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ABBREVIATIONS.

THE EDUCATION MINISTRIES OF THE

HON. JOSIAH ALFRED HANAN.

1912 AND 1915 - 1919.

N.Z.P.D.

New Zealand Parliamentary Debates.

A-Js, E.

Appendices to the Journals of the
House of Representatives,
Education Reports.

Being a thesis submitted for the degree of Master of
Arts in Education, University of New Zealand:-

By

L. Bramley

No.

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from 1899 to 1911. 9.
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Education progressed by an assortment of policies good and bad, by natural growth and by legislative accidents.

Although this study of education is concerned with the administration of a single Minister during the years 1912 and 1915 to 1919 it will be necessary briefly to consider the educational background during the years 1877 to 1898.

From 1890 onwards important changes were modifying the social outlook of New Zealanders. The rise of the Liberal-Labour movement and its abundant social legislation planted the seeds for a new order in education, leading to an acceleration in educational reform. This process was hastened by the appointment of George Hogben as Inspector-General in 1899. He is regarded as one of the most capable administrators of

CHAPTER I.

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(i)

INTRODUCTION:

Hanan was born in Invercargill in 1868 and educated at the local Boys' High School. He was first admitted as a

The trend of educational progress in New Zealand has been modified by the historical, political and economic conditions existing from time to time. The development of the national system of education since its inception in the 1877 Act has proceeded at a varying pace owing to the variety of motives of those controlling education and the obstacles which they had to face. Except for a few phases in the history of this development, the moves were not well thought out or planned.

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period was during World War I as Minister of Education in the education New Zealand has known. On his retirement in 1915 his work of reform was carried on by the Hon. Josiah Alfred Hanan as Minister of Education.

Mr. Hanan was born in Invercargill in 1868 and educated at the local Boys' High School. He was first admitted as a solicitor in 1889 and practised until 1909. A strong interest in local affairs led him to be elected mayor of Invercargill in 1897. At various times he was a member of the Southland Education Board, the Southland Hospital Trust, the Invercargill High School Board of Governors and the Otago High School Commissioners. He was also a president of the local Law Society and of the Shakesperian Society.

In 1899 Mr. Hanan was first elected to the House of Representatives as a member for Invercargill, a position which he filled in eight parliaments up to 1925 when he retired. He was appointed to the Legislative Council in 1926 and remained a member until its dissolution in 1950. During his parliamentary career Mr. Hanan was chairman of the Statutes Revision Committee, the Education Committee and the Hine Charges and Privileges Commissions. He was also a member of the Timber Commission.

His ministerial career comprised two periods. The first and shortest of these was as Minister of Education, Stamp Duties and Justice from the 28th March 1912 to the 10th July 1912 in the shortlived Mackenzie Ministry. The second

period was during World War I as Minister of Education in the National Government from 12th August 1915 to the 23rd August 1919. He was also Minister of Immigration over the same period and Minister of Justice from 20th February 1917 to the 14th November 1917. He took a prominent part in University affairs being a member of the New Zealand University Senate since 1917, Pro-Chancellor from 1927 and later Chancellor.

It is proposed to trace in some detail the Hon. J.A. Hanan's educational policies and ideas up to and including his two Ministries during which time he was able to initiate numerous reforms despite the difficult war years.

(ii)

THE ECONOMIC SITUATION IN NEW ZEALAND 1877-1898.

In the period 1877 to 1898 New Zealand experienced the growing pains which were to be expected in a young colony. A trade boom in the years 1870-72 increased the injudicious spending of money upon public works. Canterbury and Otago with their larger populations took the major share of the extravagant series of borrowings originally intended to encourage immigration and public works. It is true that Sir Julius Vogel who was Colonial Treasurer from 1869 to 1872, proposed to set aside land as a source of revenue for repayment of the loans but this safeguard was neglected by the provinces. The provincial governments were abolished in 1876 but unfortunately

New Zealand was slow in developing a satisfactory type of local government to take its place. The depression which set in, reached its lowest point in 1888-89 and with the worsening of social conditions, people left the country in great numbers to go to the Australian States which were enjoying prosperity.

By the middle of the 1890's the economic situation had stabilised itself after twenty odd years of boom and depression. Improvements in farming methods and the introduction of refrigeration for overseas cargoes aided by the rise in prices after 1890 brought a period of prosperity.

In 1890 the Liberal Labour Party came into power and introduced social legislation which included old age pensions, compulsory industrial arbitration, land legislation and factory acts.

(iii)

THE DEVELOPMENT OF EDUCATION IN NEW ZEALAND FROM 1877 to 1898.

The Abolition of the Provinces Act was passed in 1875; two years later the Education Act was passed and this act gave New Zealand its first national system of education. The Hon. Sir Charles Bowen who introduced the act intended it to raise the standard of provincial education, introduce reasonable uniformity of practice, put an end to the uneven distribution of public money on education and not to supersede the standing provincial systems. (1)

Its main provisions were as follows:-

(1) Webb L.C. THE CONTROL OF EDUCATION IN NEW ZEALAND
WELLINGTON. 1937. 26

1. Twelve Education Boards were established. They were Otago, Southland, South Canterbury, North Canterbury, Westland, Marlborough, Nelson, Wellington, Wanganui, Hawkes Bay, Auckland and Taranaki. The powers of these Boards were:- To expend the money granted for education by the Government within the Board area; to set up school districts and in conjunction with School Committees to establish and maintain schools; to appoint and dismiss teachers; to train teachers; to establish District High Schools and to inspect the schools.

2. Local School Committees for each school or a group of schools were to be elected by ballot of the householders. They had the power to elect the members of the Education Boards; in conjunction with Boards to determine the siting of new schools; provide and maintain school houses; recommend teachers for appointment and suspend or dismiss teachers subject to the Boards' confirmation; to decide whether the compulsory attendance clauses should be enforced in the district; control the use of school buildings out of school hours; and generally look after the educational needs of the district.

3. An Education Department was set up under the control of a Cabinet Minister and a Secretary. The Act clearly intended to make the Department little more than a money granting authority and to leave the principal administration in the hands of the Education Boards. A Departmental Inspector-General was appointed but no provision was made for him to inspect the schools except in the case of industrial or reform schools.

The teaching was to be entirely secular in nature.

The Departments duties and powers were:-

The Reverend W.J. Habens was appointed Inspector General To distribute the Education Boards' capitation grant, to prescribe in 1878 and continued to 1898. By 1898 the general situation the syllabus (already in the Act); prescribe text books; to require reports from Education Boards and what was to prove in 1877.

important later, the power to "make, alter and repeal regulations and orders." (2). The strength of these latent powers embodied in the Act were apparently not realized at the time. They were the Department's successful administration of the Industrial Schools, the School for Deaf Mutes and Native Schools. Attempts as laid down by the Department and the curriculum; the certification and classification of teachers; the times and manner of auditing Education Board and School Committee Accounts; the employment, education and examination of pupil teachers; the establishment and management of normal or training colleges; the organization and management of the Education Department and lastly the making of "such other regulations as may be necessary to secure the due administration of this Act." (3)

The capitation to the Boards was on the basis of £3.15. 0 per child on average attendance plus special grants for the training of teachers and erection of school houses. Primary education was made free to all children from five to fifteen years of age.

The subjects to be taught were incorporated in the Act and were arithmetic, reading, writing, English grammar and composition, geography, history, elementary science, drawing, object lessons, music, sewing and needlework for girls and physical and military drill for boys.

- (2.) BUTCHERS A.G. "EDUCATION IN NEW ZEALAND"; DUNEDIN 1930 11
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The teaching was to be entirely secular in nature.

The Reverend W.J. Habens was appointed Inspector General in 1878 and continued to 1898. By 1898 the general situation between the Boards and the Department was very much the same as in 1877.

The Education Boards had resisted any attempts by the Department to make inroads into their powers and were jealous of the Department's successful administration of the Industrial Schools, the School for Deaf Mutes and Native Schools. Attempts to force the Boards to spend the grants allocated in the manner required by the Department were unsuccessful. From time to time both the New Zealand Educational Institute and some Education Ministers had asked for reforms. Some of these reforms reached the Bill stage, only to be upset by the strong Education Board representation active in Parliament. Education then, became a political problem. The strong parochial feeling in educational administration held back the progress of education then and later.

The School Committees failed according to the intention of the Act to carry out "the general management of educational matters within the school district".(4) Furthermore the obvious intention of the Act to strengthen the Committees as a counter to the Boards was more or less a failure. Concerted action by the School Committees was rendered impossible by apathy and isolation. By 1898 fourteen District High Schools and twenty five endowed and private secondary schools had been established providing secondary education mainly for the favoured few.

(4) BUTCHERS A.G. "EDUCATION IN NEW ZEALAND" DUNEDIN, 1930. 9.

The Technical High Schools were in their infancy and four University Colleges had been establish^{ed} in the four main centres.

EDUCATIONAL APPRENTICESHIP

Towards the end of the century public opinion became more and more convinced that the education system as such had many faults and the Act was overdue for revision. "Of the eight Ministers of Education who held office between 1878 and 1891 only one, the Hon. John Ballance was unreservedly satisfied with the status quo." (5) Unfortunately there was too much public indifference and conservatism at the time to swing the scales in favour of reform through parliament but the stage was set for the years that followed.

