



EDUCATION IN 1957

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

*Presented to Parliament by the Minister of Education
by Command of Her Majesty
June 1958*

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PART II

The Table of Contents of Part II of the Report (the Statistics of Public Education for England and Wales for the year 1956–57) will be found on page 91.

Over 500 new schools were opened in 1956–57, the number of existing schools, more than in previous years, having increased. At the end of the year, nearly 500 new buildings were being put up, the majority of these being for secondary schools.

The programme of schools to be opened during 1957–58 was settled during the year, and the main effort will be directed to providing places for children of secondary school age. While many improvements in secondary education have been included, notably in teacher recruitment, it was found possible for the first time to include a plan to provide additional science accommodation.

At the beginning of 1957 there had been a reduction of 10 per cent. in the number of senior children in schools, as compared with a year earlier. By the end of the year, completion of new buildings had resulted in the reclassification of 2000 classes which, in addition, were some 400 projects in the approved building programme which had been completed. Many 11-year-old age groups are to be reclassified. This progress with reclassification will be continued, though less rapidly than had been hoped, under the economy measures taken by the Government in the latter part of the year, as was necessary to reduce some of the school building programme which had been planned early for the reclassification of first schools and which were to have started during 1958.

INTRODUCTION

MAY IT PLEASE YOUR MAJESTY

1. I submit to Your Majesty the report of the Ministry of Education for the year 1957. On the 14th January, the Rt. Hon. Sir David Eccles, K.C.V.O., M.P., was appointed President of the Board of Trade, and was succeeded as Minister of Education by the Rt. Hon. Viscount Hailsham, Q.C. I succeeded Lord Hailsham when he was appointed Lord President of the Council on 17th September.

2. The number of children of school age continued to rise and the problem of providing schools and teachers for them still confronted the Ministry. At the same time, technical education has been considerably advanced along the lines laid down in the Government's five year programme of development described in the White Paper on Technical Education issued in February 1956.

Primary and Secondary Education

3. In January 1957, there were well over 6,700,000 children in maintained and assisted schools, an increase of more than 120,000 over the previous year. The number of infants has been declining and will continue to do so for a number of years, but during 1956 the number had fallen less than was expected. As a result, the total number of primary school children had increased during 1956 but was expected to fall during the course of 1957. The number of children in the secondary schools had increased in 1956 rather less than was foreseen but in 1957 it was expected to rise rapidly; it should continue to rise until 1961. In addition, more boys and girls are staying at school beyond the age of 15 and they are staying longer. This is a most welcome trend.

4. Over 500 new schools were occupied in 1957 giving, with enlargements of existing schools, more than a quarter of a million additional school places. At the end of the year, nearly 900 new buildings were being put up. Two-thirds of these were for secondary schools.

5. The programme of schools to be started during 1958-59 was settled during the year ; again, the main effort will be directed to providing places for children of secondary school age. While many improvements in science accommodation have been included incidentally in earlier programmes, it was found possible for the first time to include a number of projects specifically to provide additional science accommodation in existing schools.

6. At the beginning of 1957 there had been a reduction of 10 per cent in the number of senior children in all-age schools compared with a year earlier. By the end of the year, completion of new building had resulted in the reorganisation of 203 all-age schools. In addition there were some 260 projects in the approved building programme which will, when completed, enable 1,300 more all-age schools to be reorganised. Thus progress with reorganisation will be continued, though less rapidly than had been hoped; under the economy measures taken by the Government in the latter part of the year, it was necessary to defer some of the school building projects which had been planned solely for the reorganisation of rural schools and which were to have started during 1958.

7. The scheme, described in the Report for 1956, to ensure a more equitable distribution of teachers was generally effective and local education authorities cooperated well. As, however, the nett increase in the total number of teachers during 1957 was not as high as had been hoped, there remained, at the end of the year, several areas of acute under-staffing.

Independent Schools

8. Part III of the Education Act, 1944, providing for the registration of all independent schools, came into force on 30th September. About a third of the 4,700 or so independent schools in England and Wales were already recognised as efficient by the Ministry and they were automatically registered. Of the other schools, 2,000 had been provisionally registered by the end of the year and Your Majesty's Inspectors had begun the task of inspection. During the autumn term they visited 1,236 schools and nearly 800 were finally registered at the end of 1957.

Special Services

9. The number of pupils in the special schools rose only slightly but there was a significant rise in the number of teachers. Twenty-six new special schools came into use during the year. The number of children waiting to go into special schools has gone up but the majority of them are educationally subnormal and it is likely that the increased numbers reflected more accurate identification and recording. Well over 2,000 additional places were provided during the year for these children.

10. Provision of school meals out of public funds has now been made for 50 years. What was once a limited service for necessitous children and the comparatively few who had to travel long distances has now become a major feature of school life. In the financial year 1908-09, just under 117,000 children had about 60 school dinners each: in 1957, nearly 3,000,000 had approximately 200 dinners each. Tribute must be paid to the teachers for their co-operation in the working of the service and their ready appreciation of its physical and educational value.

Further Education

11. 1957 was the first full year after the publication of the White Paper on Technical Education and useful progress was made towards its main objectives. The number of students in the technical colleges continued to grow. Particularly important were increases of 9 per cent in the number of young employees who attended part-time day release courses in working hours and of 13 per cent in the number of students attending full-time (including sandwich) courses. Sandwich courses have doubled in number, most of them leading to a higher technological qualification.

12. Considerable reorganisation of work in and between colleges took place and eight colleges have now been designated as Colleges of Advanced Technology, with two more colleges, one for the south-west and one for the north-east, earmarked for designation in due course. The number of regional colleges was also increased. These developments have meant a further expansion of the volume of advanced technological study.

