



## Educational Reconstruction in Great Britain

*The programme embodied in the Education Act recently passed by the British Parliament marks a step in the direction of achieving that "assurance of equality of educational and vocational opportunity" and "provision for child welfare" which the Philadelphia Declaration of the International Labour Conference included among the aims to be furthered by the International Labour Organisation.<sup>1</sup> Moreover, the statutory system of public education in any country affects the age for admission to employment, the hours worked by young persons, and the conditions of service of teachers, all matters within the field of competence of the Organisation. An outline of the new Act is accordingly given in the following article, which also describes recent reports on various other aspects of educational reform in Great Britain, a subject which occupies a prominent place in that country's plans for social reconstruction.*

### THE EDUCATION ACT

The Act to reform the law relating to education in England and Wales, known as the Education Act, 1944, received the Royal Assent on 3 August 1944.<sup>2</sup> When presenting the Bill to Parliament, the President of the Board of Education described it as "a self-contained measure which replaces and reforms the existing law of education". Since Scotland and Northern Ireland have their own educational system, the Act applies only to England and Wales. It embodies various legislative changes that had been proposed in a White Paper entitled *Educational Reconstruction*, which was presented to Parliament in July 1943.<sup>3</sup> This White Paper had aroused a great deal of interest and discussion, and the Bill made certain modifications and additions to the original proposals in the light of that discussion.

The Act is divided into five parts, which come into operation on specified dates: part I, dealing with central administration and part V (supplemental) take effect on the passing of the Act; parts II and IV, dealing respectively with the statutory system of education and miscellaneous administrative and financial provisions, on 1

<sup>1</sup> Cf. *International Labour Review*, Vol. L, No. 1, July 1944: "Twenty-sixth Session of the International Labour Conference: Philadelphia, April-May 1944", pp. 38-39.

<sup>2</sup> Education Act, 1944, 7 & 8 Geo. 6, Ch. 31 (London, H.M. Stationery Office, 1944).

<sup>3</sup> BOARD OF EDUCATION: *Educational Reconstruction*. Cmd. 6458 (London, H.M. Stationery Office, 1943).

April 1945; and part III, relating to the registration and inspection of independent schools, on a date after 1 April 1945 to be fixed by Order in Council. In this way the schemes for educational reform can be fitted into the general picture of social reconstruction and the various portions of the plan introduced as the necessary buildings, equipment, and teachers become available

### *Administration of the System of Education*

One of the outstanding features of the new Act is the reorganisation of the administration of the educational system and its further centralisation. Provision is made for a Minister of Education, whose Ministry takes the place of the former Board of Education, and who has power to secure the effective execution by local education authorities of a national education policy. He will be assisted by two Central Advisory Councils, one for England and one for Wales, which will advise him upon such matters connected with educational theory and practice as they think fit, and upon any question referred to them by him. The local education authorities will be the county councils and county borough councils, or joint education boards consisting of representatives of two or more councils when it is desirable to combine the areas of such councils. In order that due regard may be paid to local circumstances in county council areas, and to preserve and stimulate local interest in education, provision is made for divisional administration, certain functions being delegated to bodies known as "divisional executives" for individual districts or groups of districts.

Under the new statutory system, public education will be organised as a continuous process in three progressive stages—primary, secondary, and further education—and each local education authority is required to secure the provision of efficient education at all stages, whereas hitherto many areas have had separate authorities for the administration of elementary and higher education. It will be the duty of the local education authorities to secure adequate provision of primary and secondary schools, and also nursery schools and special schools for children suffering from disability of mind or body<sup>1</sup>; they may provide for boarding accommodation where circumstances make this desirable.

Primary and secondary schools will be divided into two categories: "county schools", provided by the local authorities, and "voluntary schools", provided by denominational or other voluntary bodies. Thus the dual system still remains a feature of English education, but the Act introduces various reforms for integrating the voluntary schools to a larger extent with the public system of education and bringing about closer collaboration between these schools and the local authorities.

