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ABBREVIATIONS

E. Reports. Appendices to the Journals of the House of
Representatives (D to I)

N.Z.E.I. New Zealand Educational Institute

Atmore Report Educational Reorganisation in New Zealand.
(Report of Parliamentary Education
Committee on.)

Education in New Zealand has always been subject to political influence and to a large extent, political control, both national and local. Whatever reforms to the system or amendments to the curriculum professional educators propose, they must always consider whether or not such proposals will receive the sanction of the political forces behind education. The Minister of Education is the political head of education in New Zealand; however, his position is not permanent and he relies upon the electors to return him to office. The Minister is also dependent upon the general taxpayer to provide him with the necessary funds to implement his educational policy and it is his responsibility to convince the taxpayers that their money is being well spent. No Minister is prepared to sacrifice his portfolio for ideals that do not conform with public opinion. I feel the

INTRODUCTION

validity of the aforementioned statements will become abundantly

clear as this thesis is to investigate and evaluate the influence exercised by the New Zealand Educational Institute on education in New Zealand from the time of its inception in 1883 until 1937 with special emphasis on its achievements during the period 1930-1937.

Part I of this survey sets out to trace briefly the evolution of education in New Zealand from the passing of the Education Act in 1877 until the presentation of the Parliamentary Recess Educational Committee's Report on Educational Reorganisation in New Zealand, generally termed the "Atmore Report".

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validity of the aforementioned statements will become abundantly clear as this thesis progresses.

It is intended to present, as succinctly as possible, the growth and development of education in New Zealand up to the year 1930 when 'the stage was set' for widespread reforms, reforms that had received political approval and for which the machinery had been set in motion. But the economic depression that engulfed the whole world, also had its adverse repercussions in New Zealand, and the resultant retrenchments effected in educational administration, postponed for more than two decades reforms that had been approved of as early as 1928.

Not only during periods of progress has the N.Z.E.I. played an important role in education in New Zealand but during the period of retrenchment the Institute proved itself to be a truly professional body working in the interests of all concerned with the training of school children, parents, teachers, Boards and Committees.

existing schools and properties (excepting the endowment reserves) of the old Boards were handed over to the new Boards.

Application of the Act

(1) The School Committees

Each school in the country was to have a Committee of seven members elected by the householders. The Committees were granted wide powers which were subject to the general oversight and control of the Boards. The Committees had the power to

establish schools, recommend teachers for appointment, suspend or dismiss teachers subject to the Board's confirmation, and to decide whether or not the compulsory attendance clause should be enforced in their district. The Committees also elected the Board members (and still do).

Section One

Chapter I

Trends and Achievements in New Zealand to 1930

The Committees were in a position of very real power and they were in a position to change the Board membership annually if the Boards did not conform with their wishes.

The Educational Act 1877

This Act came into operation on January 1st 1878 and from that date the nine different Provincial Systems of education ceased to exist. In reality, however, the new Boards were virtually the old Boards under a new name. The Act obliged two Boards in the North Island to combine, ^{becoming} ~~the~~ Taranaki, and two new Boards were created in Canterbury, (The North Canterbury Board and the South Canterbury Board to replace the original Canterbury Board. The original Otago Education Board was divided into Otago and Southland. Twelve Boards in all were created. The existing schools and properties (excepting the endowment reserves) of the old Boards were handed over to the new Boards.

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establish schools, recommend teachers for appointment, suspend or dismiss teachers subject to the Board's confirmation, and to decide whether or not the compulsory attendance clause should be enforced in their district. The Committees also elected the Board members (and still do).

(4) Power to Make Regulations and Require Reports

The Committees were in a position of very real power and they were in a position to change the Board membership annually if the Boards did not conform with their wishes. The Governor in Council was empowered "subject to the provisions of the Act, from time to time to make, alter and repeal regulations and Orders", the more important of which were:-

(2) The Education Boards

The powers and duties of the Boards were wide and included the setting up of school districts, and, in conjunction with the Committees, to establish and maintain schools, to appoint and remove teachers. The Boards could establish and maintain district high schools but were not empowered to establish separate self-contained secondary schools. Boards had the power to appoint their own inspectors of schools.

(3) The Education Department

A Central Authority under the control of a Cabinet Minister and a Permanent Secretary was set up. The chief duty of the Department was to distribute to the Boards the annual capital grant.

The staff was to consist of an Inspector of Schools and other officers that might be deemed necessary. For nearly twenty years the administrative expenditure of the Department did not

The Boards and Committees were required to report annually to the exceed £2,500. No provision was made for the departmental inspector (changed to Inspector-General at his own request) to enter a school. In 1885 the offices of Inspector-General and Secretary were combined. Finally, as an emergency legislation, power was given to

(4) Power to Make Regulations and Require Reports

"The Governor in Council was empowered "subject to the provisions of the Act, from time to time to make, alter and repeal regulations and Orders", the more important of which were:-

(1) For the organisation and management of the Department of Education.

(2) For the examination and classification of teachers.

(3) For the issue of certificates of competency to teachers.

(4) For the establishment and management of Training Colleges and Normal Schools.

(5) For the defining of standards of education which under

(6) the provisions of the Act may be prescribed by regulations.

(6) For prescribing the times and manner of auditing the accounts of the Boards and Committees".

No provision was made for the Department to compel the Boards and Committees to comply with these regulations and the Department had no power to reprimand the Boards for non-compliance.

(1) Education in New Zealand. Butchers. A. P. 11.

The Boards and Committees were required to report annually to the Department and after years of effort the Department ultimately forced the Boards into a position of subordination.

Finally, as an emergency legislation, power was given to Departmental Inspectors to inspect schools in receipt of state grants.

(5) The Appointment of Teachers

The Boards had the final say in the appointment of teachers but the Committees had a Statutory right to be consulted. Officially only certificated teachers were to be appointed but due to a shortage of such teachers the Boards were forced to appoint many uncertificated teachers. The Boards were also authorised to appoint any number of apprentice pupil-teachers subject to their training and employment being approved of by the Department.

(6) The Course of Instruction

The subjects enumerated in the Act were:- reading, writing, arithmetic, English grammar, composition, geography, history, elementary science and drawing, also vocal music, sewing and needlework for girls. No power was granted to teach any subjects not included in the above. Schools were to be kept open for at least four hours per day for five days per week. Teaching had to be extremely secular in character.

The Principal Developments of the Period 1878-1898

The above was the system of free, secular, and compulsory education established throughout the whole of New Zealand. Critics soon arose and some had sufficient courage to claim that the system was neither systematic nor national. Despite such criticisms the system has stood firm in its main features for nearly eighty years. Education is still free and it is still financed from the Government treasury without recourse to local taxation. It is still compulsory and it is still administered by the same triplex organisation, Committees, Boards and the Department of Education. holders of the national principle in education. A draft Bill

During the first twenty years of operation few legislative amendments were made to the original Act. The developments were due to a system of checks that were imposed upon the Boards by the Education Department's officers working within the framework of the main Act. The Department received a great impetus when the Industrial and Native Schools were committed to its care. These Schools were set up in accordance with an Act originally passed in 1867.

Education in New Zealand 1878-1898

During this period the Rev. W.J. Habens held the office of Inspector-General and it was his duty and responsibility to make the 1877 Act a practical reality. [His task was a difficult one but he set about his duties with zeal and determination.] a great deal to stimulate public interest in education and as a

The Department and the Boards

The success of the native schools administered by the Department was a striking tribute to the first officers of the Department.

In its initial stages the Department had few friends and had no advocates in Parliament as did the Boards.

The Departmental officers were subject to much criticism and had to take hard knocks in an effort to discharge their responsibilities to the public as guardians of public funds and upholders of the national principle in education. A draft Bill which was presented to the House of Representatives in 1890 brought forth a bitter political attack on the Central Department. Members considered the Bill to be the work of Mr Habens, which in actual fact it was. Among other things the Bill aimed at abolishing the Boards and sought to bring education under the direct control of the Department. The fate of the Bill proved to the Departmental officers that a direct attack on the Boards was ineffective and from then on they adopted a series of underhanded attacks. The Boards had the full support of the "Daily Press" which gave wide publicity to their work.

Despite their continuous disagreement with the Central Department, the Boards did much to further education in New Zealand during this period and their rivalries and publicity did a great deal to stimulate public interest in education and as a

result encouraged New Zealanders to take an active part in education.

Suggestions for Reform

In 1882 the following suggestions for reform were expounded by Mr Henry Hill, Inspector of Schools, in the Hawkes Bay Education Board.

"The Education Boards should have the full control of education (primary and secondary) subject to supervision and examination by the Central Department."⁽²⁾ By such control the foundations could have easily been laid for a complete, graded system of work under the direct control of the inspectors and they were subject to the scrutiny and criticism of often unsympathetic and even hostile committeemen. To make things worse they had no security of tenure. Towards the end of the period, however, a

The Growth of the System

The national system of education greatly increased the number of schools throughout New Zealand and made education available to all. Unfortunately, too many small schools were established and as a result, the Boards' finances were over-taxed which forced the Boards to reduce teachers' salaries to enable them to balance their building and maintenance accounts. Despite the ineffectiveness of the Compulsory Attendance Clause of the Act, by 1898 New Zealand had a greater proportion of her children attending school than did any of the Australian States with the possible

⁽²⁾ N.Z.E.I. Reports. 1883 Meeting. P.5.

Mr Hogben was well versed in New Zealand education and he took over his office with a back-

⁽³⁾ Education in New Zealand, Deane & Co. p. 272.

exception of Victoria.

A remarkable feature of this period is that despite the economic depression which persisted for the greater part of this period, primary education progressed steadily and except for the closing of the training colleges no real retrogression was suffered.

There is little doubt that the primary school teachers carried the heaviest burden at this time. These teachers were poorly paid, they were required to implement a heavy syllabus, work under the direct control of the inspectors and they were subject to the scrutiny and criticism of often unsympathetic and even hostile committeemen. To make things worse they had no security of tenure. Towards the end of the period, however, a period of better times was in sight, particularly with the enactment of the Court of Appeal Act and, with Mr Seddon and Mr Hogben, in control, teachers could look forward to a general all round improvement in their working conditions.

Both Mr Seddon and Mr Hogben could see that it would be quite fruitless to alter the external structure of the system of education so they set about to remodel the system from within.

The Period 1899-1914

A new era in education commenced when Mr George Hogben was appointed Inspector-General in 1899. Mr Hogben was well versed in New Zealand education and he took over his office with a back-

ground of wide experience as a teacher, President of the New Zealand Educational Institute, a secondary school headmaster and as a Board Inspector. During Mr Hogben's term of office education was extended beyond the old three R's, to embrace manual and technical training, nature study and science. A plan to train teachers was set in motion, and an effort was made to give both to teachers and pupils a freedom to be human, and an opportunity to develop.

Within five years the Central Department was expanded into a position of supremacy which hitherto had never been considered likely or desirable. All the credit for such sweeping changes cannot be credited to Mr Hogben but he capitalised on public opinion - a public opinion that had been created during the preceding twenty years and in which the New Zealand Educational Institute played no small part.

(6) Mr Hogben had an open mind, a quick grasp of essentials, and a capacity for their practical application to local needs. He was quick to borrow ideas from overseas and amend them to suit New Zealand conditions. Within five years of his appointment "The outlook, ideals, methods, range, conditions, and machinery of education in New Zealand were subject to changes and reorganisation which completely remodelled the education system of the country. The ground thus gained - by conferences, regulations, and separate legislative enactments - were consolidated in the Education Act 1904".

(3) Education in New Zealand, Butchers A.G. p. 452.

(1) The During his term of office Mr Hogben always submitted drafts of his regulations to the New Zealand Educational Institute, Boards, Inspectors and teachers were invited to send representatives to all conferences dealing with professional matters.

(3) The Some of the more important changes introduced by Mr Hogben during the early years of his office were:-

- (1) The transference of the power of the classification of pupils from Inspectors to teachers.
- (2) The development of Manual and Technical classes.
- (3) The introduction of a new syllabus in 1904.
- (4) The development of the free place system in secondary schools.
- (5) The reorganisation of the training colleges and the introduction of free teacher training.
- (6) The introduction of the accrediting principle in the granting of senior free places.

Mr Hogben considered that education was a continuous process, and that all its stages should be co-ordinated and organically related. It was in this particular field that he met his strongest opposition and experienced the only major obstacle that he was unable to overcome.

The following Reorganisation Scheme was submitted by Mr Hogben. This scheme was presented to the "Cohen Commission" in 1912.

- (1) The co-ordination of all forms of education under Local Education Authorities.
- (2) The introduction of local rating for buildings and for
 - (1) the cost of local administration.
- (3) The establishment of a representative Council of Education, under the chairmanship of the Director, to direct the educational policy of the country.

The Cohen Commission

General became the Director of Education. All the Boards' Primary Inspectors were transferred to the control of the

The Cohen Commission recommended:-

- (1) That a representative Council of Education should be established, under the Chairmanship of the Minister, with the power to make regulations.
- (2) The reduction of the number of Education Boards to five.
- (3) A National Council of Education was created. Unfortunately, Mr Hogben's conception of the powers of the Council, (that it should be an advisory body) was written into the Act. Board members to be elected for three years by adult suffrage. instead of the recommendations of the "Cohen Commission". The Boards were to have control of all forms of education (which advocated that the Council should be a controlling body).

As a result the Council was ineffective for the purpose for which it was intended, i.e. the co-ordination of country schools both primary and district high. The Commission strongly recommended the consolidation of country schools both primary and district high. It failed to secure the co-ordination and control of all forms of post-primary education.

As a result of the recommendations of the Inspector-General and the findings of the Cohen Commission the 1914 Education Act was promulgated.

salaries and status of teachers considerably and it has often been referred to as the "Teachers'

The Educational Act 1914

The more important clauses of the above Act can be briefly detailed as follows:-

- (1) It consolidated many of the reforms that both Mr Hogben and the New Zealand Educational Institute had won from the provincialists of the Dominion and developed a foundation from which future reforms could be launched.
- (2) The Education Department was reorganised and the Inspector-General became the Director of Education. All the Boards' Primary Inspectors were transferred to the control of the Department. This was the greatest achievement of the Act.
- (3) A National Council of Education was created. Unfortunately, Mr Hogben's conception of the powers of the Council, (that it should be an advisory body) was written into the Act instead of the recommendations of the "Cohen Commission" (which advocated that the Council should be a controlling body). As a result the Council was ineffective for the purpose for which it was intended, i.e. the co-ordination and control of the whole system. In this particular direction the Council failed. It failed to secure the co-ordination and control of all forms of post-primary education. This failure was due to the limited powers conceded to the Council by the Act.
- (4) The Act improved the salaries and status of teachers considerably and it has often been referred to as the "Teachers'

Act." Staffing schedules were liberalised and grades of independence.

schools and salaries were reduced from ten steps to seven steps. In actual fact the Act increased the number of Secondary Boards by constituting a number of Boards of Managers of the Technical High Schools.

sixteen to twenty pupils, the salaries of teachers in all grades were increased. Women's salaries were improved substantially and the avenues of promotion open to women teachers were widened considerably.

(5) Under the Act members of School Committees continued to be elected by the householders for one year only. The duties of the Committees were increased and they were held responsible for sanitation and sewerage work. They were given the power to allow the schools to be used for religious and moral instruction outside the regular school hours. They lost nearly all their powers relating to the appointment of teachers.

(6) The Act partially consolidated the Board districts. The number finally approved was nine. Board grants were more strictly controlled and the capitation grant was reduced. The Act provided for Board members to be elected for four years, half to be elected every two years. Every Education District was to be divided into one or more urban areas and a rural area.

(7) The Act left intact a strong group of independent Secondary School Boards. These Boards successfully withstood the advances of the Central Department and retained their close check was made on their building and special funds. These new measures tended to increase central control of the funds.

independence. Dominion Grading Scheme was brought into operation.

The introduction of this system was facilitated by the Nationalis-

In actual fact the Act increased the number of Secondary Boards by constituting a number of Boards of Managers of the Technical High Schools.

planned physical education did not escape Mr Hannan's keen eye.

It can thus be seen that the Act co-ordinated and consolidated primary education in New Zealand but did not infringe upon the independence of the Secondary School Boards.

School Medical and Dental Services were inaugurated.

The Period 1915-1929

The primary school syllabus was amended so that instruction was

The Education Act of 1914 was retarded in its operation as a result of the outbreak of the Great War in 1914. To enable the Dominion

to give her wholehearted attention to the war, a coalition Government was formed in which Mr J.A. Hannan took over the portfolio of Education. Mr Hannan was not new to the office as he had been

associated with Mr Hogben in preparing the way for educational reform. Mr Hannan had a most realistic and broad-minded approach

to education. Thus for the four years subsequent to the passing of the Act Mr Hannan held office.

The Child Welfare Branch of the Education Department was improved and extended. The first notable reform initiated by Mr Hannan was the introduction of a new system of keeping accounts by the Education

Boards. Restrictions were placed upon the spending powers of the Boards. A real effort was made to ensure that the Boards spent their grants for the purposes for which they were allocated. A close check was made on their building and special funds. These new measures tended to increase central control of the funds.

A Dominion Grading Scheme was brought into operation. The introduction of this system was facilitated by the Nationalisation of the Inspectorate by the 1914 Act.

The necessity for a course of well organised and well planned physical education did not escape Mr Hannan's keen eye. As a result Physical Education was included as a subject in the primary school syllabus.

We could surely introduce more co-ordination and economy of effort, School Medical and Dental Services were inaugurated. The primary school syllabus was amended so that instruction was more in keeping with the physical and mental growth of the child at his various age levels.

Comparison of Primary and Secondary Education in 1916
The standard of requirements for the Proficiency Examination was raised.

An increased scale of payment for technical high school teachers was approved.

Agricultural, engineering and war bursaries were established.

With the introduction of free secondary education, the The Child Welfare Branch of the Education Department was improved and extended.

Probably Mr Hannan's greatest contribution to New Zealand education was the Programme of Development and Organisation which he submitted to Parliament in 1916. His proposals were of such profound importance that a summary of them must be included even in this brief survey of New Zealand education.

(4) Memorandum to Parliament from J.A. Hannan. June 1916.
June 1916.

Mr Hannan exposed the constitutional weakness of the New Zealand education system. In his speech to Parliament among other things he said:- "Our weakness in education as in other national affairs has been an over-reliance on our own resources, without appreciating the real need for system and control, an extreme deference to individual and local considerations, and the entrusting of expert and professional matters too much to lay administration. We could surely introduce more co-ordination and economy of effort, dependent upon a wholesome amount of social and national discipline, without approaching the type of regimentation and autocracy against which we are fighting".⁽⁴⁾

Comparison of Primary and Secondary Education in 1916

Mr Hannan stated that, "primary education with all its faults is more progressive, more in harmony with the best educational thought and with the nature and powers of children, better organised, better controlled by inspection, more valued, and more heartily supported by public opinion than is higher education."⁽⁵⁾

With the introduction of free secondary education, the same demands that the primary schools had to satisfy were placed on the secondary schools. Mr Hannan claimed that with the introduction of universal free secondary education, primary and secondary education should be considered as a whole and should therefore provide a continuous course.

(4) Memorandum to Parliament from J.A. Hannan. June 1916.

(5) Memorandum to Parliament from J.A. Hannan. June 1916.

Four types of secondary education were proposed by Mr Hannan.

(1) The university course leading to the skilled professions.

(2) The general secondary or general vocational course on modern lines.

(3) The continuation or special vocational course.

(4) The Country school course.

(1) It was during this ministry that the Post-Primary School Boards

It was also suggested that a more thorough type of secondary school inspection should be instituted. Mr Hannan were employed to bring about this subordination as were used was quite emphatic that the selection of children for the afore-mentioned courses should not be made too early and that all children should receive the benefits of a general cultural course before embarking upon a specialized vocational type of study. Education Amendment Acts of 1920 and 1921-22.