13. Substantial progress was made in the task of providing accommodation to match the expansion of technical education. New building work has now been authorised to the value of over £60,000,000 for the first four years of the five year plan, out of a total of £70,000,000. Over three hundred

new major building projects have already been approved. Between the publication of the White Paper in February 1956 and the end of 1957, work began on 20 new colleges and 102 major extensions to existing colleges.

14. Two influential reports were presented during the year. In May, the Willis Jackson Committee reported on the supply and training of teachers for technical colleges, and it estimated that 1,400 additional teachers would be needed annually up to 1960-61 if the needs of the colleges are to be met. There is no large source of recruitment left untapped and the Report made it clear that industry and the technical colleges will have to come much closer together if proper and adequate staff are to be made available. Ways and means of putting into effect the many helpful suggestions in the Report were actively discussed with the organisations involved. A third permanent committee of the National Advisory Council on the Training and Supply of Teachers was set up to consider the problems of technical teaching.

15. Towards the end of the year, the Report of the National Council for Technological Awards was issued, giving the Council's detailed views on such matters as liberal studies in the education of technologists, the integration of college training with works experience and the staffing of colleges for advanced work. The Council exerted increasing influence on higher work in the technical colleges as the colleges sought to satisfy the high standards set for the award of the Diploma in Technology. More than a third of the applications for approval of courses were refused and, of the others, only about a third have so far been approved. The Council set up a sub-committee to consider awards higher than the Diploma.

16. A particularly encouraging feature of this first year was the lively interest of various industrial and commercial organisations, who arranged a number of conferences on various aspects of technical education. In addition, the National and Regional Advisory Councils undertook a study of public relations which underlined the need for a greater appreciation by industry of its responsibilities towards technical education.

17. Demand for adult educational facilities has continued to grow, but the general economic situation has restricted any substantial new development. The salaries of tutors were increased and this, of course, added to the financial problems, but the bodies responsible for this important work are to be congratulated for not only having generally maintained the provision but also, in a number of cases, expanded it.

Teachers

18. The most significant event in 1957 affecting the teaching profession was the announcement in June that the normal two year training course would be extended to three years in 1960. The Ministry published a pamphlet containing the views of members of Your Majesty's Inspectorate on the best use to be made of the extra time. The National Advisory Council on the Training and Supply of Teachers also published a report on the same subject which stressed the importance of English and elementary mathematics in the training course.

19. The Standing Conference of Area Training Organisations held the first of its new series of annual meetings for the discussion of important problems in the field of teacher training. The first conference dealt with the assessment of teaching practice and the follow up of students in their first posts.

20. During 1956, recruitment continued to increase and the number of teachers in maintained and assisted schools, other than special schools, in January 1957 passed the quarter of a million mark. The result was a slight improvement in the staffing position in the primary schools but in the secondary schools, with their extra children, it continued to deteriorate. For several years past, training colleges have been urged to encourage more of their students to train for work in secondary schools and there has been a small but steady increase in the proportion of students doing this. Nevertheless, still more serving teachers must be prepared to take up secondary school teaching, particularly as specialist teachers. Extra supplementary courses have been arranged to this end and the response has been encouraging.

21. Other measures, such as the improvements in salaries, deferment of national service for certain groups of graduates taking posts in secondary schools and the recruitment for training of ex-regular members of the Forces also promise well. But all these measures, even when individually they produce proportionately substantial gains, are in total having only a marginal effect. For example, in 1957 the increases did no more than enable the position to be held.

22. The problem is particularly critical in the case of teachers of mathematics and science. The numbers of teachers in fact went up, nearly 400 more students were concentrating on these subjects in their final year in college, and more than twice as many trained teachers attended the special supplementary courses (which were nearly doubled in number). The result was merely to prevent any further deterioration in the relevant staffing standards. It is abundantly clear that while the number of children in the secondary schools goes up, as it will during the next few years, a considerably larger number of teachers of mathematics and science will be needed.

Building

23. Record progress was made in 1957 in educational building, largely as a result of a substantial increase in the number of men employed on this work over the preceding two years. The economic situation in October, however, caused some restriction on the starting of new projects. The limitation did not affect building work for technical colleges.

24. Schools must be built where they are needed, and it is therefore sometimes impossible to evade the costly problem presented by subsidence. A new system of construction in such cases has now been devised in Nottinghamshire which promises useful savings. Reference was made in last year's Report to the Woodside County Junior School in Buckinghamshire, which was the work of the Ministry's Development Group. This school was one of the main features in the United Kingdom pavilion at the German Industries Fair in Berlin during the summer of 1957.

University Awards

25. The State Student scheme was introduced in 1957 to replace various arrangements existing for helping postgraduate students. The Ministry took over responsibility for these awards in Arts subjects and the Department of Scientific and Industrial Research assumed similar responsibility for scientific and technological subjects. The Ministry awarded 249 Studentships out of a total of 553 applications.

Central Advisory Councils for Education

26. The English Advisory Council met eight times in the course of the year and continued to examine the educational needs of boys and girls between fifteen and eighteen. The Council was specially concerned with the needs which will arise in the period 1965-1975. At the request of the Council the Ministry asked the Central Office of Information to conduct a fact-finding survey of some 3,500 young persons in these age groups. In June 1957 the Council invited a number of educational organisations to submit evidence bearing on its terms of reference. In the course of the autumn sessions the Council gave particular attention to the need for additional teachers implicit in certain major educational reforms.

27. Most of the detailed work of the Council was undertaken by its three committees. The first, which met nine times, was concerned with the grammar schools and particularly with their work in preparation for the university. Besides discussions on the balance of the curriculum (and, in particular, sixth form specialisation), it organised an enquiry into the curriculum of some 400 maintained grammar schools for girls.

