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A study of the status and evidences of change in the secondary schools of post-war England and Wales.

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Sheevers — Schools of Post-War England and Wales

A STUDY OF THE STATUS AND EVIDENCES OF CHANGE IN THE SECONDARY SCHOOLS OF POST-WAR ENGLAND AND WALES

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THE PROBLEM, PROCEDURE, AND DEFINITION OF TERMS USED

I. INTRODUCTION

England and Wales are now in a dynamic period of their social and economic development. In the past the society of these countries embodied a system in which the individual social classes had little concern, or even awareness, of the actual existence and problems of other social groups.[1] The perpetuation of this system was not hampered by the school system. In the early years of the Industrial Revolution, there was little or no education available to anyone except the rich. Educational opportunities grew, however, and in 1921 an education act was passed which made elementary education available and compulsory for all children under the age of eleven.[2] In 1944 these countries took another step in the direction of democracy in education and passed the Education Act of 1944, an act making secondary education for all on a

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[1] H. C. Dent, Education in Transition, (New York: Oxford University Press, 1946), pp. 8-16.

[2] W. P. Alexander, "The Provisions of the Education Act of 1944," Teachers' College Record, 51:164, December, 1945.

full-time basis a reality for young people under the age of fifteen.[3] Before the Education Act of 1944 was enforced the secondary schools were basically institutions for the education of the upper class and encouraged the class distinctions and snobbery of British society. After a child reached the age of eleven the type and status of his education was directly related to the social rank and financial ability of the child's parents.[4] The socially prominent rich sent their children to Eton or some other "public" school.[5] The middle classes found a grammar school that they could afford for their children, and the poor man's numerous children went to the free publicly operated senior elementary school, an establishment that did not even have the status of a secondary school.

The evidence presented in this study indicates that it was not only the war and the inter-class frictions concomitant to the war that produced the act of

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[3] Ibid., p. 164.

[4] Editorial in The London Times Educational Supplement, December 9, 1944.

[5] Eton for example costs 308 pounds a year according to J. Brown, editor, The Schools of England, Wales, Scotland, and Ireland, (London: Burrows Company, 1949), p. 41.

1944 but rather that this act has resulted from an evolving democratic vision of education through the years in the society of England and Wales.[6]

The political developments in England and Wales since the war indicate evolving social concepts. In 1945 the Labour Party, socialistic in its objectives, was elected by so overwhelming a majority that it had relative complete freedom until the election of 1950 reduced its majority. It is true that Great Britain has had other Labour and Coalition governments since the first World War but these governments never gave the Labour Party freedom to carry out policies without recurrent cabinet crises and close votes of confidence. As the Labour Party's basic philosophy is a radical departure from that of the Conservative and Liberal Parties' which previously dominated Great Britain, it can be expected that this philosophy would be evident in Labour educational policies.

This study presents evidence indicating that recent secondary education developments are chiefly related to the philosophy of the Labour Party with respect to

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[6] Such class clashes resulted from the billeting of slum children in tidy village middle-class homes. For a discussion of these clashes see, H. C. Dent, Ibid., pp. 1-32.

education, for this party was given the task of carrying out the provisions of the Education Act of 1944. This is recognized in a publication of the Ministry of Education which states: "Legislation can do little more than prepare the way for reform."[7]

Chapter II of this study is devoted to the Act of 1944. Chapter III gives quantitative evidence of development in the secondary schools under the Labour regime.

The school system is always deeply involved with societal growth; otherwise the schools would be a mere ornamental facade and would probably be recognized as such. A new dominant social group with a new social philosophy which looks to a long future must develop a new educational philosophy. This study revealed some aspects of the immediate nature and effects of this evolving philosophy as well as some indications of possible long-range developments.

Although the Labour Party has issued no new statement since the Education Act of 1944 was passed under the then Prime Minister, Winston Churchill, its views may be implied from what has been accomplished in the administration of the Act of 1944. This activity as well as the educational activities of the Labour Party

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[7] Ibid., p. xii.

before the passage of the Act and the acceptance of Labour's views on education by other parties give some of the evidences of social change in education referred to in Chapter IV.

A general statement of conclusions, future trends, and the necessity of further study of this problem are included in Chapter V.

II. THE PROBLEM

The purpose of this investigation is (1) to ascertain the apparent status of secondary education as revealed in the philosophy of the present governing group of Great Britain; (2) to ascertain the nature, type, and extent of changes that have occurred or are occurring in the British secondary school system; (3) to seek out the immediate effects of the foregoing changes on the British school system in general and on the secondary schools in particular; and (4) to explore some of the possible long-range effects of such changes on the school system and on the society as a whole.

The major aspects of the problem are:

I. What is the educational philosophy of the leading groups in England?

A. What is the viewpoint of the Labour Party?

B. What is the viewpoint of the Conservative Party?

II. What has happened and is now happening to the British secondary schools since 1944?

A. Has the number of students attending secondary schools changed?

B. Have government expenditures for education changed?

1. How much has the total cost of education changed, if at all?

2. How much is now spent on secondary education?

C. Has the central government increased its control over local authorities and private schools?

D. What curriculum changes have occurred?

1. Is there a larger number of vocational institutions at present?

2. Is the cultural type of curriculum being de-emphasized?

E. What changes in the status of the secondary school teacher have occurred?

1. Have their incomes shown much change?

2. Is there a shortage of secondary school teachers?

F. What building programs are underway?

G. What have been the developments with respect to ancillary services?

H. Has the period of compulsory attendance changed?

III. How may the changes in the secondary school system since the war be related to social change?

IV. Can the manifestations of change in secondary education in Great Britain in the past six years be related to the social philosophy of any political party or are they a part of the development of the whole society?

III. DEFINITION OF TERMS

The Act of 1944. This refers to the Education Act of 1944 passed by a coalition government led by Winston Churchill.

The term Further Education refers to the post-secondary stage of education comprising all vocational and non-vocational provisions made for young people who have left school and for adults.

The term Government, as in Labour government or coalition government, refers to the majority group in Parliament and the Cabinet it elects to run the state.

The term Great Britain in this study refers to England and Wales, and not to Scotland for Scotland has a separate administration for education.

The term Maintained and Assisted School refers to a school that is operated in whole or in part by the state and with state-supplied funds.

The term Modern School refers to the type of secondary school developed from the old senior elementary school. It provides general education rather than technical or college preparatory work. It is also called the Secondary Modern School.

The term Primary School includes the nursery, infant, and junior and special school stages up to the eleventh year.

The term Private School refers to the schools that are financially independent of the central government and which procure their operating funds from tuition fees, trust funds, and similar private sources. These schools vary in social prestige from the traditional "public" schools to schools which have less prestige. These latter are often religious in emphasis.

The term Rates refers to taxes imposed by local Boards of Education to obtain part of the money they need. Rates are not uniform.

The term Secondary Grammar School refers to the type

of secondary school leading mainly to the universities and professions. It is also called the Grammar School.

The term Secondary School refers to schools providing wholly or mainly for pupils eleven years old and older.

The term Secondary Technical School refers to the type of secondary school providing a course linked with some branch of industry or commerce. It is also called the Technical School and before the war was called the Junior Technical School.

The term Socialists refers to the members of the Labour Party in Great Britain.

IV. MAJOR ASSUMPTIONS

Five basic assumptions are made in this study. These are:

1. That the economic and political changes in post-war Great Britain are evidence of a period of dynamic social activity.
2. That this period of dynamic social activity will produce changes in the nature and philosophy of British secondary education.
3. That such changes in secondary education may in turn significantly influence the society as a whole.

4. That the manifestations observable indicate direction of these changes.
5. That the information available often gives some insight into the real situation of the school system of Great Britain.

V. PROCEDURE

The following steps were used in carrying this study through to its completion.

1. The literature related to the problem was procured and read. Included were the following items and these were treated as indicated:
   A. Statistics published by the British Ministry of Education were selected and studied.
   B. Editorial opinions relevant to the subject were noted and evaluated.
   C. The Acts of Parliament on secondary education since 1944 were studied and evaluated.
   D. Pronouncements of the major political groups with respect to secondary education were procured and evaluated.
   E. Letters of inquiry were sent to agencies which might have information and data.
   F. Events of significance for secondary education were tabulated and evaluated from back

issues of reputable newspapers such as *The New York Times*.

G. Books, studies, and other theses on related subjects were studied.

2. All information gathered was obtained through the use of approved methods of educational research.

3. The material was evaluated both internally and externally for source quality and significance.

4. Statistics were gathered and tables and charts made to illustrate:

   A. School population (secondary)

      (1) Comparison of past and present totals attending.

   B. School expenditures were tabulated.

      (1) Comparison was made of past and present percentages of government budget allocated to education.

      (2) Comparison was made of past and present costs per pupil.

   C. The number and percentage of secondary school students in each type of secondary school were compared to those in the past.