Technical Education

In the opinion of Mr Hannan, Technical education should be so organised so as to fit in with the needs of industry and should assist industry to develop new techniques and methods of production. This Act provided among other things:-

(1) The raising of the school-leaving age to fifteen years but the It can be seen from the above that Mr Hannan made a really worth-while contribution to New Zealand education during his terms as

(2) Sir James Parr's greatest contribution to education was the Minister. Many of his recommendations re-appeared in the Atmore and Thomas Reports, some of them have now become an established part of New Zealand's education system but, unfortunately, others still await implementation.

The Ministry of Sir James Parr, 1920 - 1926

The Ministry of Sir James Parr was a long one but it coincided with a period of acute financial stringency. The lack of available finance delayed the implementation of many of the proposals submitted by Mr Hannan during his Ministry 1915-1919.

Outstanding Features of the Ministry

(1) It was during this ministry that the Post-Primary School Boards were subordinated to Departmental control. Similar methods were employed to bring about this subordination as were used in the subordination of the Education Boards. The payment of teachers' salaries etc. became the prerogative of the Central Department. The new regulations were embodied in the Education Amendment Acts of 1920 and 1921-22.

(2) The adoption of the Primary School Grading Scheme was made compulsory for all primary school appointments.

The Education Amendment Act 1920

This Act provided among other things:-

- (1) The raising of the school-leaving age to fifteen years but the implementation of the clause was deferred.
- (2) Sir James Parr's greatest contribution to education was the introduction of the American Junior High School organisation into the New Zealand educational system. This new approach was not well received by either the public or the teaching profession.

Sir James invited Mr Frank Tate, Director of Education in Victoria, to investigate and report on the Secondary School system in New Zealand. This report was presented after Sir James Parr had relinquished office.

The Ministry of The Hon. R.A. Wright. 1926-1928

The report of Mr Frank Tate was presented during this Ministry, but the Minister did not consider the time opportune to implement any of its recommendations. published the first section of its Report in 1930. A new Primary School Syllabus was brought into operation in 1928. It was a completely new course of instruction and it brought educational thought in New Zealand abreast of the best educational thought in the world. Some sections of this syllabus are still in operation in our New Zealand primary schools.

Mr Wright's mission was to reduce the cost of education in New Zealand. He achieved his ambition and in 1927, for the first time for forty years, the total cost of education took a downward trend, notwithstanding the fact that school rolls had increased.

Mr Wright's financial savings were brought about by the uninspiring method of holding up development of education by failing to provide adequate school buildings. Mr Harry Atmore succeeded Mr Wright as Minister and it was his duty to make up the leaway lost during the preceding years.

include adequate practical instruction in agriculture and allied subjects.

(6) That this The Ministry of the Hon. Harry Atmore education of

The major achievement of this Ministry was the setting up of a Parliamentary Committee to investigate and make recommendations concerning education in New Zealand. This Committee was unique in that it was wholly composed of laymen. The Report presented by this Committee was unanimous in its recommendations for reorganisation, both professional and administrative.

(8) That the present divisions of the Inspectorate be abolished, The Committee published the first section of its Report in 1930, the primary school section, the aspect of the report which has the greatest bearing on this thesis.

The Atmore Report

The more important recommendations of the Report were:-

- "(1) That the termination of the primary school course be at 11 plus or after passing Standard IV.
- (2) That the age to which the education of a child is required by law be raised from 14 to 15 years, with provision for exemption in cases of hardship;
- (3) That intermediate classes should form part of the education system.
- (4) That the further consolidation of schools and classes be proceeded with where practicable.
- (5) That, in view of the great importance to the Dominion of our primary industries, the curricula of all our schools must include adequate practical instruction in agriculture and allied subjects.

- (6) That this Committee is of the opinion that unification of control of the existing primary, secondary, and technical education in New Zealand is desirable.
- (7) That the existing post-primary school Boards be continued as School Councils for their respective schools, except where a single Board has controlled more than one school where a separate School Council shall be set up for each school.
- (8) That the present divisions of the Inspectorate be abolished, and a single Inspectorate be organised consisting of Specialist Inspectors, the inspectorial staff within each Board district to inspect all grades and types of schools within the District, and to include one woman Inspector.
- (9) That the powers and duties of the national Department under the proposed scheme of reorganisation shall include the control of -
 - (i) Administrative
 - (a) Native schools;
 - (b) Child Welfare Branch;
 - (c) Distribution of capitation allowances, special grants, and subsidies;
 - (d) Payment of teachers;
 - (e) Teachers' Superannuation Fund;
 - (f) Power to make regulations (1) requiring Boards to share services and officers where, in the Minister's opinion such a course is desirable in the interests of efficiency or economy, and (2) to ensure that ear-

(iii) marked grants are applied to authorised purposes only;

(g) Appointment of nominated Members of Boards

(ii) Professional

(h) Syllabus of instruction;

(i) School certificates;

(j) Inspection of schools;

(k) Classification of teachers;

(l) Appointment of teachers.

(10) That the allowances paid to School Committees should be increased.

(12) (a) That there should be only one Teachers' Register for the whole of the teaching service.

(b) That a new salary scale be prepared.

(c) That the system of numerical grading hitherto in use in the primary service be abolished in favour of classification by Inspectors in broad groups based upon teaching efficiency.

(d) That the appointment of teachers should be entrusted to a National Appointments Committee constituted in a manner similar to the present Teachers' Grading Appeal Board, the system of appointments to include provision for -

(i) Preparation of Teachers' Classified Roll;

(ii) Preparation of an annual Promotion List within each classified group, based upon Inspectors' reports,

(6) Educational Reorganisation in New Zealand (Report of Parliamentary Reconstituted Education Committee on) pages 147 and 148.

(iii) Appointment by National Committee, which shall also have power to transfer; reasonable removable expenses to be paid in cases of compulsory transfer.

(iv) All appointments to be made in the same month of the year, with consequential appointments in the month following; vacancies then remaining to be filled by transfer, and sufficient permanent relieving staff to be maintained to fill casual vacancies until next period of appointment.

(v) Right of appeal to Teachers' Court of Appeal against (a) non-inclusion in the Promotion List; (b) Suspension, dismissal, reduction of salary, non-appointment, or transfer to a lower-paid appointment".⁽⁶⁾

The General Effect of the Recommendations

Mr Atmore was a strong advocate for the essential need of an "agricultural bias" to be given to the education system. He contended that New Zealand was fundamentally an agricultural country and that all the citizens of the country should be truly aware of the importance of agriculture to the Dominion as a whole. In Mr Atmore's opinion, agriculture should hold pride of place in the time-tables and examination schedules of the Dominion's schools.

The Report was a striking democratic measure in that it proposed a period of compulsory post-primary education for all

(6) Educational Reorganization in New Zealand (Report of Parliamentary Recess Education Committee on) Pages 147 and 148.

pupils commencing at the age of eleven plus. The Report advocated the running of different courses in the same school, a truly democratic approach to the problem.

The Report envisaged the system becoming really national in character. This was to be achieved by the readjustment of the functions and relations of the Central Department and the local education authorities. By the transference to the Department of the control of the professional side of the work, the way ~~is~~ was opened for the inauguration of a really national education system, while on the administrative side it ~~was~~ clear that considerable

economies would be effected by the direct payment of Teachers' salaries, School Committees' allowances, and other monies which the Report suggested should be distributed on a national basis.

With the introduction of a National Appointments Committee it would be possible to remove the all-important responsibility of appointing teachers from the local bodies and Central Department and place the task in the hands of an independent national tribunal.

The Committee in its recommendations gave much care to the preservation and strengthening of the local education authorities within the important sphere of responsibility entrusted to them.

Under the proposed organisation eighteen new Boards were to be established to replace the existing multiplicity of Boards.

Each new Board was to be the supreme authority over all forms of primary and post-primary education in its district.

With the publication of the 'Atmore Report' the third period of New Zealand's educational history closed. This Report had passed the death sentence on provincialism in New Zealand education.

At this time the whole of New Zealand was looking forward to a period of progress, a period when New Zealand's education system would have a chance to become truly national.

Mr Butchers stated "The aims of the whole reorganisation scheme recommended by the Atmore Report may easily be defeated unless steps are taken to ensure that those whose task it will be to give administrative effect are thoroughly imbued with the spirit of the new movement, and fully cognisant of both the principles and the technique of similar schemes in operation in other lands."

Mr Butchers' words "may be defeated" very soon were changed from "may" to "were". Part II of this thesis traces in detail the most unprogressive and retrogressive period of education in New Zealand's history. The depression years, the ministries of the Hon. R. Masters and the Hon. S.G. Smith.

individually and collectively."

The Institute has played an important role in the general

(7) Education in New Zealand, Butchers A.G. p.586.

Chapter II

The Role of the New Zealand Educational Institute in New Zealand
Education during the period 1883-1930

(1) Examinations in the primary school.
The New Zealand Educational Institute began its existence on the 3rd of January 1883. In the Constitution which was formed on the second day of its existence it recorded in Clause II the following:-

(2) The development of the primary school syllabus.
(3) The Inspectorate.
(4) Teachers' salaries.
(5) Teachers' Superannuation.
"The object of the Institute shall be to promote (1)
(6) Classification and grading of teachers.
the interests of Education in the Colony of New Zealand."
(7) The Education Boards.

This object has always been and still is the guiding principle behind the Institute's activities. It is perfectly true that the Institute has had much to do with the fostering and protecting of the interests of teachers but any education system depends on teachers and the other elements of the system, the Education Department, Boards, School Committees, and Inspectors, exist only for the purpose of bringing teachers and pupils into contact and making that contact as purposeful as possible. It is, therefore, quite true to say that the first and main object of the Institute has been to advance the cause of education. Twenty years elapsed before the second object of the Institute was added viz:- "To uphold and maintain the just claims of its members individually and collectively." (2) the examination fetish.

The Period 1893-1902:

The Institute has played an important role in the general

-
- (1) Constitution of N.Z.E.I. 1883.
(2) Jubilee Pamphlet of N.Z.E.I. (1933) p. 3.

field of education and it is intended to trace briefly the work of the Institute from the time of its inception in 1883, to 1930. The following topics have been selected for investigation:- Teachers

- (1) Examinations in the primary school.
- (2) The development of the primary school syllabus.
- (3) The Inspectorate.
- (4) Teachers' salaries.
- (5) Teachers' Superannuation.
- (6) Classification and grading of teachers.
- (7) The Education Boards.

1. Examinations. 1883-1892

A paper was read on "Examinations" at the first ordinary meeting of the Institute in 1883. This meeting discussed the advantages of individual tests versus class inspection in history and geography. Mr George Hogben (later to become Inspector-General) in his presidential address in 1887 said "A few years ago, opposition to the examination craze seemed to have died away and one who ventured to exclaim against the tendency to multiply examinations was regarded as a species of extinct Volcanoe".

This quotation shows that very early in its history the Institute displayed opposition to the examination fetish.

The Period 1893-1902:

The Institute during this period continued its agitation on the

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- (3) Reports of the N.Z.E.I. p.5 1887. Annual meeting.

subject of standard examinations. It was affirmed and re-affirmed that the proper authority to determine when a pupil was ready for promotion was the teacher who was responsible for him. Teachers were not unanimous on the subject - some shunned the responsibility - others had respect for the judgment of an outside expert authority.

There was one very serious aspect which had to be considered. The majority of schools were small and it was well known that in a good many districts a teacher would require courage and might incur dire consequences if he or she decided that a pupil of certain parents should not be promoted. Many a country teacher had reason to be glad that there was an inspector to fall back on.

2. The Despite the individual difficulties that might arise, the general principle of the Institute was that the individual pass examination was educationally unsound and resolutions to that effect were passed in 1896, 1897, 1898 and 1899.

The Period 1903-1913.

From the outset the Institute gave much thought and a great deal of time to its Annual Meetings to matters affecting the regulations that accompanied the new syllabus which was introduced by the Inspector-General (Mr Hogben) in 1904, gave nearly all that the Institute had been asking for and it placed a great deal more responsibility on teachers than many of them desired. The individual examination of pupils by the Inspectors had been restricted gradually over the years and from 1905 onwards it was abandoned except for the awarding of Proficiency Certificates.

The teacher in charge of the school was made responsible

for the promotion of pupils and as a result the long-desired freedom of classification was secured. From 1905 onwards the Inspectors were to devote their attention to manner and method of conducting the work of the school; to oversee and advise concerning schemes of work and to generally help as a friend and guide but, where necessary, as a critic in their efforts to apply the principles embodied in the new syllabus and regulations. The committee in 1893 are quite significant:-

No further alterations to the primary school examination system were made until the Proficiency Examination was abolished in 1936.

2. The Syllabus of Instruction, 1883-1892

It is generally agreed that the three fundamentals in education are the pupil, the teacher and the Curriculum.

From the outset the Institute gave much thought and a great deal of time at its Annual Meetings to matters affecting the syllabus. From the very beginning it was urged that the syllabus was too diffuse - that it covered more material than the pupils could be reasonably expected to assimilate.

At the 1883 meeting of the Institute comprehensive suggestions were made that almost amounted to a complete revision. The main efforts were directed towards a distinction between subjects that should be regarded as compulsory or "pass" subjects and "class" subjects. The Institute as an educational body stood

firmly for the freedom for the teacher to classify his own pupils. However, both the syllabus and examination requirements had to be met and consequently there arose an insistent demand for stricter definition of the syllabus. This arose from the difficulties of dealing with the vagaries of inspectors and at the same time producing the requisite percentage of passes. However progress was being made and the following extracts from a tabulated report of a syllabus committee in 1893 are quite significant:-

"That the syllabus of 1891 is a great improvement on its predecessors. The requirements under history and geography are more closely defined. The term "proportion" (Standard V) is not closely defined. That it be a recommendation that drawing be a class subject throughout. That paraphrasing in Standard V be confined to narrative poetry." (4)

These extracts are sufficient to show that real progress has been made in subsequent years.

The Period 1893-1902.

During this period discussions on the syllabus and proposals for its amendment occupied a large share of the Institute's time. The trend of the discussions, reports and resolutions of this period were to lighten the load of the pupils, and to gain more freedom for the teacher in the performance of his duties. In 1898 a completely new sewing syllabus was authorised, and in the same year

(4) Reports of N.Z.E.I. Appendix to Annual Meeting Report 1893.

there was a further discussion on the distinction between "pass" and "class" subjects. The following resolutions were passed at a meeting in 1898:-

(6)
"That teachers be allowed to select a certain number of class and additional subjects instead of, as at present, being compelled to treat the whole of them."

That the Council recommend the Minister to divide the standard syllabus into seven standards instead of six.

That the time has come for raising the compulsory standard from the fourth to the fifth and the age to fourteen years.

(5)
That the individual record pass at the standard examination should be abolished."

At the 1899 meeting a further discussion on "pass" and "class" subjects took place, as well as on matters dealing with the actualities of life. It emphasized the importance of developing freedom of classification. In 1900 a change in the regulations indicated the beginning of a movement towards freedom.

In 1901 a committee brought down a report from which the following extract is taken:-

"The Institute is of the opinion that in the past the syllabus has been overweighted with Arithmetic, and that the work of the six standards ought to be distributed over seven. That in compiling a new syllabus these general principles should be kept in view."

(5) Reports of the N.Z.E.I. p.17 1898 Annual Meeting.

(a) That a wide choice of work in such subjects as geography, grammar, history, science, drawing and the like should be allowed so that within certain limits, each teacher might lay out his own syllabus for the year's work;

(b) The privilege of grouping standard classes for certain subjects should be retained and extended." (6)

The Period 1903-1913

In 1913 the Inspector-General submitted for the Institute's consideration a draft of an amended syllabus. After full discussion had been allowed the revised syllabus was gazetted and put into operation. The syllabus introduced by Mr Hogben, early in his term as Inspector-General of schools, was for many years referred to as the new syllabus and in many respects it was a remarkable document. It exemplified to a large extent the principle of freedom. In accordance with the syllabus the teacher was free to group classes, to arrange courses, and to draw up schemes of work. The syllabus aimed largely at bringing school instruction into touch with the actualities of life. It emphasized the importance of developing the powers of observation and reasoning. Nature Study and geography held important places in it, especially geography. It soon became apparent that to overtake the syllabus in full would be difficult in most schools and quite impossible in many. two

A difficulty soon appeared in the attitude of some inspectors towards the liberty granted to teachers in the matter of examinations. Many inspectors were inclined to forget the new prescription and desired to adhere to the old system. The

"human" and "humane" syllabus was drawn up. Despite this new (6) Reports of N.Z.E.I. - Appendix to Annual Meeting 1901.

syllabus many members of the Institute were not satisfied with

scheme of work submitted by a teacher was often not acceptable to the inspectors. In 1907 the Institute made a proposal entailing a comprehensive revision of the regulations for inspection and examination, which was designed to facilitate the working of the syllabus. After a short trial period it became evident that the syllabus was too exacting and in 1910 proposals were made for considerable reductions, especially in arithmetic and geography.

In 1913 the Inspector-General submitted for the Institute's consideration a draft of an amended syllabus. After full discussion had been allowed the revised syllabus was gazetted and put into operation.

The Period 1914-1930

The syllabus during this period did not occupy as much of the Institute's time as it had done previously; nevertheless, matters pertaining to the syllabus occupied a good deal of time. It was during this period that a change was taking place in the minds of educationalists in the direction of developing the principle of "education" as contrasted with "instruction". Hitherto it can be said that the syllabus was mainly instructional though the two revisions that took place during the term of Mr Hogben as Inspector-General gave an impetus to the new line of thought. In 1919 a conference of Departmental Officers, inspectors and representative teachers went very thoroughly into these matters and a much more "human" and "humane" syllabus was drawn up. Despite this new syllabus many members of the Institute were not satisfied with

things as they stood and as a result in 1922 a Committee of the Auckland Branch of the Institute brought down a comprehensive report. In the report suggestions were made for curricula based on the ascertained stages of mental growth. The report also recommended a general primary course up to twelve years of age which was to be followed by post-primary courses of varied character to suit the varying characteristics and aptitudes of the pupils. By accepting this report as Institute Policy the Institute showed that it was well abreast of the best educational thought of the time.

In 1927 the Minister of Education set up a Committee consisting of representatives of the Societies of teachers, the Training Colleges, the Education Boards and School Committees to consider the revision of the syllabus. The result of the Committee's work was the issue of the "New" syllabus in 1928. This syllabus remained in operation until 1948 before any radical amendments were effected.

3. The Inspectorate

The Period 1883-1902

From the time of its inception the Institute took a decided attitude with regard to the inspectorate. There were thirteen Education Districts with thirteen different standards of "interpretation of the syllabus". The percentage pass, depended to a large extent, on the interpretation of the syllabus. The Institute saw the need to secure some measure of uniformity and

made various suggestions to bring it about. The suggestion that was most consistently adhered to and most strongly urged was that members of the inspectorate should be appointed by the Education Department. Other proposals were made with the same object in view viz: (1) That inspectors should be moved from district to district; (2) that frequent conferences of inspectors should be held and (3) that codes of instructions for inspectors should be issued for their guidance. The object of all these proposals was the equalizing of conditions and bringing to all districts the benefits of a fair and reasonable standard.