Farming which had been once almost wholly devoted to the production of wool was able after the introduction of refrigeration to fill the dual role of producing both wool and mutton. Meat and wool continued to be exported in increasing amounts. Furthermore New Zealand butter and cheese had a ready sale overseas. It has been said that the prosperity of New Zealand in these times was due to an increase in productivity plus more favourable prices.

What was to be of greater educational significance was the opening up of the North Island to farming and a rapid increase in its population.

(5) WEBB, L.C. "THE CONTROL OF EDUCATION IN NEW ZEALAND" WELLINGTON. 1937. 52.

North Island exceeded that of the South.

CHAPTER II.

THE EDUCATIONAL APPRENTICESHIP OF JOSIAH ALFRED

EDUCATIONAL APPRENTICESHIP.

The years 1899 - 1899 - 1911. showed considerable

economic development were also years of educational reform.

(i)

THE POLITICO-ECONOMIC SITUATION IN NEW ZEALAND FROM 1899 to 1911.

The vigorous social and land legislation of the Liberal-Labour Ministries continued with diminishing vigour until the advent of the Reform Party under the Hon. W.F. Massey in 1912. The steady rise in prosperity from the 1890's continued except for one short spell when the prices crashed in 1907. Farming which had been once almost wholly devoted to the production of wool was able after the introduction of refrigeration to fill the dual role of producing both wool and mutton. Meat and wool continued to be exported in increasing amounts. Furthermore New Zealand butter and cheese had a ready sale overseas. It has been said that the prosperity of New Zealand in these times was due to an increase in productivity plus more favourable prices.

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After the turn of the century the population of the North Island exceeded that of the South.

(ii)
THE EDUCATIONAL APPRENTICESHIP OF JOSIAH ALFRED
HANAN 1899 to 1911.

(1) THE SCHOOL COMMITTEES: As a result of the whittling away of the School Committees' responsibilities as envisaged under the 1877 Act they became rather ineffective bodies of dubious value. Through the establishment of the Teachers' Court of Appeal they lost much of their influence over the teachers. The power of the Education Department. The initial thrust in the withdrawal of their special capitation allowance reduced this direction seems to have come from the Liberal-Labour Ministries and was carried on in later years with intermittent repairs. Mr. Hanan voiced the opinion that the duties bursts of enthusiasm. The Ministers of Education during this period were the Hon. W.C. Walker 1899 - 1905; Rt. Hon. R.J. Seddon 1903 - 1906; and the Hon. Sir George Fowlds 1906-1911. Immediately after this the Hon. J.A. Hanan was Minister for three months. This period will be referred to as his first Ministry. The years 1899 to 1911 must have proved a valuable apprenticeship for him in his later administration as he always took an intense interest in educational matters. The broad course of educational development during this period will now be traced and an endeavour will be made to pick up the threads of Mr. Hanan's interest where they are recorded. It must be remembered also that the permanent head of the Education Department was the remarkable George Hogben, Inspector-General from 1899 to 1915. Any survey of this period which did not mentioned his name would be incomplete as the reforms of the period will show.

THE EDUCATION BOARDS AND SCHOOL COMMITTEES AND
THEIR RELATIONSHIP TO EACH OTHER AND THE EDUCATION
DEPARTMENT.

(1) THE SCHOOL COMMITTEES: As a result of the whittling away of the School Committees' responsibilities as envisaged under the 1877 Act they became rather ineffective bodies of dubious value. Through the establishment of the Teachers' Court of Appeal they lost much of their influence over the teachers.

(2) THE EDUCATION BOARDS: As a result of expert and public opinion the method of Education Board election was changed by the Education Amendment Act 1905. Each Board area was to be divided into three wards, each with approximately the same average attendance. Each Board consisted of nine members. Mr. Hanan voiced the opinion that the duties assigned to the School Committees "had often been slight and not enough to give encouragement, while in some districts they had taken a warm interest in their schools." (1)

The Committees were allowed a small special capitation (from 1906 to 1910) of 9d. per pupil based on average attendance, in addition to their Education Board allowances. Anomalies, however, existed which were cleared up by an Amendment Act in 1910 when the Boards' maintenance allowance was increased to 12/- per child on average attendance, but out of this they had to pay 5/6 per child to the Committees.

These funds were to be used for sanitation, fuel, cleaning, grounds, school requisites, and Committees' incidental expenses. There were of course complaints from those Education Boards with a large number of small schools as the larger grants to Committees reduced considerably their own maintenance funds.

(1) NEW ZEALAND PARLIAMENTARY DEBATES 1905, VOL. 135. 488

(2) N.Z.P.D. 1905. VOL. 132. 771.

The 1901 School Attendance Act had the effect that some of the Boards had not administered the building fund wisely. But he was most reluctant to see the powers of Committees' responsibilities on compulsory attendance. local control being undermined. "I am one of those who

It actually made both School Committees and Education Boards responsible. believe that centralization is desirable when it is used to systematize, stimulate and strengthen, but when it goes in

The 1910 Amendment Act made attendance compulsory at all times that the schools were open. the direction of taking away and centralizing here in Welling-

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Each year three Board members were to retire in rotation. 1901 took away many of the Boards' financial responsibilities as did the reduction of capitation to 11/3 per pupil. Later

Along with others Mr. Hanan did not consider that the measure had gone far enough. He supported it because he Committees.

desired to see some improvement brought about in the election of Education Boards. He considered that the franchise at the time was too narrow and that it should be universal as many men and women were interested in education. As it was at the time the Education Board elections were swamped by country Boards were beginning to look little better than agents of the School Committees. (2)

The ill-planned expenditure by the Education Boards of the building fund caused Mr. Hogben in 1902 to regulate the fund by dividing it into recurrent (i.e. replacement) and non recurrent (i.e. new buildings) funds. The former was paid out

of the Consolidated Fund and the latter from the Public Works Fund. (3) NZPD. 1905. VOL. 132. 174. Mr. Hanan agreed with these regulations considering

(2) N.Z.P.D. 1905. VOL. 132. 771.

that some of the Boards had not administered the building fund wisely. But he was most reluctant to see the powers of local control being undermined. "I am one of those who believe that centralization is desirable when it is used to systematize, stimulate and strengthen, but when it goes in the direction of taking away and centralizing here in Wellington powers which have been efficiently exercised by the Education Boards of the colony then it is undoubtedly objectionable." (3)

The establishment of a colonial scale of salaries in 1901 took away many of the Boards' financial responsibilities as did the reduction of capitation to 11/3 per pupil. Later this was raised to 12/- but 5/6 of this was passed on to the Committees.

The Boards had every reason to be uneasy as the Department was encroaching upon their acknowledged fields. National Scholarships began to take the place of Board Scholarships and the development of the District High Schools increased the Department's influence in the country areas. Boards were beginning to look little better than agents of the Department. They determinedly retained their own inspectors in the face of Departmental opposition.

By 1906 there were seven Departmental inspectors in the Native, Industrial and Technical Schools.

THE PRIMARY SCHOOLS.

1. THE SYLLABUS.

From 1877 to 1904 when the new syllabus was introduced the primary and secondary curricula were mainly of the traditional type. Most of what was taught was far too advanced for the children. The curriculum certainly had little real meaning for them. The movement towards instituting a new syllabus was, however, the result of many years of agitation from teachers, School Committees, Education Boards and Inspectors. The Act was preceded by regulations in 1900 freeing the Inspectors from their onerous examination of most of the pupils and allowing them more time to advise on the professional side of teaching. Headmasters were delegated the authority of examining Standards one to five leaving standard six for the Inspectors. This arrangement also aided to 1910 Mr. Hanan continued to press for revision of the syllabus before the Education Committee of the House of Representatives. (6) He also pressed for the provision of free text books to cover the new syllabus and thereby to increase educational efficiency. This would entail a saving in expense new syllabus and accordingly his draft syllabus was discussed and modified before a Teachers' and Inspectors' Conference in 1904. It became compulsory from January 1905.

A special Education Committee of the House of Representatives approved Hogben's general proposals as to his new syllabus and accordingly his draft syllabus was discussed and modified before a Teachers' and Inspectors' Conference in 1904. It became compulsory from January 1905.

As John Caughley said, "it took chief account of the child's own life as of import to himself, the teacher was to take a much less direct and dominating share while the child

for parents, and free books would prevent wastage when pupils moved from one school to another. A further gain would be a greater uniformity in the interpretation of the syllabus and was given a far greater and more expressive part in the doing and thinking of class work". (4)

This of course did not lessen the teacher's work, but increased the need for teachers trained in the techniques and spirit of the new syllabus and led on to the new drive for a more comprehensive system of teacher training. In the years that followed Mr. Hanan considered that the syllabus was overcrowded owing to the great multiplicity of subjects, fearing that it would lead to superficiality of acquirement. He also especially those in outlying areas. As early as 1905 Mr. Hanan feared that the three R's would suffer, as less time would be given to them. To his mind the Inspector General "needed some lengthened practical experience of our primary school work", (5). Hogben was accused of having misled the Education Committee on the amount of work in the new syllabus. From then on, yearly to 1910 Mr. Hanan continued to press for revision of the syllabus before the Education Committee of the House of Representatives. (6) He also pressed for the provision of free text books to cover the new syllabus and thereby to increase educational efficiency. This would entail a saving in expense.

(4) DAVEY, I. "FIFTY YEARS OF NATIONAL EDUCATION IN NEW ZEALAND" WELLINGTON. 1928. 40-41.

(5) N.Z.P.D. 1904, VOL. 128, 156.