All secondary schools are to be conducted, in accordance with articles of government, by a body of governors constituted by an

<sup>1</sup> The Act requires the local education authorities to provide special educational treatment for handicapped children: for those whose disability is less serious, in the ordinary schools; and for the more severely handicapped, in special schools. The upper limit of the age of compulsory school attendance for such children is fixed at 16 years.

order of the local education authority in the case of a county school, and by an order of the Minister in that of a voluntary school. The articles of government must in particular fix the functions to be exercised by the local education authority, the body of governors, and the head teacher respectively. The rules of management of the primary schools are to be made by an order of the local education authority.

The Act provides for a certain control of "independent schools" by the Minister. A register of private schools will be established, and the Minister will have authority to take action in the case of schools where the premises are unsuitable, the accommodation inadequate, the instruction inefficient, or the proprietor or a member of the teaching staff not a fit person to have charge of children. The inspection of private schools is provided for.

Not later than one year after part II comes into operation, that is, after 1 April 1945, each local education authority must submit to the Minister, after comprehensive study of the educational needs in its area, a "development plan" for the future organisation of primary and secondary schools, dealing in particular with the maintenance and improvement of existing schools and the provision of new schools. The managers and governors of the voluntary schools will be consulted before the plan is presented to the Minister. His approval of the plan will be given statutory force by being embodied in a local education order for the area. The establishment of a new school or the discontinuance of an existing school will require the Minister's approval.

### *Compulsory School Attendance*

The school-leaving age will be raised from 14 to 15 years, a provision to be brought into operation on 1 April 1945<sup>1</sup>; and as soon as the Minister deems this practicable, it may be extended to 16 years by Order in Council. It will be the duty of parents to see that their children of compulsory school age (5 to 15 years) "receive efficient full-time education suitable to their age, ability, and aptitude" and attend school regularly. The penalty for non-compliance with a school attendance order is increased; these orders are served upon parents if the authority is not satisfied that they are discharging the duties laid upon them.

### *Further Education*

It will henceforth be the duty of the local education authorities to provide adequate facilities for education after the school-leaving age—technical, commercial, and art education—whereas hitherto this has been a matter left to their discretion. They are required to submit schemes of further education for their areas, prepared after consultation with universities, educational associations, and other bodies and with the education authorities for adjacent areas. When

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<sup>1</sup> Since the passing of the Act, the Minister of Education has decided to postpone for at least a year from 1 April 1945 the raising of the school-leaving age, owing to the difficulty of finding the 390,000 extra school places and nearly 10,000 extra teachers needed (*The Times*, 26 Aug. 1944).

the schemes are approved by the Minister, it will be the duty of the authorities to put them into effect by such stages as he may determine.

Not later than three years after 1 April 1945 the local education authorities are also required to establish and maintain county colleges for the part-time education during working hours of young persons up to the age of 18 years. With certain exceptions it will be an obligation for young persons to attend such a college on one whole day or two half days a week during 44 weeks in the year, or, where continuous attendance is more suitable, for a continuous period of 8 weeks or two periods of 4 weeks each. To facilitate the operation of this system each young person must keep the authority informed of his address, and employers must inform the authority when young persons enter or leave their employment. "College attendance notices" are to be served by each local education authority upon every young person residing in its area who is not exempt from compulsory attendance for further education, directing him to attend a county college. If the nature of his employment or other circumstances affecting him prevent him from attending such a college, the authority may, with his consent, require his attendance in accordance with such other arrangements as may be specified in the college attendance notice, but the periods of attendance must amount in the aggregate to 330 hours in each year.

An Order in Council issued by the Minister will fix the date on which it will become the duty of local education authorities to provide the necessary facilities for compulsory part-time education, and the obligation to attend a county college will be imposed on young persons as soon thereafter as practicable.

### *Welfare Services*

The Act includes important provisions concerning the health and well-being of school children and young persons.