Success was finally attained with the passing of the Education Act in 1914. After ten years of effort by the Institute the difficulty of varying standards still remained. The Institute repeated its suggestion that the inspectors should be officers of the Central Department. It was agreed that inspectors should be transferred from district to district, and this procedure was generally received with much favour except in those districts where the inspectors had the confidence of the teachers. Additional impetus was given to the claim for centralization of the inspectorate by a new feature. The system of education was growing faster than the finances that supported it. More inspectors were needed and the Boards had insufficient funds to pay them. As a result the Boards appointed Assistant Inspectors at rates of salary so low that teachers of approved status and experience were not interested in applying for appointments. It thus came about that this very responsible position in the service was filled in numerous cases by immature officers of relatively limited experience and

this was felt by many, the Institute included, not to be in the best interests of the education service.

and schools required buildings. There was a Building Fund supplied

by The Period 1903-1914 basis of average attendance. In the older

During this period the Institute still maintained that the inspectors should be officers of the Department and not of the Boards. Only on one occasion was this attitude departed from and then only to the extent that the inspectors should be under the direction of the Department with respect to the interpretation of the syllabus and regulations.

Success was finally attained with the passing of the Education Act in 1914.

Matters affecting the inspectorate were brought up on subsequent occasions but usually co-jointly with other matters affecting the syllabus and teachers.

4. Teachers' Salaries. 1883-1902

In the early years of the Institute its members had many difficulties and discouragements to face. There were thirteen Education Boards and each Board was virtually a law unto itself. The Government granted each Board per annum the sum of £3.15.0 per head of average attendance with which to carry on the work of the district. It was from this fund that the teachers' salaries were paid. In the older settled districts of the South Island this capitation allowance was sufficient to provide a reasonable rate of payment, but in the rapidly growing settlements of the North Island, it was shockingly

inadequate. New settlements required new schools, nearly all small, and schools required buildings. There was a Building Fund supplied by the Government on the basis of average attendance. In the older districts this fund was sufficient to meet requirements, but in the newer growing settlements it was far from adequate. Some Education Districts were very small, and the expenses of administration were proportionally very heavy. Each Board was entirely free to draw up its own salary scale. These varied considerably in the amount paid and in detail of arrangement.

The first mention of salaries in the records of the Institute occurred in 1888 when a resolution was passed calling for a colonial scale of salaries. This had its origin in the obvious injustice of paying in one district a salary greatly inferior to that paid in another for exactly similar work. Another important reason for the demanding of a colonial salary scale was that in some districts where the Boards found their Building Fund inadequate they "transferred" large sums from the maintenance fund, out of which salaries were paid, to the Building Fund. Thus the small salaries of the small districts continually tended to become smaller; however, it was not confined to the small districts. In effect, the teachers, through reductions in salaries, were called upon to contribute largely to the building of the schools they taught in.

As a result of this practice there arose the movement for a colonial scale, which would remove the hardships which the teachers in smaller districts suffered, and would at the same time prevent the

Boards from transferring sums of money for maintenance to the Building Fund. I doubt as to the proper course to be followed. A

Bill was introduced in 1901 and on the 1st January 1902, the Teachers' Salaries Act brought into operation the long desired colonial scale of staffs and salaries. During the 1890's the situation in regard to salaries was progressively becoming worse and in some districts of New Zealand teachers' salaries were mere pittance, and small as they were, they were continually being decreased. Year by year the demand for a colonial scale was submitted and each demand was supported by a more impressive array of figures. Besides the smallness there were other objectionable features, the three principal ones to which objection was taken being the inequality between districts; an excessive differentiation in some districts between male and female teachers; a remarkable variation in the salaries of assistants doing the same class of work. All these added strength to the Institute's claim for reform, but the Boards had great influence in the political field, and they were resolute in defence of their powers.

The battle continued until the year 1900. The Minister of Education at that time was the Hon. W.C. Walker, who was always sympathetic to Institute representations. At the Annual Meeting of the Institute, the Minister promised personally that he would introduce a Bill, and he did so that year. The Boards, however, were strong in Parliament, and the Bill was rejected. The claim for reform was greatly strengthened by some illuminating figures presented by Mr Grundy in his presidential address in 1901. The outcome was the setting up of a Royal Commission on which the

Institute was represented and the report of the Commission removed all doubt as to the proper course to be followed. A Bill was introduced in 1901 and on the 1st January 1902, the Teachers' Salaries Act brought into operation the long desired colonial scale of staffs and salaries. "It ~~is~~^{was} not a very generous scale, and it was marred by an excessive subdivision into small steps, but it answered the main requirement in that it established a national scale, and it removed all fears of further reductions of salaries to provide for the buildings. The following summary of the scale gives a sufficient idea of its scope.

Head-Teachers' Salaries

<u>Average Attendance</u>	<u>Male</u>	<u>Female</u>
20	£100	£100
50	£170	£155
120	£229	£179.10.0
250	£268	£199
510	£323	£226.10.0
750	£362	-

The steps in the scales for assistants were:-

Male: £85, £90, £105, £135, £140, £160, £190, £250.

Female: £85, £90, £100, £105, £135, £160, £200." (7)

The above increments were not annual increments but stages to be attained by promotion, and were in later years distinguished by the term grades.

(7) N.Z.E.I. Handbook 1929.

The Period 1903-1930

In 1905 the Teachers' Superannuation Act was passed and the Scheme introduced was a contributory one, but teachers' salaries were so small that for most of them the payment of contributions would have been impossible. To overcome this difficulty, the Superannuation Act brought with it a small increase in teachers' salaries. In 1908, a further increase of more considerable proportions was granted. Due to the increasing "cost of living" wages and salaries in nearly every other field of occupation began to rise, but not in teaching. This state of affairs was responsible for much unrest in the teaching service. In 1912 a Royal Commission, under the Chairmanship of the Hon. Mark Cohen, was set up to investigate the needs of the education system. The Institute had two representatives on the Commission. It was an open secret that the real purpose of the Commission was to find means of economizing in education expenditure. The Institute felt that the opportunity was too good to be lost and proceeded to show that so far as teachers were concerned, it was not economy but justice that was called for. Sets of figures comparing the rates of pay of teachers and many other classes of employees had been prepared by the secretary of the Institute. These were submitted to the Commission by the Wellington Branch of the Institute, and the case they presented was unanswerable. The only immediate result, however, was a temporary grant in 1913 to give relief to the most urgent cases. This was the first step

In 1914 a small increase in salaries was granted to teachers but this was soon nullified by the rise in the cost of living as a result of the war, when the value of the pound fell to only a little over half its normal standard. To meet this loss war bonuses were granted, which, in 1919 were converted into what were stated to be permanent additions to salary. In 1920 a general addition to the salaries of State servants was made - £50 in other State services and about £35 in the teaching service. In the former services there was a condition that if the cost of living fell, the £50 increase should be reduced in proportion, but no such condition applied to the smaller increase in the case of teachers. This was declared to be permanent, as in the case of the converted war-bonus; but when the Public Expenditure Adjustment Act was passed, the promise of permanence was ignored and the teachers were subjected to the same rate of reduction as the other services. It was quite useless for the Institute to protest against this breach of faith - the Government said it was to be done, and it was done. A noteworthy point about this addition to salaries was that it was to be distributed in the form of an assistant, in the hope of supplying a remedy for the evil of addition to the scale salary in proportion to the grading of a instability of staffs. The other new principle was that of differentiation between the salaries of men and women assistants. From its report welcomed this "as an acknowledgement of the principle of the payment of salaries on the basis of merit, by allotting the increases of salary in accordance with the grading marks of teachers in a certain salary group." This was the first step

(8) Reports of the N.Z.E.I. 1920. p.22.

in the realization of the Institute's desire to get away from the system of payment on average attendance. In 1922, a further addition was made to teachers' salaries as a result of a discussion which took place in 1920 which drew attention to the disparity between teachers' salaries and those of other services. Out of this a sum was set aside to provide "remote allowances" to attract a better class of teacher into rural schools. These continued in operation with good effect until in 1931, without notice, they were withdrawn by the Government.

It was mentioned earlier in this section that the Institute objected to the average attendance basis of payment of teachers' salaries. In 1919, the Institute's Executive submitted to the Minister a salary scheme based on grading, but it was not acceptable to the Government. In 1923, the Institute propounded a scheme based on similar principles but more elaborated, but this scheme also failed to be accepted. In 1924, an amended salary scale was issued containing two main features. The first of these was a reduction in the number of grades of positions of assistants, in the hope of supplying a remedy for the evil of instability of staffs. The other new principle was that of differentiation between the salaries of men and women assistants. From the introduction of that scale until 1931, there was no important development in salary regulations.

It seemed sure, however, that a scheme would shortly be set in motion and, at the Annual Meeting of 1904, the Voluntary Provident

5. Teachers' Superannuation: 1883-1930

The subject of superannuation for teachers who were no longer able to meet the requirements of the service, was an early concern of the Institute. The topic was first introduced in the presidential address of Mr Worthington in 1885, and a committee was set up in that year to consider the possibility of a scheme. Each subsequent year the matter was raised at Annual Meetings. In 1890 a definite scheme was proposed, which in essence was very similar to the scheme now in operation, but at this time the scheme did not get beyond the proposal stage. In 1891 a scheme for establishing a benefit society for teachers was suggested, but failed to win support. In 1899 it was decided to investigate the pension scheme newly established in England, but nothing came of it. In 1901 a Committee reported that it could suggest no scheme that teachers would be able to finance for themselves; but if the Government made a substantial grant the prospect would assume a different appearance. However, in despair, the members of the Institute turned their attention to the establishment of a Voluntary Teachers' Provident Fund. The fund was established but did not prosper, and the introduction of the Colonial Scale of Staffs and Salaries had brought the introduction of a superannuation scheme within the range of possibility. A Superannuation Bill was actually introduced in 1902 and circulated for consideration. It seemed sure, however, that a scheme would shortly be set in motion and, at the Annual Meeting of 1904, the Voluntary Provident

Fund was abandoned. The Bill was discussed at some length at the meeting of 1903. The passing of the Railways Superannuation Bill had given a lead to the discussion, and there was much difference of opinion as to the advisability of claiming an equally generous scheme for teachers. The Otago Branch of the Institute took a leading part in pressing for more favourable terms: but the reply of the Minister of Education, supported by the opinion of the Actuary, was that to accede to the suggestions made by the Institute would render the scheme unsound: and the Prime Minister said emphatically that he would be no party to introducing an unsound scheme. Discussions were continued and they reached finality in the passing of the Teachers' Superannuation Act in 1905, which became effective on the 1st January 1906. There are few achievements of the Institute more worthy of merit, and of more beneficial effect, both for the education system and for the teachers engaged in it than its success in establishing the superannuation scheme. It was a difficult task that began in 1885 and ended successfully in 1905. Mr Caughley, to draft a scheme. The scheme was out-

6. Classification and Grading of Teachers - 1883-1930

request was made that it be gazetted. In June 1916, the first One of the problems that caused the Institute much concern was the graded list of teachers was issued. The scheme has operated, method by which teachers were appointed. It was as a result of with amendments, until the present day and is now gradually giving successive demands first for uniform regulations, and later for a way to the new Appointments and Promotion scheme. promotion scheme, that there evolved the idea of a grading system. Several of the Education Boards had experimented with district schemes of their own for the better regulation of appointments,

and each of these had given general, if not complete, satisfaction to those concerned. The first of these district schemes was established by the Auckland Board in 1909, and the example was followed by the Taranaki, Wanganui and Hawke's Bay Boards. The four schemes mentioned above differed widely in detail, but they all worked reasonably satisfactorily. Many teachers and administrators began to ask the question: if a scheme worked satisfactorily in separate districts why should it not work in the Dominion as a whole? A further question asked was that if the scheme worked satisfactorily with regard to appointments, why shouldn't it also work when applied to salaries? Why not grade teachers according to their efficiency, and pay them a salary in proportion? As a result, the Institute modified its request for a promotion scheme which was changed in 1914, to a request for a Dominion grading scheme. The request was repeated in 1915 and at the Annual Meeting of 1916 the Minister of that day, the Hon. J.A. Hanan, said that he had commissioned the Assistant Director of Education, Mr Caughley, to draft a scheme. The scheme was outlined by Mr Caughley to the meeting and was approved, and a request was made that it be gazetted. In June 1916, the first graded list of teachers was issued. The scheme has operated, with amendments, until the present day and is now gradually giving way to the new Appointments and Promotion scheme.

7. The Education Boards

The Education Act of 1877 delegated wide powers to the Education

Boards and the part reserved to the Central Department was extremely small. This feature of the administration of education in New Zealand was discussed at some length by the Institute at its Annual Meeting in 1897. The president, Mr R.D. Stewart, said: "Provincial feeling and rivalry still ran high, and when the Education Bill was introduced into the House of Representatives, it was evident that it would, to a very great extent, be in the nature of a compromise. So many interests had to be placated, each province was so wedded to its local procedure, the question of reserves had to be most carefully considered, and naturally, the adherents of provincialism were tenacious of provincial rights".⁽⁹⁾

Later in the same address Mr Stewart said:-

"Whatever we may think of the necessity which exists today for Boards of Education, we must certainly admit that they have done good work in the transition from a provincial to a colonial system of administration. It is due to the integrity and sterling common sense of members of Boards that with a weak and divided system of administration we have had comparatively few abuses. The Board system has been elastic when elasticity was needed, and it may continue to exist for many years provided that the necessary reforms and adaptations to present circumstances are carried out."⁽¹⁰⁾

(9) N.Z.E.I. Handbook 1929.

(10) N.Z.E.I. Handbook 1929.

following The last quotation is particularly apt because 1897 was the year in which was completed the first important victory gained by the Institute over the Boards in the amendment to the Teachers' Court of Appeal Act.

Generally speaking, the relations between the teachers and the Boards have been, on the whole, friendly. Needless to say there have been differences, sometimes serious differences, and unfortunately some Boards have not always taken the educational point of view.

(One of the earliest points on which the Board system of administration was attacked by the Institute was the excessive number of districts and their unevenness in size and population. In 1893 the Institute made its first request for the amalgamation of the smaller districts. It took twenty years of effort to bring about partial amalgamation and this was not achieved until the Education Act of 1914. The Act provided for not more than nine Boards nor less than seven, the larger number afterwards being accepted on the recommendation of a commission appointed to investigate. The Institute had asked for not more than five Boards, but preferably four to correspond with the University Districts, and in giving evidence before the Commission, made strenuous but vain efforts in favour of the smaller number allowed by the Act.

There is little doubt that the attitude of the Boards has to a degree stood in the way of educational progress. The

following extract from the report of the Executive of ^{the} Institute in 1899, illustrates the feeling of the Institute at that time.

"Great questions such as centralizing the Inspectorate, Colonial Scale of Salaries, Freedom of Classification, the Minister, as might be expected, felt difficulty in dealing with, but promised to give them consideration. The political aspect of the question is the difficulty. The influence of the Boards is very great, and it would be almost impossible for any minister to deal with questions affecting Boards, such as the Centralizing of the Inspectorate, without first gaining the co-operation of the Boards." (11)

Another criticism of the Board system, rather than the Boards, is that Board members were jealous of their powers and unfortunately they strove to maintain them even at the price of progress. One of the most striking examples of this was their opposition to a colonial scale of salaries, despite the fact that on this depended the possibility of establishing a superannuation scheme.

The Institute has always aimed at a national system of education, single and all-embracing, which under the administration by the Boards is impossible. One of the worst evils arising from this feature was that connected with appointments. The Boards were very exclusive, and even within their own borders they were often accused of injustice. Even after the improvements in the Act in 1908 and 1914, the amalgamation of the Boards in 1916 and the basing of appointments on grading in 1920, there

(11) Reports of Institute 1899. Executive Report to Annual Meeting.

were so many complaints that in 1923 the Annual Meeting of the Institute in a resolution reciting a long list of instances of breach of the Act, "emphatically protests against such procedure, which undoubtedly frustrates the operation of the grading scheme as the basis for promotion, and as there is at present no effective machinery for redress provided by the Education Act, respectfully requests the Minister to take steps for the establishment of a Teachers' Appointment Appeal Board by means of which any teacher aggrieved may have immediate opportunity of having any (12) disputed appointment reviewed".

Even today. Another criticism of the Board system, rather than the Boards, is its expense. It was shown in evidence before the Commission in 1914 that the maintenance of so many separate offices and office staffs absorbed about thirty per cent of the part of the Boards' revenue that was subject to the discretion of the Boards.

Another weakness of the Board system of administration was the susceptibility of Board members to pressure for the multiplication of small and inefficient schools. In some districts, what have been called political schools, might almost be described as a feature of the landscape. The cost of building could not be met out of the building grant and recourse was had to the maintenance fund, and this entailed a reduction in teachers' salaries. Nor was this the worst result of that policy. There

(12) N.Z.E.I. Reports 1923, p.13.

were insufficient qualified teachers for the schools, and a steady decline in the quality of the teaching service went on.

The introduction of the Colonial Scale of Staffs and Salaries in 1902 took away the chief reason for the existence of the Boards. By the resumption by the Department of the control of the building funds and by the centralizing of the Inspectorate under the Education Act of 1914, the functions of the Boards were still further reduced, and it is reasonable to say that when in 1920 the appointments of teachers, except in special cases, were based upon the grading system, those functions came to an end. Even today, the Boards still exist, but all their activities are either under the direction of the Central Department or are subject to confirmation or veto by the Department. The Boards of today have no independent function or discretionary administrative authority.

but a mirage which was soon to be obliterated. In replacing progress, retrenchment became a stark reality. It was soon obvious to even the most optimistic that retrenchment in educational expenditure was to be the order of the day. New Zealand, along with other countries, was rapidly becoming engulfed in an economic depression. Education, along with other social services, was the victim of the ministerial "pruning knife".

The problem will be studied under the following headings:-

- (a) Educational Expenditure.
- (b) School Building and Sites.

Section Two

Chapter III

Educational Policy and the School System 1930-1936

It is intended in this section to trace in comparative detail the educational picture in New Zealand during the period 1930-1936.

Special emphasis will be placed on the rôle played by teachers during the "bleak age" in the history of New Zealand's education.

The publication of the Report of the Parliamentary Recess Committee on educational reconstruction in New Zealand in 1930, imbued all enthusiastic educators, both lay and professional, with a spirit of real optimism. Everybody looked forward to a period of reform, a period of educational enlightenment, a period of real progress. But their optimism soon proved to be nothing but a mirage which was soon to be obliterated. In replacing progress, retrenchment became a stark reality. It was soon obvious to even the most optimistic that retrenchment in educational expenditure was to be the order of the day. New Zealand, along with other countries, was rapidly becoming engulfed in an economic depression. Education, along with other social services, was the victim of the ministerial "pruning knife".

The problem will be studied under the following headings:-

- (a) Educational Expenditure.
- (b) School Building and Sites.

(c) The Staffing of Schools and Unemployment.

(d) Teachers' Salaries and Superannuation.

(e) Method of Instruction and Examination.

Education Expenditure for the period 1919 to 1938.

Growth of School Population for the period 1919 to 1938.

costs was not objectionable to many interested in education. The half a million pounds for buildings, and that is more teachers' organisations had long sought reforms in an administrative school and I know the education given there which they considered to be uneconomical. During the period 1931/32, substantial reductions in educational expenditure were effected but these reductions were not confined to administrative costs as suggested by Mr Atmore in his Report to Parliament in 1931. Mr Atmore resigned the portfolio of Education towards the end of 1931, one of the reasons given for his resignation being that he did not agree with the policy of his Government in reducing the country the education system cannot be carried on the vote for educational purposes to a bare minimum. The

(1) E.I. Report 1931, p.2.

(2) Christchurch Times, 11 November 1931.

(c) The Staffing of Schools and Unemployment. the cost of education

(d) Teachers' Salaries and Superannuation. this policy in view,

(e) Method of Instruction and Examination. has, appointed the Hon.

(f) ~~The Administration of Education.~~ Legislative Council, as Minister of

Education.