28. The second committee met six times and was concerned in general with young people who received some education and training beyond the compulsory school leaving age, and especially those who proceeded to technical colleges. During the course of the year, this committee received the preliminary findings of a survey, conducted by the Central Office of Information in December 1956, of some 9,000 National Certificate students.

29. The third committee, which also met six times, was concerned with the remaining population in these age groups and, in particular, with issues arising from any raising of the minimum school leaving age. It obtained medical evidence bearing on the appropriate length of school life.

30. During the course of the year, the Council lost two members, one (Dr. J. Macalister Brew) through death and the other (Mr. O. Mitchell) through ill-health. Sir Eric James (Manchester Grammar School) and Mr. M. H. Brown (Nelson Grammar School, Lancashire) were appointed to the Council by the Minister. Miss C. Avent, Careers Advisory Officer of the L.C.C. Youth Advisory Service, was co-opted as a member of the second and third Committees.

31. The Activities of the Central Advisory Council for Education for Wales and Monmouthshire are described in Chapter VII.

Wales

32. The Welsh Department of the Ministry and the Welsh Inspectorate celebrated their fiftieth anniversary in 1957. Through the years they have secured the adjustment of national policies to the needs of Wales and provided a direct and satisfactory channel of negotiations with the representatives of Wales in all educational matters. In particular, they have done much to foster the study of the language and culture of the Principality.

33. Over 97,000 new school places have been provided in Wales since the end of the war, more than 15,000 of them having been taken into use during 1957. The staffing position in the schools remained better than in England, but the Welsh local educational authorities cooperated fully in the scheme designed to secure better distribution of teachers for both countries.

34. During the year, building work proceeded on seventeen technical colleges, four projects being completed. In March, the Cardiff College of Technology and Commerce became the Welsh College of Advanced Technology.

35. The Ministry's Vote for 1957-58 totalled almost £365,000,000, an increase of about £33,000,000 over the figure for the preceding year. This was mainly due to an increase of nearly 12 per cent in the grant aided expenditure of local education authorities. In turn this was mainly accounted for by the payment to teachers for a full year of the higher salaries negotiated in 1956, by increases in the school population and in the number of teachers employed, the expansion of further education, the opening of many new schools and colleges and by general increases in the cost of goods and services.

Gwilym Lloyd

Minister of Education.

g u J. H. Fleming

Secretary.

June, 1958.

CHAPTER I

PRIMARY AND SECONDARY EDUCATION

School Population

1. In January 1957, there were 6,776,549 pupils on the registers of maintained and assisted primary and secondary schools (other than nursery and special schools) in England and Wales. This was 127,463 more than the figure for January 1956. The charts and tables on pages 8 and 9 show, for infants, juniors and seniors separately, how the figures for these years compare with those for earlier years and with projections for the next twelve years.

2. In 1956 as in 1955, there was a marked decline in the number of infants and a corresponding increase in the number of juniors. But the number of infants declined rather less than had been expected and thus total numbers of juniors and infants, instead of remaining steady, increased by 13,000. A substantial decline was still expected to show itself in 1957 and to continue for a number of years.

3. The number of seniors increased during 1956 by 114,000. This was rather less than had been expected but nevertheless continued the series of large annual increases which was expected to continue until 1960. The number of pupils over the age of 15 increased by 12,000. This increase again substantially exceeded expectations, a welcome continuation of the trend which is discussed in paragraph 55 below.

School Supply

Provision of new schools

4. During 1957 the Minister approved, under Section 13 of the Education Act, 1944, proposals for 520 new primary and secondary schools—460 county and 60 voluntary. Of the latter, 48 were Roman Catholic, 11 Church of England and one Jewish.

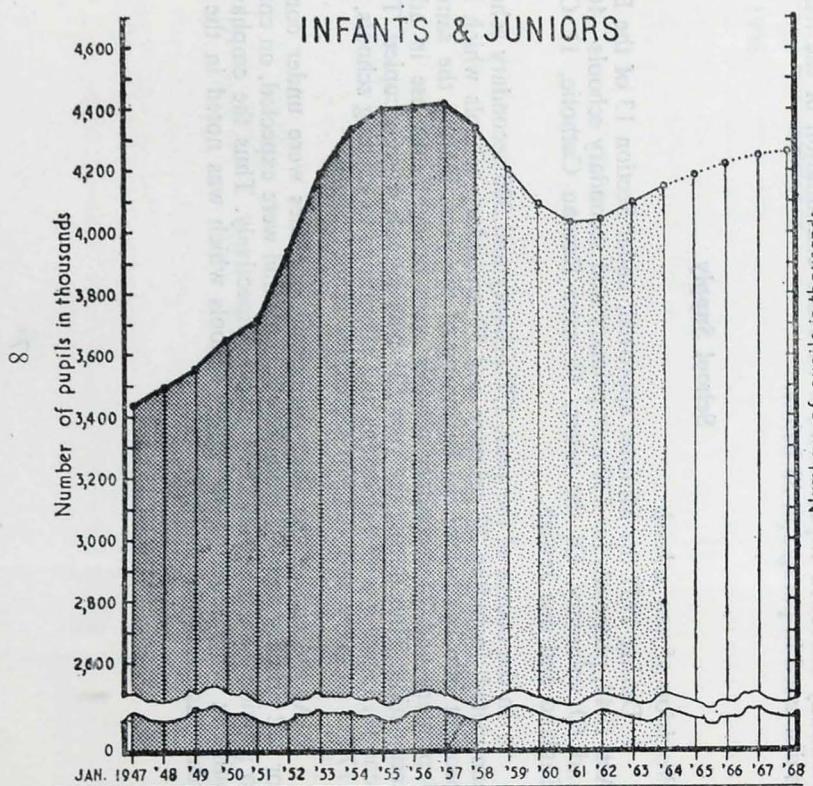
5. In the course of the year, 278 primary and 300 secondary schools were completed, including 27 primary and 59 secondary schools which had been brought into use before the beginning of the year. During the same period, 5 primary and 34 secondary schools were brought into use in advance of completion. Thus during the year 531 new schools were occupied. These new schools, together with extensions and alterations to existing schools, provided 117,855 primary and 162,570 secondary school places.