(6) N.Z.P.D. 1904 VOL. 128, 156. N.Z.P.D. 1910. VOL. 152. 236.

N.Z.P.D. 1905, VOL. 132, 484.

N.Z.P.D. 1906, VOL. 138, 230.

N.Z.P.D. 1908, VOL. 144, 723.

The New Zealand Educational Institute gained strength during the years and by the late nineties and early 1900's was

for parents, and free books would prevent wastage when pupils moved from one school to another. A further gain would be a greater uniformity in the interpretation of the syllabus and a better choice of text books for pupils. By 1910 this scheme had been tried and found unsuccessful.

2. MEDICAL AND DENTAL INSPECTION.

Agitation from the New Zealand Educational Institute and from the Wanganui Inspectors brought to notice the need for the medical and dental inspection of school children especially those in outlying areas. As early as 1905 Mr. Hanan asked the then Minister of Education Mr. Seddon to consider making available a medical officer in each education district to ensure that the schools be hygienically constructed and managed, and also to supervise in a general way the school course of hygiene and the health of the teachers and the pupils. While this proposed scheme did not entail personal medical and dental inspection, it was an indication that enthusiasts and administrators were thinking along these lines. In 1907 and in 1911 Mr. Hanan pressed for a system of medical and dental inspection in schools so that children could be periodically examined to remove dental, eye and ear defects. Unfortunately this scheme was thought to be too costly.

3. THE TEACHING SERVICE.

The New Zealand Educational Institute gained strength during the years and by the late nineties and early 1900's was

a force to be considered and consulted on educational matters, as not only did it have the cause of its members at heart, but (it was also concerned with the progress) of education generally.

The establishment of the Court of Appeal noted in Chapter I was soon followed by the Public School Teachers' Salaries Act 1901 when a national scale of staffs and salaries was enacted.

The salaries still, however, fluctuated according to the average attendance. The scale for assistants started at £85 for men and women alike, and for head or sole teachers at £100. Mr. Hanan was one of those educationally-minded people who were dissatisfied with the low salaries. As he pointed out there was a constant demand for efficiency in education, yet to gain a good supply of teaching material it was necessary to increase wages. He was against the principle of salaries being dependant on average attendance and he suggested some method of grading the teachers to do away with this injustice. The aim of his ideas on salaries was to provide for all teachers "some reliable assurance of ultimately attaining after a long and zealous service, a salary commensurate with the demands made upon them" (7) and in keeping with the responsibility of the profession. (8).

(7) N.Z.P.D. 1907 VOL. 139. 271

(8) (N.Z.P.D. 1904 VOL. 129. 694)

(N.Z.P.D. 1905 VOL. 135. 487)

(N.Z.P.D. 1906 VOL. 138. 235)

(N.Z.P.D. 1908 VOL. 143. 557)

(9) N.Z.P.D. 1908, VOL. 144, 716.

This was gradually brought home to Parliament and increases were granted by Acts in 1904, 1905 and 1908. The 1908 Act initiated the Teachers' Superannuation Fund. It was compulsory brought in the principle of annual increments within each grade for all public, primary and Native Schools' teachers and all other teachers under the employ of the Education Department to join.

The questions of teachers' appointments still remained unregulated until the principle of a short list was incorporated in the 1905 Amendment Act and the 1908 Education Act. The Superannuation Amendment Acts repealed the 1905 and 1906 Acts, but kept the Teachers' Fund separate. School Committees to some extent as they had the power to appoint the teacher of their choice from the short list supplied.

That this system was open to the abuses of canvassing and string pulling was evidenced by Mr. Hanan when he proposed that the power of appointment should lie with the Education Boards. He stressed the need for a definite system of making appointments so that a vacancy would be filled by the best teacher available. In 1908 he instanced the Southland system of appointing teachers (where the Committee had to give good reason why it did not consider the Board's appointment as suitable) as being a satisfactory idea.(9)

In 1909 the New Zealand Educational Institute put forward a plan for the appointment of teachers based on a system of grading. The Wanganui and Auckland Education Boards began to use a graded list as a basis for appointments in 1908; in 1910 Hawke's Bay, Nelson and Taranaki followed with a similar scheme.

(9) N.Z.P.D. 1908, VOL. 144, 718.

The 1905 and 1906 Teachers' Superannuation Acts initiated the Teachers' Superannuation Fund. It was compulsory for all public, primary and Native Schools' teachers and all other teachers under the employ of the Education Department to join.

The 1908 and 1909 Public Service Classification and Superannuation Amendment Acts repealed the 1905 and 1906 Acts, but kept the Teachers' Fund separate.

4. TEACHER TRAINING:

Mr. Hogben and his staff had to face up to the problem of teacher training in two directions; firstly for new recruits to the profession and secondly for those teachers who were already teaching. Some of the latter had low grade certificates and the new syllabus required many to teach subjects of which they had little or no knowledge. The old E certificate was abolished thereby increasing the number of the uncertificated. The pupil teacher system had supplied most of the new recruits to the profession who were regarded by the Education Boards as cheap labour. The 1901 Staffs and Salaries Commission recommended that the proportion of adult to pupil teachers be increased. The demand for a system of teacher training in training colleges or technical schools was voiced by the Inspectors' Conference and the New Zealand Educational Institute. It was proposed by Mr. Hanan that candidates from all parts of the colony should be admitted on equal terms and that if the

were approximately 120 Government scholarships in use at the training college idea proved too expensive then other means for giving a regular course of training for teachers should be tried (10).

Following the 1904 syllabus, proposals were drawn up for the establishment of four training colleges situated in the main centres. In effect two years of pupil teachership were to be followed by two years at a Training College, but a student had first to pass the University Entrance Examination. The allowance was £30 if living at home and £60 otherwise.

Although the Boards controlled these colleges the Department held them in check by regulations.

The first colleges were opened in 1906.

THE MAORI SCHOOLS:

The Maori School system which had had such a good start under the administration of the Education Department continued to be successful. In 1901 the teachers' salaries were brought into line with those in the (rest of the teaching) service. That year also the syllabus was extended to include handwork and technical instruction. When it was realized that the grammar school type of secondary education would suit only a few of the Maoris an effort was made to broaden the courses and give them a technical and a manual bias by subsidising that type of training in the private secondary schools.

By 1906 there were one hundred Native Village Schools, six Mission Schools and six secondary boarding schools. There

were approximately 120 Government scholarships in use at the six secondary schools. The Chatham Island schools first founded in 1884 were administered similarly to the Maori schools and after 1900 progressed very much on the same lines.

By 1908 there was little difference in teachers' pay, superannuation and syllabus between the national system and the Maori School system.

In 1892 the Jubilee Institute for the Blind was established by the Society for the Blind in Auckland and blind children were sent there at public expense with some assistance from voluntary contributions. -- Grants in aid were also given to the Institute.

The 1907 Inf THE SPECIAL SCHOOLS. act transferred the

administration of the very young from the Police Department to the Education Department. Early on it became evident that a better classification was needed of all those committed to the care of the State and this was carried out. This was implemented by the establishment of a day industrial school in the four main cities, two industrial schools, and two reformatories and receiving homes. Some effort was made to provide a better classification within these schools thus keeping the better children apart from those with bad records. Agricultural and trade training was also introduced. The church homes were asked to fall into line also.

As the result of a new act in 1900 children could be committed to industrial schools up to the age of 16.

Mr. Hanan in 1903 considered that the classification had not gone far enough. He cited the fact that South Australia had separate institutions for innocent and destitute children,

and for criminal children. Furthermore, these were then classified further within the different institutions. He asked that a Commission be set up to investigate the position at the time in New Zealand. (11)

In 1908 a home for mentally defective boys was opened at Otekaikae near Oamaru.

In 1892 the Jubilee Institute for the Blind was established by the Society for the Blind in Auckland and blind children were sent there at public expense with some assistance from voluntary contributions. Grants in aid were also given to the Institute.

The 1907 Infant Life Protection Act transferred the administration of the very young from the Police Department to the Education Department. The 1908 Industrial Schools Act and the Education Amendment Act 1910 gave added powers to Magistrates to prolong the period of care for those not considered fit to be released and also to commit children not considered under proper parental control. On the positive side provision was made for the education and training of all the inmates. A school for feeble minded girls was opened at Richmond and the Departmental Inspectors were given the right to inspect all institutions of this kind.

SECONDARY EDUCATION.

In 1898 there were in New Zealand 25 secondary schools

places were introduced in 1901 into District High Schools on condition that the pupils for which the Government made payment were to be educated on secondary lines in separate classes from the primary section. In 1902 Departmental regulations offered grants to the governing bodies of the secondary schools at 66 per pupil admitted free of fees for tuition, provided that one free place was already given for each £50 of the income from endowments. (13)

"the time had arrived when steps should be taken to provide a system of free secondary education in this colony. At present so far as our high schools were concerned the poor were taxed to afford the means of giving the children of the well to do classes, the advantages of secondary or higher education. We should endeavour as far as possible to reduce or bridge over the present gap or gulf which existed between the State Schools and the university -- so that there might be a bridge constructed over which the bright intellects of the children of the poorer classes should be able to travel without impediment or restriction to the University". (12)

Mr. Hogben had, however, already been giving much thought to this matter and launched his plans accordingly. Briefly they were the establishment of free places; non-academic training to be included in high school curricula with the district high schools having an agricultural bias and the diverting of the scholarship scheme in vogue at the time, to be used for bursaries to help with expenses and books. Free

(12) N.Z.P.D. 1902. VOL. 121. 159.