Finance and Fabric during the Depression Period

The appointment of Mr Masters was severely criticised. The total expenditure on education for the year ending 31.3.31 in various quarters by a large cross section of New Zealand's amounted to £4,174,885 as against £4,138,577 for the year ending 31.3.30. These figures show that the educational expenditure was in education. In an election speech in Christchurch in November 1931, the Prime Minister endeavoured to justify his selection of Education, the Hon. H. Atmore, sounded a note of warning. "Att-

Mr Masters. ention is being given to methods of decreasing administrative

(1) "We have been criticised over education but I can costs". say the Country cannot afford four million pounds per annum in its present condition. The Labour Party is making The desire of the Minister to reduce administrative must be realized that the people are asked to find costs was not objectionable to many interested in education. The half a million pounds for buildings, and that is more teachers' organisations had long sought reforms in an administrat- secondary school and I know the education given then ion which they considered to be uneconomical. During the period the cost can be kept down and I am certain that the 1931/32, substantial reductions in educational expenditure were lent and will not suffer in any way. Criticism has effected but these reductions were not confined to administrative of education to a member of the Legislative Council. costs as suggested by Mr Atmore in his Report to Parliament in Education Board for a number of years, who came from 1931. a Mr Atmore resigned the portfolio of Education towards the children. He is conversant with the working of the end of 1931, one of the reasons given for his resignation being standard of education will not be affected. I know that he did not agree with the policy of his Government in reducing the country the education system cannot be carried on the vote for educational purposes to a bare minimum. The

(1) E.I. Report 1931, p.2.

(2) Christchurch Times, 11 November 1931.

Government of the day was determined that the cost of education should be reduced substantially and with this policy in view, the Prime Minister, the Rt.Hon. G.W. Forbes, appointed the Hon. R. Masters, a member of the Legislative Council, as Minister of Education.

The appointment of Mr Masters was severely criticised in various quarters by a large cross section of New Zealand's people, particularly those directly concerned with or interested in education. In an election speech in Christchurch in November 1931, the Prime Minister endeavoured to justify his selection of Mr Masters.

"We have been criticised over education but I can say the Country cannot afford four million pounds per annum in its present condition. The Labour Party is making an effort to stir up the schoolteachers, but it must be realized that the people are asked to find three and a half million pounds for ordinary education, half a million pounds for buildings, and that is more than the Country can carry. I went to primary and secondary school and I know the education given then was as sound at a quarter of the cost. I am confident the cost can be kept down and I am certain that the education that will be provided will be really efficient and will not suffer in any way. Criticism has also been expressed at the allocation of the portfolio of education to a member of the Legislative Council. However, I selected a man who was chairman of an Education Board for a number of years, who came from a country district and realized the needs of country children. He is conversant with the working of the education system and can cut down costs so that the standard of education will not be affected. I know that teachers realize that in the present state of the country the education system cannot be carried on as before, and will be willing to assist the Government in any reasonable economy".(2)

(2) Christchurch Times, 11 November 1931.

Mr Forbes made it clear that economies in education were imperative and he implied that he had appointed the right man to carry out this unpleasant task. In the "Christchurch Sun" the Prime Minister at the same time, was reported to have said on the 17th November 1931, "Mr Masters is aware ^{that} those "frills" that were introduced into education in years of prosperity could be done away with". The "Christchurch Sun" in an editorial the following day asked the Prime Minister to indicate what he meant by the term, asking for a list of these so-called "frills". There is no record of a reply from Mr Forbes.

It was obvious to all at the end of 1931 that substantial reductions in education costs were forthcoming and people did not have long to wait before the nature of these 'cuts' was made public.

In his Report to Parliament in 1932 Mr Masters stated "Since assuming the portfolio of education on the 22nd September 1931 I have had the unenviable task of effecting reductions in expenditure in almost every branch of the service. Every care has been taken to effect economies that will have the least harmful effects on the service as a whole".

The above statement of the Minister proves conclusively that Mr Masters' prime function as Minister of Education was to effect economies, and he considered that he was doing his country

(3) Christchurch Sun, November 18, 1931.

(4) E.I. Report 1932, p.2.

(5) E.I. Report 1932, p.2.

a service if such economies were substantial.

The following figures indicate that Mr Masters implemented his plan with enthusiasm and efficiency.

In the year ended 31st March 1932 the total expenditure on education amounted to £3,469,843 as against £4,174,855 in the previous year, a decrease of £705,012. The Minister quoted the following figures in his Report to substantiate his claim that (5) reductions were being effected.

Reductions in Expenditure 1931/32 compared with 1929/30

	Expenditure 1929/30	Expenditure 1931/32	Reduction
	£	£	£
Teachers' Salaries	2,626,628	2,346,943	279,685
Subsidies to schools	39,768	2,132	37,636
Maintenance of buildings	154,995	106,480	48,515
Manual instruction	90,915	73,156	17,759
Grants to teachers' Super- annuation Fund	143,000	43,000	100,000
Education Board Adminis- tration	39,148	34,633	4,515
New Buildings, sites and additions	443,885	259,932	183,953
Totals	£3,538,339	£2,866,276	£672,103

Total reduction in education grant £672,103

It is interesting to note that the aspect of the grant that was reduced least was the amount voted for Education Board administration. This was one section of the grant that could have

(5) E.I. Report 1932, p.2.

been substantially reduced without inflicting any adverse effects on the education system as a whole. The National Expenditure Commission^{had} recommended the abolition of Education Boards.

thesis. There is little doubt that the aforementioned reductions were substantial, but the Minister issued a warning that further reductions were contemplated and would be implemented as soon as it was administratively convenient.

	1928-32	1932-33	Reduction
Gross expenditure (including buildings, additions etc.)	£4,181,778	£2,957,196	£1,224,582

"Additional economies were decided upon subsequent to the 31st March 1932.

(1) A further reduction in teachers' salaries ranging from five per cent to twelve and a half per cent.

(2) The raising of the school age of admission from five years to six years.

(3) The limitation of overscale salaries.

(4) The withdrawal of grants for sewing and science.

(5) The reduction in grants to primary and post-primary Boards for administration.

(6) The closing of two teachers' training colleges, one at Wellington and the other at Dunedin.

(7) A reduction in the allowances payable to training college students and the withdrawal of grants to kindergartens".

The disastrous long-term effects of the above reductions were not fully appreciated at the time they were inaugurated, but strong opposition to their enactment was provided by the Teachers' Association. The Minister, who was not

(6) E.I. Report 1932, p.3.

Organisations, particularly the New Zealand Educational Institute. The actual part played by the Institute in the handling of this crisis will be discussed in detail in a later section of this thesis.

The undermentioned tables indicate the extent of these reductions.

	<u>1928-32</u>	<u>1932-33</u>	<u>Reduction</u>
Gross expenditure (including buildings, additions etc.)	£4,181,778	£2,957,196	£1,224,582

These figures show that the education grant was reduced by almost thirty per cent. Few of the most ardent critics of New Zealand education ever claimed that one third of the money spent on education was virtually wasted, but Mr Masters contended that neither the system as a whole nor the children as individuals would be affected adversely by these sweeping reductions. It might fairly be asked, why such drastic reductions were tolerated let alone sanctioned, by a Parliament which had been elected in conformity

with democratic procedure? The only tangible conclusion that can be drawn is that our parliamentary representatives were overwhelmed by the complexity of the adverse economic conditions that prevailed at the time and many of their decisions were ill-considered, ill-deliberated and badly enacted. To say there was no opposition quick to utilize any suggestions submitted to him pertaining to additional reductions in expenditure and on more than one occasion in the House of Representatives; one in particular was Mr Peter Fraser, Labour member for Wellington Central, and a fearless critic of the Masters' administration. The Minister, who was not

a member of the Elected Assembly, sat in the comparative tranquility of the Legislative Council, while his Cabinet colleagues endeavoured to justify his administration before a most critical and often hostile opposition.

The following statement made by the Minister in his 1932 Report indicates how unaware he was of public opinion that existed outside his own political circle.

"As was to be expected, considerable opposition was met with when it was known that the education expenditure was to be reduced, but with a true realization of the strained position of the finances of the Dominion this gradually disappeared and generally speaking, the attitude of the various organisations changed to one of helpful co-operation. As a result, a very difficult and unpleasant task was rendered much lighter and the thanks of the Government are due to all those who gave such valuable assistance during the period of stress".

There is little doubt that the Teachers' Organisations did render a valuable service to the Government and they were only too willing to co-operate and were prepared to compromise on several issues, but it is fair to say that this co-operation was only partially reciprocated by the Minister. Mr Masters was quick to utilize any suggestions submitted to him pertaining to additional reductions in expenditure and on more than one occasion these suggestions were accepted by the Minister as additions to

(7) E.I. Report 1932, p.3.

(8) E.I. Report 1933, p.2.

his already substantial list.

An important legislative change enacted during the year was the introduction of legislation to give wider powers to the Minister. As a result of this legislation the Minister was authorised to close or consolidate schools at his discretion.

Mr Masters' second Report to Parliament provided more pleasant reading than did his inaugural official statement, but the prospects for real progress were exceedingly slight. The Minister made the following statement in his report. "It was not found necessary to introduce new economies in education". (8)

By this time Mr Masters realized that he had gone far enough in his policy of retrenchment and that any further reductions could wreck the system entirely.

To say that Mr Masters did not have ardent supporters outside his own parliamentary colleagues would be quite erroneous. Strong pressure groups gave him their full support and assistance. The following quotation expresses the feelings of the Wellington Chamber of Commerce on the school-leaving age.

"Speaking generally the children of unenlightened parents would not gain benefit from a longer period at school and effect during the later part of 1932 and also that a number of the original reductions did not become fully effective until late in the fourth standard (about eleven years of age) children of but moderate mental development should not be definitely prepared for the type of work to which their mental capacity and natural ability

(8) E.I. Report 1933, p.2.

made them best suited. It might be that further education along general lines would not fit them for the modest rôle nature (9) intended them to play in life".

The following table discloses the financial cost of education as at the 31st March 1933.

	<u>Primary Education</u>	
	Year ending 31.3.32	Year ending 31.3.33
	£	£
Teachers' salaries	1,574,850	1,412,173
Education Board Administration Grants	34,633	29,292
School Committee Allowances	101,633	101,216
School buildings, sites, maintenance	94,691	61,112
Conveyance of pupils	87,846	79,089
Manual instruction	73,156	71,896
Totals:	£1,966,809	£1,654,778

The reduction in expenditure for the year ending 31.3.33 was (10) £312,031.

The basic reason for the reduction in expenditure in 1933 The period 1932-1934 can be justifiably termed the "bleakest" age was that a series of further reductions detailed earlier came into in the history of New Zealand education in the twentieth century. effect during the later part of 1932 and also that a number of the Mr Masters had achieved his aim, "to dispense with unnecessary original reductions did not become fully effective until late in frills in education". The Minister never ever stated what these 1932 and during the early part of 1933.

(9) Christchurch Times, December 8, 1933.

(10) E.2 Report 1933, p. 4.

The Minister gave little encouragement to those people who hoped for an overall improvement in 1934. There was no suggestion that an increase in the education vote was imminent.

In actual fact the official statistics disclose a further reduction in the education vote. This reduction was due to several causes, but the two main causes were:- (a) ~~to~~ the closing of the two remaining teachers' training colleges at Auckland and Christchurch, (b) the full effects on the schools of the exclusion of the five-year-olds. The reason submitted by the Minister to justify his decision to close the training colleges at Auckland and Christchurch was that as there was an oversupply of trained teachers, it was deemed advisable not to train any more. This oversupply of teachers had been accentuated by the raising of the age of admission to six years. However, what the Minister failed to realize, or perhaps did not want to realize, was that the teachers who would have been trained during 1934 would not be eligible for permanent appointments until 1937. This action amounted to a further reduction in educational expenditure and had a most detrimental effect upon the education of children in subsequent years.

The period 1932-1934 can be justifiably termed the "bleakest" age in the history of New Zealand education in the twentieth century. The total expenditure for the year ending 31st March 1935 amounted to £2,926,606 as against £2,795,170 in the previous year, an increase of £125,435. The above figures do not require frills in education". The Minister never ever stated what these a great deal of elucidation, but they do reveal that the downward "frills" were, but a student of his administration can draw but trend in educational expenditure had been halted. one broad conclusion: that many aspects of education that were

(11) E.I. Report 1935, p.2.

termed "essential" by Mr Masters' predecessors, were reputed to be unnecessary "frills" by the Coalition Government.

During the later part of 1934 and during 1935 education in New Zealand showed signs of recovering from a serious malady that had proved almost fatal. Mr Masters resigned his portfolio towards the end of 1934 and was succeeded by the Hon. S.G. Smith, a former Chairman of the Taranaki Education Board. In his capacity as Chairman of the Taranaki Board, Mr Smith had on several occasions voiced strong disapproval of educational legislation introduced by his own Government. In his first Report to Parliament, Mr Smith made no rash promises, but he said, "Notwithstanding that the economic condition of the country has not yet returned to normal, it has been possible to restore some of the items in educational expenditure that had to be eliminated during the worst years of the depression. From the 1st April 1934 teachers' salaries were increased by five per cent. The grant for handwork material has been restored, incidental expenses of School Committees and School Boards have been increased, and additional grants have been made for school buildings." (11)

The total expenditure for the year ending 31st March 1935 amounted to £2,926,606 as against £2,795,170 in the previous year, an increase of £125,435. The above figures do not require a great deal of elucidation, but they do reveal that the downward trend in educational expenditure had been halted.

(11) E.I. Report 1935, p.2.

The gradual return to normal was exceedingly slow, but nevertheless it was a movement in the right direction. The salaries of rationed teachers were increased by seven and a half per cent and towards the end of 1935, a partial restoration of the grant formerly voted for the support of Free Kindergartens was authorised. The supply of handwork materials was resumed during the year, and about half the normal quantity was distributed.

A General Election was held in November 1935 and the Coalition Government was overwhelmingly defeated by the Labour Party which assumed control of the Treasury Benches. The portfolio of Education was allotted to Mr Peter Fraser, the deputy-leader of the Party. When the appointment of Mr Fraser was announced, the vast majority of people interested in education looked with optimism to a period of unstifled progress. Mr Fraser had graduated from the Opposition ranks as a champion of popular education. He exercised a genuine interest in the welfare of children and it was generally agreed that the choice of Mr Fraser for the portfolio of Education was a wise one on the part of the Prime Minister. Educational reconstruction was one of the major planks of the election policy of the Labour party. On assuming office Mr Fraser was fully aware of the fact that it was his duty to implement his party's policy as soon as practicable. There is little doubt that the education policy of the Labour Party was instrumental in assisting the Party to gain

control of the House of Representatives.

In his first Report on education the Minister stated:-

"On assuming the control of the Portfolio of Education I found that the most pressing educational question before the Government was that of the re-admission of the five-year-olds. The decision to admit these children involves a reconsideration of the supply of teachers, and the rapid absorption during the year of teachers who had been employed as supernumeraries under the rationing scheme has made it evident that a shortage would be experienced towards the end of 1936, due partly to normal losses from the service and partly to the re-admission of children of five years of age. It was decided accordingly to increase the admissions to the training colleges in 1936 to eight hundred. It was decided to re-open the training colleges at Wellington and Dunedin".

The Minister sensed the urgency of the situation and acted expediently. The re-admission of the five-year-olds was a most progressive step and the children who had been deprived of the advantages of school by Mr Masters were once more permitted to join the ranks of school children. Mr Fraser also indicated his awareness of the necessity for providing teachers for these new entrants.

The following were the educational aims of the Government. "It will be the aim of the Government to restore as soon

(12) E.I. Report 1936, p.3.

(13) E.I. Report 1936, p.3.

as possible the educational facilities that were curtailed during the past few years.

The Government will address itself to the improvement and ultimately the re-organisation of the education system. The survey made in 1930 will be brought up to date and a plan of re-organisation will be adopted within a reasonable period. In the development of the system provision will be made for a liberal and suitable education for all the young people of the Dominion and every endeavour will be made to give the country children the same educational advantages as enjoyed by those who reside in the cities.

The consolidation of the Education Acts is long overdue and this matter will come up for review as soon as possible". (13)

Educational expenditure for the year ending 31st March 1936, amounted to £3,316,992 as against £2,929,992 for the year ending 31st March 1935, an increase of £396,386.

Even though the Labour Government had^{only} been in office for four months the educational expenditure showed a substantial increase. In all fairness to the Hon. S.G. Smith, all the credit for this increased expenditure cannot be credited to the Labour administration as official statistics show that Mr Smith was responsible for the acquiring of a considerable proportion of the additional £400,000 voted for educational expenditure during the year.

The achievements of the Ministry of Mr Fraser do not fall within the scope of this thesis, but the aims of the Government indicate clearly that progress was the basis of the Government's programme.

The aforementioned facts and figures clearly indicate that the "depression era" in education was indeed a sordid one. The lives and opportunities of thousands of children were considerably impaired, the younger children were excluded from school and kindergarten, when their home conditions, in the majority of cases, were unbelievably poor. These children were forced to remain in homes that were almost devoid of normal amenities and where every penny earned was used to provide the bare necessities of life. The school itself tended to become more of a factory for the teaching of the basic skills, reading, writing and arithmetic, instead of an institution in which the child could develop into a well-adjusted, clear-thinking, democratic individual. The size of classes increased, schools became more drab and many received no maintenance. Hundreds of schools deteriorated through lack of paint and quite often thousands of children spent the winter months in cold unhospitable surroundings because School Committees did not have sufficient funds with which to purchase fuel.

The Labour Government improved conditions quickly, the system was soon brought up to pre-depression standards and a changed philosophy of education was shown to be evolving.

During 1930 steady progress was made in the providing of material conditions that were reasonably satisfactory for the education of children. Additional accommodation was provided where the necessity arose, particularly in newly settled districts. In some Education Districts out-of-date schools were modernised or completely rebuilt. Experiments were tried with open-air classrooms. Official reports indicate that the authorities were somewhat at variance in their opinions on this experiment. However, the Minister, the Hon. H. Atmore, stated in his Report in 1931 that it was the intention of the Government to proceed with the building of open-air classrooms in suitable localities.

An important legislative amendment was enacted during 1931. The 1931 Finance Act (No.2) repealed the Education Purposes Loan Act 1919 and abolished the Education Loans Account. As a result of this new legislation, finance required for the erection of school buildings was to be paid out of the Public Works Fund and was to be appropriated by Parliament for the purpose.

The following figures indicate that the amount expended by the Education Department on new buildings, additions, sites and teachers' residences for the year ending 31st March 1931 was:

- (14) E.I. Report 1931. p.9.
(15) E.I. Report 1932. p.7.

£

The only item of expenditure that was not reduced during 1932 was the sum authorised for Native school buildings. In actual fact there was a saving of expenditure, over grants for other schools were reduced, particularly training colleges and kindergartens. The grants for primary schools was inadequate as the grants for maintenance for this branch of the service had never been liberal.

"Public schools	202,209
Training Colleges	9,080
Native Schools	8,872
Schools for mentally backward	5,110
Child-welfare institutions	1,660
Kindergartens	1,747
Total Expenditure - Primary	£228,678 " (14)

As a result of the employment of unemployed labour, During 1932 the provision of school buildings was considerably curbed and before a new building was approved, exhaustive enquiries were made as to the necessity for the provision of new accommodation or for the necessity of additions. The following table compares the expenditure approved for school buildings during 1931 and 1932.

The following figures set out the position clearly:

"Educational Institutions	<u>1931</u> £	<u>1932</u> £
Primary schools	202,209	126,778
Training colleges	9,080	1,228
Native schools	8,872	14,433
Schools for mentally backward	5,110	199
Child Welfare institutions	1,660	714
Kindergartens	1,747	54
Total Expenditure	£228,678	£143,406
Reduction in Expenditure:	£85,272	" (15)

(14) E.I. Report 1931. p.9.
 (15) E.I. Report 1932. p.7.
 Total Reduction 1933: £109,170

(16) E.I. Report 1933, p.5.