6. At the end of the year permanent premises were under construction for 282 primary and 597 secondary schools and were expected, on completion, to provide 79,660 and 275,640 places respectively. Thus the emphasis in the building programme on secondary schools which was noted in the previous year was continued in 1957.

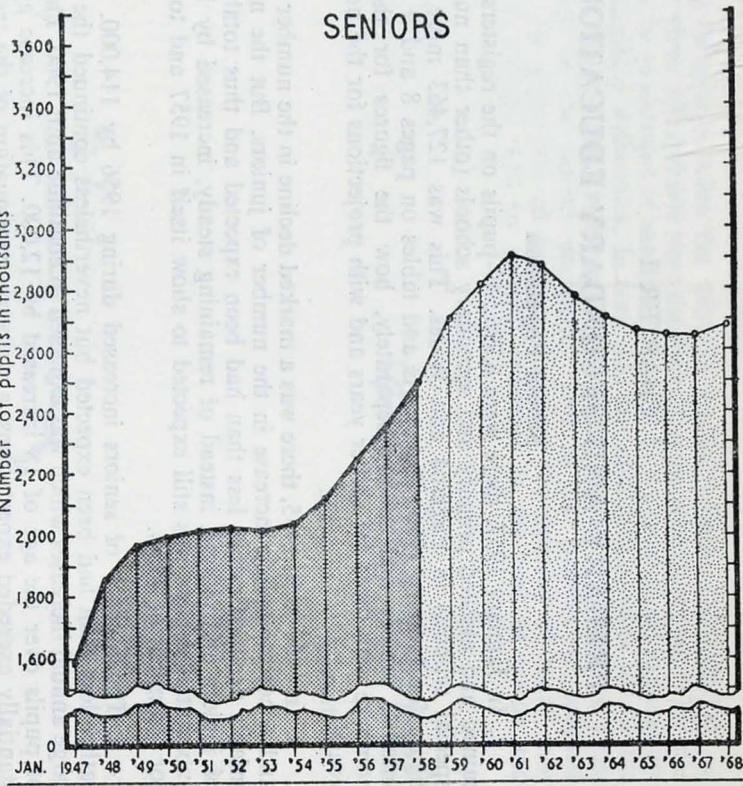
CHILDREN IN SCHOOL

IN MAINTAINED OR ASSISTED PRIMARY & SECONDARY SCHOOLS EXCLUDING NURSERY & SPECIAL SCHOOLS

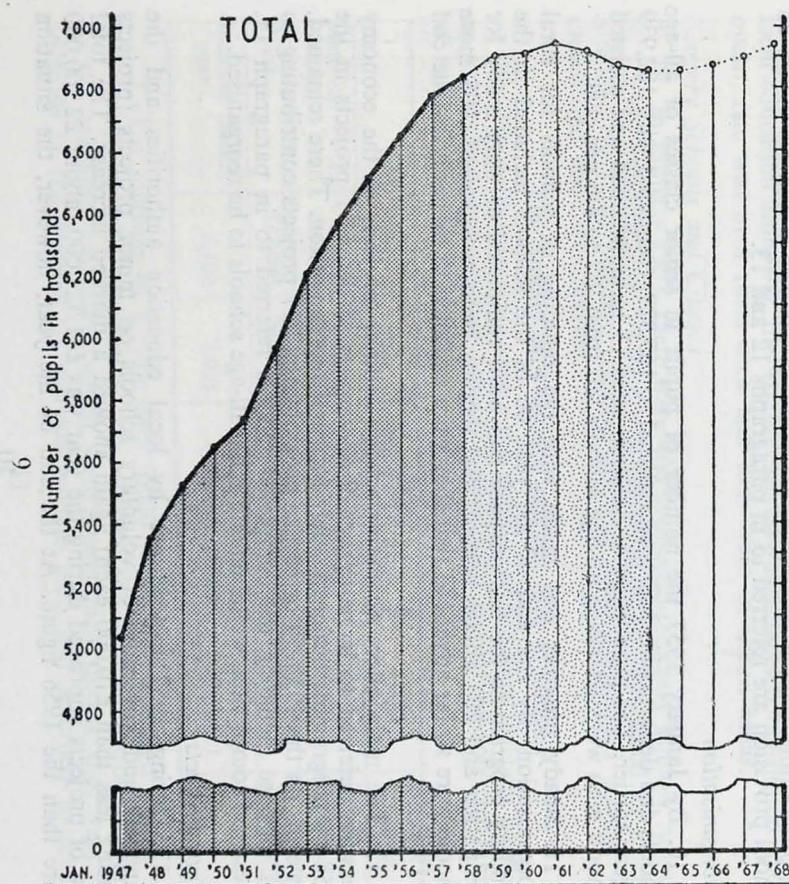
INFANTS & JUNIORS



SENIORS



TOTAL



YEAR	INFANTS		JUNIORS		INFANTS & JUNIORS		SENIORS		TOTAL	
	No.	differences	No.	differences	No.	differences	No.	differences	No.	differences
1947	1,479	47	1,965	8	3,444	55	1,590	267	5,034	322
1948	1,526	81	1,973	-20	3,499	61	1,857	112	5,356	173
1949	1,607	103	1,953	-6	3,560	97	1,969	25	5,529	122
1950	1,710	19	1,947	45	3,657	64	1,994	22	5,651	87
1951	1,729	131	1,992	95	3,721	226	2,016	7	5,738	232
1952	1,860	131	2,087	116	3,947	247	2,023	-10	5,970	236
1953	1,991	54	2,203	90	4,194	144	2,013	25	6,206	170
1954	2,045	-84	2,293	148	4,338	64	2,038	25	6,376	140
1955	1,961	-112	2,441	115	4,402	3	2,114	76	6,516	133
1956	1,849	-56	2,556	70	4,405	13	2,244	130	6,649	128
1957	1,793		2,626		4,419		2,358		6,777	