5. The buildings in use and planned were tabulated.

6. The number of teachers in the secondary schools was tabulated.
7. The educational philosophies of major political groups were analyzed and compared.
8. The numbers, past and present, of secondary school pupils involved in the school meals and milk program and the school health program were analyzed and tabulated.
9. The immediate effects of such changes, implicit or stated, were reviewed.
10. Some of the possible long-range effects of such changes were considered.

VI. SOURCES OF INFORMATION

The two main sources used to find what happened in British secondary education since 1944 were the publications of the British Ministry of Education and news items in The New York Times. The Ministry of Education's publications are distributed by an agency called His Majesty's Stationery Office in London and through another agency in the United States called the British Information Service. The latter agency maintains a research staff of its own which prepares manuscripts for distribution.

The bulk of the material in this study has been derived from the pamphlets of His Majesty's Stationery

Office. These included statistical collections such as Education in 1947 and Education in 1948; general information pamphlets such as A Guide to the Educational System of England and Wales, The New Secondary Education, and Further Education; and official committee reports such as the report of the Burnham Committee.

The New York Times presented little new material that was not available in the publications of the British Information Service. It is important to note that there was not one example of contradiction by The New York Times of the Ministry of Education's statements. Moreover, The New York Times was checked against The London Times for one year, 1944, which may be considered representative. The New York Times was found to contain all the essential news on educational developments which The London Times reported. In no instance was a noticeable contradiction noticed.

The periodical literature used did little more than corroborate the facts available from the newspapers and from Ministry of Education publications.

Letters and manuscripts did little except assist in the location of source publications for the writer.

VII. NEED FOR THE STUDY AND ITS VALUES

Educators are constantly faced with the problem

of social change due to the interaction of the educational with other social institutions. If the educational institutions of society can keep in step with the changes of the society and neither lead nor lag, the educational system will not experience difficulty in change. An ideal situation for an educational system in a democracy might be one in which it keeps pace with social change in other spheres, yet points the way to a desirable future and prepares for it within the limits set up by the society and its resources.

There is a need for our own educational system to obtain some criteria for viewing the effects of social change on education. We might then be able to see how the schools could keep pace with the present and avoid debilitating conflicts in the face of a social change, such as the one that might possibly result from an expansion of Federal aid to education in America.

In view of the emotional attitude of a large segment of the American press towards Great Britain in recent history, it seems advisable for a study to be made which would consider one phase of the subject with a measure of objectivity.

VIII. DELIMITATION OF THE STUDY

This study has been delimited in the following ways:

1. Because of their unique character, the secondary schools of Northern Ireland, Scotland, and the rest of the British Commonwealth of Nations are not included. The study confines itself to the secondary school systems of England and Wales.
2. This study is not a complete history of British secondary education but is concerned with only certain aspects of secondary education for the years 1944 to 1947.
3. This is not a sociological study of the effects of the Second World War on secondary education but an investigation of a series of clues reflecting the effects of social change on British secondary education.
4. This study is not an attempt to ferret out the ultimate causes of the changes in British education. It is an attempt to note such changes and make a synthesis of their effects only.
5. This study concerns itself primarily with the state supported and controlled secondary schools and not with the "public" schools or any other private or church secondary schools.

CHAPTER II

THE EDUCATION ACT OF 1944

The British Army was desperately fighting and the task of crushing the German military machine loomed as a considerable obstacle. Nevertheless the British Parliament took time out from its numerous and important wartime activities to debate and pass an education act, the Education Act of 1944. Its provisions were so novel and its implications so wide that it is frequently called a "revolutionary Act."[1]

The international setting was tumultuous at the time the Act was passed, and Parliament itself became engaged in a battle. In the discussion of the bill which was to become the Education Act of 1944, a woman M. P., Mrs. Kerr, proposed an amendment to the proposed Act which would require that women teachers be paid the same wages as men teachers.[2] Because most of the Members of Parliament were absent, the amendment passed over the objections of the Conservative Minister of Education in

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[1] News item in The London Times Educational Supplement, December 9, 1944.

[2] News item in The New York Times, April 2, 1944.

the coalition government, Mr. R. A. Butler.[3] Mr. Butler and his colleagues objected that equal pay for both sexes was a basic issue in British Civil Service and should have a complete Parliamentary debate rather than be accepted as a minor amendment to a bill.[4]

Winston Churchill, as Conservative Party leader, made a major issue of this ostensible blow at Conservative prestige and called for a vote of confidence, which he received. Conservative Party discipline was strong enough at the time to force its members who had voted for equal pay for women teachers to reverse themselves and vote against this amendment.[5] Churchill was subsequently criticized for making an issue of this event. It was believed that the Conservatives could have defeated the amendment easily without the rigor of a vote of confidence and the enforcing of party discipline.[6]

This Act of Parliament was the culmination of an educational ferment which had been under way for a long

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[3] Loc. cit.

[4] Loc. cit.

[5] Loc. cit.

[6] Ibid., April 3, 1944.

the coalition government, Mr. R. A. Butler.[3] Mr. Butler and the colleagues indicated some equal pay for both sexes was a basic issue in welfare civil service and should have a complete institutional equate method been adopted as a minor amendment of a bill.[4]

Hansard Wednesday, an observer's very lonely, more a right [illegible] [illegible] a vote of confidence, which be received. Conservative party [illegible] and wrong about it had risk to force the Commons who had voted for equal pay for women to decide to forgive themselves and vote against their consciences. Conservatives have [illegible] criticized for making an issue of this vote. It has been alleged that the Conservative party could have [illegible] amendment easily although the merits of a vote for [illegible] and the [illegible] [illegible].

This has [illegible] the situation. I am [illegible] [illegible] which [illegible] for a long

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[3] Ibid. [illegible].

[4] Ibid. [illegible].

[5] Ibid. [illegible].

[6] Ibid., April, 1954.

time in Britain. In fact, the Act put into effect the recommendations of the "Hadow Report" of 1926.[7] The provisions of the Act of 1944 were also the major provisions of the "Hadow Report": (1) separate schools should be provided for all children over eleven years of age; (2) all education of children over eleven should be considered as secondary education; (3) three types of schools should exist, namely academic, technical, and general. These provisions along with the democratic ideal of education for all appeared in the Act as passed.

One educational leader, W. P. Alexander, the General Secretary, Association of Education Committees of Local Authority in England and Wales, states as his view of the Act:

> The Act of 1944 specifies that it shall be the duty of parents of every child of compulsory school age to cause him to receive official full-time education suitable to his age, ability, and aptitude, either by regular attendance at school or otherwise. . . . Clearly it indicates a fundamental change in the philosophy as compared with what existed before. The emphasis is no longer on instruction in the three R's; it is on education; The previous conception that all children of a certain age should reach a certain standard in reading, writing, and arithmetic, is replaced by a recognition of individual differences both in degree of general ability and in particular aptitudes. The task of the teacher is no longer that of instruction but of education; the psychology is no longer that of Herbart but that of Rousseau; the

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[7] H. C. Dent, "Secondary Education in Great Britain," Secondary Education, 12:10, April, 1945.

teacher is no longer a builder knowing the final plan and selecting materials to fulfill his purpose; he is now a gardener, and his task is to tend the soil; to try to ensure the right environmental influences, the right amount of sunshine and of water so that all the plants in the garden may come to their fullness--a fullness which he recognizes does not depend only on his efforts but is necessarily determined by the nature of the plant. Notice too that his success as a teacher must be judged not on his skill in bringing one kind of plant to full beauty, but in bringing all the plants to their fullness. . . . It is no longer, therefore, acceptable that children of considerable ability and academic aptitude are being fully developed if eighty to ninety per cent of them are failing to have their talents developed because they do not have high academic ability. Notice, too, the removal of authoritarian implications; recognition that as a democratic nation we are dependent on the full development of all the talents of all the people, the recognition of a dynamic philosophy rather than a static philosophy, the removal of the implications of determination from above and the clear emphasis on the process of development of the individual citizen, who will in his turn not merely fit into society as he finds it but will make a positive contribution of its continuing reconstruction in his adult life.[8]

THE PROVISIONS OF THE ACT

The Education Act of 1944 is quite elaborate. It contains 122 clauses and nine schedules of activity. It is divided into five parts, each of which is here summarized by an Inspector of Schools for the British Ministry of Education:

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[8] W. P. Alexander, "The Provisions of the Education Act of 1944," Teachers' College Record, 51:164, December, 1945.

Part I provides that the Board of Education now become the Ministry of Education. The Minister's powers are much wider than those of the old President of the Board of Education.

Part II provides for the regulation of the local authorities and for primary, secondary, and further education. The Ministry of Education and the local authorities are to share expenses on a basis of a ratio of approximately fifty-five to forty-five with exceptions for areas with special problems.