The only item of expenditure that was not reduced during 1932 was the sum authorised for Native school buildings. In actual fact there was an increase in expenditure, however grants for other schools were substantially reduced, particularly training colleges and kindergartens. The sum granted for primary schools was inadequate as the grants for maintenance for this branch of the service had never been liberal.

As a result of the employment of unemployed labour, school grounds benefited considerably, and the Auckland Education Board expressed its gratification at the work being carried out in this direction.

During 1933 the sum spent on school buildings was very meagre.

The following figures set out the position clearly:

" Comparative Table of Expenditure " (16)

	<u>1930-31</u>	<u>1931-32</u>	<u>1932-33</u>
	£	£	£
Primary schools	202,209	126,778	33,531
Training colleges	9,080	1,228	Nil
Native schools	8,872	14,433	704
Schools for mentally backward	5,110	199	Nil
Child welfare institutions	1,660	714	Nil
Kindergartens	1,742	54	Nil
Total Expenditure	£228,678	£143,406	£34,235 " (16)
Total Reduction 1933: £109,170			

(16) E.1. Report 1933, p.5.

These figures show that a reduction of £194,442 was made in the short period of two years. Maintenance virtually came to a standstill and no new buildings were erected. It seems fantastic that any Government, irrespective of the economic climate, could refuse to maintain millions of pounds worth of assets. This policy was extremely short-sighted and was responsible for heavy maintenance costs in subsequent years.

The Education Boards ^{voiced} their disapproval of the Government's policy and the following extract indicates the feelings of one Board; Auckland. "School Accommodation - The Board regrets the necessity to defer building works through lack of funds, the necessity to enlarge schools has been postponed temporarily in some districts through the exclusion of the five year olds. There are, however, many instances where the need for proper school accommodation is urgent, particularly in country districts where school is held in unsuitable privately owned dwellings. The Board trusts that the Government will be able to deal with these urgent cases from time to time as funds permit". (16)

During 1933 the sum spent on primary and native schools amounted to only £50,260. Thus for two years in succession, no maintenance was effected. During the period 1934/35 little improvement was shown. Primary school maintenance grants were reduced to £35,100, while Secondary schools received an increase

(16) E.2. Report 1933, p.22. Only two Reports were published in 1933, E.1 and E.2. An economy measure.

of approximately £10,000. During this period there had been a change of Ministers, but there was no change in the Government's financial policy as it affected school buildings.

(1) The Staffing of Schools
There was a marked improvement during the period 1935/36 and the total expenditure on buildings, maintenance, sites etc. A reduction in the size of primary school classes had been the aim was increased by £80,000.

The total expenditure for 1936/37 was increased by a further £150,000. The figures indicate, therefore, that the expenditure on buildings was increased to the extent of £230,000 in a matter of two years. The credit for these increases is due almost entirely to the efforts of the Hon. P. Fraser.

In 1930 the Minister of Education, the Hon. H. Atmore, School buildings deteriorated rapidly during the depression period and the task of the post-depression Government was an unenviable one if school buildings were to be restored to their pre-depression standard.

classes throughout New Zealand. The expenditure involved in buildings for additional classes and in providing additional assistants would be too great to consider at present".

What the Minister did not point out, however, was that there were numerous teachers, five hundred in all, who were without permanent appointments and who had little opportunity of obtaining permanent positions in the immediate future. The Teachers' Institute suggested to the Minister that a reduction

(1) E.I. Report 1930. p.2.

in the size of classes would Chapter IV the problem of unemployed teachers. The Minister declined to take action in this direction. Personnel and the educational process under Depression conditions

(1) The Staffing of Schools

During 1931 the lack of teaching positions became more acute and over seven hundred teachers were unable to find permanent positions. A reduction in the size of primary school classes had been the aim of the Teachers' organisations for many years prior to the advent of the economic depression. The "Atmore Report" recommended assistants despite the fact that classes in city schools were very large. Classes of seventy were quite common in the larger schools. Teachers were available, but finance was not forthcoming. The "Atmore Report" recommended that classes should be reduced in size and teachers and parents looked forward hopefully to the implementation of this recommendation. During 1932 a rationing scheme was drawn up. The basis of the scheme was to give part-employment to all unemployed teachers.

In 1930 the Minister of Education, the Hon. H. Atmore, said in his Report to Parliament:-

"The financial position has precluded any definite progress in the scheme for the reduction of large

classes throughout New Zealand. The expenditure involved in buildings for additional classes and in providing additional assistants would be too great age to six. The Education Board (1) found it almost impossible to consider at present".

What the Minister did not point out, however, was that there were numerous teachers, five hundred in all, who were without permanent appointments and who had little opportunity of obtaining permanent positions in the immediate future. The

Teachers' Institute suggested to the Minister that a reduction

(1) E.1. Report 1930. p.2.

in the size of classes would solve the problem of unemployed teachers. The Minister declined to take action in this direction. As an expediency to provide employment for a larger number of young people the scheme fulfilled its promise

During 1931 the lack of teaching positions became more acute and over seven hundred teachers were unable to find permanent positions. The Minister refused to appoint additional assistants despite the fact that classes in city schools were very large. Classes of seventy were quite common in the larger schools. Teachers were available, but finance was not forthcoming. During 1932 a rationing scheme was drawn up. The basis of the scheme was to give part-employment to all unemployed teachers classified as Grade I assistants, relieving teachers, and probationary assistants. The rationing scheme helped to alleviate the distress among young teachers, but it was by no means a solution to the problem. It is interesting to note that at this time Mr Smith was Minister of Labour in the Government, but despite his Cabinet rank, he was unable to influence his colleague, the

The rationing scheme was continued during 1932/33, but the problem was aggravated by the raising of the school admission age to six. During 1934 the full effects of the raising of the school leaving age became apparent and over two thousand young teachers were without permanent appointments. In 1935 Mr Smith became Minister of Education, but the rationing of teaching positions continued. The scheme was finally abandoned on the 1st February 1936 by the Hon. P. Fraser. The Education Boards voiced their strong disapproval of the rationing scheme.

During the depression years the 'lot' of the young
In 1933 Mr S.G. Smith, Chairman of the Taranaki Education

Board made the following statement:

"As an expediency to provide employment for a larger number of young people the scheme fulfilled its promise to a limited extent; but the scheme has been too much under the domination of the Department to produce the best results. The continuance of the scheme for a longer period than is necessary is undesirable. These

(2) young inexperienced teachers are placed in charge of classes for three months and are then removed; the frequency of these changes is not in the best interests of the child and has caused some concern among head-
(2)
masters, School Committees, and parents".

It is interesting to note that at this time Mr Smith was Minister of Labour in the Government, but despite his Cabinet rank, he was unable to influence his colleague, the Minister of Education, the Hon. R. Masters. During 1934 the full effects of the raising of the school leaving age became apparent and over two thousand young teachers were without permanent appointments. In 1935 Mr Smith became Minister of Education, but the rationing of teaching positions continued. The scheme was finally abandoned on the 1st February 1936 by the Hon. P. Fraser.

During the depression years the 'lot' of the young

(2) E.2. Report 1933. p.23.
in New Zealand (Report of the Parliamentary Recess Committee), p.60.

teachers was extremely difficult and it had an adverse influence on the careers of thousands of young men and women. The distress caused was great and the requests from young teachers to the New Zealand Educational Institute for financial assistance make pathetic reading. The rôle played by the Institute in an endeavour to overcome this catastrophe will be discussed in detail in a subsequent chapter of this thesis.

(2) The Salaries and Superannuation of Teachers

Teachers' salaries have never been over-generous in New Zealand and this factor has always had an adverse effect on the staffing of schools with well qualified teachers. The ~~recommendations~~ ^{Report} of the Parliamentary Recess Committee on education made the following recommendations regarding the salaries of teachers.

"That a new salary scale be prepared covering the whole Education Service, with a view to the elimination of anomalies at present existing between the primary, secondary, and technical services, and between men and women teachers; and that this scale should be based upon the principle of the payment of the teacher instead of the payment of the position, together with recognition of family responsibilities".

The above recommendations indicate that the teacher should be the important factor and not the position held. The teachers' organisations had for many years pressed for the payment

(3) Educational Reorganisation in New Zealand (Report of the Parliamentary Recess Committee), p.60.

of the teacher and not the position, and in 1930 this principle was given Parliamentary approval. Teachers looked forward to a new and more liberal salary scale, but their ambitions and hopes were soon diminished and instead of receiving increments in salary, reductions were imminent.

Under the provisions of the Finance Act 1931, the salaries of all teachers, in common with those of Public Servants, were reduced by ten per cent as from the 1st April 1931.

The following table details the teachers' salaries year ending 31st March 1933 was £1,412,173, a reduction of (primary) in 1931, prior to the abovementioned reduction. £162,677 on the previous year. Teachers' salaries were reduced

"Average salaries 1931"	
Men and Women	£255
Men	£320
Women	£218 " (4)

The total spent on salaries for the year ending 31st March 1931 was £1,812,020.

In 1932 salaries were reduced by ten per cent. The average salaries paid during the year ending 31st March 1932 were Men and Women £228: Men £283: Women £195. The total salaries for the whole service was £1,574,850, a reduction of £237,170.

In accordance with the provisions of the National Expenditure Adjustment Act 1932, salaries were further reduced. The reductions made were:-

(4) E.1. Report 1931, p.19. had a most adverse effect on the morale

5% on salaries not exceeding £225 per annum.
10% " " between £226 and £720 per annum.
12½% " " in excess of £721 per annum.

The second reduction inflicted severe hardships on many teachers, particularly the teachers in the £226-£720 salary group. A large number of the teachers in this group had heavy family commitments and they found it most difficult to honour their financial obligations.

The total expenditure on teachers' salaries for the year ending 31st March 1933 was £1,412,173, a reduction of £162,677 on the previous year. Teachers' salaries were reduced by the sum of £402,352 during the period 1932/33, an overall reduction in salaries of more than twenty per cent.

In accordance with the provisions of the Finance Act 1934, teachers' salaries were increased by 5 per cent as from the first of April 1934. The 1934 increase was very small, but it was indicative of the times and proved to teachers that further reductions were not contemplated.

The above figures covered only those teachers who were permanently employed. As stated earlier in this chapter, there were over two thousand young teachers who were being paid at rates well below those quoted above. Rationed teachers received £80 per annum and training college students were paid at the rate of £20 per annum.

Male Members: Forty years service or compulsory retirement at 65

Salary reductions had a most adverse effect on the morale

of teachers and indirectly reduced the teaching efficiency, and as a result the children in the schools did not receive maximum benefit from their schooling.

At the end of 1935 there was a change of Government and the new Government promised to investigate the salary situation as a whole, with a view to rectifying any individual anomalies. At the beginning of 1936 the "rationing scheme" was abolished and all the teachers were paid in accordance with the standard salary rates prescribed by the Act. A new and comprehensive salary scale for the whole service was promised by the Government in 1936.

(3) Superannuation

Superannuation is a definite asset to members of the teaching profession, an asset that many other professional people do not enjoy. After a male teacher has completed forty years continuous service, he is entitled to retire on a pension that provides him with sufficient income to live an independent and work-free life. The Superannuation scheme was introduced shortly after the turn of the present century and was to be a contributory scheme on the part of members with a Government subsidy that was to be adjusted from time to time, in accordance with the financial needs of the Fund.

In 1930 the conditions of retirement were:-

Male Members: Forty years service or compulsory retirement at 65 £17,000 annually, together with such other sums as were deemed

years of age. If the contributor was declared medically unfit for further teaching duties, he was eligible to retire on a reduced pension from the date of the medical declaration.

Extended Provisions in the Act provided for retirement at sixty years of age or fifty-five years or age, with thirty years service, or after the completion of thirty-five years service irrespective of age. All pensions granted under the extended provisions were to be subject to an actuarial reduction.

Female Members: Thirty years service or compulsory retirement at

fifty-five years of age. If a contributor was declared medically unfit, she could retire from the date of the medical declaration on a reduced pension.

Extended Provisions in the Act provided for retirement at fifty years of age at a reduced pension.

The basis of calculation of the retiring allowance for ordinary retirement was to be one sixtieth of the annual salary for every year of service, up to forty years with a maximum superannuation of £300.

The pensions awarded to dependants were:-
Widows to receive thirty-one pounds per annum and children up to and including fourteen years, twenty-six pounds per annum.

How the Scheme was Financed:

In accordance with the provisions of the Superannuation Amendment Act 1912, the Government subsidy to the scheme was to be £17,000 annually, together with such other sums as were deemed

necessary from time to time in accordance with the recommendations of the Actuarial Report.

The following table shows the annual subsidy required to keep the Fund financial from 1921 onwards.

"(i) The amount actually required; (ii) the amount actually paid; (iii) the deficiency in the subsidy; (iv) the surplus shown in the Consolidated Fund for the year in question.

Year	Subsidy Required	Subsidy Paid	Shortage	Surplus Consolidated Fund
	£	£	£	£
1921	68,000	43,000	25,000	-33,983
1923	73,617	71,583	20,840	1,315,685
1924	93,000	63,883	29,167	1,812,365
1925	137,000	68,000	69,000	1,243,800
1926	137,000	68,000	69,000	1,155,679
1927	137,000	68,000	69,000	587,000
1928	173,000	68,000	105,000	---
1929	173,000	68,000	105,000	179,076
1930	173,000	68,000	105,000	5,772,252 " (5)

As at the 31st January 1932, the total subsidy paid by the Government to the Teachers' Superannuation Fund was £972,607. This sum was in effect £314,168 short of the sum actually paid to super-annuitants for non-contributory service. The allowances payable to above recipients were the responsibility of the Government, not the contributors to the Fund. In this respect the Government failed to meet its obligations.

(5) National Education, October 2 1933, p.396.

(6) E.8 Report 1932, p.5.

When the liability for non-contributory service is omitted from the calculations, it is clear that the total subsidy represented less than ten shillings for every pound paid in by the contributors. The above figures prove conclusively that the Government was guilty of a breach of contract with the contributors to the Teachers' Superannuation Fund. the last three years.

In 1932 the following statement was made by the Government Actuary.

"I would be lacking in my duties if I did not enunciate the general principle that no additional financial strain should be imposed on the Teachers' Superannuation Fund by policy measures by the Government".⁽⁶⁾

In 1933 a draft Superannuation Bill was circulated.

The main features of the proposed Bill were:

Males: Full retiring allowance at sixty-five years of age or sixty years of age on the completion of forty years service.

Females: Fifty years of age with thirty-five years' service with compulsory retirement at fifty-five years, irrespective of service.

Medically unfit contributors (both male and female) eligible to retire on a reduced pension from the date of the declaration of medical unfitness.

Extended Provisions of the Bill: Males eligible to retire at fifty-five years of age if they had completed forty years service. Females eligible to retire at fifty years of age if they had

(6) E.8 Report 1932, p.5.

completed thirty years service. In both cases pensions were to be subject to actuarial deductions.

Retiring Allowances: To be calculated on the basis of one sixtieth of the annual rate of salary (last three years) multiplied by the number of years of service. The retiring allowance was not to exceed two-thirds of the average salary for the last three years. Provision was made for the abolition of the £300 limit on all pensions.

Financial Procedure in Subsidising the scheme: A subsidy of £43,000 to be paid in the year of the passing of the Act with a view to encourage teachers (particularly young teachers) to experiment with new techniques and methods. The Training in which the Act becomes operative and in each succeeding year Colleges were doing their level best to inculcate new ideas and thereafter.

This Bill was a much better Bill all round but it had not been introduced into Parliament by November 1st, 1935.

(4) Methods of Instruction and Examinations

By the year 1930 the vast majority of clear-thinking citizens realized only too well that the education of children, irrespective of age, was a most complex and exhaustive process. People other than professional educators were expressing their views publicly and they all claimed that the limited type of schooling provided in the past decade was not sufficient to equip a child satisfactorily for the rôle he would be expected to play in a society of the future. Both the Government and the Education Department were

fully alive to the necessity of broadening the primary school curriculum.

As stated in an early section of this thesis, a new syllabus was published in 1928 and by 1930 it was being implemented in the vast majority of public schools. The private schools were more reticent to depart from the more traditional approach to learning and teaching.

Teachers were permitted a greater freedom in the creation of their schemes of work and the inspectors did their utmost to encourage teachers (particularly young teachers) to experiment with new techniques and methods. The Training Colleges were doing their level best to inculcate new ideas and ideals into the minds of their teacher trainees. Less emphasis was placed on the 'basic subjects' and more attention was given to the aesthetic aspects of education. A greater proportion of time was allocated to the study of English literature, physical education, nature study and geography and history were made more interesting and realistic.

Less emphasis was placed on examinations and head teachers were requested to recommend pupils for accrediting for the proficiency examination, the only remaining external examination conducted in the primary school. Teachers were becoming more aware of the individuality of the child and classes of children were beginning to be looked upon as a group of individuals, each possessing individual characteristics and differences.

(8)
Much of the good work that was being done by teachers in the schools and which was being encouraged by Departmental officials was adversely affected by regulations enacted by the Masters administration. The proficiency examination was not only the final test of the primary school course, but was also a Junior Free Place examination for entrance to secondary schools. If a pupil failed to pass the examination, he was not entitled to free post-primary education. The Minister was determined to reduce the number of entrants to the secondary schools and thus reduce costs. Mr Masters considered the vocational aspect of education to be of paramount importance. In 1931 all candidates were required to sit the proficiency examination. Passes were granted on the results of a written examination, together with class records. (7) "The examination was made more difficult". In connection with this topic the Minister made the following statement. Teachers were forced to devote the greatest proportion

"During the past few years the practice of awarding proficiency certificates on the accrediting scheme has become more widely adopted. It is desirable that the accrediting scheme should be periodically overhauled and the results secured by accrediting subjected to an examination test. In 1931 a ~~test~~ test was made and will for checking purposes be repeated in 1932. It is anticipated that these investigations will show whether or not the method of allowing headteachers to accredit their candidates

(7) E.2 Report 1932, p.2. Statement by Chief-Inspector of Primary Schools.

was placed on the basic subjects from Standard One upwards. For

(8) E.I. Report - 1932 - Page 4.

(8)

can be safely continued".

The Minister offered the excuse that the examination was made compulsory for checking purposes. He did not mention that the examination had been made more difficult or that his main aim was to reduce the number of entrants to the secondary schools.

The examination was extremely restrictive in its coverage. The subjects examined were English: Composition 100; Formal English 50; Arithmetic 100; Writing 25; Spelling and Dictation 25; Reading and Recitation 100. A candidate was required to obtain 240 marks out of a total of 400 marks to secure a pass.

If a candidate's total was just short of the required number, a credit could be granted for very good work in history or geography.

(1) "over promotion of pupils, especially in schools where the accrediting system was in operation. Where this took place over a number of years pupils reached Form II poorly prepared in the curriculum. Teachers were forced to devote the greatest proportion of their teaching time to the above subjects. History, geography, nature study and literature received very scant attention. Too many people judged the efficiency of a school on its percentage of proficiency passes.