The local education authorities will be required to provide not only free medical inspection but facilities for free medical treatment other than domiciliary<sup>1</sup> for all pupils in schools and county colleges maintained by them, and to take such steps as may be necessary to be sure that those in need of treatment receive it free of cost. It will be their duty to provide school meals and milk to such extent and subject to such conditions as may be directed by the Minister<sup>2</sup>; the regulations in question may not impose upon teachers duties in this connection other than supervision of the pupils at meals. Provision is made for the extension of medical services and school meals to the pupils of schools other than those maintained by the local authorities, by agreement between the authority concerned and the proprietor or responsible governing body of the school.

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<sup>1</sup> When the comprehensive National Health Service proposed in the White Paper which was published in February 1944 is introduced, the provision of free medical treatment will be taken over by this Service (cf. *International Labour Review*, Vol. XLIX, Nos. 4-5, Apr.-May 1944, pp. 473-481: "A National Health Service for Great Britain").

<sup>2</sup> This service is to be dealt with in more detail in connection with the scheme for children's allowances now being considered.

Lastly, the local education authorities are granted power to ensure cleanliness of the pupils, to provide clothing for those who are in need of it to be able to attend school, and to make arrangements for the transportation of children to and from school; and they continue to have authority to provide facilities for recreation and for the social and physical training of pupils, such as camps, playing fields, play centres, gymnasiums, and swimming baths.

It is of interest to note that the school meal service has developed extensively during the war. It was estimated by the Minister of Food that whereas before the war, when meals were provided free or at a reduced price to necessitous children and at cost to other children, only one meal was on payment for every two meals, in October 1942 nine meals were on payment for every free meal in elementary schools; figures for secondary schools were not then available. Shortly before the beginning of hostilities, 250,000 meals were provided daily in elementary schools in England and Wales. By October 1941, the daily number of school dinners reached 406,000; by October 1942, 900,000 school meals a day were being provided. In February 1942, the percentage of children receiving meals in school was estimated at 11.5 in elementary schools and 37.2 in secondary schools. By February 1943, the proportion had substantially increased: in elementary schools 20.7 per cent. of the children had meals in school, and 47.0 per cent. in secondary schools. For one day in October 1943, according to a statement made by the President of the Board of Education in the House of Commons, in addition to about 27,750 technical school pupils receiving midday meals, 1,076,651, or 26.5 per cent., of the children attending elementary schools took advantage of the meal service, and about 266,670, or 52.2 per cent., of those attending secondary schools; moreover, up to November 1943, 1,500 proposals submitted by local authorities had been approved which, when completed, would provide meals for about 250,000 additional children in elementary schools.

Under the milk-in-school scheme, which was initiated in 1937, 79.8 per cent. of the children in elementary schools and 61.0 per cent. of those in secondary schools received milk in school in February 1942. The corresponding figures for February 1943 were 78.9 and 59.8 per cent. respectively, and for October 1943, 76.4 per cent. (3,100,271 children) and 61.4 per cent. (about 323,550).<sup>1</sup>

### *Employment of Children and Young Persons*

In order that, where necessary, the legislation governing the employment of children and young persons may be brought into line with the changes made by the Education Act, the Act specifies that "any person who is not over compulsory school age" is to be deemed to be a child within the meaning of the legislation in question. A schedule to the Act provides for the necessary amendments to the

<sup>1</sup> BOARD OF EDUCATION: *Statistics for a day in February 1943 of Public Elementary and Secondary School Pupils Receiving School Meals and Milk under the Milk in Schools Scheme in the Area of Each Local Education Authority in England and Wales*. Cmd. 6443 (London, H.M. Stationery Office, 1943). MINISTRY OF FOOD: *The Feeding of Children and Young People* (May 1943), p. 647. *Parliamentary Debates, House of Commons*, 4 Nov. 1943, col. 872; 18 Jan. 1944, col. 58.

Factories Act, 1937, and the Children and Young Persons Act, 1933; the amendments will come into operation on 1 April 1945.

Since the Factories Act prohibits the employment of children under 14 years and would thus allow the whole-time employment of children below the statutory school-leaving age when that is raised to 15 years, young persons will in future be defined as "those who have ceased to be a child".