YEAR	INFANTS		JUNIORS		INFANTS & JUNIORS		SENIORS		TOTAL	
	No.	differences	No.	differences	No.	differences	No.	differences	No.	differences
1958	1,753	-40	2,385	-41	4,338	-81	2,500	142	6,838	61
1959	1,755	2	2,447	-138	4,202	-136	2,703	203	6,905	67
1960	1,759	4	2,336	-111	4,095	-58	2,817	114	6,912	7
1961	1,753	-6	2,284	-52	4,037	9	2,909	92	6,946	34
1962	1,781	28	2,265	-19	4,046	53	2,880	-29	6,926	-20
1963	1,837	56	2,262	-3	4,099	51	2,778	-102	6,877	-49
1964	1,874	37	2,276	14	4,150	51	2,707	-71	6,857	-20
1965	1,878	4	2,311	35	4,189	39	2,667	-40	6,856	-1
1966	1,861	-17	2,360	46	4,221	28	2,652	-15	6,873	17
1967	1,843	-10	2,406	18	4,249	8	2,650	-2	6,899	26
1968	1,833		2,424		4,257		2,680		6,937	38

Thousands

The figures from 1964 for Infants and 1966 for Juniors are based on assumed births

7. The following table shows the number of places in primary and secondary schools actually started in each of the financial years from 1953-54 to 1956-57 and authorised to start in the financial year 1957-58:—

*Major projects for primary and secondary schools—new places started**

Financial Year	Primary	Secondary					Total
		Modern	Grammar	Technical	Compre-hensive	Total	
1953-4 ...	90,700	72,900	16,940	7,020	6,540	103,400	194,100
1954-5 ...	69,060	56,360	21,190	8,470	7,780	93,800	162,860
1955-6 ...	58,900	93,305	22,185	12,270	6,900	134,660	193,560
1956-7 ...	71,760	95,345	17,755	9,575	8,130	130,805	202,565
1957-8 ...	77,380	127,185	36,765	15,265	5,460	184,675	262,055

* This table shows the number of places started in each financial year irrespective of the programme in which they originated.

8. The building programme for 1958-59 was compiled during the year. In general the choice of projects was based on the same needs as in previous years, above all the need to provide for the influx of senior pupils described in paragraph 3. A small part of the programme was, however, for the first time specifically devoted to the provision of additional science accommodation at schools containing pupils over the age of 15.

9. Towards the end of the year it became necessary for reasons of national economy to defer a number of school projects included in the 1958-59 building programme. This is more fully explained in Chapter V and the effects on school provision are referred to in paragraphs 12 and 13.

Reorganisation

10. By January 1957 the number of pupils in senior classes of all-age schools and departments had been reduced to 165,329, compared with 182,939 a year earlier. The proportion of children aged 13 in maintained and assisted schools who were attending all-age schools fell from 9.7 to 8.6 per cent.

11. Steady progress was made with the building of schools for rural reorganisation. By the end of the year 46 of the schools included in the building programme for this purpose had been completed or were ready for occupation and 203 all-age schools had thereby been reorganised. 108 more schools were so far advanced that they were expected to be ready by the end of 1958.

12. The main effect on major school building projects of the economy measures referred to in paragraph 9 above was to defer 31 projects in the 1958-59 programme designed solely for rural reorganisation. There remained, however, on the 1958-59 or earlier programmes, 257 projects contributing to this purpose including the completed schools referred to in paragraph 11. These, on completion, would enable 1,300 all-age schools to be reorganised.

Minor Projects

13. During 1957 expenditure by local education authorities and the managers and governors of voluntary schools on minor projects (projects costing less than £10,000 each) again showed a marked increase. The total cost of projects approved during the year was £11,521,000, about £2,700,000 more than the 1956 figure. At the end of the year, however, the situation

referred to in paragraph 9 made it necessary to reimpose restrictions on minor projects; these are described in Chapter V.

Development Plans

14. In England, the long process of considering development plans was completed in 1957 when the last of the 129 development plans submitted by English authorities was approved.

Closure of Schools

15. 223 maintained schools were closed during the year. 18 of them were voluntary schools closed on the initiative of the managers under Section 14 of the Education Act, 1944, nine were closed on amalgamation with existing schools, one as a result of reorganisation and one by a substitution order under Section 16 (2) of the Act. The remainder were closed under the statutory procedure laid down in Section 13 of the Act.

16. Of the 223 schools closed, 68 were secondary schools of which 62 were county, four Church of England and two Roman Catholic; 155 were primary schools of which 79 were county, 73 Church of England, one Church in Wales, one Methodist and one undenominational. For the most part the premises of the town schools that were closed continued to be used for school purposes, either as annexes to neighbouring schools or to house schools of a different type.

17. The schools closed under Section 13 included 70 in rural areas of which 13 were replaced by new schools in the same area. Nine were secondary schools, eight county and one Church of England, and the rest were primary schools (24 county, 35 Church of England, one Church in Wales and one undenominational).

18. In five cases in which closure under Section 13 was proposed by a local education authority, the Minister decided that the schools should remain open; one was in a rural area and four were in urban areas.

Nursery Schools and Classes

19. In January 1957, there were 460 maintained nursery schools, attended by 22,934 children, and 31 receiving direct grant or recognised as efficient, attended by 1,181 children. During the year three maintained schools were closed and none was opened.