Part IV provides for several miscellaneous activities such as the activity of the Inspectors of schools and the power of the local authorities to grant scholarships.

Part V brings the Act into operation and defines the terms used in the Act.[9]

The first clause of the Act provides that the Minister of Education:

> . . . shall secure the effective execution by the local authority under his control and direction, of the national policy for providing a varied and comprehensive educational service in every area.[10]

In the years since the passage of the Act, this clause has been criticized for placing the educational system too much under the direction of the central government at the expense of the local government.[11]

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[9] E. A. Ford, "The Program for Secondary Education in Great Britain," The Bulletin of the National Association of Secondary School Principals, 31:54, April, 1947.

[10] Loc. cit.

[11] Loc. cit.

Part II of the Act provides for drastic changes in the field of secondary education. It is now compulsory and free to all young people from age eleven to under nineteen.[12]

The Act states that elementary school shall end at the age of eleven, that the pupil shall then attend a secondary school until the age of fifteen (by now it has been raised to sixteen,[13]) and then attend a "County College" for part-time "further education" one day a week until nineteen.[14]

This change in secondary education is an important development in British education, for prior to enactment only ten per cent of the children of England and Wales proceeded to secondary school (nine per cent of the total to Grammar Schools after undergoing a difficult examination and one per cent to technical and other schools.[15]) This does not mean that all children over eleven left school. The law required them to stay in

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[12] Loc. cit.

[13] Joan Thompson, Secondary Education for All, (London: Fabian Publications Ltd., 1947), p. 5.

[14] Ford, op. cit. p. 54.

[15] Loc. cit.

some school until the age of fourteen.

This Act of Parliament, far-reaching though its implications may seem, will not change immediately the outlook and philosophy of education in England and Wales from the traditional leadership principle to the modern democratic principle. The long tradition of class education will take many years to change.[17]

As Ellen Wilkinson, the then Minister of Education, put it in 1947:

> The prejudices of three hundred years cannot be eradicated by one Act of Parliament, nor their effects wiped away by one administration, especially while labour and materials are short and mountains of arrears of building repairs and re-equipment are waiting to be done. Until education in the state secondary schools is as good as the best that money can buy outside the state system, so long will inequalities remain.[18]

The grouping of all children over eleven and under sixteen is a recognition of the needs of this age group to be educated together because of the peculiar characteristics of the adolescent. The Act of 1944 further recognizes that different children have varying educational requirements. The Grammar School education is not considered to be of equal value to all students, and there

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[17] Loc. cit.

[18] Ministry of Education, The New Secondary Education, (London: His Majesty's Stationery Office, 1947), p. 5.

have been new types of schools organized to provide for different needs. All have been made equally attractive and have the same maximum class size.[19]

THE MAIN TYPES OF SECONDARY SCHOOLS

The Act of 1944 provides for three main types of secondary schools. They were not organized on the spur of the moment; they have been developing for a long period.[20]

The Secondary Grammar School. This is the traditional type of secondary school. Here the students with ability to cope with the abstract are educated. The students' school-time activities center mainly about books and ideas in their courses. This is the type of secondary education provided in the outside-of-the-state school system in the great "public" schools and their less well-known colleagues.[21]

The grammar school offers a general course lasting for about five years in which languages (classical and

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[19] Ibid., p. 7.

[20] Ibid., p. 23.

[21] Loc. cit.

modern), mathematics, and science are taught following logical development of the subject matter. In addition, it affords a course in "sixth form" work in a narrower range of subjects which for many boys and girls leads to a university education.[22]

The students are expected to have high general intelligence, like books, abstract easily, and be prepared to study in school long enough to benefit from their secondary education.[23]

Although these schools have activities[24] and sports programs and some have wide curricula including art, music, engineering, and domestic science,[25] they are by no means agencies for general education. They are comparable to high schools in the United States that offer only the academic or college preparatory program.

The Secondary Grammar Schools were affected much less by the Act than the other types of secondary schools were.[26]

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[22] Ibid., p. 25.

[23] Ibid., p. 26.

[24] Ibid., p. 23.

[25] Thompson, op. cit., p. 6.

[26] Ministry of Education, The New Secondary Education, (London: His Majesty's Stationery Office, 1947), p. 26.

The Secondary Modern School. This is a second type that has been greatly affected by the Act of 1944. Before the war there were a few of these schools. Their operation was based on the provisions of the Fisher Act of 1918.[27] There were not many of these schools. Their expansion was hampered by lack of suitable premises, lack of standing, unstable staffs, large classes, and a school leaving age of fourteen.[28] At first, these schools lacked prestige compared to the better established Grammar Schools.[29] By 1948 however they had developed to a point where their enrollment exceeded that of the Grammar School plus the Secondary Technical School, a third major type.[30]

The aim of the Secondary Modern School is to present an all-round education based on the interests of the students, and not on the traditional subjects of the school curriculum.[31] These schools are intended to give

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[27] Education in Britain, (New York: British Information Services, 1948), p. 25.

[28] Ministry of Education, The New Secondary Education, (London: His Majesty's Stationery Office, 1947), p. 29.

[29] Ibid., p. 47.

[30] Loc. cit.

[31] Ibid., p. 29.

general education for cultural purposes as well as for practical help in the life work of the students, who are of all levels of intellect, vocational ambition, and ability. These students are a heterogeneous group.[32]

The Secondary Technical School. This is the third main type. Its program is mainly vocational. It is related to the principal industry or commercial activity of the neighborhood, although it is not confined to narrow vocational training.[33]

Comparison of the three types of secondary schools. The differences between the three main types of secondary schools are theoretical rather than practical. The variations are basically in emphasis and methods of teaching. Often all three types will be located in one building.[34]

The Act of 1944 does not intend to separate the children into three intelligence groups, each with a school of its own. Instead, the intention is to have representatives of all (I. Q. groups) in each type of

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[32] Ibid., pp. 29-30.

[33] Education in Britain, (New York: British Information Services, 1948), p. 13.

[34] Ibid., p. 13.

general education to cultural pluralism as well as to practical skills in the life work of the students, who are of all levels of intelligence, vocational aptitude, and ability. These students are a heterogeneous group.

The Secondary Technical School is the least main type. Its program is mostly vocational. It is related to the industrial plants or technical institutes of the neighborhood, although it is the equivalent to sec-ra vocational training.[32]

Comparison of the three types of secondary schools

The differences between the three main types of secondary schools are characterized rather than precisely. The variations are basically in emphasis and methods of teaching. Often all three types will be located in one building.[33]

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[32] Ibid., pp. 29-30.

[33] Education in Britain. (New York: British Information Services, 1948), p. 4.

[34] Ibid.

school, and this has been carried out.[35]

The Act of 1946 and other Acts since 1944 have retained the general provisions of the Act of 1944 with a few miscellaneous amendments and enactments which clarify the 1944 Act.[36]

Summary. The following points sum up the significance of the Education Act of 1944:

1. A deep interest in education exists. The fact that the Act was passed during a war-time crisis is evidence of this interest.
2. The nature and pattern of educational thought that culminated in the Act of 1944 has been existent for many years.
3. Some modern psychological concepts concerning the character of adolescents have been considered by those at the policy-forming level of the government.
4. Parliamentery educational reform was carried out by a coalition government.
5. The central government has increased its power and control over education.

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[35] Ibid., p. 54.

[36] Education Act, 1946, (London: His Majesty's Stationery Office, 1946), pp. 1-18.

6. Increased democracy in education in the state-operated schools has resulted from the expansion of free secondary education to all.

CHAPTER III

INDICATIONS OF GROWTH IN BRITISH SECONDARY EDUCATION SINCE 1944

Sources of statistical data. The sources of statistical data on education for the period since 1944 are not plentiful. About the only published source available is the British Ministry of Education. Even these data are far from complete because of the extreme lack of uniformity of the British schools through the years and the turmoil of the war. The Ministry of Education sums up some of the difficulties in the following statement:

> During the war years the collection of educational statistics was reduced to a minimum and such few statistics as were continued were necessarily abnormal and of little use for comparison. The changes introduced by the Education Act of 1944 have enabled the statistics to be presented in a more coherent form, though in many respects strict comparison with pre-war years has now become impossible. Many of the more significant statistics for 1946 in a form comparable to those for 1947 are contained in the tables of the Annual of Statistics, 1935-46, which was published in January, 1948.[1]

The above named publication, as well as Education in 1947, Education in 1948, A Guide to the Educational System of England and Wales, and Education in Britain are the main sources of data used in this chapter. All of

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[1] Ministry of Education, Education in 1947, (London: His Majesty's Stationery Office, 1948), p. 1.

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[1] Ministry of Education, Education in 1947, (London: His Majesty's Stationary Office, 1948), p. 1.

these sources are publications of the British government based on Ministry of Education reports and records. Where possible a pre-war comparison was made to post-war data to indicate change, if it occurred.