(14) N.Z.P.D. 1903 VOL. 127. 679.

places were introduced in 1901 into District High Schools on condition that the pupils for which the Government made payment were to be educated on secondary lines in separate classes from the primary section. In 1902 Departmental regulations offered grants to the governing bodies of the secondary schools at £6 per pupil admitted free of fees for tuition, provided that one free place was already given for each £50 of the income from endowments. (13)

It must be remembered that these free places were to be given to pupils who had passed the qualifying test VIZ: a pass with distinction for high schools and for District High Schools a pass in the standard six examination.

This was accepted by fifteen high schools at first. By 1903 there were over 2,300 pupils as holders of free places and Board Scholarships. These regulations were further consolidated in 1903 by an Act. The option was made hard and fast for the high schools of either accepting Government free place pupils or providing their own scholarships on the basis of one fifth of their annual income from endowments. The Department was given the power to establish, inspect and make grants in respect of buildings. This was deemed necessary as seen by Mr. Hanan's remarks that some of the schools which had accepted free place scholars had had their accommodation over-taxed. He also asked for more assistance through more generous grants for buildings or otherwise many eligible children would be debarred. (14)

(13) BUTCHERS, A.G. "EDUCATION IN NEW ZEALAND". DUNEDIN. 1930. 190.

(14) N.Z.P.D. 1903 VOL. 127. 679.

The 1903 Secondary Schools Act, however, failed to give the Department power to regulate the syllabus and consequently the high schools were doomed to be under the domination of the University Entrance Examination.

The income from tuition fees also dropped so that the Department had to bear an increasing amount of the cost of secondary education. As time went on it became questionable whether the original proposed 16% of those qualifying from Standard six had not grown too large. This it had and the percentage rose well above this figure.

Unfortunately the 61 District High Schools failed to become agricultural high schools and instead went the way of the other high schools. Mr. Hogben's attempt to make the high schools provide manual training was not a success and gave rise to separate technical schools which were in a sense wasteful in that they overlapped some of the functions of the high schools. Some of the old high schools remained aloof on the question of free places, but when Hogben applied the regulation lever of setting up District High Schools the secondary schools gave in.

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Manual training was established fairly successfully at the same time in the TECHNICAL EDUCATION.

The Manual and Technical Instruction Acts 1900 and 1902 initiated technical education. The act was very wide

indeed and allowed generous scope for all types of schools up to the University to provide technical and manual classes provided they had (in public schools) the sanction of an inspector of schools. These classes could be conducted by Education Boards, University Colleges, Secondary School Boards, Municipal Councils, or any other educational institution. The Department had the power to inspect and examine all the classes under the Acts. Capitation was based on classes not on schools.

All the secondary schools, District High Schools, existing technical classes V1Z (Auckland Technical Classes, Elam School of Art, Masterton Technical School, Christchurch School of Domestic Economy, and the Dunedin and Invercargill Technical Classes), Canterbury College School of Art and Engineering, and the Otago University School of Mines were authorised from the start. The vote for this purpose rose quickly from about £11,000 in 1901 to £77,000 in 1908.

Unfortunately the University largely remained apart unwilling as they were to take on something under the Departmental eye and also being unable to visualize much beyond their academic courses.

Manual training was established fairly successfully at the same time in the primary schools although it was held up through insufficient teachers trained to do this work. Hogben's scheme to give the District High Schools an agricultural bias

Even at this early stage of New Zealand's educational was largely unsuccessful as mentioned previously.

The secondary schools too failed to broaden their courses to meet the demands for technical education. Having failed in his attempts to reshape the existing educational facilities Mr. Hogben set about encouraging separate technical high schools.

We may take Mr. Hanan's remarks in 1905 as a sample of the felt need of the country at that time. "If we wish to build up in this colony a race of intellectual handicraftsmen and highly skilled artisans and keep pace with the great advances which other countries are making in commercial and industrial progress, we must energetically devote ourselves to the task of developing technical and commercial education." (15)

Day technical classes were opened at Wellington in 1905, Christchurch and Auckland in 1906 and Dunedin in 1909. The free place system was applied to these Schools. In an attempt to prevent overlapping Mr. Hogben wanted the secondary schools in the small centres to take on technical classes, but this did not succeed, and consequently small technical schools were established at Wanganui, Napier, Invercargill and Westport. It was not long before the University Entrance and Civil Service Examinations began to dominate even these schools and they were regarded as "poor relations" of the secondary schools.

(16) N.Z.P.D. 1910. VOL. 150. 884.

(15) N.Z.P.D. 1905. VOL. 132. 174

Even at this early stage of New Zealand's educational history, thinking educationists contemplated compulsory continuation education. Mr. Hanan in 1904 and again in 1910 observed that many children between the ages of 14 and 18 wasted valuable hours of their lives and ran the risk of becoming criminals. Furthermore he emphasized the need to turn out a young industrial worker better able to make use of both brain and muscle. He also wanted some method of separating those most fitted for technical work and giving them a thorough technical training as opposed to the highly academic education for most, then in existence. (16)

In fact the 1910 Education Amendment Act provided for the compulsory attendance at technical classes of young people from 14 to 17 who were not otherwise getting a suitable education. This part of the act was optional for the local authorities and few made use of it.

In 1911 the Secondary School Lower and Higher Leaving Certificates awarded on -----ing by inspectors were instituted for pupils who had completed a satisfactory post-matriculation year.

UNIVERSITY EDUCATION.

As previously stated the 1903 Secondary Schools' Act gave the University and the secondary schools full control over the secondary syllabus and in effect shortened the average stay of the pupils, and this in turn of the numbers entering the University.

(16) N.Z.P.D. 1910. VOL. 150. 884.

The 1902 New Zealand University Amendment Act put the University under the control of a Senate of 24 members. The affiliated colleges did the teaching.. Unfortunately the teachers in the colleges had very little freedom and had to direct their courses to satisfy outside examiners in England.

The establishment of night time-tables allowed many part time students to study. Also students could be exempted from lectures and thus take a degree without perhaps even ever seeing the University College concerned.

Unfortunately cramming for examinations was prevalent.

Besides existing private scholarships, Government research scholarships, and University Entrance Scholarships, the Government established 3 year bursaries for all those who obtained credit from the Scholarship Examination.

In 1911 the Secondary School Lower and Higher Leaving Certificates awarded on accrediting by inspectors were instituted for pupils who had completed a satisfactory post-matriculation year. Much jealousy was stirred up between the four colleges in a struggle to gain the various special schools. In 1882 Otago gained the medical school and in 1911 a Home Science School. Both Otago and Auckland established mining schools in the early 1900's. Canterbury Agricultural College and the School of Engineering were established in 1880 and 1890 respectively. As the Southern colleges were well endowed they gained more than their share of the special schools.

CHAPTER III

THE FIRST MINISTRY OF MR. HANAN AND THE TWO YEARS THAT FOLLOWED 1912-1914.

THE COHEN COMMISSION 1912...

(i)

Mr. Hanan was appointed Minister of Education in the McKenzie Ministry from the 28th March to the 10th July 1912. As his term of office was so brief there is little of educational importance to report. In response to New Zealand-wide criticism of the education system, he appointed a Royal Commission to report upon its working in 1912. The members were Mark Cohen (Chairman), W. Davidson, J.R. Kirk, F. Pirani, H. Poland M.P., J.C. Thomson M.P., and T.U. Wells.

Mr. Hogben was associated with it during most of its meetings. The report was wanted quickly for political reasons and a vast amount of evidence was heard, but the final recommendations indicated a failure to absorb the evidence presented.

It was this Commission's report, however, which formed much of the basis of the important 1914 Act and it is presented here fairly fully as it affords practical evidence of some of Mr. Hanan's educational ideas which he was able to put into action in his second term as Minister of Education. Mr. Hanan explained to the House of Representatives that the main aims of the Commission were:-

(1) To question the correctness of the general opinion that value was not being received for the large vote for education.

(2) To see how school instruction could be improved and made of more practical value in equipping pupils for their future callings.

(3) To investigate overlapping and duplication in administration, and the possibilities of amalgamating local governing or controlling bodies..

(4) To investigate the finances of Education Boards and other educational authorities.

(5) To see in what respects generally, improvements could be made to secure higher efficiency, better administration and co-ordination and the securing of greater value for the annual expenditure on primary, secondary and technical instruction. (1).

It will now be necessary to examine carefully the proposals of the Commission in conjunction with the remarks and criticisms of Mr. Hanan.

The Commission recommended:-(2)

(1) The establishment of a representative National Council of Education under the chairmanship of the Minister with effective control of the whole system through the power of making regulations. This Council was to meet half yearly and when directed by the Minister.

In Mr. Hanan's view the advisory functions of the proposed Council were very numerous and could only be undertaken by those with the requisite experience and expert knowledge.

pointed out that this would not be effected without resistance.

"The duties of the members of this Council would require that they should read and observe widely and that they should personally visit our schools and colleges; that they should occasionally travel in order to study at first hand the newest developments of education elsewhere and that they should confer together and attend meetings of the Council from time to time". (3) These extensive requirements would have necessarily excluded teachers, inspectors and administrators who would have been the most suitable to fill the appointments. He suggested that retired teachers and inspectors of the calibre of Petrie, Goyen and White should be appointed.