The Supply of Teachers and the Size of Classes

20. The following table shows the number of full-time teachers employed in maintained and assisted schools (other than special schools) in January of each year since 1953:—

	1953	1954	1955	1956	1957	1958
Men ...	86,200	88,300	90,900	92,900	95,700	98,700 — (est.)
Women ...	141,400	145,400	150,400	154,900	159,100	160,400 — (est.)
Total ...	227,600	233,700	241,300	247,800	254,800	259,100
Increase during year ...	6,100	7,600	6,500	7,000	4,300 (est.)	

21. The increase of a little over 7,000 which had occurred during 1956 was in accord with expectation and reflected the high figures of recruitment to the teaching profession which were maintained during that year. The increase in the number of married women who had returned to teaching

after a break in service was substantially lower than in recent years, but this was largely offset by fewer retirements on age grounds.

22. During 1956 the number of classes for junior pupils (i.e., under the age of 11) increased by 1,456, compared with an increase of 2,051 during 1955. The number of such classes with more than 40 pupils fell by 1,682 (from 33,589 to 31,907), and those with more than 50 pupils by 63 (from 621 to 558).

23. The number of senior classes rose during the year from 74,771 to 78,449, an increase of 3,678. The number of such classes with more than 30 pupils increased from 38,940 to 41,136.

24. In January 1957 the percentage of junior pupils in oversize classes was 32.2, compared with 34.1 a year earlier; for senior pupils the corresponding percentages were 62.1 and 62.0. Of all classes (junior and senior together) 35.3 per cent were oversize in January 1957 compared with 36.0 per cent in January 1956. The percentage of all pupils in such classes was 42.6, compared with 43.5 a year earlier.

25. These figures reveal what is now a familiar pattern. The net increase in the total teacher force during 1956 was sufficient to make possible a slight improvement in the overall staffing position, but with the upward movement of the post-war age groups from primary to secondary schools, this improvement was confined to junior classes and there was some worsening in the position of the senior classes. The supply of graduate teachers, including in particular teachers of mathematics and science, is dealt with in paragraphs 11 to 19 of Chapter IV.

Distribution of Teachers

26. Throughout the year a subject of major concern and effort was the scheme announced in Circular 318 (and described in the last Report) under which the Minister asked local education authorities to assist towards a more equitable distribution of teachers throughout the country, by applying suitable staffing policies and accepting the staffing standards indicated in the Circular.

27. The response of authorities was encouraging. They readily gave an assurance that they accepted the obligation to be guided closely by the policies and objectives set out in the Circular and planned their recruitment policies accordingly.

28. In the early part of the year there were many discussions between individual authorities and the Ministry on local questions which might affect staffing standards and in a substantial number of cases some adjustments were made to quotas to take account of revised estimates of school population or of the particular needs of rural areas.

29. In May and early June a survey was made of the recruitment of new entrants to the profession who were about to complete their training; information was given to the authorities particularly short of teachers, to enable them to recruit as many as possible of the newly-trained teachers who had not so far accepted appointments.

30. In October all authorities submitted to the Minister details of the teachers, both in total and in particular categories, in their employment and informed him of the steps being taken to implement the staffing policies recommended in Circular 318. It was therefore possible to make a preliminary assessment of the likely outcome of the distribution scheme.

31. On the basis of these returns it was clear that, thanks to the ready cooperation of local education authorities and teachers, both in adherence

to the quotas and in the employment of immobile teachers, the shortage areas had benefited from the scheme, in some cases very noticeably. It also became evident, however, that the net increase in the total teacher force during 1957 would prove to be substantially lower than had been assumed in the quota calculations and that there would in January 1958 still be areas of acute shortage.

32. In view of this, and in the knowledge that during 1958 the very large movement of pupils from primary to secondary schools would alone demand many more teachers, the Minister, after consultation with the local authority and teachers' associations, decided that it would not be reasonable to attempt during 1958 to carry the process of redistribution beyond what was aimed at in Circular 318. He was convinced, however, that if the ground won was not to be lost again, the scheme should continue.

Voluntary Schools

Status

33. At the end of 1957 the total number of voluntary schools in England and Wales was 9,627: 4,883 aided and special agreement schools; 4,536 controlled schools; and 208 voluntary schools whose status had yet to be determined. In addition there were 12 transitionally assisted grammar schools.

Management and Government

34. By the end of 1957, the number of instruments and articles of government for voluntary secondary schools and of instruments of management for voluntary primary schools made by order of the Minister was as follows:—

	Aided	Special Agreement	Controlled	Total
Secondary Schools ...	227	41	206	474
Primary Schools ...	4,332	3	4,042	8,377

Voluntary School Building

35. The rate of provision of new voluntary school places continued to increase during the year. The following table shows the number of post-war projects:—

Status of School	Projects included in approved building programmes since 1945 up to and including 1957						Accommodation brought into use since 1945					
	Church of England		Roman Catholic		Other Voluntary bodies		Church of England		Roman Catholic		Other Voluntary bodies	
	Projects	Places	Projects	Places	Projects	Places	Projects	Places	Projects	Places	Projects	Places
Aided ...	81	17,780	316	88,790	23	4,720	54	11,840	221	59,960	16	3,700
Special Agreement	15	5,040	76	28,140	—	—	4	1,395	37	14,030	—	—
Controlled	95	18,530	—	—	31	4,605	68	12,090	—	—	24	4,100
Totals ...	191	41,350	392	116,930	54	9,325	126	25,325	258	73,990	40	7,800

In addition, it is estimated that 35,000 places have been provided at voluntary schools by minor building projects. Since 1954, when restrictions on private building were removed, five major building projects not eligible for grant or loan from the Minister have been completed outside the building programme.