All quantitative data on English and Welsh education which the writer encountered in periodicals or other literature are credited to the Ministry of Education as source.

The data indicate quantitative changes and trends in British secondary education as well as significant absences of change.

Secondary school population. The total secondary school population of England and Wales has shown some significant changes. In 1938 there were 478,000 pupils in state secondary schools. In 1946 there were 1,268,531 boys and girls in the state secondary system.[2] This was before the school leaving age was raised to fourteen in April of 1947. In 1948 there were 1,544,158 children in the state secondary schools.[3] Almost 400,000 more children were given an extra year of education in 1947.[4]

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[2] Education in Britain, (New York: British Information Services, 1948), pp. 32-3.

[3] Ministry of Education, Education in 1948, (London: His Majesty's Stationery Office, 1949), p. 117.

[4] Ibid., p. 3.

Figure 1 shows the number of students in state secondary schools of England and Wales for the years 1938 and 1942 through 1948. The rather dramatic change indicated does not mean that the total number of children between eleven and fourteen in schools has changed significantly. Table I indicates that the percentage of children in school between the ages of five and fourteen has not changed much, and we may assume that the same situation exists for those between eleven and fourteen. Table II, which indicates the number of pupils in school between the ages of eleven and fourteen, shows very little change through the years and little anticipated change.

Some insight into the school population situation can be gathered from the following quotation:

> The total number of pupils on the registers of maintained and assisted primary and secondary schools in England and Wales in June 1947 was 5,034,275 as compared with 5,004,211 a year previously. These figures are about 500,000 less than the corresponding figures for 1938. During the next five years they are likely to go up by about 1,000,000 owing to the raising of the school age and the increase in the birth rate.[5]

These data on school population show that it has not changed greatly in total size or in the number of students between eleven and fourteen years of age in schools. The apparent rise in the number of secondary

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[5] Education in 1947, op. cit., p. 14.

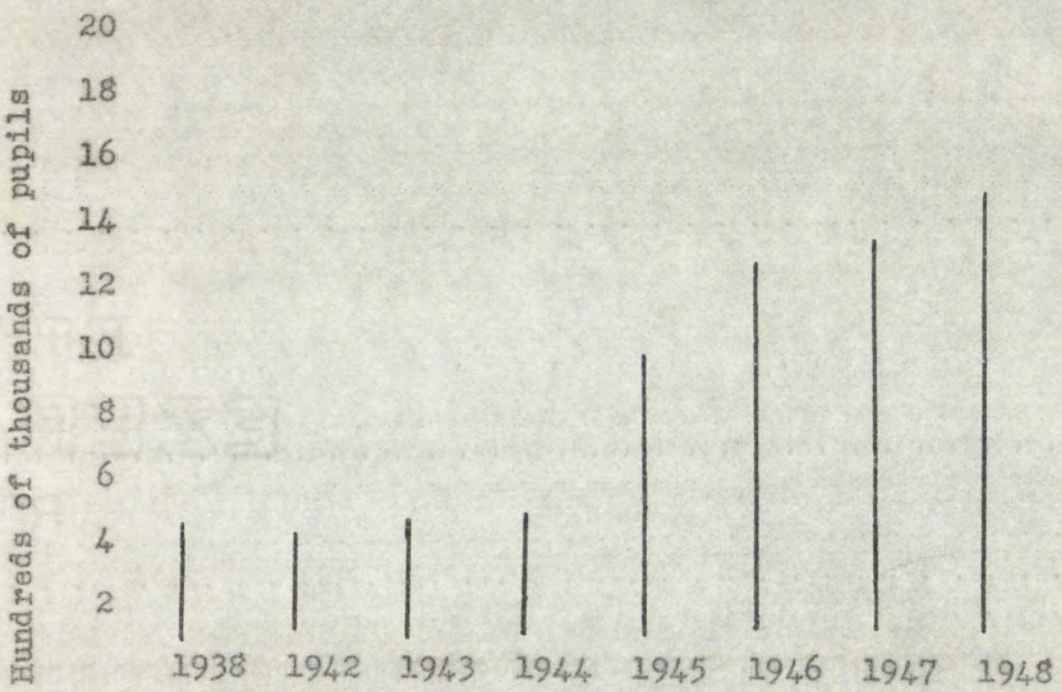

FIGURE 1

THE NUMBER OF STUDENTS IN STATE SECONDARY SCHOOLS, ENGLAND AND WALES, 1938-48[6]

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[6] British Education, op. cit., p. 21; Central Statistical Office, Statistics Relating to Education for the Years 1935-1946, (London: His Majesty's Stationery Office, 1948), p. 13; Education in Britain, op. cit., pp. 32-3; Education in 1947, op. cit., p. 105; Education in 1948, op. cit., p. 117.

TABLE I

THE PERCENTAGE OF SCHOOL AGE CHILDREN ATTENDING STATE SCHOOLS IN ENGLAND AND WALES, 1935-46[7]

Date	Percentage
1935	93.1
1936	92.9
1937	92.6
1938	92.7
War	
1946	91.9

[7] Statistics Relating to Education for the Years 1935-46, op. cit., p. 3.

TABLE I

THE PERCENTAGE OF SCHOOL AGE CHILDREN ATTENDING STATE SCHOOLS IN ENGLAND AND WALES, 1935-46[7]

Date	Percentage
1935	93.8
1936	92.9
1937	92.6
1938	93.7
War	
1946	93.9

[7] Statistics Relating to Education for the Years 1935-46, op. cit., p. 7.

TABLE II

PUPILS BETWEEN AGE 11 AND 14 IN MAINTAINED AND ASSISTED PRIMARY AND SECONDARY SCHOOLS IN ENGLAND AND WALES (ACTUAL AND ESTIMATED)[8]

	Year	Number of students
Actual	May 1938	1,964,000
	Jan 1946	1,627,000
	Jan 1947	1,624,000
	Jan 1948	1,892,000
Estimated	Jan 1949	2,010,000
	Jan 1950	2,030,000
	Jan 1951	2,050,000
	Jan 1952	2,030,000
	Jan 1953	2,010,000

[8] Education in 1948, op. cit., p. x.

school students can logically result only from the raising of the school leaving age to fifteen and the new classification of all students over eleven as secondary school students.

School expenditures. Table III shows the total sum of money expended upon education, the national income, and the percentage of the national income that has been allotted for school expenses for the years 1944 to 1947. The table indicates that the percentage of national income allotted to education for the year 1946-47 is almost double the percentage allotted to education for the year 1944-45. A more startling contrast can be seen when expenditures of today are compared with those of pre-war years. Before the war, during the year 1937-38, only seventy-two million dollars were spent on education, but in the year 1947-48 almost two hundred million dollars were spent.[9]

The Ministry of Education has not published any reports on the total expenditures that have been allotted to secondary education. The reason for this is obvious: many local boards of education have schools in which some

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[9] Mervyn W. Pritchard, "The Challenge of Secondary Education in Post-War England," The Bulletin of the National Association of Secondary School Principals, 33:71, April, 1949.

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School expenditures. Table III shows the total sum of money expended upon education, the national income, and the percentage of the national income that has been allotted for school expenses for the years 1914 to 1947. The table indicates that the percentage of national income allotted to education for the year 1946-47 is almost double the percentage allotted to education for the year 1914-15. A more startling contrast can be seen when expenditures of today are compared with those of pre-War years. Before the war, during the year 1937-38, only seventy-two million dollars were spent on education, but in the year 1947-48 almost two hundred million dollars were spent.[9]

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[9] Harvey N. Prescott, "The Challenge of Secondary Education in Post-War England," The Bulletin of the National Association of Secondary School Principals, 33:77, April, 1949.

TABLE III

PERCENTAGE OF NATIONAL INCOME SPENT ON EDUCATION, 1944-47[10]

School year	Educational expenditures millions of pounds	National income millions of pounds	Percentage of national income spent on education
1944-45	121	8,401	1.44
1945-46	155.3	8,483	1.83
1946-47	178.3	7,974	2.24

[10] Education in Britain, op. cit., p. 34.

of the students are elementary students and some are secondary students; moreover, the cost of a secondary pupil in such a school is different from that of an elementary school pupil. These factors, when considered on a nation-wide scale, make the collection and analysis of data for ascertaining the proportion of educational expenditures allotted to secondary education rather difficult to obtain.

It can be assumed that a major cause of the increased total expenditure for all types of schools is the cost of increased building programs necessary to educate the different age groups as separately as possible. It can also be assumed that much of the increase in costs is due to the expansion of secondary education by increasing the school leaving age to fifteen. This has resulted in the retention of about 400,000 more students in the schools each year. Classification of all students over eleven as secondary school students has made necessary an expanded building program to provide enough secondary schools to educate these children separately.