(2) The reduction of the thirteen Education Boards to five.

of 5/ The new Boards were to be.

- (1) Auckland
- (2) Wanganui, Taranaki, Hawkes Bay.
- (3) Wellington, Nelson, Marlborough.
- (4) North and South Canterbury, Westland and Grey.
- (5) Otago and Southland.

Each Board was to consist of 12 members elected for 3 years, from 4 wards in the district and was to be based on adult suffrage. They were to have the right of control over primary, secondary, technical and native education as far as the powers conferred by legislation on Education Boards, Boards of Governors of Secondary Schools and Managers of Technical Schools were concerned. (4).

(5) Mr. Hanan agreed with the proposed abolition of separate local administration for secondary and technical schools, but

(3) N.Z.P.D. 1912. VOL. 160. 702.

(4) A-Js. 1912. E12. 7

pointed out that this would not be effected without resistance.

If Boards were to have this triple responsibility he considered that there should be 4 Boards in each island as too large an area would prejudice thoroughness and efficiency. Further he suggested that the Boards be elected on adult suffrage. (5)

3. That School Boards each of seven members be established in every city or borough with a population of over 8,000 (over 4,000 to be optional on choice of people). The Board was to have control of primary, secondary and technical education within its area subject to the approval of the Education Board. The members were to be elected annually under the usual local municipal franchise. The funds were to consist of a capitation of 5/- per pupil on average weekly attendance, grants from Education Boards, plus a subsidy on sums raised locally by local taxation or otherwise.

Outside these areas schools were to be associated in groups of from 2 to 10 for which the electors were to appoint a School Committee, or where not practicable Commissioners would be appointed by the Education Board. Each School Committee was to have 7 members. (6)

Mr. Hanan suggested that the School Boards should be something more than an amalgamation of school committees, but should

(5) N.Z.P.D. 1912. VOL. 160. 703

(6) A-JS. 1912. E12. 9.

deal with primary, secondary and technical education in its area. The idea of subsidising locally raised funds under the School Boards seemed to give them preference over School Committee areas. Furthermore it was fundamentally wrong to make primary education dependent on local rating. He also raised the question whether School Boards were intended to have power in the appointment of teachers. (7)

(4) The Commission recommended that the Inspectorate be reorganized. They recommended that there be one Chief, two Senior and other Inspectors in each of the five proposed Education Boards. Furthermore the number of inspectors was to be subject to the approval of the Director and their most important duty was to ^{the} be/giving of help to teachers. (8)

Mr. Hanan approved of this scheme, especially the giving of help to more inexperienced teachers. The Inspectors had in the past he considered spent too much time on criticising teachers and writing elaborate reports for Boards. (9)

(5) The Commission recommended that the Department be reconstituted and that there be a Director of Education responsible to the Minister for the general administration of all State education other than the Universities. They recommended that the Native Schools Branch be abolished and that the Minister was to appoint other officers under the Director of Education

(7) N.Z.P.D. 1912. VOL. 160. 703

(8) A-JS. 1912. E.12. 10

(9) N.Z.P.D. 1912. Vol. 160. 705

(13) A-JS. 1914. E12. 13

as required for the efficient administration of the Department. (10)

(6) On the subject of teacher training the Commission recommended that there be a bigger intake into each college and that the number of probationary assistants be increased. A significant step was the recommendation that the students observe under selected teachers during the period of training at training colleges. Secondary school teacher candidates were to do at least one year at a training college and to observe in secondary schools. (11).

Mr. Hanan considered these proposals sound, but also pointed out that difficulties would arise in that headmasters of schools would be overburdened with the supervision and training of young entrants and that the training colleges likewise would probably be unable to cope with the increased numbers. Nevertheless he thought that this was the only way to meet the urgent need for teachers. (12)

(7) It was also considered that a general rise in teachers' salaries was needed. There was also need for a Dominion Scale of Salaries for secondary assistants in District High Schools.

They recommended also that the £30 per annum special allowance made to headmasters of District High Schools be discontinued. There was also a need to define more clearly the position of infant mistresses in higher graded schools. (13)

(10) A-JS. 1912. E12. 13

(11) A-JS. 1912. E12. 13

(12) N.Z.P.D. 1912. VOL. 160. 704

(13) A-JS. 1914. E12. 13

On the whole Mr. Hanan endorsed the above, but asked for bigger increases in salaries.

(8) The Commission recommended that every Education Board should institute a system of grading and promotion of teachers. This grading was to be based on teaching ability, organization and attention to details. Applications for transfer from one Board to another were to be dealt with at the annual conferences of Chief Inspectors. Teachers were to have the right of appeal. (14)

Mr. Hanan was disappointed that a Dominion scheme of grading and appointments had not been put into action. As he said "favouritism and parochialism must go and every encouragement must be given to the rights of ability and merit being recognized in the matter of appointments and promotions." Further he pointed out that teachers in country districts would be at a disadvantage. He referred to a successful working system of grading in Auckland. (15).

(9) The aim and scope of the syllabus in use was supported by teachers and inspectors and the weaknesses were due to misunderstanding and misinterpretation. However, a minor simplification was suggested in most subjects and that physical education be treated as an important subject. (16)

Mr. Hanan considered these amendments could be embodied in the syllabus without disorganization. He stressed the need for

(14) A-JS. 1912. E.12. 14.

(15) N.Z.P.D. 1912. VOL. 160. 704

(16) A-JS. 1912. E.12. 18

teachers to be trained in the methods of physical education.

"I believe the time is coming when the teacher will have to make the playground as well as the classroom the scene of direct purposive activity." (17)

(10) It was recommended that as soon as the secondary departments of District High Schools reach a roll of over 80 then these would be established as Agricultural High Schools as in New South Wales and Victoria. There was also need to establish two Agricultural Colleges, one in the North and one in the South Island. (18)

This naturally met with Mr. Hanan's approval as he was then always a strong advocate of agricultural education.

(11) Further the present system of awarding scholarships VIZ: Junior National Scholarships, Board Scholarships and Certificates of Proficiency and Competency, be abolished and replaced by a single qualifying examination with accrediting in approved schools (19).

This was also approved by Mr. Hanan.

(12) In the matter of manual and technical training, it was recommended that the Education Boards' capitation be paid on the basis of the average weekly roll. Further that the scale for country classes be increased. It was proposed to abolish

(17) N.Z.P.D. 1912. VOL. 160. 704

(18) A-JS. 1912. E.12. 18.

(19) A-JS. 1912. E.12. 20.

District High Schools and divert free place pupils and to make permanent the Technical Schools where agricultural subjects could be introduced. There was also need to establish a Dominion standard of examinations for work in trade classes.

Compulsory continuation classes for young people from 14 to 17 years of age were recommended. The onus was to be on the employer to see that his employee attended. (20). Mr. Hanan considered that many pupils at secondary schools stayed far too short a time and got only a smattering of subjects. There was, therefore, an urgent need for these continuation classes to enable them to make profitable use of their spare time and fit them better for work (21).

(13) That as there was often much overlapping in secondary education in some areas where there were day Technical Schools, Secondary Schools and District High Schools the latter could be abolished. There was further criticism levelled at the tendency to make public examinations the objective of education instead of the fitting out of the pupil for his future life.

There was also need for the improvement in the administration of Secondary school endowment funds.

(14) Kindergartens were to be encouraged and grants continued to Kindergarten Associations with perhaps the Education

(20) A-JS. 1912. E.12. 15

(21) N.Z.P.D. 1912. VOL. 160. 705

(22) N.Z.P.D. 1912. VOL. 160. 702.

Boards establishing similar institutions with training provided in training colleges. The need for instruction in sex physiology at a proper age was stressed.

There was also need for conferences between Education Boards and the Health Department on the matter of school construction, ventilation and sanitation. The system of providing free school books was to be abolished. Recommendations were made to consolidate small country primary schools.

Rewards for zeal for teachers such as one year's leave on full pay to study education elsewhere in the world were also proposed.

This briefly concludes the discussion on the main provisions of the report except for the following remarks by Mr. Hanan.

"The report to my mind is an able and serious effort to amend our education system at those points where defects have become manifest". (22) Mr. Hanan concluded his discussion on the report as follows:-

"Had I continued as Minister of Education it would have been my pleasure-----to have made certain progressive changes and introduced certain practical reforms which I had advocated and which I feel sure would make for the efficiency of our educational machinery, that would have secured better organization and co-ordination, that would have improved the position of the teaching profession, made the service more attractive, and would have

(23) N.Z.P.D. 1912. VOL. 160., 706
(22) N.Z.P.D. 1912. VOL. 160. 702.

placed our educational service on more advanced, practical and efficient lines.-----Our aim should be to have a system of education that will ensure the all round development of the young manhood and womanhood of this country;-----the whole tendency at the present time in the most advanced countries is to make secondary as well as technical education more and more vocational;-----that is, more and more directed towards fitting each for his or her vocation;-----an education to train him for complete citizenship." (23).

In 1913 the Hon. Jas. Allen set up an Education Committee of the House of Representatives to consider the proposals of the Cohen Commission. Mr. Hanan was a member. Generally speaking the Committee approved of the Commission's proposals. "The Committee is in general agreement with many of the findings of the Commission, but is of the opinion that before they are given effect to by legislative enactment some of them require modification." (24) the result of the Commission's labours

we will be They agreed that the number of Education Boards be reduced to 8 or 9 rather than 5. The provision of School Boards and the reconstitution of School Committees was not approved.

al progress A revised scheme of teachers' salaries was asked for and the principle of appointment and promotion by grading approved. The recommendation that District High Schools become agricultural colleges was not approved, but they advocated the teaching of

Sir James Allen as Minister of Education.