As regards the employment of children outside school hours in occupations other than factory work as regulated by the Children and Young Persons Act, this Act is amended so as to prohibit the employment of children until they attain "an age not less than two years below that at which under the enactments relating to education children cease to be of compulsory school age", in other words, 13 years in the first stage of the educational reforms, and 14 years when the school-leaving age is raised to 16 years. During the debate on the Education Bill in the House of Commons an amendment was proposed tending to prohibit the employment of children on any day on which they are required to attend school, but was withdrawn on the understanding that the whole question of the law relating to the employment of children would be reviewed as expeditiously as possible with a view to preparing the way for amending legislation. The Under-Secretary of State of the Home Department renewed this promise a few days later and added that "the first step which will be taken for this purpose will be to collect from local education authorities full and up-to-date information".<sup>1</sup>

The Education Act empowers the local education authorities to prohibit or restrict the employment of any child attending a county, voluntary, or special school when it is prejudicial to the child's health or education. Periods during which a young person in employment is required to attend a county college will be treated as hours of work for the purpose of any enactment limiting hours of employment in his occupation and of any agreement or enactment relating to overtime rates of pay.

### *Other Provisions*

In primary (including nursery), secondary, and special schools maintained by local education authorities and in county colleges, the charging of admission and tuition fees is prohibited. Fees for any board or lodging provided are to be charged according to scales approved by the Minister, but may be remitted if the child cannot be suitably educated except at a boarding school; in case of financial hardship, the fees may be reduced or remitted. The authorities will be given power to defray the expenses needed to enable children of compulsory school age to take part in school activities, to pay the fees of children attending fee-charging schools, and to grant scholarships and allowances to pupils over compulsory school age, including pupils undergoing training as teachers.

The Minister has a general responsibility for ensuring that adequate facilities are available for the training of teachers and may

<sup>1</sup> *Parliamentary Debates, House of Commons*, 4 Apr. 1944, cols. 1959-1969; 18 Apr. 1944, col. 22.

give any necessary directions to local education authorities for this purpose.<sup>1</sup>

### SPECIAL ASPECTS OF EDUCATIONAL REFORM

Various questions which are of vital interest for the achievement of educational reform have been referred by the Board of Education to special committees, some of which have published their reports. A brief account is given below of the reports on tuition fees in grant-aided secondary schools and on the "public school" system<sup>2</sup>, on access to the universities, on youth service after the war, and on the recruitment and training of teachers.

#### *Tuition Fees in Grant-Aided Secondary Schools*

This question was referred to the Committee on Public Schools which was appointed by the President of the Board of Education in July 1942, under the chairmanship of Lord Fleming, "to consider means whereby the association between the public schools (by which term is meant schools which are in membership of the Governing Bodies' Association or Headmasters' Conference) and the general educational system of the country could be developed and extended; also to consider how far any measures recommended in the case of boys' public schools could be applied to comparable schools for girls".

In April 1943, the Committee issued a special report.<sup>3</sup> The majority of the Committee recommended the abolition of tuition fees in grant-aided secondary schools, that is to say, private schools in receipt of a grant from the Board of Education or from the local education authority. These schools should not, however, lose the independence they now enjoy; this would be adequately safeguarded under certain conditions, one of them being that a specified proportion of the places in the schools should be in the hands of the governors so that they may admit suitably qualified pupils whose parents wish them to attend a particular school.

#### *Public Schools*

The Fleming Committee recently issued a general report on the public schools and their alignment with the general education system.<sup>4</sup> It proposes two schemes that would enable all boys and girls capable of profiting by it to take advantage of public school education regardless of parental means. Both schemes include the abolition of the entrance examination, and propose giving local

<sup>1</sup> On 28 Mar. 1944, the Government opposed an amendment to the Bill, proposed by a Conservative member of the House of Commons, which would have established an equal pay scale for men and women teachers. The amendment was adopted by 117 to 116 votes, but a vote of confidence was taken on the matter the next day, and the amendment was then defeated by 425 votes to 23 (*Parliamentary Debates, House of Commons*, 28 Mar. 1944, cols. 1330-1355; 30 Mar. 1944, col. 1654).

<sup>2</sup> In England, the term "public schools" is used for certain private schools, usually endowed.