The number of students in each type of secondary school has shown some significant change through the years and gives some insight into the shift in emphasis in the secondary schools of Britain.

Ministry of Education publications do not separate

the secondary school population into its components in Grammar, Technical, and Modern schools until 1946. A single exception to this is the report on population of the Junior Technical School for the year 1938.

Table IV shows that each type of school has made increases in population over the years. The Grammar School has shown the least increase in numbers attending. The Junior Technical School has shown considerable increases in population; it has more than doubled since 1938. However, it is but a minor type of school in terms of attendance figures as compared with the other types. The Modern School has made the most growth. Table IV shows that it has advanced from the least important (in terms of attendance) pre-war type of secondary school to the most important post-war type. The increase in the school population by raising the school leaving age to fifteen on April 1, 1947 as provided for in the Act of 1944, reflects itself primarily in the Secondary Modern School's population, which increased a little under 200,000 for the school year ending 1948.

Table IV indicates that growth in secondary school population has occurred in all types of secondary schools with the most notable growth in the Secondary Modern School.

<u>The school meals and milk program</u>. This program

TABLE IV

NUMBER OF STUDENTS IN EACH MAJOR TYPE OF STATE SECONDARY SCHOOL, 1938-48[11]

Year	Grammar	Technical	Modern	Total
1938		31,000		
1944				446,000
1945				1,169,000
1946	488,931	59,918	719,682	1,268,531
1947	504,599	66,454	763,719	1,334,772
1948	511,960	71,698	960,500	1,544,158

[11] Education in 1947, op. cit., p. 117; Education in 1948, op. cit., p. 105; British Education, op. cit., p. 21; Statistics Relating to Education for the Years 1935-46, op. cit., p. 13.

has had a dramatic growth in the past few years. Tables V and VI indicate that these services have grown consistently since 1942. After milk became free of charge in August, 1946, the percentage of students taking advantage of it reached a peak of 85.5 per cent and then leveled off to 78.1 per cent for two years. This represents a considerably larger group of students than participated in the years before the milk was distributed without cost. Tabel VII shows the cost of the school milk service to public funds for three years. The free distribution after August, 1946 increased the cost of this service by almost a million pounds.

The percentage of students who take school dinners has increased steadily, as shown in Table VI. About 2,322,000 students get a school dinner. This is 48.5 per cent of the school population. All but 330,000 pay a part of the cost. These costs vary from place to place and are determined by the local Board of Education. When charged, the student pays from five cents to fifteen cents.[12]

The cost of the milk service from public funds is for milk service to all state schools, not just secondary schools. The 5,556,875 pounds that were spent on

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[12] Education in Britain, op. cit., p. 19.

TABLE V

PERCENTAGE OF SECONDARY SCHOOL CHILDREN TAKING MILK ON A SELECTED DAY IN OCTOBER EACH YEAR[13]

Year	Per Cent
1942	59.3
1943	59.9
1944	58.4
1945	56.6
1946	85.5
1947	78.1
1948	78.1

[13] Statistics Relating to Education for the Years 1935-1946, op. cit., p. 13; Education in 1947, op. cit., p. 42; Education in 1948, op. cit., p. 42.

TABLE VI

PERCENTAGE OF SECONDARY SCHOOL STUDENTS TAKING SCHOOL DINNERS ON A SELECTED DAY IN OCTOBER EACH YEAR[14]

Year	Per cent
1942	45.0
1943	53.4
1944	56.0
1945	49.0
1946	55.2
1947	57.3
1948	57.3

[14] Statistics Relating to Education for the Years 1935-1946, op. cit., p. 13; Education in 1947, op. cit., p. 192; Education in 1948, op. cit., p. 192.

TABLE VII

COST OF THE SCHOOL MILK PROGRAM
FOR THREE YEARS[15]

Year	Cost (Pounds)
1944-45	4,698,796
1945-46	4,639,199
1946-47	5,556,875

[15] Education in Britain, op. cit., p. 34.

milk in 1946-1947 took care of about 4,267,000 children, or about 89 per cent of the school population. This is shown in Table VII.

Table VIII gives the cost of school meals service to government funds. The Ministry of Education states that since this table was published even greater costs have been encountered as the participation has increased month by month.[16] This table gives the total cost of school meals in all state schools and not in secondary schools alone.

Building expansion costs. The figures on building expansion costs indicate an extensive growth since the war. The condition of British school buildings before the war was deplorable. A large percentage of them were over fifty years old. This condition created a need for new buildings. The provisions of the Act of 1944 which expanded education also made building expansion imperative.

The data given by the Ministry of Education do not analyze school building expenditures in terms of secondary and other categories. They indicate the total expenditures for all school buildings, except government grants for university buildings.

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[16] Education in Britain, op. cit., p. 33.

TABLE VIII

COST OF SCHOOL MEALS SERVICE
TO GOVERNMENT FUNDS[17]

Year	Cost (Pounds)
1944-45	6,400,000
1945-46	8,500,000
1946-47	12,000,000
1947-48	20,100,000

[17] Education in Britain, op. cit., p. 33.

Table IX shows the steady rise in work completed as expressed in monetary terms. Expenditures for buildings completed however do not tell the full story; much of the building represented is of a temporary nature. There have been far greater expenditures approved in these years than formerly and approval of future building plans has grown enormously also. In 1946 they totaled under 3,500,000 pounds, but in 1947 they had risen to 25,000,000 pounds.[18] Figure 2 indicates the steady growth in completed work, work approved, and work under construction for three years.

The position of the secondary school teacher. Social attitudes toward the secondary schools of England and Wales are probably indicated in the position of the secondary school teacher. Changes in the status of these teachers reflect a shift of emphasis in the public's conception of the task of the schools. Since the Act of 1944, some significant changes have developed in the status of secondary school teachers. As will be shown, their pay and status have changed but some other aspects such as pupil-teacher ratio will be seen to be relatively unchanged. These developments reflect the effects of war-

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[18] Education in 1947, op. cit., p. 2.

TABLE IX

TOTAL SCHOOL BUILDING EXPENDITURES 1944-48[19]

Year	Expenditures (Pounds)
1944	1,338,000
1945	1,424,000
1946	4,194,000
1947	17,000,000
1948	32,000,000

[19] Education in 1948, op. cit., p. 68; Statistics Relating to Education for the Years 1935-1946, op. cit., p. 15.

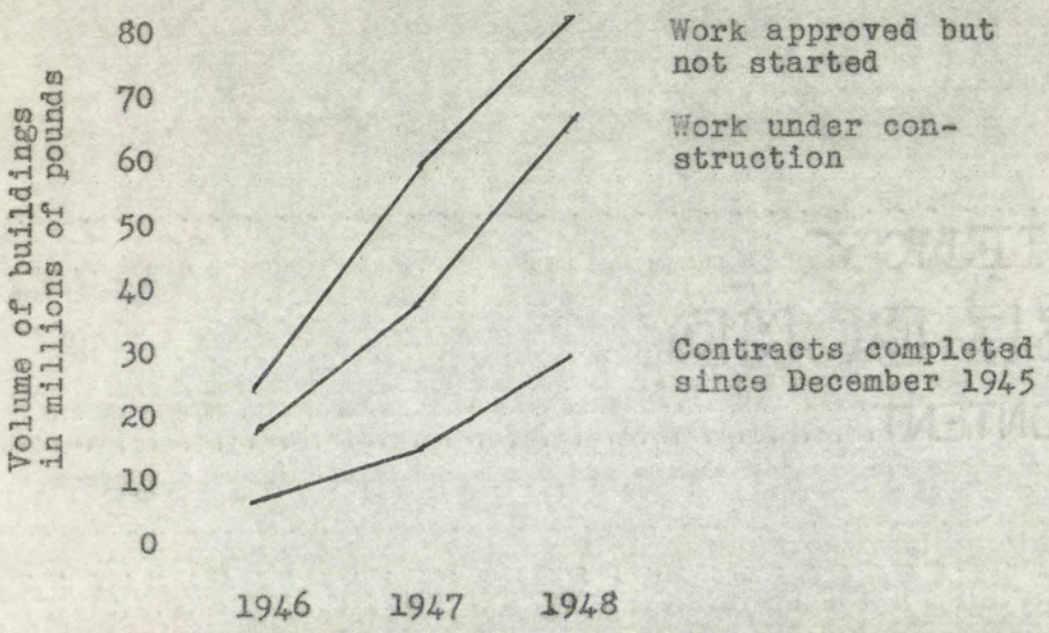

FIGURE 2

BUILDING GROWTH IN BRITISH SCHOOLS FOR THREE POST-WAR YEARS[20]

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[20] Education in 1948, op. cit., p. 68.

changed concepts of society, the influence of the socialists, or some other type of social change.