- (23) N.Z.P.D. 1912. VOL. 160., 706
 (24) N.Z.P.D. 1913. VOL. 167. 451.
 (25) N.Z.P.D. 1912. VOL. 158. 557.

agricultural subjects. They pushed for more action in respect of the consolidation of country schools and that the whole question of superannuation receive further consideration.

Despite enthusiastic public opinion the Commission in reality appears not to have achieved much. Having been set up by him, however, Mr. Hanan warmly applauded the work done. We must recognize of course that its recommendations might have taken a different course had he remained Minister of Education.

"It was my intention had I continued as Minister of Education to bring in some of the proposals outlined in the report.

This report proposes changes that the Commission believes are in directions in which a judicious economy can be effected without impairing the efficiency of our educational system. Our educational system has not been overhauled before nor has there been any proper inquiry into its efficiency.---- I do sincerely hope that as the result of the Commission's labours we will bring about a sound, progressive and efficient system of primary, manual, technical and secondary education that will assist to lay down lines of policy that will make for educational progress." (25)

Meanwhile Hogben who had found Mr. Hanan sympathetic was forced to alter his plans for an all-embracing change when the short Mackenzie Ministry ended and he had to contend with Sir James Allen as Minister of Education.

THE EDUCATION ACT 1914.

(ii)

As a result of increased public and professional pressure the 1914 Act was passed. Much of it was merely a consolidation of previous acts. Its main provisions were as follows:-

- (1) It established a National Council of Education with no real power and very limited advisory powers. It could meet only with the consent of the Minister and could not discuss internal organization because it had the Director and Assistant Director of Education as members.
- (2) The Inspector-General was to be renamed the Director and his next in command the Assistant Director.
- (3) Nine Education Districts were proposed (five in the North and four in the South). The boundaries were to be determined by the General Council of Education.

The Commission and Mr. Hanan's request for the election of Education Boards by popular franchise was not taken up but Boards were to be divided into three wards each based on yearly average attendance.

A stricter control was kept on the grants to Boards and a general fund and special funds were set up thereby limiting the Boards' general allocation of finance.

(4) The School Committees' capitation was increased to six shillings plus subsidies. As far as teachers' appointments were concerned the School Committees were to be little more than consulted. for primary, secondary and technical schools.

(5) The Board Inspectors were transferred to the Department.

(6) Provision was made for the adoption of a system of work numerical grading as a basis of appointment and the right of appeal for teachers was preserved. y want unity of control and

(7) The Minister could establish new secondary schools in conjunction with the Education Boards. Any secondary schools established after the Act were to have three representatives from the Education Board, three from the parents, two from the Department and one from the local borough council on their Boards of Governors. Bill now before the House". Further,

(8) Similarly the Boards of Managers of technical schools were given more independent representation, thus prising them apart from the Education Boards. ching so suddenly imposed upon

(9) Provision was made for compulsory continuation and technical classes at the option of the local district. schools overlap

(10) Education was to be compulsory from 7 to 14. is certainly

(11) Extensive powers to make regulations were preserved. anches

of edu Mr. Hanan unerringly put his finger on the main weakness of the Act. While commending it for the improvements it did make, he criticised it severely because it did not completely (26) N.Z.P.D. 1914. VOL. 171. 60 and boldly cover the ground advocated by himself and many others.

"It fails by being too timid." (26) He attacked the administrative set up because it did not consolidate the local control of education. It retained the old system of separate administration for primary, secondary and technical schools. "Its worst feature is the unnecessary cost imposed by this multiple system. Courses of instruction and programmes of work have failed to be co-ordinated. If we are to co-ordinate those three programmes we certainly want unity of control and administration. I have advocated that technical schools, secondary schools and high schools should be under the control of the Education Boards. This was one of the reforms recommended by the Royal Commission on Education which I set up when Minister of Education - a Commission which I think I can claim paved the way for the Bill now before the House".....Further, "the serious gap between the work of proficiency classes in primary schools and the workers of a lower form in high schools and the different methods of teaching so suddenly imposed upon pupils entering high schools has continued a conspicuous bar to progress. Then again the high and the technical schools overlap by reason of this multiple system of control. It is certainly one of the defects of our system to have these different branches of education separately administered and I hope the next change will be in the direction of bringing about unity of control and

(27) N.Z.P.D. 1914. VOL. 171. 60

(26) N.Z.P.D. 1914. VOL. 171. 60

administration, of primary, secondary and technical education." (27)

He criticised the franchise for the election of Boards as being too narrow. He suggested using the same franchise as used by the counties and boroughs. Furthermore the District Councils proposed, were indefinable bodies which might interfere with the vitality of the Education Boards and could possibly gain for one area a disproportionate amount of attention. (28) The six shillings capitation he considered as being too liberal for large schools but an extra allowance would be needed in areas with many small schools. He hoped that the National Council of Education powerless as it then was would be invested with some powers in time.

The increases in the salaries of teachers and the proposals for a national system of grading of teachers "so that superior merit and efficiency will be recognized" (29) were both favourite suggestions of Mr. Hanan. This was necessary to prevent parochialism and increase the field of promotion. In connection with this the centralization of the inspectorate was necessary for the national scheme of appointments and promotion. He hoped that some of the inspectors would be left in the Education Board districts to give advice to them. Another and most valuable advantage from the centralization of the inspectors was a closer

(27) N.Z.P.D. 1914. VOL. 171. 60

(28) N.Z.P.D. 1914. VOL. 171. 60

(29) N.Z.P.D. 1914. VOL. 168. 716

should receive maintenance grants and the payment for classes approximation to uniformity in the interpretation of the regulations by the inspectors and in the standard of attainment desired for certificates of competency and proficiency so as to avoid the great variation in standards hitherto present. Despite his earlier dismay at the feebleness of the Act he sounded a note of hope that this centralization would help establish an efficient and economic administration and in general aid the cause of truly national education. (30).

In regard to small schools Mr. Hanan was a firm believer in the principle of consolidation of country schools rather than increasing their numbers. This would help cut the cost of education, bring better teaching, higher salaries and more equipment for these children.

As regards technical and secondary education he pointed out that no recognition had been given to holders of Standard six certificates enabling them to be admitted as free place students to the domestic, rural or trade courses of education. Very often such pupils showed ability in practical pursuits rather than in the scholastic, and therefore their places were more naturally in the technical schools than in the high schools. He thought that it was anomalous that though the high schools supposedly prepared pupils for the professions and the technical schools for the trades, office, domestic and rural work, yet a higher scholastic attainment for entrance was in effect required from the students. Technical high schools as they had no endowment

should receive maintenance grants and the payment for classes should be based on the average attendance rather than on an 800 hour basis. He stressed the important part to be played by technical and vocational training in increasing production and industrial efficiency. Also many of the boys attending high schools would have been better off in technical schools. (31)

In 1915 New Zealand was at war and the Prime Minister the Rt. Hon. W.F. Massey invited the Liberal and Labour Parties to join with his Reform Party in order to set up a National Government. The Liberal Party accepted and a Coalition Cabinet was formed in which the Hon. J.A. Hanan was the Minister of Education from August 1915 to August 1919. In these circumstances it is easy to see that the policy of any Minister would be curtailed because of the special nature of this government and the fact that the prosecution of the war took precedence over the furthering of reform in Education. Despite this some far-sighted changes were brought about, particularly in bringing to fruition some of Mr. Hanan's educational ideas.

The years 1915-19 really see some of the results of the work started by the setting up of the Cohen Commission by the Hon. J.A. Hanan in 1912. Some of the recommendations of the Commission were embodied in the Education Act of 1914. It is (31) N.Z.P.D. 1914 VOL. 171. 61. agreed with all the sections of the Act. This Act departed on many points from the recommendations of the Cohen Commission and failed as indicated earlier to cure the prevalent ills. In the sections that follow an attempt

CHAPTER IV.

THE SECOND MINISTRY OF MR. HANAN

1915 - 1919.

(i)

A REVIEW...

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However the years 1915-19 really see some of the results of the work started by the setting up of the Cohen Commission by the Hon. J.A. Hanan in 1912. Some of the recommendations of the Commission were embodied in the Education Act of 1914. It is not meant by this that Mr. Hanan agreed with all the sections of the Act. This Act departed on many points from the recommendations of the Cohen Commission and failed as indicated earlier to cure the prevalent ills. In the sections that follow an attempt

will be made firstly to review the whole period and then to deal with each of the main branches of the educational service in some detail.

Mr. Hanan in 1916 laid down an educational programme in his Report on Educational Progress to the House of Representatives (1). This report cogently states the main lines of development in education as he saw them and can be regarded with minor modifications as being the goal of his Ministry.

He said "I am convinced that the education and training of the present and immediately following generations constitute the greatest reconstructive agencies at our disposal for the repair and reorganization of national life after the present destructive upheaval.-----Education being one of the most important inspiring principles and at the same time a reflection of national life finds itself in a special measure assessed by the great national test.----Our educational system in New Zealand may justly claim a great share in the honour of sending forth thousands of our former scholars as volunteers in the great cause-- However, our weakness in educational as in national affairs has been an over-reliance on our 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.

(1) N.Z.P.D. 1916. VOL. 177. 3.