<sup>3</sup> BOARD OF EDUCATION: *Abolition of Tuition Fees in Grant-Aided Secondary Schools* (London, H.M. Stationery Office, 1943).

<sup>4</sup> BOARD OF EDUCATION: *The Public Schools and the General Education System* (London, H.M. Stationery Office, 1944).

education authorities the right to reserve places in the public schools. Tuition fees should either be abolished or they should be graded according to national income scale and the whole or part of the fee remitted according to the parents' means. In boarding schools, local education authorities should be able to dispose of 25 per cent. of the annual admission in these schools for pupils in grant-aided primary schools.

### *Access to Universities*

As has been noted above, the Education Act provides for the granting of scholarships and bursaries by the local authorities. This subject had been studied by a committee of the Secondary School Examination Council which was appointed by the President of the Board of Education in 1941, under the chairmanship of Sir Cyril Norwood, to consider changes in the secondary school curriculum, and which submitted its report in June 1943.<sup>1</sup>

As regards the university scholarships, the Committee recommends that the "higher school certificate" examination<sup>2</sup> should be abolished and replaced by a purely qualifying examination, called the "school-leaving examination", in which no competition would be involved. This should normally be taken in the pupil's nineteenth year, and should be conducted twice a year by the university examining bodies with the purpose of providing such evidence of capacity "to pursue a particular study as individual faculties of universities and particular professional bodies may see fit to require", and of testifying to the success of a pupil in his course of sixth-form work. The selection of State scholars and of pupils to be granted local education authorities' awards would be made by a separate examination held in March each year and conducted by the university examining bodies, whose recommendations for awards would be forwarded to boards composed of representatives of the local education authorities, the universities, and the teaching profession. The final awards would be made by the Board of Education and would give the successful candidate adequate financial aid to cover all the expenses of college and university residence. The practice of granting loans to students of merit is not favoured by the Committee.

### *Youth Service after the War*

The necessity of including "opportunities for the healthy use of leisure by young people as a part of the national system of education" was recognised in the above-mentioned White Paper on Educational Reconstruction<sup>3</sup>, which proposed further development of the partnership now being established between various voluntary

<sup>1</sup> BOARD OF EDUCATION: *Curriculum and Examinations in Secondary Schools* (London, H. M. Stationery Office, 1943).

<sup>2</sup> This examination, at present taken at the age of 18 years, at the end of the sixth-form course, is used for exemption from matriculation and intermediate examinations (university examinations), as well as for the award of scholarships by local education authorities and for the selection of State scholars, the university examination bodies making recommendations for these purposes. The examination serves, therefore, mainly as a selective test.

<sup>3</sup> See p. 481.



organisations and the local education authorities through the local youth committees initiated in November 1939.

The report of the Youth Advisory Council, appointed by the President of the Board of Education in 1942 to advise him on questions relating to the youth service in England, was presented in June 1943.<sup>1</sup> In a prefatory note, the Board points out that it should not be regarded as committed to acceptance of the conclusions and recommendations of the report.

The Council, besides recommending various measures now embodied in the new Education Act, also urges that local education authorities, employers, organised labour, and the Ministry of Labour and National Service should make joint efforts to enable young people to obtain vocational guidance both at their entry into employment and thereafter. It considers that the local education authorities should be required by law to exercise their "choice of employment" powers (relating to the control of employment of juveniles, and consisting of (a) advisory work in the choice of a career, (b) placing, and (c) industrial supervision). Until the law is altered to this effect, advisory committees under the Ministry of Labour and National Service should include members of the local education authorities as at present and also members of the local youth committees.

The Council recommends that the total weekly working time for boys and girls should be limited during wartime to a maximum of 44 hours for those under 16 years and 48 hours for those between 16 and 18 years. In peacetime the maximum would be 44 hours inclusive of part-time school attendance. All workers from 14 to 18 years of age should be given the right to annual holidays with pay, amounting to not less than 24 working days (including the 6 statutory holidays), of which at least 12 should be consecutive and taken between 15 March and 1 October. Facilities for leisure hour activities should be made available on a national basis throughout the year, through substantial allocations of grants to voluntary organisations and statutory authorities.