Pupil-teacher ratio. The pupil-teacher ratio indicates several things. A large ratio of students to each teacher in the secondary schools may signify a low regard or lack of appreciation of the value of these schools in the eyes of the governing bodies which more or less reflect the feeling and desire of society. The ratio of pupils to teachers has changed. In 1938 there was an average of nineteen pupils for each teacher in the secondary school.[21] In 1948 there was an average of 22.2 pupils for each teacher in the secondary schools.[22] This change is insignificant when the great expansion of post-war secondary education is considered, however. It would seem to indicate that the secondary education offered is a valuable enough product in the eyes of society to warrant a moderate teaching load.

Status changes in the professional position of secondary school teachers. Changes in the status of secondary school teachers have occurred since 1944.

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[21] British Education, op. cit., p. 20.

[22] Education in 1948, op. cit., p. 126.

Before the war, the secondary school teacher in the state school system was almost always a grammar school teacher. He was in the highest category in the state school system. Usually a university graduate, he not only was paid much more than the teacher in other state schools but also had more social prestige. When the Burnham Committee of the Ministry (then Board) of Education in charge of developing the pay scales for the school system revised the pay rates in late 1944, these secondary school teachers received a shock.[23] Their position at the top of the social scale of teachers had been hurt. There was now to be only fifteen or thirty pounds difference between a graduate and a teacher who qualified in some other manner for the position. This represented a difference in the starting salary for men teachers which is 300 pounds with annual increments of fifteen pounds plus one increment of fifteen pounds if a teacher is fully qualified by three years of university training or teacher's training. A university graduate who has attended school for an additional year and received a degree receives fifteen pounds more. For women teachers the basic starting salary is 270 pounds with incre-

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[23] News article in The London Times Educational Supplement, December, 1944, p. 595.

ments of twelve pounds corresponding to those of the men.[24] However, the post-war revision of the pay scales was a set-back for the degree-holding teacher. Before the war his pay was much greater than that of the non-degree-holding teacher. Now the teacher without a degree receives almost as much pay as does the teacher who is a university graduate.

Although the difference in the pay scales between the teacher with a degree and the teacher without a degree has changed somewhat, the degree-holding teacher is still considered above the other and consequently is paid slightly more. The teacher with the degree is still the top category teacher but his pay difference is not great, amounting to only fifteen pounds per year more.

Possibly this change in the status of teachers indicates new concepts of education in England and Wales. Previously the subject matter expert in the secondary school was far above the elementary school teacher. Now the elementary school teacher and the secondary school teacher are on about the same pay level.

Because much growth has occurred in state secondary schools other than the Grammar Schools and because

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[24] Ministry of Education, Report of the Burnham Committee, (London: His Majesty's Stationery Office, 1945), pp. 21-22.

these other schools (the Modern and the Technical Schools) stress general education rather than formal discipline in the traditional fields, it can be assumed that the leveling off of the pay distribution points to a rise in esteem of general education in the eyes of the authorities. However it must be remembered that there are now university graduates in Secondary Modern Schools, Secondary Technical Schools, and Primary Schools, as well as in Secondary Grammar Schools.

Table X shows the percentage of full-time teachers who are university graduates. There is little change in the percentage of teachers who are university graduates although they have greatly increased in number. The percentage of men teachers holding degrees is twice that of the women teachers.[25]

Extra pay is provided for teachers who hold positions of special responsibility such as heads of departments, teachers of defective children, or urban teachers faced with an unusually high cost of living.[26] This situation is the same as before the war.

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[25] Education in 1948, op. cit., p. 166.

[26] Reference Division, Salaries of Teachers in the Schools of England and Wales, ID 733, revised, (New York: British Information Services, June, 1948), pp. 1-5.

TABLE X

PERCENTAGE OF SECONDARY SCHOOL TEACHERS OF ENGLAND AND WALES WHO ARE UNIVERSITY GRADUATES[27]

Year	Per Cent
1934	14.9
1936	15.5
1937	16.1
1938	16.6
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1946	17.6
1947	16.9
1948	17.8

[27] Statistics Relating to Education for the Years 1935-1946, op. cit., p. 31; Education in 1947, op. cit., p. 162; Education in 1948, op. cit., p. 166.

These changes in the social position of the teacher seem to indicate that the graduate school teacher is still esteemed but the professional position of teachers in other categories has improved appreciably.

Annual output of teachers. The annual output of teachers has greatly increased to meet the provisions of the Act of 1944. In 1938 there were about 6,000 new teachers graduated from the universities and teacher training institutions. By 1948 this number had grown to about 21,000.[28] Many of these had been educated through a government grant to prepare veterans as teachers.[29] More difficulty was experienced in getting women teachers than men.[30] The number of teachers in full-time employment has increased from 192,889 in 1938[31] to 205,202 in 1948.[32]

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[28] Bulletin of the National Association of Secondary School Principals, op. cit., p. 71.

[29] News item in The New York Times, September 28, 1947.

[30] Loc. cit.

[31] Statistics Relating to Education for the Years 1935 to 1946, op. cit., p. 13.

[32] Education in 1948, op. cit., p. 168.

Summary. From the information presented in this chapter, it can be concluded that quantitative data on British secondary education in the time period under consideration indicate the following:

1. The data are limited but enough are available to enable the drawing of tentative conclusions.
2. The secondary school population has increased because the school leaving age has been raised.
3. The secondary school population has increased because some categories of children who were classified as senior elementary school pupils have had their status changed to that of secondary school pupils.
4. The total expenditure of the government on education has increased.
5. The percentage of the total national income allotted to education has almost doubled.
6. Expansion of the secondary schools has increased the cost of government.
7. All types of state secondary schools have grown in size since the war. The Modern School has grown most, the Technical School has the second highest growth, and the Grammar School has had the least growth.

8. The school meals and milk program has grown greatly in the past few years.
9. The cost of the school meals and milk program has greatly increased for the government.
10. The government expenditures on buildings have increased significantly.
11. The school teacher with a degree is no longer in a pay category far above his less well-prepared colleague. The qualified teacher without a degree receives only a few pounds less per year than the degree-holding teacher.
12. The relative equalization of pay between degree-holding and non-degree-holding teachers is considered a blow to the prestige of the former. Degree-holding teachers have had their pay increased by the smallest percentage of all teacher categories when the Ministry of Education last prescribed the pay scales.
13. The secondary school pupil-teacher ratio has not increased significantly in spite of the large expansion of post-war secondary education.
14. There is but slight change in the number of teachers who are university graduates.
15. The total number of teachers has increased to meet the expansion of the schools.

16. Sufficient teachers are being prepared to keep up with school growth.
17. Men are paid more as teachers than women.
18. Larger proportions of men than women are university graduates in the teaching profession.
19. Women are more difficult to recruit as teachers than are men.

CHAPTER IV

POLITICAL ASPECTS OF SECONDARY EDUCATION IN ENGLAND AND WALES AND EVIDENCES OF SOCIAL CHANGE

One way to look for social changes in an educational institution is to compare it with another educational system which is making avowed attempts to use education to effect social change through the use of the educational system. In Mexico the socialists are credited with remaking the society. The book Mexico's School-Made Society[1] expresses the viewpoint that the Marxian socialists of Mexico have created a school system for the purpose of making over the society into a truly socialist one.

Although a comparison of these two state school systems is not feasible, the fact is that Mexican socialists tried to change and remake society through the use of the state school system. The question must be raised, therefore, has the socialist group in England and Wales attempted to use state supported education to change society?

Some evidence of social change reflected in the state school system of England and Wales includes: a

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[1] George E. Booth, Mexico's School-Made Society, (Stanford: Stanford University Press, 1946).

growing tendency to discuss questions relating to secondary education by the leading political parties; increasing centralization of the schools; increasing power of the central agencies; changes in status of secondary education itself and in the secondary school teachers; changes in the school leaving examinations; and changes in the legality of religious instruction in the schools.

The importance of secondary education to the Conservative and Labour Parties in England and Wales. In campaign speeches in the Parliamentary elections of 1945 there was a difference in the frequency with which education was mentioned by the candidates for election; 72 per cent of the Labour candidates referred to it, 66 per cent of the Conservatives, and 44 per cent of the Liberals.[2]

Education was not really stressed as a major campaign issue, however. Candidates were content with pious generalities, especially the Labour candidates who have had more experience in local government. Perhaps this was due to the questions on religious and denominational schools and the fear of offending Catholic voters.[3]

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[2] R. B. McCallum and Alison Readman, The British General Elections of 1945, (London: Oxford University Press, 1947), p. 96.

[3] Ibid., p. 96.

