external examiners, and the form and content of the certificates or diplomas to be awarded to students who have successfully completed courses of training.

##### National Advisory Council

3. It has for some years been the declared policy of the Minister to establish a central or national council on teachers' questions, and the constitution of such a council in permanent form was held up only because of the delay in completing the pattern of area training organisations, which would form an essential element in its constitution. When these organisations were nearly all constituted, the Minister was able in June, 1949, to set up, under the chairmanship of Sir Philip Morris, Vice-Chancellor of the University of Bristol, the National Advisory Council on the Training and Supply of Teachers, which included representatives of the area training organisations as well as of national associations of teachers and local authorities. The Council's function was defined as "to keep under review national policy on the training and conditions of qualification of teachers, and on the recruitment and distribution of teachers in ways best calculated to meet the needs of the schools or other educational establishments". They were not to be concerned with the superannuation or salaries of teachers, or with any other matters which affect their conditions of employment since these are matters for discussion

\* For the time being the only training college near Oxford and the local education authorities for the surrounding area are members of the Reading Institute of Education. Students trained at the Oxford University Department of Education continue to be recommended by the University to the Ministry for the status of qualified teacher. The establishment of an area training organisation to be associated with the University of Oxford was being considered at the end of the year.