The Council considers that the pre-service training organisations—the three Cadet Corps (Sea, Army, and Air)—may continue to play a valuable part in the youth service provided that they develop the educational, social, and recreative side of their work. As regards the National Association of Training Corps for Girls, the Council recommends that the same degree of support should be given to it as to other voluntary youth organisations.

In conclusion the Council suggests that the Board of Education should carry out an enquiry into the constitution of local youth committees and the various methods which they have adopted in carrying out their duties.

### *The Supply, Recruitment, and Training of Teachers*

In March 1942 a Committee was appointed by the President of the Board of Education, under the chairmanship of Sir Arnold McNair, to consider the supply, recruitment, and training of teachers and youth leaders. In accordance with the President's instruc-

<sup>1</sup> BOARD OF EDUCATION: *The Youth Service after the War* (London, H.M. Stationery Office, 1943).

tions, the Committee considered only the broad principles on which reforms could be based. It published its report in May 1944.<sup>1</sup>

Before reviewing the recommendations of the McNair Committee, some indication may be given of the extent of the problem and of the emergency measures contemplated by the Government.

Even in present circumstances the supply of teachers is inadequate to meet the needs. It is estimated that by April 1945, when the school-leaving age is to be raised to 15<sup>2</sup>, there will be a deficit of 20,000 caused by loss of intake during the war. To make good this deficiency and meet the demands set by the educational reforms, an additional 50,000 to 90,000 teachers will be required by 1945.

The Government is preparing a scheme for the emergency recruitment and training of teachers which will enable young men and women whose education was hindered or interrupted by war service or who wish to enter the teaching profession to be given a one-year course of training. A substantial part of this scheme is based on recommendations made by an advisory committee which was appointed by the President of the Board of Education in December 1943 and which submitted an interim report in April 1944.<sup>3</sup> The Government plan provides for special training centres for men and women demobilised from the forces or civil defence; correspondence courses for prisoners of war still in captivity; and preliminary part-time training after the war for members of the forces pending their demobilisation. It is also proposed to increase the number of university training courses for boys and girls leaving school. After the one-year course at the training centres, students will be required to follow for the next two years a course of part-time study related to their previous attainments, their aptitude, and the opportunities opened to them. Special courses will also be provided for one or more terms for students wishing to take the study of some special subject to a more advanced level than can be attained during the one-year course. Students selected for admission to the courses will receive free tuition and will be eligible for maintenance allowances.

A series of conferences of representatives of local authorities, training colleges, university training departments and teachers is being held in various parts of the country to survey the ground locally, plan suitable accommodation for the centres, and arrange for the selection of the staff. The aim is to provide for 10,000 students a year in the centres (probably about 8,000 men and 2,000 women). The scheme will be prepared and put into operation by stages as requirements grow.<sup>4</sup>

It may be added that in view of the reorganisation of the school system, the President of the Board of Education has taken steps to replace the existing three committees (known as the Burnham Committees) which deal respectively with salaries in elementary, secondary, and technical schools by two committees, one to deal with salaries in primary and secondary schools and in county

<sup>1</sup> BOARD OF EDUCATION: *Teachers and Youth Leaders* (London, H.M. Stationery Office, 1944).

<sup>2</sup> But see above, p. 483, footnote 1.

<sup>3</sup> Cf. BOARD OF EDUCATION, Circular 1652, dated 15 May 1944 (London, H.M. Stationery Office, 1944).

<sup>4</sup> *The Times*, 1 Dec. 1943.

colleges and the other with salaries in senior technical and similar institutions. He has also announced that action has already been taken with a view to securing that the review of teachers' salaries shall be undertaken at an early date.<sup>1</sup>

*The McNair Committee's Report.*

To widen the field of recruitment of teachers from secondary schools, the McNair Committee proposes that additional aid should be granted to prevent children from being withdrawn from school solely on economic grounds; if a supplement to such aid appears necessary when fees are abolished in grant-aided secondary schools and family or children's allowances are in operation, it should be made available. Every local education authority should also be required to submit proposals to the Board of Education for the continued education up to 18 years of age, or longer if necessary, of pupils who are willing, without commitment, to consider preparation for the teaching profession and are provisionally judged suitable for it. Training for the teaching profession should further be encouraged by the granting of adequate maintenance allowances to men and women of maturer age who desire to take up the teaching profession and are considered fit for it. The Committee is opposed to the granting of loans to students by local education authorities.