In spite of this, many Labour candidates made comments such as, "Give your children a secondary school education and they will have confidence and be able to stand up for the rights of their class."[4] One possible explanation of the greater interest in education by the Labour candidates may be that a much larger number of them had been teachers as compared to the Conservative or Liberal candidates. Among those elected, fifty-four Labour Members of Parliament had been teachers, four Conservatives, and three others.[5]

In the campaign for election in 1945, Butler, the author of the Education Act of 1944, practically ignored the Act and education in general in his political speeches.[6] The following is typical of the comments he made with respect to education:

> Progress can best be achieved by the patient fitting of different points of view into an agreed plan, and not by throwing things upside down.[7]

The statement is merely an innuendo that Butler's

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[4] Ibid., p. 170.

[5] Ibid., p. 273.

[6] Ibid., p. 51.

[7] Ibid., p. 141.

opposition wants to turn things upside down. This is a long way from a positive statement of educational policy. It is possibly significant that Butler has been branded in the left-wing press as the leading "me tooist" (sic) among the Conservative party leaders.[8] If this charge is true it indicates that the conservatives have been accepting the Labour Party views on education instead of developing their own views, for Butler is the most important figure in the Conservative Party with respect to education. This charge certainly contradicts the view of Hugh Linstead, who has been chairman of the Education Committee for the Conservative Party in Parliament, and who has stated that the great Education Acts of 1876, 1907, and 1944 have been the greatest contribution to social reform of the Conservative Party.[9] He further states that the Conservative Party is the originator of most educational reform and actively supports education.[10]

Linstead's claim may be well grounded with res-

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[8] Howard K. Smith, "Britain After the Election," The Nation, 170:221-3, March 11, 1950.

[9] Hugh Linstead, What do You Think about Education, (London: The Conservative Political Centre, 1949), p. 1.

[10] Loc. cit.

pect to the Education Acts of 1876 and 1902, but not so for the Act of 1944. In the first place, the Parliament in 1944 was not absolutely a Conservative Parliament. The Conservatives had a majority of seats, but the Labour Party shared the responsibility and had positions in the Cabinet. The Labour Party held positions on a policy-making level in exchange for abstaining from holding a nation-wide election in time of war. The Act of 1944 was the produce of cooperation between Conservatives and Labourites.

Another factor to be considered is the origin of the ideas carried out in the Act of 1944. Butler was the author, but did the source of the provisions of the Act lie in Conservative Party philosophy or was it to be found in Labour Party policies or was it perhaps located in the policies of both Parties? As has been mentioned in an earlier chapter, the Act of 1944 is based on the Hadow Report of 1926. Moreover, the Hadow Report came out after wide circulation of a publication entitled: Secondary Education for All: A Policy for Labour[11] which was the first clear statement of the policies presented

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[11] John Graves, Policy and Progress in Secondary Education 1902-42, (London: Thomas Nelson and Sons Ltd., 1943), p. 214.

by the Hadow Report.[12]

Actions frequently are supposed to speak louder than words. What has the Conservative Party accomplished at other periods when it held power? Why did the Conservatives wait until 1944 to pass an education act? What did the Labour Party do for education in its first administration? The publications on English and Welsh education indicate that the Conservative Party did little for the educational system except administer it prior to the Act of 1944. However, the Labour Party claims to have made a positive attempt to expand the educational activities of the country and alleviate the results of neglect by the Conservatives. Sir Charles Trevelyan, head of the Board of Education in the First Labour Government states that he remedied Conservative neglect in the schools in the following manner:

> Put an end to the era of parsimony in education by the committee of which Sir Eric Geddes (Conservative) was chairman. In three years the national expenditures on education had been ruthlessly cut. Progressive authorities were forced to reduce their expenditures. School building was coming to a standstill. Classes were becoming more crowded. And all this had occurred within five years of the end of the war. . . . Local education authorities were relieved of all the methods of rationing their grants which had been invented by obscurantist conservatism. . . . Another odious restriction, invented by the businessmen who make Conservative

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[12] Ibid., p. 214.

> policy, was removed when the local authorities were encouraged to abolish all fees. The Tory policy would have made it impossible . . . to have school meals. Fortunately the Labour government was able to remove the ration.[13]

The foregoing quotation is by a Labour Party official and obviously biased. However, this administration was in fact one in which education was expanded. During its tenure attempts were made to expand secondary education. They were terminated when the first Labour government fell on October 8, 1924.[14] When the Labour Party returned to power in 1929, the government increased Exchequer grants to local authorities from twenty per cent to fifty per cent of their expenses. The Labour government attempted to raise the school leaving age to fifteen but complications involving the Roman Catholic Church caused the bill to be rejected.[15]

This Labour government was followed by an administration called the National government, a coalition regime. Because the time was 1931 and the depression

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[13] Arthur Greenwood and H. B. Lees-Smith, editors, "Education," The Encyclopaedia of the Labour Movement, (London: The Caxton Publishing Company, Ltd., 1923), p. 228.

[14] Policy and Progress in Secondary Education 1902-42, op. cit., p. 197.

[15] Ibid., p. 130.

was at hand, economies were felt to be necessary in educational expenditures and all thoughts of raising the school leaving age had to be abandoned.[16] Some further progress was made under the Conservatives and in 1936 the Conservative government passed a bill raising the school leaving age to fifteen but left loopholes that prevented it from being carried out effectively. This was the situation on the eve of World War II in 1939.[17] It seems significant that Conservative criticism of Labour Party educational activities avoids mention of expansion in size and expenditures and concerns itself with charges that the new secondary education is neglecting the bright child for mass education.[18] It also seems significant that the Labour government in carrying out the provisions of the Act of 1944 did not hesitate to raise the school leaving age to fifteen in April, 1947 when many in Britain thought this would be a loss to the national economy, the "loss" (sic) being between 130,000 to 380,000 juvenile workers. In spite of severe economic stress the Labour government did not fail to take this important step in making Britain

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[16] Ibid., p. 131.

[17] Ibid., p. 136.

[18] What do You Think about Education, op. cit., pp. 5-6.

the first European country to provide secondary education for all.[19]

A review of the past presents the following picture: after the first World War the Labour Party popularized the idea of secondary education for all but circumstances prevented inauguration of a program based on this idea. However, the idea grew in popularity and was accepted and modified by a Conservative government in 1936 and by the Conservative-led coalition government in 1944. In carrying out the Act of 1944, the Labour Party, in spite of a chronic economic crisis, did not hesitate to expand secondary education to the extent of making it free and compulsory for all. Both major parties have had a large share in expanding the school system, but the Labour Party has played a more active role than has the Conservative Party.

Centralization of the schools. Centralized control has become more pronounced since the Act of 1944. The administrative system of British education how involves two agencies, the central government with the Ministry of Education, and the local Boards of Education. The local Boards have Inspectors from the central government who act as liaison officers and help keep the system uni-

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[19] Editorial in The New York Times, April 1, 1947.

form on a nation-wide scale.[20] Moreover, the local educational authorities seem to support the government program loyally.[21] This indicates that the centralization has been effective.

The power of the central government. The power of the central government has been appreciably altered by the Act of 1944. The local authorities may propose activities and offer these proposals to the central government for approval but the judgment of the Ministry of Education does not have the force of law.[22] Although the schools have become more centralized and the Minister of Education now has great power, the local Boards are still playing an active role in administration. Teachers are not civil servants; they are hired by the local Boards of Education. Head teachers (principals) are free to organize their schools in accordance with their own ideas and are not bound by official syllabuses, textbooks, or teaching, methods. The Ministry of Education Inspectors report on the content and value of the education provided in schools.

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[20] Education in Britain, op. cit., p. 3.

[21] Joan Thompson, op. cit., p. 17.

[22] Education in Britain, op. cit., p. 3.

The Ministry of Education in turn makes recommendations to the local Boards.[23]

Nothing positively related to social change can be seen in the increase in centralization and power of the central government's educational authorities. There is no evidence that the socialists are using education to remake the society. The centralization and increased activity of the central government seems to be motivated by a desire to achieve a democratic expansion of education with efficient and equitable uniformity. It might be pointed out that such centralization might facilitate thought control activities, but there is no evidence to indicate that the present government has engaged in any such actions.

The status of secondary education. Previous chapters indicate that secondary education is being financed adequately as well as expanded. It is now regarded as a right for all children rather than a privilege for the well-to-do. Local education authorities have cooperated in improving the secondary schools in accordance with the wishes of the central government.[24]

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[23] Loc. cit.

[24] Joan Thompson, op. cit., p. 17.

The secondary school teacher. The secondary school teacher still maintains a high place, as indicated in the previous chapter, but other teachers are now rated almost as highly. Moreover, the aim of the teacher has changed. Secondary education now has a general education emphasis. Students are aided in vocational activities as well as cultural ones. The democratic ideals expressed in the Act of 1944 attempt to provide each child with the best form of secondary education which he is capable of pursuing. It seems significant that the satisfactory development of the child as a whole is now the objective of the secondary school teacher. It is also significant that Britain has been the first country in Europe to so expand secondary education. Sweden has been both democratic and socialistic for many years yet has not adopted secondary education for all. This manifestation is the result of social change but is not necessarily related to socialism; it represents a change in the majority opinion of British society and is not an action engineered by a clique with selfish and ulterior motives.