Unfortunately, the restriction placed on schools by the imposition of a compulsory examination for proficiency certificates, affected not only the teaching in Form II classes, but in all classes of the schools. Teachers set out to prepare their pupils for proficiency from the very beginning and great emphasis was placed on the basic subjects from Standard One upwards. For

many pupils school was a drudgery and it was not uncommon to find a number of pupils of thirteen years of age retained in Standard Four. Such pupils were socially maladjusted and were awaiting an opportunity to leave school. Unfortunately occupations were difficult to obtain when pupils left school and employers always gave preference to applicants who held their proficiency certificate. In his Report to Parliament in 1933, the Chief-

Inspector of Primary Schools said:-
The results of the examination held in 1931 showed that the average number of passes declined by 11.9 per cent on the previous year. Advice of teachers was sought, but no candidate was passed on this advice alone. Results

The reasons given by the Chief-Inspector of Primary Schools for the reduced number of passes were:-
age of proficiency passes was 79.5% in public schools and 81.1% (1) "over promotion of pupils, especially in schools where the accrediting system was in operation. Where (this took place over efficiency of instruction shows no decline." The Chief-Inspector submitted the following reasons for the variation in work of the lower standards.

results of the public and private schools. (2) "A more definite differentiation than heretofore between those pupils that might take up an academic post-primary course and those whose post-primary course should be non-academic". (9) promotion of pupils to senior classes. For some years past it has

In the above statement the Chief Inspector of primary schools placed the blame for poorer results on the teachers of the lower standards, but he did not mention the fact that the examination papers were more difficult and that they posed questions that were quite foreign to many of the candidates. During the

years of accrediting less emphasis was placed on the basic subjects and more attention was given to a general all-round education. The re-imposition of the examination for all Form II pupils forced many teachers to re-adjust their approach and many were adversely affected through a lack of time. The validity of the above argument was proved in 1932.

In his Report to Parliament in 1933, the Chief-Inspector of Primary Schools said:-

"The system of requiring all students to sit the proficiency examination was continued. Advice of teachers was sought, but no candidate was passed on this advice alone. Results showed a return to the normal standards. The average percentage of proficiency passes was 79.5% in public schools and 81.1% in private schools. It is satisfactory to note that the efficiency of instruction shows no decline." (10)

The Chief-Inspector submitted the following reasons for the variation in results of the public and private schools.

"(1) An increase in efficiency in instruction.

"(2) Probably a greater degree of caution exercised in the promotion of pupils to senior classes. For some years past it has been the policy of public schools to give those older pupils that have spent a year in Form One an opportunity of showing what they can do in Form Two. The instruction in all subjects being very similar except in Arithmetic". (11)

(10) E.2. Report 1932, p.2.

(11) E.2. Report 1933, p.3.

To say that the economic depression curtailed all progress in educational thinking and activity would be false, as during the years 1932 and 1933 discussions on professional matters were continued in all centres. The efficiency and value of such discussions were the result of cooperation between the Training College staffs and the inspectorate who worked together for the achievement of a common aim. In reality, the economic depression brought about a quickening of educational thought and a corresponding desire to render the education system as efficient as possible. A striking proof of this was seen when six hundred teachers, at their own expense, spent a week of the May vacation in 1932 at a refresher course organised by the Auckland Teachers' Training College and the inspectorate.

During 1932 the inspectors organised groups of teachers to discuss professional problems. Special addresses on selected topics were delivered and exhibitions of school work were held. Some teachers who were located in isolated districts received samples of work and they forwarded their own work for assessment.

School discipline was becoming more liberal and teachers were less demanding on their pupils. In 1932 the Chief-Inspector made the following remarks regarding school discipline:

"In the field of discipline there are developing most notable changes for the better, and it is attributable to a closer observation of the temperament and study of the psychology of the child."

(12) E.2. Report 1932, p.2.

(13) E.2. Report 1934, p.4.

"In As stated previously, the proficiency examination was tightened up, but the Department still expected teachers to cater for the aesthetic education of their pupils. Teachers did all within their powers to educate the whole child, but their efforts were frustrated by the narrow limits of proficiency. In 1934 the Chief-Inspector of primary schools complained of the lack of attention being given to subjects not included in the proficiency prescription. general standard of attainment reached. Such an

"The liberty of planning courses has been claimed in too few cases. Too little is being done to develop the aesthetic, the emotional and the creative side of child life. Hence such aspects of education as music, art and associated crafts, drama and an appreciation of literature receive inadequate treatment. A gradual improvement is taking place but the general aim is still too much in the direction of enabling the pupil to earn his living and not sufficiently in that of enabling him to find an enduring satisfaction in life at all stages of existence. Unfortunately the proficiency examination at the end of the primary stage has influenced the practice throughout the whole course". (13)

There is no doubt that Dr McIlraith answered his own criticism in the last section of the above statement. One could draw the conclusion from Dr McIlraith's statement that he was in favour of the abolition of the proficiency examination, but the above statement is hardly compatible with a statement made by him in a subsequent year.

Section Three
"In view of the repeated requests from some quarters (the Teachers' organizations) for the abolition of the proficiency examination and the granting of these certificates on the recommendation of head teachers it is advisable to point out that this is the only detailed examination conducted by the Department during the whole primary course of eight years and at the end of such a course it is well to have some disinterested official estimate the general standard of attainment reached. Such an examination wisely conducted should furnish also a valuable guide to the post-primary course any of these pupils should subsequently follow. Unfortunately too much emphasis has been placed on the written subjects of the examination".
Chapter V
Proposals for Administrative and Organisational Reforms
(14)

In National Education (the Official Journal of the N.Z.E.I.) of the 1st April 1931, the Institute Platform was published for the guidance of members and other interested persons. The following platform was advanced:
The above statement evidences a degree of dual-thinking, the personal attitude of Dr McIlraith and the official view of the Minister.

(1) Every child to be given the best education within the capacity of the system.
The depression years did much to enliven the attitude of teachers to their professional work and all teachers and many parents were determined that education should become more liberal. In 1936, with the advent of a new Government, educational thinking and action underwent a revolutionary change. and playgrounds to be adequate.

(5) Medical and dental inspection to be followed by medical and dental treatment at state cost where necessary.

(6) Sufficient provision to be made for the education of backward children.

(14) E.2 Report 1935, p.4. Report of Chief-Inspector of Primary Schools.

Section Three

The Part Played by the New Zealand Educational Institute

Chapter V

Proposals for Administrative and Organisational Reforms

As stated in an earlier section of this thesis, the N.Z.E.I. had played an important role in the evolution of educational thought and practice from the time of its inception in 1883 to 1930. The aim of the Institute was to foster educational progress and safeguard the interests of its members.

In National Education (the official Journal of the N.Z.E.I.) of the 1st April 1931, the Institute Platform was published for the guidance of members and other interested persons. The following platform was advanced:

"(1) Every child to be given the best education within the capacity of the individual, parental poverty to be no bar, state assistance to be given where necessary.

(2) All school requisites to be supplied free.

(3) All classes to be limited to 35 and ultimately 30.

(4) All schools to be thoroughly hygienic and playgrounds to be adequate.

(5) Medical and dental inspection to be followed by medical and dental treatment at state cost where necessary.

(6) Sufficient provision to be made for the education of backward children.

(1) National Education, April 1, 1931.

- (7) Teachers to have professional training and status.
- (8) A basic salary for teachers to be laid down independent of average attendance, with additions for service, educational status and professional and domestic responsibilities.
- (9) Expenses of teachers removing to new positions to be paid.
- (10) No public questions affecting the present condition or future advancement of society can be settled satisfactorily without consideration of the effect of that settlement upon the children of the nation".⁽¹⁾

There is little doubt that the above Platform was comprehensive and that the underlying theme was progress. An effort will be made in this section of the thesis to investigate how much of the above platform was implemented during the period 1930-1936.

The period 1930-1936 tested the resources of the N.Z.E.I. to the full and the Institute withstood numerous attacks on its policy both from within its own ranks and from external forces.

The following extract from National Education of the 1st May 1931 shows how aware the Institute was of impending dangers to the whole structure of the national education system.

"In July 1931 A National Danger if reform had been

abandoned. Fear of retrenchment: The prime consideration at the present is to hold the ground already gained, so that when circumstances are more favourable the march of progress may be resumed. That the

(1) National Education, April 1, 1931.

Institute is prepared to spend money freely in the cause of the children should be a manifestation to the public of its real concern for educational interests.

Public education has been within sight of a radical reformation through the application of the recommendations contained in the "Atmore Report". It is as if the ship was almost in port when it was blown out to sea again by adverse winds. The task of the Institute and those associated with it in the campaign for vital and urgent reforms is to hold the ship to her course and endeavour to reach port.

Members of the Institute should esteem it their personal duty to become apostles of educational reform, and in every way possible, in their intercourse with the public, rouse the nation to the danger which threatens the schools". (2)

Every teacher in the service must have been impressed with the sincerity and truth of the above editorial. The necessity of retaining a united and well organised front was emphasised to all. Even the most apathetic of Institute members must have taken heed at the warning sounded. As the editor stated, the major task was to retain the gains already achieved.

To retain these gains was an extremely difficult task and unfortunately some principles had to be sacrificed. But nothing was sacrificed freely and where retrenchment was accepted, it was only ceded after a long and courageous struggle.

In July 1931 the Institute asked if reform had been abandoned.

In May 1932 the Executive of the N.Z.E.I. submitted the following proposals to the Government in an effort to assist the

"Hope for Reforms"

There is now the gravest reason to fear, not

(2) National Education, Editorial, May 1, 1931.

only that this most urgent principle of reform will be abandoned, but also that the watertight system against which expert opinion on several commissions of enquiry has protested most strongly will be perpetuated and accentuated. The Minister has indicated more than once in recent speeches that complete unification as understood and recommended by his own committee is an ideal for the future rather than a present obligation upon himself and the Government of which he is a member. An opportunity was presented to Mr. Atmore when the Finance Bill No. 2 was being prepared, of implementing the principle of unification, so strongly advocated by his committee, and to which he himself has repeatedly subscribed. Instead of seizing it he compromised with a clause providing for the compulsory unification of post-primary Boards and even this measure has been crippled by the assurance the Minister is reported to have given to the Boards in the larger centres that they will not be interfered with. It is not unification at all. It is segregation of a most definite, reactionary and vicious kind.

The effect of this will be to close up the ranks of the post-primary interests, leaving the primary schools on the other side of the door, their status in danger, and their influence in the general scheme of education as a voice in the wilderness. If the Minister expects the Institute to accept this reactionary development without very definite protest within and without its organisation he is very gravely mistaken. A golden opportunity has been missed or shall we say shirked".(3)

There is little doubt that the Government had shirked its responsibility with regard to the unification of the education service. The Institute put forward proposals in an endeavour to bring about a unified education service.

In May 1932 the Executive of the N.Z.E.I. submitted the following proposals to the Government in an effort to assist the

(3) National Education, Editorial, July 1, 1931.

Government to effect savings in the educational expenditure.

The following Report was submitted to the Government for its earnest consideration:

"The Executive of the N.Z.E.I. believing that substantial economies can be effected in the Education System without impairing its present efficiency submits in this report a series of recommendations which it is confident will achieve that object.

The National Expenditure Commission asserts that its policy of unification. In October 1931 the following statement was made in an editorial in the "Timaru Herald". In this it is contradicted by expert opinion, which was not consulted".

Summarised, the Institute economies embraced the following:-

Abolition of existing 54 Boards in favour of new unified Boards - Estimated Saving £60,000.

Savings on account of occupation of present Board officers by other Government Departments - £7,000.

In the above proposal the Institute proved to the Government that the unification of control would save the Government approximately £67,000 per annum and would in no way impair the efficiency of the education system but would in all probability create a more efficient system of administration. The plan did

(4) National Education, May 1, 1932.

not envisage a bureaucratic control of education from the central authority in Wellington. All the proposal requested was unification within local districts. The Institute was quite prepared to agree to the granting of greater autonomy to the newly established local authorities.

Local education authorities were extremely jealous and conscious of their rights and they were most reluctant to hand over their powers to any other organisation. The supporters of local Boards were most vehement in their criticisms of the Institute on their policy of unification. In October 1931 the following statement was made in an editorial in the "Timaru Herald".

" If the cause of education has lost a good deal of public support the teachers are almost wholly blameworthy, because their organisations have been for many years engaged in striving to attain their objective of centralising control of education in the hands of the bureaucracy in Wellington. For years, a campaign has been conducted designed to frustrate any advance in the local control of the administration of education".

The above criticism of Institute policy was not an isolated case; many other newspapers and private individuals expressed similar sentiments. Such criticism was quite unfair as the Institute feared bureaucratic control equally as much as did any local education authority. All the Institute was demanding was the implementation of the recommendations proposed by the Parlia-

(5) Timaru Herald, October 16, 1931.

mentary Select Committee that issued its findings in 1930.

The Government did not accept the proposals of the Institute regarding unification of administrative Boards but it did accept other recommendations for reducing expenditure and added them to its already substantial list.

In 1934 the Institute published a booklet "Order out of Chaos". The aims of the booklet were: To submit for consideration of Members of Parliament, the press, parents, the teaching profession and the tax-paying public a comprehensive and practical plan of re-organisation in the education system.

The publication "Order out of Chaos" was the work of the Executive Committee of the N.Z.E.I. Various aspects of the work were compiled by Committees which were constituted to investigate specified fields of administration.

The Executive of the N.Z.E.I. claimed that a complete re-organisation of the education system was long overdue and that it was too big and important a task to entrust to any one individual either Ministerial or Departmental. The Executive compared the administration of Education with the administration of the Railways which had passed from individual control (Ministerial and Departmental) to Board Control (A National Board). The N.Z.E.I. had protested most strongly against the recommendations of the National Expenditure Commission in 1932 with the exception of their recommendation regarding administrative and professional control. The

National Expenditure Commission recommended that "In our view, the most important of the recommendations made in our interim report is the creation of a National Board of Education, which should have full control of education administration and be devoted to the education system as it then existed and the number directly responsible to Parliament. The first duty of such a Board should be to make a survey of all the educational facilities throughout the Dominion, with a view to the elimination of overlapping and the introduction of a system which would secure co-ordination, thus abolishing the waste of effort which characterises the present system. We have suggested the setting-up of a special Board for the reason that we believe that the Education Department, with its heavy expenditure, its large staff, and ever increasing activities, is too extensive an undertaking for control by one administrative head, in view of the academic, administrative and financial questions involved".⁽⁶⁾

It is interesting to note that the above recommendation was the only important resolution passed by the Commission that was not implemented forthwith by the Government of the day. As stated previously it was the only major resolution of the Commission that received the sympathetic consideration of the N.Z.E.I. In actual fact the Institute was not propounding a new theory in "Order out of Chaos" but they were advancing a recommendation that had already been submitted to the Government by a Commission that had been set up by the very same Government. The new Board was similar to the

(6) E.2 Report 1933, p.16.

(7) Order out of Chaos, Chapter VIII, p.25.

old Council of Education but it was intended to grant the National Board wider powers. it would have the power of putting its

decisions into operation. it would have a standing sense of responsibility.
In "Order out of Chaos" a good deal of attention was devoted to the education system as it then existed and the numerous faults were exemplified. The main recommendations were:- should

be wide and widely used. The Board should be responsible for the suggestion of courses of study in the various schools; it should establishment of a National Board of Education.

revise all regulations and be the responsible body for authorising them; it should direct, through the district Education Boards, the following six members:-

- (1) The Minister for Education as chairman.
- (2) A nominee of the District Education Boards.
- (3) A nominee of the teaching profession.
- (4) A nominee of the University Senate.
- (5) A nominee of the Governor-General-in-Council (to be a recognised educationist).
- (6) The permanent head of the Department.

The tenure of office should be such as to ensure continuity of policy and at the same time allow for progress as educational theory advances".

In order to stimulate and sustain local enthusiasm for education, and A Directive Board and its Powers:

to check the deadening effects of purely centralized control, it was The type of Board proposed was a Directive Board. A purely advisory body such as the Council of Education, was dismissed as of very little value. A board with power to give directions would be totally different. It should be small enough to secure vitality and large enough to allow entry of new ideas and to ensure adequate discussion of pros and cons. It would be able

of their localities and at the same time to carry out the policy of (7) Order out of Chaos, Chapter VIII, p.25.

to take a wide view, and would be responsible to the spirit of the time. Moreover, because it would have the power of putting its decisions into operation, it would have a steadying sense of responsibility.

It was recommended that the powers of such a Board should be wide and widely used. The Board should be responsible for the suggestion of courses of study in the various schools; it should revise all regulations and be the responsible body for authorising them; it should direct, through the district Education Boards, the operation of the system; it should lay down the conditions of service for teachers and should direct their training and certification (this last perhaps in collaboration with the university); it should make general rules to regulate the staffing of schools; it should have the responsible task of appointing senior officers of the Department.

District Education Boards:

In order to stimulate and sustain local enthusiasm for education, and to check the deadening effects of purely centralized control, it was essential that there should be District Education Boards entrusted with wide powers. "It is recommended that Local Education Boards be responsible for:- establishment, maintenance, and control of all schools within their respective districts, primary, intermediate, post-primary, native and special. It would be their duty to inform the central body of the requirements and peculiar needs of their localities and at the same time to carry out the policy of

(9)
the National Board.

Under such a system the public would have a large share in the control of their own schools since through their local bodies they would elect the members of the District Education Boards. In addition it is recommended that each primary and post-primary school should have its school committee to carry out the duties of control pertaining to its own particular school".⁽⁸⁾

In conclusion the Institute claimed:-

That the system outlined would secure a correct balance between local and centralized control.

"On the one hand, provision is made, through the National Board, for a Dominion education policy outlined and directed by persons closely connected and conversant with educational problems, and in touch with the Government of the day, through its representatives on the Board. This would secure both economical administration, in that all schools would be brought under unified control, and reasonable continuity of policy freed from the vagaries of direct political influence. On the other hand, local interest would be maintained, in that all sections of the community would be represented on the District Boards and school committees. The Institute firmly believes that the establishment of such a system is essential if the anomalies described in this pamphlet are to be removed and if the way is to be cleared for the decisive forward move in education for which New Zealand has been waiting

(8) Order out of Chaos, Chapter VIII, p.26.

(9)
so long".

The principles underlying the scheme appeared to be sound and the Institute had good reason for requesting a National Education Board. Nevertheless, the pamphlet did not greatly influence public opinion or encourage public support for the proposal. Too much space was devoted to the criticism of the existing system and this criticism did not present a clear picture of the anomalies that existed. The presentation of the material was in places chaotic.

The proposals were not accepted by the Government and no subsequent Government has seen fit to implement any similar scheme of administration. The Institute justifiably claimed that it was its duty to safeguard the interests of all individual teachers and to ensure that any reductions should be equitably distributed throughout the service as a whole and that no special immunities should be granted to public servants at the expense of education. All the Institute requested was just treatment for all. The Institute made it perfectly clear to the Government that it would not tolerate any unjust treatment of its members and that it would do all in its legal power to eradicate any injustices that should arise.

In May 1931 the Government, without warning, withdrew the remote allowance payable to teachers. This was in effect a double salary cut. All salaries had been reduced by ten per cent earlier in the year. The effect of the withdrawal of the remote allowance was that a certain section of the teaching service, (teachers in the more remote rural schools) were being singled out for a further salary reduction.

(9) Order out of Chaos, Chapter VIII, p.27.

Chapter VI

Reaction to retrenchment of staffs and salaries

When the gravity of the economic crisis became public in 1931, the Institute along with all reasonably minded teachers, fully appreciated the fact that economic reductions in educational expenditure were inevitable. The Institute was only too willing to assist the Government in the difficult task of reorganisation in education necessitated by the rapidly changing economic circumstances. But the Institute justifiably claimed that it was its duty to safeguard the interests of all individual teachers and to ensure that any reductions should be equitably distributed throughout the service as a whole and that no special immunities should be granted to public servants at the expense of education. All the Institute requested was just treatment for all. The Institute made it perfectly clear to the Government that it would not tolerate any unjust treatment of its members and that it would do all in its legal power to eradicate any injustices that should arise.

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(1) National Education, June 1, 1931.

1931. The Institute considered that the withdrawal of the remote allowance was a grave injustice to the teachers concerned and immediately prepared a case on their behalf for presentation to the Government. "The Institute claimed that the positions had been advertised for appointment with the remote allowance and thus formed a part of the teacher's contract and that the withdrawal of the allowance was in effect a double reduction in salary. expenses incident to living in remote localities.