Grants and Loans

36. The following table gives details of grants and loan advances made during 1957:—

Class of Work	Church of England Schools (including Church in Wales)		Roman Catholic Schools		Other Voluntary Schools	
	Grants	Loan Advances	Grants	Loan Advances	Grants	Loan Advances
Alterations and repairs at Aided and Special Agreement Schools ...	£ 501,042		£ 438,466		£ 77,639	
Transferred and Substituted Schools ...	184,059	279,285	148,539	682,801	71,358	7,500
Schools for Displaced Pupils ...	Nil		990,527		6,654	
Totals ...	685,101	279,285	1,577,532	682,801	155,651	7,500

New loan agreements concluded during the year numbered 88, and amounted to £1,166,250. Payments of grant made during 1957 bring the total payments since 1945 to £8,263,456. Loan advances made during the year bring the total advances up to £2,560,507.

37. These totals represent only part of what will ultimately be payable on the building work at aided schools summarised in paragraph 35. There is an interval between the approval of the building work and the submission of claims for grant, and the last instalment of grant and loan cannot be paid until the promoters send in their final accounts, which may be some time after the work is completed. In addition, part of the cost is borne by local education authorities under the Third Schedule to the Education Act, 1944, and Section 13 (7) of the Education Act, 1944, as amended by the Education Act, 1946.

Direct Grant Grammar Schools

38. As recorded in last year's Report, the Minister had announced in December 1956 that he would be prepared to consider applications from independent and transitionally assisted schools for admission to the direct grant list. In January, he issued Circular 319 setting out the criteria which he expected schools to satisfy as a condition of admission.

39. In the course of the year 44 applications were received. Nine schools were admitted in September and one more was promised admission in 1958. A few more applications were reserved for further consideration. In the remaining cases the Minister decided that the schools were not at present suitable for admission.

40. Of the ten schools accepted, nine were independent and one transitionally assisted. Seven were boys' and three girls' schools; all of them had received grants from public funds before 1945.

41. No changes in the level of grant were made during the year.

Independent Schools

Recognised Efficient Schools

42. During the year 70 additional schools were recognised as efficient under Rules 16, bringing the total so recognised to 1,450.

Part III of the Education Act, 1944

43. Part III of the Education Act, 1944, which provides for the registration of independent schools, came into operation on 30th September. Proprietors of independent schools had earlier been sent an explanatory memorandum about the implications of Part III, and in July they were sent a letter inviting them to apply for registration as soon as possible after the end of September. They were also sent a form of application and a copy of the Independent Schools' Registration Regulations, 1957, which were made in May.

44. There are about 4,700 independent schools in England and Wales, but at the time that Part III came into operation nearly a third of them were already recognised by the Minister as efficient. It was known that the recognised schools would satisfy any criteria the Minister might use for deciding whether or not he found a school objectionable upon any of the grounds set out in the Act and, accordingly, they were by Order exempted from the obligation to register. Under Section 70 (2) of the Act they are deemed to be registered and their names were entered in the register of independent schools.

45. Proprietors of other independent schools had until the end of March 1958 in which to apply for their schools to be registered, but most of them applied soon after 30th September, and between then and the end of the year the Registrar of Independent Schools received 2,126 applications. 44 of these, however, were from establishments which, because they have fewer than five children of compulsory school age on their books, are not independent schools within the meaning of the Act. Provisional registration is dependent only on the submission of a properly complete application and, by the end of December, 2,033 independent schools (in addition to the recognised efficient schools) had been provisionally registered. Her Majesty's Inspectors had prepared themselves in advance for the considerable task of inspecting these schools, and during the autumn term they visited 1,236 of them and advised the Minister about their final registration. As was expected, the majority of the schools that were visited presented no difficulty, and at the end of the year the registration of 797 had been made final. More were about to be finally registered, and others were known to be free of serious objection although the Minister wished to give further consideration to some aspects of them. Few independent schools, for instance, are in premises built for the purpose, and the degree of fire risk involved when a number of children are taught in an ordinary dwelling house that has not been structurally adapted to serve as a school was causing the Minister some concern.

46. Earlier in the year, in the course of a Debate in the House of Commons, the Parliamentary Secretary stated that the Minister would in no case serve a notice of complaint upon the proprietor of an independent school

on the advice of one single Inspector. Among the schools visited in the autumn term were 28 which the Minister subsequently decided should be further inspected by a special team of Her Majesty's Inspectors. One of them was inspected during the autumn term and arrangements were made for 23 others to be inspected during the spring term of 1958.

47. Although Parliament has made the registration of independent schools the direct concern of the Minister, local education authorities have an interest in the schools in their districts and are notified as the schools are provisionally or finally registered. In Administrative Memorandum No. 557 the Minister drew attention to the fact that some establishments which had been popularly regarded as schools might fail to obtain a place on the register because they did not have the provision of primary or secondary education, or both, as their sole or one of their principal purposes. The Minister pointed out that the classification of establishments in this way as schools or not schools for the purposes of Part III should not influence local education authorities in any action they might take in regard to the school attendance provisions of the Education Acts.

48. Only half of the six months' period for applications for registration had elapsed by the end of the year, and for this reason it was not possible to draw any general conclusions from the information that was beginning to accumulate. The register, however, already contained the names of all kinds of independent schools, from those catering for a handful of young children to those more nearly approximating to maintained county schools in size and scope.

49. During the year, so far as is known to the Ministry, 145 independent schools closed. 138, mostly of recent origin, became known to the Ministry for the first time.