The school leaving examinations. These have been a stumbling block in the development of British secondary education. Employers often have a preference for students who successfully pass the examinations. The examination

is called the School Leaving Certificate Examination. For this examination the private secondary schools have the advantage of concentrated study aimed directly at enabling the students to pass. Tutors to aid in getting such a certificate are an advertised advantage of the private schools.[25] The state school students do not have this advantage.[26]

A movement is presently underway to provide an examination certificate which will indicate that the student has qualified for a certain grade level.[27] The school certificate examinations in the past were developed to the point where more significance was attributed to them than they actually deserved. During the war school children took these examinations in air-raid shelters under fire from flying bombs while aircraft roared overhead.[28] Considerable nervous strain and

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[25] J. Brown, editor, The Schools of England, Wales, Scotland, and Ireland, (London: Burrows Company, 1949), p. 20.

[26] Editorial in The New York Times, September 23, 1945.

[27] Loc. cit.

[28] News item in The London Times Educational Supplement, August 12, 1944.

physical damage to the child were often the result of examinations taken under such conditions.[29]

These secondary school leaving examinations are a vicious institution in British society. The fact that they still exist indicates that progressive forces do not hold the upper hand in British education entirely. It is socially significant, however, that interest is being taken in the twenty-five to forty per cent of the students who fail the tests each year.[30] The authorities are now striving to issue a new certificate to all graduating students that will have value to prospective employers.

Religious instruction. This is a problem in Britain's schools, as it is in the United States. Complications with the Roman Catholic Church have been mentioned previously in this chapter. In the state schools themselves public worship and daily religious instruction are now compulsory.[31] This is done in spite of vigorous protests of many influential groups who

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[29] Ibid., July 1, 1944.

[30] Statistics Relating to Education for the Years 1935-1946, op. cit., p. 13.

[31] British Education, op. cit., p. 55.

oppose religion in the schools.[32]

Summary. There is adequate evidence that England and Wales are in a state of social change which can be observed in their secondary school systems. This change appears to be an extension of democratic concepts of education by British society as a whole. It is supported by both major political parties.

In summary, the following seem significant:

1. Educational reform has been a political issue.
2. Reform and expansion of secondary education has been supported by both major political parties.
3. The Labour Party has led in the dynamic phase of Parliamentary educational reform.
4. The Conservative Party has supported educational expansion but has not led in this field.
5. The control of the schools is more centralized since the Act of 1944 was passed.
6. The central government has increased its power over the schools.
7. Secondary education that is provided is of good quality.
8. The secondary school teacher still has a high

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[32] News item in The London Times Educational Supplement, February 12, 1944.

place in professional society.

9. The school leaving examination is an evil that has not yet been remedied.

10. Religious education is legal and mandatory in British schools.

11. Certain backward tendencies are still evident in the schools of England and Wales such as pay discrimination on a sex basis and the School Leaving Certificate Examination.

CHAPTER V

CONCLUSIONS

Significance of the Education Act of 1944. The Act of 1944 resulted from a growth of many years of public interest in secondary education for all. The Act contains provisions which indicate that the government favors some modern psychological concepts of child development as well as the democratic ideal of good secondary education for all. However, there are still backward tendencies evident in the passage of the Act.

This Act cannot justly be called a revolutionary act as it is by many writers. Rather than a revolution it is a characteristic compromise of the British. Typical of its compromising provisions are those relating to the control of the schools by the Ministry of Education. The central government sets the standards for building specifications, curriculum, teachers' wages, and many other items. However, the local education authorities have extensive freedom in the way they carry out these directives. The local authorities pick their own teachers and building sites according to their own preferences. Thus there is a division of power. The central government sets the standards, but the local authorities use their own judgment in fulfilling these provisions. Similar compromises are

evident in the treatment of private schools. Welsh speaking areas, Catholic schools, poverty stricken area schools, and in any other areas in which a compromise would prevent a hardship to some group.

Although not revolutionary, the Act represents a definite step forward for English and Welsh secondary education. This Act as carried out has made these countries the first in Europe to have secondary education for all. The Act may become a prototype for similar legislation in other highly civilized areas of Europe.

The extent of the growth of secondary education under the Labour Government. In carrying out the provisions of the Education Act of 1944, the Labour government has adjusted the school system to growth without permitting the quality of secondary education to be sacrificed. The number of students attending the state secondary schools has appreciably increased, and with this increase has come increased costs to the government. Although faced with a series of economic crises since the end of World War II, the Labour government did not hesitate to raise the school leaving age which entailed even greater education costs. There is no evidence to show that the British government is neglecting quality for quantity in the program of secondary education for all; the proportion of

the national income allotted to education has increased; the teacher-pupil ratio has not increased significantly.

In its stewardship of the state educational system the Labour government has not neglected to provide for growth in all types of secondary schools. There is no evidence to indicate that general education or vocational training is being substituted for the traditional subject matter taught in the schools, for secondary schools of all types have grown in size.

Since the War, the Ministry of Education has shown a profound regard for the welfare of the youth of the country. The needs of young people both social and physical are the main concern. Growth in almost all fields that would reflect this concern for youth is evident.

Although relatively not as high above other teachers as he was in the past, the degree-holding teacher still is held in high esteem and receives slightly higher pay than a teacher with less education. This is in contrast to the nineteenth century view that the teachers who taught the "children of the laboring poor" should have low status because it was inconceivable in Victorian England that an educated person would take such a job.[1] The teaching pro-

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[1] Sir Fred Clarke, "Preparing Teachers in England and Wales", The Educational Forum, 10:151-159, January, 1944.

fession is still attractive; sufficient recruits are available to staff the expanded school system. This indicates that teaching is still a desirable position in England and Wales. It also is another indication that quality has not been sacrificed in the school system because an unpleasant task with concomitant low morale of the personnel would not attract as many recruits as were needed and obtained in post-war Britain.

Political aspects of secondary education in England and Wales. There are many relations between political affairs and school affairs in Britain. Labour's victory in 1945 is considered by some to have resulted from twenty years of expanding secondary education.[2] Labour Party political propaganda did not hesitate to charge the "Tories" with hindering the development of "decent schools" along with other things.[3] Investigation by the writer revealed that these charges are still in the realm of controversy. By no stretch of the imagination can present-day Conservatives' view of education be related to the view of one seventeenth century writer who

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[2] R. B. McCollum and Alison Readman, op. cit. p. 269.

[3] Ibid., p. 45.

said:

> To make society happy and people happy under the meanest of circumstances, it is requisite that great numbers of them should be ignorant as well as poor.[4]

However, some Labour political propaganda has reflected this exaggerated view of the Conservatives.

Both major political parties have had a share in the development of educational reform and the expansion of secondary education. The Conservatives deserve considerable credit for their support of the Education Act of 1944. But the balance of credit, perhaps the major share, goes to the Labour Party which has in its fifty years of history constantly supported educational developments. The importance of the subject to Labour can be seen in the early activities of the Party; even in 1918 the Labour Party executives had a comprehensive program to provide free public education for all.[5] They have continued this attitude while in office.

In view of the fact that the Labour Party is a socialist group there is a possibility that the Party might attempt to use the state school system to lead society into acceptance of their policies. No evidence

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[4] News item in The New York Times, August 13, 1944.

[5] G. D. H. Cole, A History of the Labour Party from 1914, (London: Oxford University Press, 1948), p. 56.

could be found that the schools have become such a tool of a political group, however.

Social change. A change in social attitudes is reflected in the enactment of the Act of 1944. In the enforcement of its provisions, the Act clearly indicates that the well-being of the citizen is now a recognized task of the state. Evidence of acceptance of this responsibility and recognition of the function of the schools as a quasi public welfare agency for all is to be found in the present school programs providing food, milk, and even clothing when needed by the child. The expansion of secondary education for all is a reflection of a rising standard of living in the society and a growth of democratic opportunity.

Need for further study. This study is incomplete in many areas. Further study is justified in this field. To gain an accurate picture of British secondary education, the situation should be studied at first hand.

Future publications of the Ministry of Education will indicate the direction of growth and change in English and Welsh education. Future publications will also indicate if the present trends continue and if any new trends develop. Educational data for former years

which are now incomplete, may in the future become available to the public through some other author who has access to the Ministry of Education archives. All of these possibilities indicate the desirability of further study of secondary education in England and Wales.

Additional political views on education will probably be found in future publications of Parliamentary debates. The political trends may become more obvious if the Conservative Party continues to grow in strength as it did in the election of 1950 and reassumes the leadership of the government. If they do, a future student of this same problem might well be able to draw more definite conclusions about the relationship of political philosophy and developing secondary education in these countries.

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