	£
(2) e.g. Scale salary	= 200
House allowance	= 40
Grading allowance	= 40
Remote allowance	= 20
Total	= £300
10% General reduction	30
Withdrawal of remote allowance	<u>20</u>
Total deduction	= £50

Net salary payable £250, therefore cut of £50 per annum" (1)

The effect of the proposal was that the country children would suffer because the more efficient teachers would move from the country positions.

By August 1st 1931 the Institute had received over fifty letters of protest at the withdrawal of the remote allowance, many of which made very pitiful reading.

The Institute decided to petition Parliament on behalf of the rural teachers and the following petition was presented in July

(1) National Education, June 1, 1931.

(2) National Education, August 1, 1931. p.236.

1931. The petition failed to achieve its objective, but many

members "Petition to Parliament on behalf of Country Government

was given Teachers presented in July 1931. Government advised the

Inst (1) That teachers in public schools in remote districts the

rural, have been for the past ten years in receipt of from altering

or amend special allowances of £10, £20, £30, as additions

to salary to compensate for the disadvantages and only

salary expenses incident to living in remote localities. ar

sect (2) That the funds out of which remote allowances were

subject paid were not specially provided by Parliament for

recommen that purpose, but were set aside by arrangement In

accordan between the N.Z.E.I. and the Department out of the

Adjustme total sum voted by Parliament for teachers' salar-

were ful ies as a means of improving the teaching service

in remote areas. reduction on salaries not exceeding £225

per (3) That these allowances have been included in the

advertisements calling for applications for vacant annum.

positions and have formed part of the conditions annum.

under which the appointment of teachers have been

The Institute protested strongly at this second reduc-

tion in salaries and repeated efforts were made to have the second

out restored. After two years of representation, the Institute

was successful in obtaining a minor concession. As from the

list of April 1934, all salaries were increased by five per cent.

cases to grievous hardship was inflicted on a

The Institute's efforts for improved salaries (2) were to

single section of the servants of the state".

a large degree unwarped by other problems of a more serious nature.

(2) National Education, August 1, 1931. p.236.

The petition failed to achieve its objective, but many members of Parliament expressed the opinion that the Government was guilty of a breach of faith. The Government advised the Institute that, though it was sympathetic to the claims of the rural teachers, the financial situation precluded it from altering or amending its decision.

The withdrawal of the remote allowance was the only salary reduction effected by the Government on a particular section of the teaching service, but the service as a whole was subjected to a second salary cut in 1932, as a result of the recommendations of the National Expenditure Commission. In accordance with the provisions of the National Expenditure

Adjustment Act 1932, as from the 1st of April 1932, salaries were further reduced on the following scale:

5 per cent reduction on salaries not exceeding £225 per annum.

10 per cent between £225 per annum and £720 per annum.

12½ per cent on salaries exceeding £720 per annum.

The Institute protested strongly at this second reduction in salaries and repeated efforts were made to have the second cut restored. After two years of representation, the Institute was successful in obtaining a minor concession. As from the 1st of April 1934, all salaries were increased by five per cent.

The Institute's efforts for improved salaries were to a large degree thwarted by other problems of a more serious nature.

One of the most pressing of these was the number of teachers who were without employment.

Unemployment of Teachers

Unemployment among teachers was becoming increasingly evident during 1929-30. The Institute foresaw a crisis arising and submitted proposals to the Government of the day in an endeavour to effect a solution to the problem. The Institute suggested a reduction in the size of classes. The Minister in reply stated that he could not see his way clear to recommend a reduction in the size of classes because of the financial implications. The Minister, the Hon. H. Atmore, made the following statement in his Report to Parliament in 1931.

"An effort was made to reduce the size of classes in primary schools by appointing a large number of additional assistant teachers - this much needed reform was hindered by the lack of money and staffs had to revert to former standards. There were more than sufficient teachers available for the purpose as the Department in determining the number of entrants to the training colleges, took into account the need for more liberal school staffing. It is regretted that so many young teachers must necessarily remain unemployed until the financial position becomes easier, but Education Boards are doing their best to afford relief by rationing temporary work". (2)

In June 1931 the Executive submitted to Branches a complete picture of the unemployment situation as it existed at that time. The Executive sought the cooperation and assistance of branches in an endeavour to overcome the unemployment situation. The following extracts from the circular "Unemployed Teachers"

(2) E.1. Report 1931, p.2.

(3) N.E.E.I. Files (Unemployment) 46/1B, June 1931.

give a concise picture of the gravity of the situation and the methods the Executive hoped to adopt to alleviate the distress being experienced by unemployed teachers.

"Six hundred fully qualified teachers are out of work at the present moment. Many of them are in a very difficult position and not a few are destitute. It is probable, indeed almost certain, that four hundred of these teachers will not have received permanent positions by the end of the year. Meantime some will have had a month or two of relieving work, some will not even have had that.

The National Revenue is falling and the policy of the Education Department, like that of all other State Departments, is one of drastic economy. Curtailment of staffs and the recent regulations relating to relieving teachers are chiefly responsible for the extraordinarily large volume of teacher unemployment. Probably by December 1931, about five hundred teachers who have spent eight to ten years on preparing for the teaching profession will still be excluded from it.

(b) But There are many reasons for regarding this as an evil of the first magnitude:

(a) Unemployment is demoralizing to young teachers at the most vital stage of their careers.

(b) The five hundred teachers out of work are badly needed in the under-staffed schools if teaching is to be something better than overdriven hack work.

(c) There is no greater menace to the security and well-being of the profession than a large number of unemployed teachers. These teachers if left to their own resources have a right to use whatever means they can to secure employment on any terms. Their so doing will be a menace to conditions and status it has taken two generations of effort to obtain". (3)

The following remit was passed by Annual Meeting in May 1931.

"That it be a direction from the Annual Meeting of the New Zealand Educational Institute to the Executive to

(3) N.Z.E.I. Files (Unemployment) 46/1B, June 1931.

concentrate its activities and resources first and foremost: the

- (a) Upon resisting reductions of services in the schools;
- (b) Upon finding remedies for unemployment; and that in its opinion an obligation rests upon every teacher to make efforts and sacrifices with a view to successfully opposing reductions (4) and to remedying unemployment".

In accordance with the aforementioned directive from the Annual Meeting, the Executive submitted the following proposals to members.

Measures proposed by the Executive

- "(a) It will go to the Minister and use all its influence to get him to take immediate steps to remedy unemployment.
- (b) But it will probably become necessary to face squarely the most unwelcome alternative of asking teachers employed to consider seriously the necessity of voluntarily providing a fund in order to find positions for those unemployed. A fund of £15,000 would employ 500 teachers for three months at ten pounds per month. (The salary bill for 1931 is estimated at £1,500,000).

If through the New Zealand Educational Institute the primary teachers of the Dominion indicated their willingness to provide such a fund, a safe-guarding undertaking that their sacrifice was a temporary one would be required. This undertaking would have to be full and explicit". (5)

The second proposal did not meet with the approval of

(4) N.Z.E.I. Reports 1931. p.19.

(5) Unemployment file N.Z.E.I. 46/1B, June 1931.

members. There was a strong feeling among branches that if the Institute developed a plan whereby its members were employed as a result of a salary subsidy from the Institute, the Government would not consider itself morally bound to alleviate the unemployment crisis. The branches were of the opinion that the Government should take full responsibility for a predicament they were instrumental in making.

In July 1931, the Executive took up its case with the Government and submitted plans for the re-staffing of schools on a more liberal scale.

The following reply was received from the Director of Education through the Minister.

"Control of Supply: Every year the Department makes a careful estimate of the number of teachers needed to make good staff wastage, and this estimate is based on the number of teachers who annually leave the service. This amounts to about five hundred and thirty. As the period of training extends to over four years, it is necessary to estimate the requirements for five years ahead, and the number of probationers that were appointed five years ago, and that now form the great body of unemployed teachers, was 397, which is about 130 less than the staff requirements indicated above. A common mistake made by both Boards and Teachers' Associations is that the problem of unemployment can be solved immediately by appointing a greatly reduced number of probationers or admitting many less students into the training colleges. It seems difficult to get people to realize that the number of probationers appointed in any year must be based on staff requirements five years afterwards. Hence the number of probationers to be appointed next year must depend upon the best estimate the Department can make of staff requirements in 1936".(6)

The Department estimated the number of teachers required would leave training college at the end of 1933 with no prospects for staff purposes five years ahead. To intending teachers this

(7) Unemployment File N.Z.E.I. 46/1B, December 1931.
(6) Unemployment file N.Z.E.I. 46/1B, August 1931.

constituted an assurance that they might expect ultimately to find employment, and to that extent encouraged them to enter their training without misgiving.

In 1931 the Institute approached the Government regarding the employment of Unemployed teachers in the schools as additional assistants at relief work rates of pay (Application of No. 5 State Unemployment Scheme) in lieu of outside work. The Government agreed to the proposal, but unfortunately their approval was withdrawn a fortnight later.

In view of the desperate plight of many teachers the Executive of the N.Z.E.I. gave its approval to the Rationing Scheme as proposed by the Government and propounded by the Director of Education. The Institute's approval was given on the condition that the Scheme was "to be regarded as a temporary measure to meet (7) the special circumstances of the time".

Unfortunately, the Rationing Scheme could not cope with the situation in 1933. From the time the scheme was inaugurated in 1931 until November 1933, the position had deteriorated rapidly. According to figures supplied to the Secretary of the N.Z.E.I. in October 1933 by the Education Boards, there were 1,456 teachers not in permanent employment. It was also estimated that a further two hundred teachers would be dismissed as a result of the exclusion of the five-year-olds and that four hundred students would leave training college at the end of 1933 with no prospects

(7) Unemployment File N.Z.E.I. 46/1B. December 1931.

of permanent employment, therefore bringing the total of unemployed teachers in the vicinity of two thousand.

The Institute claimed that the State was the deciding factor in determining the career of the teachers who were unemployed in 1933. It was also claimed that if a policy of staffing economy was pursued which resulted in unemployment, the State would be guilty of a breach of faith towards the unemployed teachers.

It was the view of the Institute that the State should accept responsibility for the position it alone had created. The responsibility for bringing about equilibrium between the supply and the demand was the State's.

The Institute also urged security of tenure for teachers, not on the grounds of fairness to the teachers themselves, but of public money. It was claimed that it would be impossible to secure the atmosphere essential to efficient teaching if the teachers were insecure in their positions.

The Executive was of the opinion "There is no analogy between the professional and business world and teachers in the matter of security of tenure. Educational institutions are not operated for profit and offer no fabulous rewards. The teacher devotes years of his life and much money to preparation for his work. Security of tenure is necessary".

At the request of the Minister (the Hon. R. Masters).

(8) Unemployment File N.Z.E.I. 46/1B, November 1st, 1933.

Wellington on the 17th January 1934, when the Minister explained
The Institute was fully aware of the fact that the
the Department's suggested scheme in regard to the Rationing of
Education Department was endeavouring to bring about adjustment
Teachers.

by regulating the supply of teachers to an estimated and planned
The Minister explained that the object of the meeting was
demand, and to this end two training colleges had been closed
to discuss the question of unemployed teachers.

and a further one was to close at the end of 1933. But the
Executive felt that in the transitional period, severe hardships
were being inflicted in a desire to effect immediate and sub-
stantial economies. It was contended that out of a saving of
£1,374,000 on an education vote of £4,174,000, some small part
could be given back to mitigate the severity of the hardships
caused by the Government's change of policy. from the dis-

cussions The Executive was of the opinion that the teachers
should be employed, that they were needed in the schools, and
that their salaries were needed in their homes. the Board adopted the

attitude that it had no responsibility in regard to the women
The fact that the Department and the Education Boards
teachers; the Act did not provide for it. However in view of
were administering the Rationing scheme to the best of their
the case the Minister had put forward the Board was favourably
ability was fully recognised and it was believed that in the
disposed towards using a portion of its funds for the women
existing circumstances a continuation of the scheme as a tempor-
teachers, but only on the conditions that he had stated".
ary expedient to cope with unemployment was in the best interests

"In reply to a question from Miss Magill (a member
of unemployed teachers. But the Executive had definite object-
of the Executive) the Minister said that £60 (annual payment to
ions to a reduction in salary below £100 p.a., and claimed that
each rationed teacher) would allow for the absorption of the
only a special grant for the purpose of maintaining the rate at
whole of the 1800 teachers. Miss Magill claimed that the sum
£100 p.a. could rectify the position.

payable should not be less than £100 p.a. and to do that there

At the request of the Minister (the Hon. R. Masters),
was no way out but the provision of more money. Miss Magill
Members of the Executive of the N.Z.E.I. waited upon him at
(9) Extracts from minutes of a meeting between the Hon. R. Masters
and the N.Z.E.I. Executive 17/1/34 (Minutes were a copy of
original minutes given by the Minister to the N.Z.E.I. without
precedent).

Wellington on the 17th January 1934, when the Minister explained that there was a definite responsibility in regard to the Department's suggested scheme in regard to the Rationing of the teachers who were trained. The Minister said he felt there Teachers.

The Minister explained that the object of the meeting was to discuss the question of unemployed teachers.

The Minister submitted his plan to the Executive and intimated that he required an immediate acceptance or an immediate refusal. The plan was a one-sided proposition that left the Executive with no alternative or opportunity for compromise. The Minister said "It must be clearly understood that if the teachers' Institute was not agreeable to accept these terms it was not possible for him to do so, and further, from the discussions he had had with the Unemployment Board it was not possible for him to get an amount in excess of that already suggested (£25,000). In the first place the Board adopted the attitude that it had no responsibility in regard to the women teachers; the Act did not provide for it. However in view of the Executive came to no decision then probably the rationing the case the Minister had put forward the Board was favourably disposed towards using a portion of its funds for the women teachers, but only on the conditions that he had stated".⁽⁹⁾

"In reply to a question from Miss Magill (a member of the Executive) the Minister said that £60 (annual payment to each rationed teacher) would allow for the absorption of the whole of the 1800 teachers. Miss Magill claimed that the sum payable should not be less than £100 p.a. and to do that there was no way out but the provision of more money. Miss Magill

(9) Extracts from minutes of a meeting between the Hon. R. Masters and the N.Z.E.I. Executive 17/1/34 (Minutes were a copy of original minutes given by the Minister to the N.Z.E.I. without precedent).

contended that there was a definite responsibility in regard to the teachers who were trained. The Minister said he felt there was a moral responsibility. Miss Magill said the Executive was prepared to consider anything the Minister put before it. They wanted the teachers in the schools. They knew it was bad for them to be out of employment, apart from the fact that they were getting no salary. They could not give a definite answer today but would get in touch with other members of the Executive.

In reply to Mr Kane the Minister said that he was not prepared to give £60 for only two terms work. Again replying to Mr Kane the Minister said that the Executive was the Adviser of the Teachers' Organisations in this country and if, as the result of a decision of the Executive the scheme he proposed was not accepted, the Executive certainly took a responsibility.

In reply to Mr Finlayson the Minister said that if the Executive came to no decision then probably the rationing scheme would be applied as it was last year.

To Miss Magill he said that he did not see how he could go ahead with the new scheme if the Executive did not accept it. If they did not accept it he would not get the £25,000 from the Unemployment Board which would mean that he would not have any more money than he had last year.

The Minister said he would be glad if the Executive could give him an answer as early as possible as Education Boards were anxious to get their organization going, and the Unemployment

Board was pushing the matter.

In conclusion, and in reply to Mr Kane's remark that if another £10,000 could have been secured the Executive could almost have accepted the scheme on the spot, the Minister said that he had done his best to get as much money as possible. He was just as anxious as the teachers were to have the position adjusted and to see every one of the boys and girls in employment." (10)

The above interview has been reiterated in comparative detail to enable readers to ascertain for themselves the calibre of the Minister with whom the Executive was compelled to arbitrate.

Briefly, the suggested scheme was:-

"Certificated teachers not in permanent positions will occupy the positions usually filled by probationary assistants, and will be employed continuously in the positions to which they are appointed, unless they obtain a permanent appointment, or until the Board, on the recommendation of the Senior Inspector, decides that their services are required in another school.

The Department does not desire that any of the more responsible relieving work shall be allotted to teachers who are paid at only rationed rates when relieving teachers are called upon to do this work and are able to do it, they should be paid in accordance with the regulations relating to relieving teachers (Clause 43 as amended by order in Council of the 20th April, 1931).

(10) Extracts from minutes of interview between Minister and N.Z.E.I. Executive 17.1.34.

Boards shall as far as possible, fill the probationary assistants' positions with the certificated teachers who left the training college at the end of 1933.

Salaries:

<u>Class of Position:</u>	<u>Annual rate of salary:</u>
(1) In lieu of Probationary Assistants	£60
(2) (a) Relieving teachers doing the work of Grade 1 assistants, and those in charge of grade 1 schools	£60
(b) Relieving teachers doing the work of grade 2 or grade 3 assistants and those in charge of Grade II or III schools, and half-time schools taught six days a week.	Salary in accordance with clause 43 of the regulations relating to relieving teachers.
(3) Additional Assistants in whatever position employed	£60

Teachers obliged to live away from home will be paid an additional £24 p.a." (11)

On the 19th January 1934, the Secretary of the N.Z.E.I. notified the Minister that the decision of the Executive was to accept the plan as outlined above.

"The Executive, in view of all the circumstances, directs me to agree to the scheme proposed, and will give what assistance it can in carrying it into effect". (12)

In August 1934 the Executive approached the Minister in an endeavour to have the salaries of rationed teachers increased as from the 1st February 1935, an additional allowance, (married

(11) Memorandum from Director of Education to Secretaries of Education Boards and Senior Inspectors of Schools 20/1/34.

(12) Letter from N.Z.E.I. to Minister of Education 19/1/34.

allowance) payable to married teachers on the rationed teachers' rate of pay and the payment of holiday pay to rationed teachers.

The Minister in reply stated

"(1) Rationed Teachers:
follows:-

I regret I am unable to adopt

the suggestion that the salaries of rationed teachers should be increased from 1st February 1935, or that these teachers should receive a bonus at Christmas.

(2) Married Rationed Teachers:

I have to say that after

giving the matter careful consideration I regret I am unable to approve of the payment of married allowance to teachers employed under the rationing scheme.

(3) Holiday Pay:

I regret I cannot approve that the relieving rate of salary be paid to all relieving teachers during holiday periods and be made retrospective".

The above facts make it abundantly clear that the Institute did all in its power to improve the lot of rationed teachers, but the Minister was quite adamant and was not prepared to deviate from his original plan.

The rationing scheme was continued in 1935 and the new

Minister (Hon. S.G. Smith), was prepared to accede to certain

requests of the Institute. The basic plan was unchanged.

(13) Correspondence Minister to N.Z.E.I. 17/8/34 and 31/8/34.

"The Department would ask the Boards to appoint teachers as far as circumstances permit to schools as near as possible to their homes in order that lodging allowance may be kept to a minimum. The salaries of the teachers employed under the Scheme will be as follows:-

<u>Class of Position:</u>	<u>Annual Rate of Salary:</u>
(1) Relieving teachers in lieu of probationary assistants	£92
(2) Relieving teachers in Grade I schools	£120
(3)(a) Relieving teachers employed as Grade I or IA assistants or in Grade O schools	£92
(b) Relieving teachers Grade II or III	Scale salary
(4) Additional assistants	£92

Department regrets it is unable to pay married salary to rationed teachers.

(14)

Holiday pay will be paid at rationed rates".

The aforementioned facts show that after years of persistent effort, the Institute was finally successful in obtaining for rationed teachers conditions and salary more in keeping with its original demands.

At the beginning of 1936 the rationing scheme was abolished and all teachers not holding permanent appointments were employed at scale rates of pay.