We could surely introduce more co-ordination and economy of effort dependent on a wholesome amount of social and national discipline without approaching the type of regimentation and autocracy against which we are fighting.-----Our educational system must lead the way in a keener sense of national co-ordination and efficiency, in a readiness to abandon useless forms and practices in a demand for a higher standard of work and life.----All educational effort must in future be devoted to dealing with realities as contrasted with abstractions, formalisms and pedantic studies. Modern kindergarten and Montessori methods at the one end and the reformed methods of teaching such subjects as practical applied science and economics at the other condemn a great deal of what lies between as mere beating of air.----This is not a utilitarian, materialistic standard. When a subject ceases to be studied for its use, it ceases to be of value for culture. Language is for the development and communication of thought and knowledge; mathematics for calculation; science for power to use the forces of nature as well as to understand them; yet thousands of secondary scholars are spending a fifth of their time at Latin in which not one percent of them can ever read or think or express themselves. They spend another fifth on mathematics by which not five percent of them will ever calculate or reckon anything. They spend about a tenth of their time in a study in science which in the form adopted does not widen their personal interest in nature nor enrich their lives nor render them of

In his view money could not be better spent than on any service to the world of industry about them. The fact remains that the great majority of the scholars receiving the most expensive education we can provide, spend under these headings alone, as above indicated, about half of their time in what is for them, mere futile, pedantry and the study of abstractions.....The claim for such formal abstract unapplied study - that it provides good mental discipline and culture transferable to other activities is now fighting in the last ditch the world over....There is no real antithesis between culture and vocational study. That false distinction is merely a relic of old class barriers and of an age when the best educated people were not expected to be or to do anything outside a very limited sphere". (2)

Hanan considered primary education to be more in harmony with the best educational thought and with the nature and powers of children.. It was further, better organized, controlled and supported by the whole community for which it provided educational facilities.

Mr. Hanan considered it the duty of the State to see that ability wherever it was found should be fully developed and not wasted for the lack of opportunity. If a child had the capacities there was no reason why it should not rise to the greatest heights. (3)

(2) N.Z.P.D. 1916. VOL. 177. 3,4 and 5.

(3) A-JS 1918 E.1. 8.

(4) A-JS. 1918. E.1. 15

(5) A-JS. 1918. E.1. 9

(6) A-JS. 1918. E.1. 9

In his view money could not be better spent than on providing education and educational opportunities. "No investment of national funds, administrative skill, enthusiasm or personal energy will bring richer or nobler results than that which is devoted to education. The realization of this fact, an unyielding faith in the value of our human assets and the determination to translate these beliefs and convictions into immediate action would constitute the most fitting sequel to the high level of national spirit and of national endeavour". (4)

He considered that a re-orientation in public thought on education was necessary to instil confidence in educating outside a narrow sphere. "Though on the whole the importance of education and of a high standard of education is generally admitted it is to be regretted that many people either explicitly hold the view or imply it by their attitude that children should be taught chiefly if not entirely what relates to the occupation belonging to their station in life." (5)

While many people were proud of the achievements in education in New Zealand Mr. Hanan was careful to sound a note of warning that the people must not be swayed by mere figures and percentages. He pointed out that it was necessary to look deeper into the field of education and see actually whether it was achieving the results desirable for a useful life and a balanced community. The public to his mind was failing in its duty by not providing incentives or a sufficient supply of teachers to ensure that education could be carried on efficiently. (6)

(4) A-JS. 1918. E.1. 15

(5) A-JS. 1918. E.1. 9

(6) A-JS. 1918. E.1. 9

In his Education Progress Report of 1916 he outlined the main changes which had occurred or were under consideration.

The following is a brief summary of these changes which were:-

- (1) The raising of the standard of requirements for the proficiency certificate to ensure that pupils would reach a higher standard of education before going on to secondary school.
- (2) The endorsing of certificates of competency in special cases to provide free places in technical schools.
- (3) A revision of the primary school syllabus.
- (4) The establishment of a teachers' grading scheme.
- (5) An extension of the School Medical Scheme.
- (6) The concentration of the Inspectors' work into an area to give better guidance for teachers.
- (7) More capitation for kindergartens, and a closer relationship in training with the training colleges.
- (8) More provision of domestic science in secondary schools.
- (9) Provision of rehabilitation classes for soldiers at technical and training colleges.
- (10) Provision for more systematic temperance instruction.
- (11) Important reforms in the industrial school system and improved business methods of management.
- (12) The establishment of juvenile employment bureaux.
- (13) A system of agricultural bursaries to provide for the future training of agricultural instructors.
- (14) Improvements in the courses for free place holders in secondary schools.

- (15) More complete inspection of secondary schools.
- (16) Departmental correspondence classes for uncertificated teachers.
- (17) An extension of compulsory continuation classes.
- (18) Consolidation of country schools.
- (19) A more business like means of managing maintenance and building funds.

These changes were in many cases unable to be carried out owing to the war then in progress. He said, "in fact it is only by great effort that the schools can be kept going at all and this renders the present time unfavourable for the introduction of many or great changes." (7)

(7) A-JS 1917. E.1. 3.

The education system as it was after the 1914 Act can be demonstrated diagrammatically as below. (8)

(8) A-JS. 1915. E.1. 6.

DEPARTMENTAL ADMINISTRATION.

Under him Mr. Hanan had as Director of Education Mr. W.J. Anderson and Mr. J. Caughley as Assistant Director. Mr. F. De Castro and later Mr. A. Bell were Secretaries to the Department of Education.

During his period as Minister, Mr. Hanan effected general improvements in the departmental administration within the limits possible at the time. By the 1914 Act the "Inspector-General of Schools" became the Assistant Director of Education. The same Act also put more power in the hands of the Education Department by transferring the primary school inspectors from the Education Boards to the Department.

Mr. Hanan on the appointment of Mr. De Castro as Secretary endeavoured as much as possible to separate the business and financial side from the professional side. Sir Edward Gibbes had held down a position next to the Inspector General, but Mr. De Castro was handed less of the executive work and more of the financial work (9).

Mr. Hanan early saw that the system overlapping in its administrative machinery as it was, would need to come more under the control of the Department to gain efficiency. As he said, "one of the greatest difficulties in the way of making the most effective use of our educational resources and of providing for an adequate extension of these resources is the lack of full co-ordination between kindergarten, primary, secondary, technical

and university education. Various controlling bodies are engaged in the administration of each of these branches, but only in the indirect and often inadequate way is it possible for the Education Department to act as a connecting link between them." (10) This meant of course a considerable loss of efficiency through a divergence of aim and of overlapping responsibilities and powers. As he point^{ed} out, the system of administration at the time was defective and tedious often necessitating a great deal of negotiation. The only advances that had been made in that direction were due to co-ordination and the more direct control by the Department. This point was carried out by the institution of the Dominion Scale of Staffs and Salaries, the Teachers' Court of Appeal, superannuation, teachers' grading, departmental inspectorate, school medical inspection, physical instruction and free places and bursaries. Many of these reforms had to be instituted, "in the face of opposition from many of the bodies which were perhaps naturally concerned more with a local or a sectional interest than with national progress." (11)

He foresaw the need for further co-ordination in such fields as teacher training for all schools, effective distribution of teachers, post primary education and general school accommodation.

(10) A-JS. 1918. E.1. 13.

(11) A-JS. 1918. E.1. 13.

He recommended unity of control over primary, secondary and technical education for the purpose of economy and efficiency. (12) This was actually put to the National Council of Education for its reference but without apparent effect for nothing much was achieved until later years.

FINANCE:

Despite his efforts at economy and efficiency the education vote rose steadily during the years in which he was in office. A broader view will, however, see this as a natural increase due to^a/widening concept of education. The following figures show the total expenditure out of public funds for the periods indicated.

1914-15	£1,586,000	
1915-16	£1,704,000	(This substantial increase was due to increases to teachers' salaries, increased allowances to Committees and other increases of expenditure as provided for by the 1914 Act. (13))
1916-17	£1,772,000	
1917-18	£1,809,187	
1918-19	£1,986,228	

The cause for this he said was "the spread of practical instruction and the wide application of the sound principle that methods of observation and experiment are the only true methods of procedure and has of recent years been responsible for a vast increase of expenditure in all departments of education. The principle applies not only to instruction in new subjects not hitherto attempted, but still more to many if not all subjects that have hitherto been treated in a different

(12) A-JS. 1918. E.1. 13

(13) N.Z.P.D. 1915. Vol. 173. 680

way through the aid of textbooks." (14) The expense was spread between the training equipment for teachers and the provision of apparatus, laboratories, workshops, workrooms and gardens for the carrying out of those schemes. All this had a long range plan in view with the child as the beneficiary.

In his address on educational progress in 1916 he railed against those who contended that the cost of education was too great, by stating that a great deal more was spent on war. As long as the money was wisely spent he considered no department had such a profitable return as the Education Department because it was the foundation of trades, industries and professions. He succinctly weighed the question up by saying that "expenditure on education should be estimated in terms of child life, child health, child efficiency and citizen training. Only for purposes of accounts should these values be translated into pounds, shillings and pence." (15)

By the provisions of the Land Act 1908, areas of land not exceeding a total of 9,000,000 acres were set apart as national endowments. After expenses had been deducted 70% of the balance was applied to the purposes of education. Below is a list of the sums applied from 1914 to 1919.