As regards conditions of service, the Board of Education should ensure that teachers in grant-aided schools are not required to resign or give up their appointment solely on the ground of marriage. (It may be noted that this measure is already embodied in the Education Act.) The Board should also secure suitable arrangements, particularly as regards motherhood, to meet the needs of married women who wish to remain in or return to the teaching profession, including the provision of refresher courses for those returning to school after a prolonged period of absence. The use of the part-time services of qualified persons should be considered by local education authorities. To improve the status of the profession and to attract recruits of the right quality, the Committee recommends a substantial increase of the salaries of teachers in primary and secondary schools. Only one grade of "qualified teachers"—defined as those who have satisfactorily completed the minimum course of training required to give the basic professional qualification—should be recognised, and recognition should entitle them to a basic salary scale. Additions should be made to the minimum and maximum salaries of the scale to mark the possession of special qualifications or experience.

On the question of the training of teachers, the Committee is agreed on the necessity of a Central Training Council for England and Wales, and recommends its establishment. It would consist of three to five members and would advise the Board of Education about bringing into operation a form of area training service (alternative schemes for the service are proposed in the report). The report defines what should be the respective responsibilities of the Board of Education and of the area training authorities: the latter

<sup>1</sup> *Parliamentary Debates, House of Commons*, 17 Mar. 1944, col. 530; 4 May 1944, cols. 1463-1465.

should direct the training of teachers for primary and secondary schools and for county colleges and also the training of youth leaders, subject to inspection by the Board. The Committee sets standards as to the duration of courses of training and of the period of probation and as to the content of the courses. It recommends that staffs of training colleges should receive salaries on a higher scale than teachers in schools, and that these salaries should approximate to university levels.

The Youth Service, which was organised at the beginning of the war and has developed with great success during it, is expected to grow still further after the war. In the Committee's view, it would be necessary for the Board of Education to make a survey of all the emergency classes of training for youth leaders which have been conducted by the Board of Education, private institutions or organisations, universities, local education authorities, etc., in order to offer guidance about the nature, scope, and methods of assessment of the courses which should be provided after the war for the training of youth leaders. It suggests, however, that the courses for the training of youth leaders in full-time posts should extend over three years of combined study and practice. Courses of not less than one year should be available for those whose previous experience and qualifications make a three-year course unnecessary. The minimum age for recognition of full-time leaders should in principle be 23 years. The youth leaders should receive salaries comparable to those of teachers and they should be included in a pension scheme. During the first five years, the method of training should be regarded as experimental, and provisional measures are recommended as regards the appointment of youth leaders.

The Committee recommends in respect of technical colleges and schools that the Board of Education should ensure that the regulations made by local education authorities do not, by reason of the amount of teaching which is required, debar technical teachers from engaging in research and investigation or from securing necessary contacts with industry or commerce. Through standing committees, a wide co-operation should be promoted between industry and commerce and the technical and commercial schools. The salaries of teachers in technical colleges should be comparable to the emoluments obtainable by persons of similar qualifications and experience in industry or commerce, the services, and Government departments. The general salary scale should be based on the organisation of departments and the distribution of grades of staff within each department. The heads of the most important departments should receive salaries of a professorial level, while the salaries of the principals should be based on grades corresponding to the importance of the different colleges.

The report also includes proposals as regards the organisation of training in Wales; and among "other important matters" dealt with is the establishment of an Education Research Council representative of: (1) the Board of Education and the local education authorities; (2) the universities, training colleges, schools and other agents of education; and (3) unofficial persons and bodies concerned with the promotion of education and the study of the problems of childhood and adolescence.

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