It is felt that great credit is due to the Executives who

(14) Circular No. 1934/144 Memorandum for Secretaries of Education Boards and Senior Inspectors of Schools, 21/4/34.

held office from 1931-36 for the sound methods and the dignified manner in which a most contentious problem was handled. These Institute officers performed a difficult task well, in the face of almost unsurmountable obstacles.

The National Expenditure Commission recommended as an economy measure that the age of admission to school should be raised from five to six years.

The Government, on the advice of the Minister, the Hon. R. Masters, decided to implement the recommendation of the Commission in 1932.

The Institute immediately took up the challenge, not in the name of the teachers, but in the name of the children who would be deprived of their right to enter school when they turned five years of age.

In March 1932, the Institute issued a circular to all parents warning them of the proposed legislation.

"The Threat to the Five-Year-Olds"

"It is proposed in the name of economy to exclude children under six years from school. This will be carried out unless the parents and other friends of the children show clearly to the Government the harm that will result from it, and their determination to resist it.

It is true that there is great need for economy, but it is also true that this proposal if carried out will do lasting injury to the young people of this Dominion far outweighing any

Chapter VII

advantage that may be gained by a relatively small saving anticipated.

The Exclusion of the Five-year-olds

The children are the most valuable possession of the nation. The means of developing and realising their value is education. Education good or bad, begins with their earliest years. The year from five to six is especially valuable, since

The Government, on the advice of the Minister, the Hon. R. Masters, decided to implement the recommendation of the Commission in 1932.

The following is a summary of the arguments submitted by the Institute. The Institute immediately took up the challenge, not in the name of the teachers, but in the name of the children who would be deprived of their right to enter school when they turned five years of age.

(a) The formation of good habits, obedience, orderliness, controlled activity, co-operation with others. That will be done. The

(b) In March 1932, the Institute issued a circular to all parents warning them of the proposed legislation.

"The Threat to the Five-Year-Olds"

"It is proposed in the name of economy to exclude children under six years from school. This will be carried out unless the parents and other friends of the children show clearly to the Government the harm that will result from it, and their determination to resist it.

(d) For developing purposeful activity.

(e) For laying the foundations of social feeling.

It is true that there is great need for economy, but it is also true that this proposal if carried out will do lasting injury to the young people of this Dominion far outweighing any

advantage that may be gained by the relatively small saving anticipated.

The children are the most valuable possession of the nation. The means of developing and realising their value is education. Education good or bad, begins with their earliest years. The year from five to six is especially valuable, since in that period are acquired habits of orderly and controlled activities".

The following is a summary of the arguments submitted by the Institute.

The Value of the Year to the Child

- (a) The formation of good habits, obedience, orderliness, controlled activity, co-operation with others.
- (b) The time is spent in healthful surroundings under skilled supervision, instead of running the risks of unguarded wandering into dangers of different kinds.

School the Best Place!

- (a) For restraining injurious activities and establishing good habits.
- (b) For widening beneficial experiences of childhood.
- (c) For overcoming fear.
- (d) For developing purposeful activity.
- (e) For laying the foundations of social feeling.

The proposal, if carried out, will impose on the children a permanent injury because of a financial stringency which must be assumed to be temporary as other stringencies have

(1)

Loss to be Guarded Against

It is not only the five-year-old child that will suffer loss if the proposal is carried out.

(a) Other children will suffer by reason of lowered efficiency of the schools. In large schools the infants' department and in many smaller schools of two and three teachers the whole school will suffer through the loss of teachers and the consequent diffusion of effort.

(b) The progress of all the pupils in a large number of schools is certain to be impeded. This will be especially felt in the country - another disadvantage to those who "go on the land".

The anticipated saving, even if it is realised, will be small gain compared with the injury that will be done. The proposal indicates a lack of understanding of the immense value of the young life of the nation.

The proposal will accentuate class distinction in the community. No parents who can possibly afford it will allow their five-year-olds to go without education. It is the children of the less well-to-do who will be neglected though they have an equal claim to the care of the State. The State should not discriminate amongst its children on the score of the financial standing of parents.

(2)

The proposal, if carried out, will impose on the children a permanent injury because of a financial stringency which must be assumed to be temporary as other stringencies have

(1) Circular 1/5 March 1952 - N.E.I. to Parents, teachers and all

(2) N.E. Report 1953, p.26 - Report of Nelson Education Board.

(1)
been".

The Institute had presented its case to the nation and the "battle" was on.

The Government's proposal to exclude five-year-olds was not favourably received throughout the Dominion. Many School Committees, groups of parents and Education Boards submitted their objections to the Minister both directly and through their local Members of Parliament. The Press was, generally speaking, critical of the Minister's proposal, but in the face of this criticism the Minister put his plan into operation and legislation was enacted which raised the school age of admission from five years to six years as from 1st February 1933.

The Nelson Education Board in its Report to Parliament said:-

"The Board received with regret the Economy Commission's Report raising the entrance age to six years and an earnest request that this recommendation be not given effect to was unavailing. The Board was pleased that the legislation was amended legalizing the admission of pupils at the beginning of the term in which they reached six. The Board will be greatly pleased when the penalty preventing the five-year-olds from attending school is removed".

(1) Circular 1/3 March 1932 - N.Z.E.I. to Parents, teachers and all interested parties.

(2) E.2 Report 1933, p.26 - Report of Nelson Education Board.

Unfortunately, not all Education Boards were as outspoken in their criticism of Government policy as was the Nelson Board. Both the Wellington and Wanganui Boards implemented Government policy without voicing any criticism whatever.

The Institute realized that direct negotiation with the Minister would be of little avail. A real effort was made to arouse public interest and influence public opinion. Editorial columns in the press were used in every main "Daily Paper" and many articles and advertisements were contributed to "Secondary Newspapers". Many newspaper proprietors were sympathetic to the Institute's claims and supported them with editorials, whereas others - definitely in the minority - remained loyal to the Minister and his cause.

With a change of Minister in late 1934 and in view of the improved economic condition of the country, the Institute considered the time was opportune to petition Parliament.

On the 13th March 1935 the following statement was submitted to the Education Committee of the House of Representatives on behalf of the New Zealand Educational Institute.

The petition asked for:-

"We are deputed by the New Zealand Educational Institute to place before you the case for the re-admission of five-year-old children to Public Schools.

(3) Institute File School Attendance 2/35. N.Z.E.I. Petition to Parliament 13/3/35.

In a condensed form the arguments submitted in support
(3)
of the Petition were:-"

How does the legislation affect the children concerned? One of
the first effects of the legislation was to aggravate consider-
ably the already very serious unemployed teacher problem. (over
450 teachers were deprived of permanent positions). of the old-
Only £120,000 was saved by enforcing the legislation. spirit of
There has been widespread down-grading of schools and the stream
of promotions has dwindled to a mere trickle.

For a normal five-year-old child from an average home
old does lose when he is deprived of these experiences.
there is no substitute for the home but there are other exper-
It is believed that the authors of the school entrance
iences equally essential to harmonious development which cannot
legislation cannot have been aware of the amount of humanizing
normally be provided in the home and which the infant school must
and civilizing work done in the Dominion's infant schools when
seek to supply.

Extensive enquiries have shown that very many mothers
they decided to exclude the children from them.
find it difficult if not impossible, to keep five-year-olds
fruitfully and happily occupied at home, with the result that the
children tend to become bored and irritable. infant class teaching

throughout
In the infant school, on the other hand, the child is
under the skilled guidance of people whose sole task is to
understand and to meet his educational needs. than the teaching

(4)
in any of
School provides the child with the opportunity for daily
association with children of his own age. factors is sound it

follows
The primary function of the infant school is the all-

(3) Institute File School Attendance 2/35. N.Z.E.I. Petition to
Parliament 13/3/35.

(4) Education Year Book 1935.

round development of the whole child. The aim of the infant school is to provide children with the experiences and activities necessary to their fullest development at their particular stage of life.

It is admitted that many infant schools fall short of this ideal, but the harsh and repressive atmosphere of the old-fashioned infant school has gone and in its place a spirit of happy busy-ness prevails.

It is contended, therefore, that the normal five-year-old does lose when he is deprived of these experiences.

It is believed that the authors of the school entrance age legislation cannot have been aware of the amount of humanizing and civilizing work done in the Dominion's infant schools when they decided to exclude the children from them.

In 1935 the Director of Education said:-

"The ^{Freudian} ~~Freudian~~ doctrines and methods and also the work of Dr. Montessori have greatly influenced infant class teaching throughout the Dominion. In fact, the teaching of infants is regarded by the Inspectors as being much more progressive and more in line with modern educational ideals, than the teaching (4) in any other branch, whether primary or post-primary".

If the judgement of these inspectors is sound it follows that the department of school activity which is most modern in its methods and most progressive in its outlook is the

(4) Education Year Book 1935.

very one which has been singled out for the most drastic retrenchment.

If the argument for the normal five-year-old is strong there are other groups of children, forming in the aggregate a large proportion of the child population, for whom even a more convincing case can be made.

There are children whose homes are poor and cramped, and sometimes squalid and insanitary.

The following quotation is taken from a letter from an inspector for the New Zealand Society for the Protection of Women and Children and presents a clear picture of the situation discussed above. "Many children of the poor are forced to spend most of their day either inside cold cheerless homes or to play in their only playgrounds - the streets. These children play for hours around drains and gutters. Children of poorer homes invariably have few or no toys. One has only to visit the homes of the masses to be convinced of the hardship, both to child and parent, entailed by raising the age of admission to public schools".

The above quotation showed how necessary it was to re-admit the five-year-olds to the public schools. The summary presented above was the basis of the petition. The reasons submitted were positive and convincing.

(5) Letter from Society Protection of Women and Children to N.Z.E.I. November 1934. N.Z.E.I. File 2/34 - School Entrance Age.

(6) Institute File School Attendance 2/35. N.Z.E.I. Petition to Parliament 11/3/35.

The Institute representatives, in the second section of the Petition, set out to refute the arguments submitted by the Minister and his colleagues when the legislation was enacted.

(b) It was agreed that some schools were too formal in their approach but the answer was to improve the schools and not shut the children out. The Minister had claimed that his proposal was an experiment and that it should be given time to evaluate itself.

The arguments submitted in the section of the Petition (IV) The Institute claimed that there was definite evidence to prove that delayed entry would result in retardation of the schools were:-

(1) The exclusion of the five-year-olds was in no real sense an educational experiment because:-

(a) The value of good nursery schools, kindergartens and infant schools is universally recognised by those competent to have an opinion and hence "experiment" was superfluous.

(b) If it were desired to experiment it was unnecessary to exclude more than a fraction of the five-year-old population.

(c) So far as the Institute was aware no attempt had been made to check the results of the change so that it could be abandoned at once if it proved to be harmful.

(II) The Statement that "it is too early to judge the results" applies only to the ultimate scholastic results.

(III) In reply to the argument that the legislation was justified on the grounds that children should not be introduced to formal work too early the Institute claimed that:-

(6) (a) It was in agreement with the theory that premature instruction was wasteful and harmful but it was pointed out that no notable

(6) Institute File School Attendance 2/35. N.Z.E.I. Petition to Parliament 11/3/35.

educational authority advocated delaying a child's entry into school on the grounds that the child was not ready for formal work.

(b) It was agreed that some schools were too formal in their approach but the answer was to improve the schools and not shut the children out.

(IV) The Institute claimed that there was definite evidence to prove that delayed entry would result in retardation of the scholastic progress of many children. To support this contention, the following authorities were quoted. - T.B. Strong, former Director of Education in New Zealand, and the results of the investigation into the comparative scholastic achievement of Fife and American children published by the Scottish Council for Educational Research.

(V) It was also shown that available medical evidence supported the view that children gain rather than lose by early attendance at a good infant school.

In the third section of the Petition, a comparative survey was made on how the problem was being handled in countries other than New Zealand.

The following is a summary of the submissions made.

(7) (i) That psychologists and educators are agreed in emphasizing the paramount importance through the whole of life of correct treatment from the earliest years of childhood.

(7) Institute File - School Attendance 2/35. N.Z.E.I. at Britain in 1932.

(II) That far from advocating raising the age of admission prominent authorities in many countries were in favour of a wide extension of Kindergartens and Nursery schools for many children under five.

(III) Powerful support was claimed for the case from the report of the Consultative Committee to the English Board of Education on "Infant and Nursery Schools". This Committee approved of admission at five and advocated the provision of Nursery Schools in certain areas.

(IV) That the method of economising by means of restricting facilities for infant schools and kindergartens was condemned by enlightened administrators. In conclusion the following quotation was advanced:-

"that the expenditure on the training given to children between the ages of five and six is money well spent".⁽⁸⁾

The above Petition is an example of how the N.Z.E.I. showed that its first aim "That every child should be given the best education within the capacity of the individual, parental poverty to be no bar, state assistance to be given where necessary", was not one of theory only, but that the Institute showed by its handling of the five-year-old problem that its purpose was to make its first aim a practical reality.

The Petition did not meet with immediate success, but the five-year-olds were re-admitted to the schools in February

(8) Conclusion of Report of Economy Commission in Great Britain in 1932.

1936.

The new Minister, the Hon. P. Fraser, said:-

"On assuming the control of the portfolio of Education I found that the most pressing educational question before the Government was that of the admission of the five-year-olds".⁽⁹⁾ Mr Fraser recommended that the legislation should be amended immediately and this was achieved by the Labour Government.

The part played by the N.Z.E.I. on this question did much to raise the status of this particular organisation in the eyes of the general public who expressed their appreciation on behalf of the five-year-old children of the Dominion.

(1) Because of the financial conditions that prevailed at that time and that the establishment of Intermediate Schools would be at the expense of the existing Junior High Schools, and the already financially strained primary system.

(2) It was claimed that reform should commence at the beginning and that any further reorganisation of the system should start with the establishment of satisfactory conditions in the early stages of learning (Infant Schools).

(3) The Institute was of the opinion that the exclusion of five-year-olds rendered the reorganization difficult.

(4) In the view of the Institute the time was not opportune for a change in the system and the following reasons were advanced in support of this claim:

(9) E.1 Report 1936, p.2. Appendix to Annual Meeting Report 1932.

"(a) That any reorganization Chapter VIII based on a sound foundation under most favourable conditions.

The Intermediate School Policy

(b) It was unfair to grant special conditions and privileges to In 1932 regulations were gazetted whereby the existing Junior High Schools were changed to Intermediate Schools and the period of instruction was reduced from three years to two years.

The N.Z.E.I. set up a special Committee to investigate the new legislation and the following is a summary of the Committee's findings. (2)

(5) The Institute claimed that the amended regulations were inadvisable for the following reasons". (1)

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(4) In the view of the Institute the time was not opportune for a change in the system and the following reasons were advanced in support of this claim:

(1) N.Z.E.I. Reports - Appendix to Annual Meeting Report 1932.

"(a) That any reorganization should be based on a sound foundation under most favourable conditions.

(b) It was unfair to grant special conditions and privileges to this type of school at the expense of the existing system.

(c) If the change was made without public support the disfavour shown towards Intermediate schools would continue for a long time to come.

(d) That it is impossible to provide the necessary finance (in 1933) to make such schools really efficient".

(5) The Institute claimed that the substitution of a two year course for a three year course was not in the best interests of the children nor in accord with the accepted educational policy of England and other leading educational countries and that it was inconsistent with the policy formerly advanced by the Department and approved by the New Zealand Educational Institute.

The Institute claimed that a three year course was necessary to uncover the interests, aptitudes and capacities of pupils and start each upon studies leading to a suitable goal.

The Haden report was quoted thus:

The Haden Report, the findings of which have been reverberated throughout the World, makes no reference anywhere to the 6, 2-- organization but strongly recommends the 6,3... or the 6, 4... as the following statement shows.

"In selective central schools the course should be

(2) N.Z.E.I. Reports - Appendix to Annual Meeting Report 1933.

designed to cover the period from 11+ to 15+. In others, so long as the leaving age is 14+, the course should be framed to cover the period 11+ to 14+, but provisions should be made for the needs of any pupils who will remain up to the age of 15+." (3)

Dr Koos in "The American Secondary School" was quoted thus:

"There is a wide variation in the practice as to the grades included in the junior high school or intermediate school, but the two most frequent types are the two year and three year units; with the three year unit progressing towards ascendency - As our knowledge of practice in reorganization grows, the conviction gains ground that the two-year unit --- is much less provocative of the real organization desirable, than is the three-year unit. There is a body of information on the continuance of courses in important subjects of study which shows that the introduction of the two-year unit usually falls far short of the reforms hoped for". (4)

To support its case the N.Z.E.I. quoted the following from the Sixth Year Book of the Department of the National Education Association of the United States (February 1928).

"In 154 cities of 30,000 or more population, there are 94 which have adopted the 6-3-3 organization (The Kowhai Organisation in 1933) 36 retain the 3-4 New Zealand elementary secondary education type, three the 6-2-4 (the proposed New Zealand type):

(3) N.Z.E.I. Reports 1933. Appendix I.

(4) N.Z.E.I. Reports. Appendix I, 1933.

three others changing to 6-3-3, one from 7-4, one from 8-4 and (5)
one from 6-2-4. The remaining few have various organizations."

The Institute claimed that the regulations were inequitable and unjustifiable as regards the proposed staffing and salary scales.

With the introduction of the new Intermediate system, many contributing schools would fall in grade and as a result the staffing schedules of these schools would be adjusted accordingly. The new scheme would produce a definite saving in the overall educational expenditure at the expense of the teachers.

The Institute declared that the new regulations were not in the best interests of the children, the parents, the existing primary system and the teachers.

The manner in which the Institute acted in connection with the difficult and almost insuperable problems of the depression period was most creditable. The Minister and the Department soon realized the power of a united and well organised Institute and they discovered that methods of conciliation were more effective than a series of bureaucratic edicts.

In the post-depression era relationships between the N.Z.E.I. and the Minister have been cordial and many difficult problems have been solved by conciliatory methods.

(5) N.Z.E.I. Reports. Appendix I, 1933.

close harmony and special Committees of the N.Z.E.I. (Committees

Conclusion

The depression period 1930-36 did much to weld together the various administrative authorities responsible for the organization of education in New Zealand. Education Boards, School Committees, the N.Z.E.I. and parents had learned during a time of adversity that unity and solidarity were essential if each individual organization was to achieve its common aim, the education of the whole child, irrespective of colour or creed.

Teachers became fully aware of the power of the Minister and his departmental officers and they realized the necessity of maintaining a strong and vigilant Institute that would act on behalf of all the teachers for the benefit of teachers and pupils alike.

The manner in which the Institute acted in connection with the difficult and almost insuperable problems of the depression period was most creditable. The Minister and the Department soon realized the power of a united and well organised Institute and they discovered that methods of conciliation were more effective than a series of bureaucratic edicts.

In the post-depression era relationships between the N.Z.E.I. and the Minister have been cordial and many difficult problems have been solved by conciliatory methods.

The Education Boards, too, and the N.Z.E.I. work in close harmony and special Committees of the N.Z.E.I. (Committees

of Branches) are set up in each Education Board district to negotiate directly with Board Secretaries on administrative and professional matters.

Today no new educational legislation of an important nature is enacted unless it is first submitted to the N.Z.E.I. for its opinion. This fact was amplified in 1952 when the Minister intimated his intention to introduce a new appointments and promotion scheme for primary teachers. The N.Z.E.I. rejected the Minister's initial propositions and in turn submitted its own scheme which became the basis for the scheme ultimately acceptable to the Minister.

The above facts prove conclusively that today the N.Z.E.I. is an integral part of New Zealand's education system. Today teachers have a direct say in the formulation of education policy.

To say educational problems ceased to exist in 1936 would be a gross exaggeration, but it is felt that it can be fairly claimed that after a period of intense adversity, great progress has been achieved in a friendly atmosphere.

DIRECT SOURCES

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G.R. Ashbridge Esq., Dominion Secretary of the N.Z.E.I.

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