Secondary School Examinations

External examinations in schools

50. During the early part of the year the Minister gave further consideration, in the light of the advice he had received from the Secondary School Examinations Council, to the question of examinations in secondary schools. In Circular 326 (3rd July 1957) he announced his agreement with the Council's view that the present standard of the ordinary level pass in the General Certificate of Education examination should be retained. He announced, also, that he was prepared to modify his previous policy in regard to examinations in secondary schools to the extent that he would not discourage the use of a regionally organised external examination as an instrument for the selection of candidates wishing to take courses in colleges of further education. The Minister concluded that the question of what examination arrangements, if any, should be made for secondary school pupils for whom the General Certificate of Education was recognised as inappropriate could not properly be considered apart from the much wider issue of the general educational provision for boys and girls between the ages of 15 and 18. The Central Advisory Councils for Education (England and Wales) were already considering this larger problem and the Minister made available to them all the information which he had received in response to Circular 289. Meanwhile he proposed to continue his policy of discouraging the use of purely external examinations of a lower standard than the General Certificate of Education, and did not propose to vary the regulation relating to the age limit for taking external examinations.

General Certificate of Education

51. The Secondary School Examinations Council considered a proposal by the Northern Universities Joint Matriculation Board that an additional 'general' level should be interpolated into the General Certificate of Education examination structure at a point somewhere between the ordinary level and the advanced level. In December, after considering a full report from a special committee, the Council concluded:

- (i) that an additional 'general' level should not be introduced;
- (ii) that the factual and memory content of present advanced level syllabuses ought to be reduced;
- (iii) that the Council should encourage the continuation of the discussion of problems of sixth form work and examination by bringing together representatives of the schools, the examining bodies and the universities to consider further the needs of sixth form pupils whatever their future.

The Council also approved in December a proposal by the Northern Universities Joint Matriculation Board, and a similar proposal by the University of Durham School Examinations Board, that they should be allowed to conduct, for an experimental period of five years, an examination in 'general studies' for the award of an advanced level General Certificate of Education.

52. In its third year of operation the Associated Examining Board again substantially increased its number of candidates. There were 18,192 subject entries at ordinary level in the General Certificate of Education examination in 48 subjects, and 660 subject entries at advanced level in 35 subjects.

Reading Standards of School Children

53. Fears have frequently been expressed that the post-war increase in the number of school children, together with the difficulties of providing an adequate supply of teachers for them, might lead to deterioration in the standards of education. It was therefore reassuring to learn from a Report published by the Ministry in June, *Standards of Reading, 1948-1956** that the standard of children's reading is steadily improving and that illiteracy among children who should be able to read has practically disappeared. The Report was the result of a survey made by Her Majesty's Inspectors in 1956, following previous surveys in 1948 and 1952.

54. The proportion of good readers in primary schools had nearly doubled since 1948, and pupils aged 11 were on the average nine months more advanced. Among 15-year-old pupils, most of whom were in secondary modern schools, there had been an advance of five months in reading ability. Out of 3,115 children in the 1956 survey, only two juniors and no seniors were found to be totally unable to read 'in the same sense in which the ordinary Englishman would be unable to read a word of Arabic'.

Staying on at School

55. As noted in paragraph 3 above, there was again a substantial increase in the number of pupils staying on at school beyond the compulsory school age. The increase was more than proportionate to the increase in the size of the relevant age group, and another pleasing feature of it was that it was due in part to the presence in the schools of more 17-year-old pupils, who,

* Ministry of Education Pamphlet No. 32, Her Majesty's Stationery Office, price 2s. 6d. net.

because of their extended education, are the most likely source of recruitment to degree courses at universities and to comparable courses of higher education in colleges of further education or teachers' training colleges. The following figures show the steady growth, both absolutely and proportionately, in the number of 17-year-old pupils in grant-aided and recognised schools in England and Wales:—

17-year-old pupils in grant-aided and recognised schools in England and Wales

	Boys		Girls	
	Number	Percentage of age group	Number	Percentage of age group
1954	23,900	8.4	19,200	6.9
1955	24,900	8.7	20,000	7.1
1956	26,800	9.2	22,000	7.8
1957	28,800	10.0	22,600	8.0

Educational Maintenance Allowances

56. At the beginning of the year the Minister received the report of a working party appointed in 1956 to consider the educational maintenance allowances paid in respect of pupils remaining at school over the compulsory school age and students of similar age receiving full-time further education. The report was published in July*. The main conclusions of the working party may be summarised as follows:—

- (i) No direct relationship could be established between early leaving and the amounts paid in maintenance allowances.
- (ii) It was questionable whether public money should be used to compete with the attraction of high wages.
- (iii) The object of maintenance allowances should be to enable pupils to remain at school and to take full advantage of the educational opportunities provided for them without themselves undergoing hardship and without hardship being caused to their parents.
- (iv) The maximum allowances payable in the case of families having net incomes of £300 or less per year should be £55, £65 and £75 per year at ages 15, 16 and 17 years respectively.

57. The Minister gave careful consideration to the report and accepted nearly all the recommendations. He could not, however, accept fully, as a basis for expenditure from public funds, all the assumptions embodied in the report. Having regard to this, and also taking the general economic situation into account, the Minister authorised local education authorities, in Circular 327 (12th July 1957), to adopt new scales for maintenance allowances based on the working party's recommendations but with maximum allowances of £40, £55 and £65 per year at ages 15, 16 and 17 years respectively instead of those recommended.

58. By the end of the year 62 authorities had notified the Minister that they had decided to revise their arrangements as a result of the Circular.

* Report of the Working Party on Educational Maintenance Allowances, Her Majesty's Stationery Office, price 1s. 3d. net.

Licences for Children in Entertainment

59. 17 licences were issued during 1957 under the Children and Young Persons Act, 1933, all for England. Of these, three varied the conditions of licences already issued by local education authorities and the remaining 14 were issued after appeals had been received against decisions of local education authorities not to issue licences at all.

National Camps Corporation Limited

60. During 1957 the Receiver continued his negotiations for disposing of the camps. By the end of the year 21 camps (including two 'double' camps) had been sold to local education authorities.