1914-15	£55,139
1915-16	£55,139
1916-17	£60,180
1918-19	£70,345

(14) A-JS. 1915. E.1. 75

(15) N.Z.P.D. 1916. VOL. 177. 12

ECONOMIES:

Some of the economies Mr. Hanan instituted were:-

1. The putting of all special schools on a more business-like basis and making them as self supporting as possible.
2. A plan for the gradual combination of inspectors of native and public schools. This was not carried out.
3. A more economical inspection of special schools.
4. The method of direct negotiation for school sites.
5. Alterations in the system of medical and physical inspection.
6. Adjustment of positions where salaries were over the scale rate.
7. A more systematic method of collecting recoveries from parents of children under the charge of the Department. (16)

THE COUNCIL OF EDUCATION:

The 1914 Act provided for the establishment of a General Council of Education comprised of members some of whom were appointed by the Minister of Education and the rest by the various classes of teachers and by the education authorities. The function of the Council was to report to the Minister upon methods of education or developments deemed worthy of introduction into the Dominion and generally upon all matters referred to it by the Minister. When he first spoke on the Council Mr. Hanan hoped that the time would come when it would have some

powers delegated to it. Unfortunately this was not so and a great opportunity was missed in the 1914 Act of using this Council as a co-ordinating body. Mr. Hanan could do nothing towards increasing its powers and so solving New Zealand's problems in the administration of education mentioned earlier, but he believed that it would gain powers in time.(17)

It is interesting to note that the Cohen Commission recommended extensive powers. A certain amount of good advisory work was done in the years 1915, to 1918, chief among these being the redrawing of the education district boundaries and the formulating of schemes of control for many post primary schools. Because of its nature it was sure to become moribund and it was abolished in 1931 having left no outstanding landmark on New Zealand's educational history.

EDUCATION BOARDS AND SCHOOL COMMITTEES:

As was seen in an earlier chapter the 1914 Act deprived the Education Boards of their inspectors and passed them on to the Education Department. Not only that, but also it cut down the number of Education Districts from 13 to 9 (five of which were to be in the North Island and four in the South Island.)

Mr. Hanan had earlier in his career recommended the cutting of the number of Education Boards for the sake of efficiency. He was not in favour of the larger reduction to five districts as these Boards would not be able to administer the

(17) N.Z.P.D. 1914. VOL. 171. 60

outlying districts well enough. The 1914 Act left the exact boundaries to be determined by the General Council of Education. Mr. Hanan's first duty as far as the Boards were concerned was then, the clarifying^{of} their administration. He introduced the 1915 Amendment Act which was to establish the boundaries as recommended by the General Council and to make certain provisions in the main act workable when the changes occurred.

To his mind the change would involve not only a saving and avoid overlapping, but also an increase in efficiency all round. He was well aware that there would be much criticism and opposition from local interests, but he contended that "we should approach and deal with the whole question not from a parochial or local, but from a national standpoint with a view above all to seeing that the children of this country....shall have the best system of education it is possible to give them to prepare them for the battle of life." (18) In support of the reduction Mr. Hanan contended that the larger Education Boards could undertake schemes for special work that were then beyond the smaller Boards. Further it was with a view "not only of reducing expenditure without impairing efficiency, but of bringing within the reach of the children of these smaller districts as far as possible the educational advantages obtaining in the larger districts and the doing of justice to our efficient teachers." (19)

(18) N.Z.P.D. 1915. VOL. 174. 816

(19) N.Z.P.D. 1915. VOL. 174. 827

(20) N.Z.P.D. 1915. VOL. 174. 827.

On the question of the cost of administration Mr. Hanan found that it varied inversely with the size of the district.(20) In the smaller districts like Westland, Grey and Marlborough, office and general expenses absorbed too great a proportion of the Boards' income. The following table shows many interesting points and carries out his contentions.

Marlborough	18,828	228	19,076	£ 18,437	5.4
Nelson	45,831	207	46,738	£ 46,941	5.2
Grey	18,284	289	18,593	£ 18,408	7.9
Westland	9,595	181	10,156	£ 10,841	8.1
North Canterbury	150,180	1,329	151,509	£ 148,869	5.8
South Canterbury	43,342	990	44,332	£ 43,825	4.3
Otago	137,948	1,349	163,797	£ 161,424	3.3
Southland	82,297	1,450	83,747	£ 80,902	4.7

TABLE FOR FINANCIAL YEAR 1914-15 (21).

The table above indicated that the cost of administration in the smaller districts was much higher and absorbed a greater proportion of the income than in the larger districts.

The smaller Education Boards were abolished because:-
1. They were too small to afford a reasonable field for the promotion of teachers.

(21) N.Z.P.D. 1915. VOL. 174. 827.

(20) N.Z.P.D. 1915. VOL. 174. 827.

Education District	INCOME IN £'S.			Expenditure	% of Administration to Total Income.
	Government	Other Sources	Total		
Auckland	311,253	6,011	317,264	£308,768	3.5
Taranaki	42,775	440	43,215	£ 42,319	4.3
Wanganui	105,190	8,290	113,480	£112,627	5.2
Wellington	133,058	1,171	134,229	£137,250	3.9
Hawke's Bay	77,952	458	78,410	£ 78,519	4.1
Marlborough	18,828	248	19,076	£ 18,437	5.4
Nelson	45,831	907	46,738	£ 46,941	5.2
Grey	18,284	289	18,593	£ 18,408	7.9
Westland	9,995	161	10,156	£ 10,841	8.1
North Canterbury	150,180	1,329	151,509	£148,869	3.8
South Canterbury	43,342	990	44,332	£ 43,825	4.3
Otago	157,948	5,849	163,797	£161,424	3.3
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TABLE FOR FINANCIAL YEAR 1914-15. (21).

The table above indicated that the cost of administration in the smaller districts was much higher and absorbed a greater proportion of the income than in the larger districts.

The smaller Education Boards were abolished because:-

1. They were too small to afford a reasonable field for the promotion of teachers.

2. They were too small to form a satisfactory administrative and economic unit.
3. They would find it impossible to add adjacent territory to overcome these above difficulties without introducing others equally serious.
4. They were unable to fit into any reasonable proposal for the extension of the district.
5. They would find the organization of technical and agricultural education too difficult.
6. They would not be able to keep pace with the other districts, but would fall behind.

The Commission which was set up to consider the question of reduction and the re-adjustment of districts gave in their report the following reasons:-

- "1. The provision of a sound financial position for the several education districts so that the various activities of the Education Boards could be carried out without undue strain.
2. The convenience of local administration from the centre in such matters as the provision, maintenance and supervision of buildings and other school properties.
3. Making the districts large enough to allow of full provision for the various branches of technical education bearing on the industries predominately carried out in the several parts of each district, more especially for those bearing on such rural industries as dairying, fruit culture and

general mixed farming.

4. Associating each district with the most populous centres which have numerous urban and suburban schools of the highest grades.
5. The provision as far as possible of an equally favourable unbroken ladder of promotion for the teachers in all the education districts, the effect of which would be to give increased efficiency of teaching with consequent benefit to the pupils." (22)

In due course the General Council reported and the new districts were gazetted. The principal changes were that portions of the Auckland and Wanganui Districts were transferred to the Taranaki District, the Marlborough District was combined with the Wellington District and the South Canterbury, Westland and Grey Districts were combined with North Canterbury to form the Canterbury Education District. The sizes of the new districts based on average school attendance during 1916 were as follows:-

Auckland	-	43,322	pupils
Taranaki	-	8,376	"
Wanganui	-	13,003	"
Hawke's Bay	-	11,240	"
Wellington	-	20,823	"
Nelson	-	5,909	"
Canterbury	-	29,789	"
Otago	-	20,237	"
Southland	-	<u>10,457</u>	"
Total		<u>163,156</u>	" (23)

The new Education Boards came into being on the 1st of August, 1916.

(22) N.Z.P.D. 1915. VOL. 174. 829.

(23) A=JS. E.1. 10. 1917.

Having remedied the long standing fault of a badly balanced Education Board administration Mr. Hanan took advantage of the reduced number of Boards to introduce further checks upon the Boards' accounts and spending powers. The cost of administration had been one of his arguments for the abolition of the small Boards. Again the grants to Boards for such purposes as maintenance, repairs and replacement of buildings, manual and technical instruction and training classes for teachers were based on the principle of average, applicable to the needs of a Board controlling a large number of schools. Mr. Hanan recognized that any common rate of capitation based entirely on the school attendance (1914 Act) must act unequally in districts widely differing in size. For the smaller Education Boards with a greater number of country schools to cover, the allowance was inadequate while for the large Boards like Otago and Auckland it was more than adequate. He "was convinced as the result of examining the financial conditions of the Boards, that some of them received an unfavourable amount in the way of contributions to their administrative funds when compared with other Boards e.g. Auckland Board." (24)

Mr. Hanan attacked the maladministration of the Maintenance and Rebuilding Funds by the Boards. This system had been inaugurated in 1903 and had worked satisfactorily. Out of the annual grants the Education Boards had been expected to maintain the school buildings in good repair and to set aside

reserve funds to meet the cost of rebuilding such schools if the need arose. In 1916 it was evident that the Boards had not carried out their duties as to maintenance nor had they set up a reserve fund for the rebuilding of schools. A large proportion of the money appropriated had been expended in other directions and was not available to meet rebuilding liabilities. In that year the Education Boards were £77,000 behind what had been allowed for that purpose. This position was not wholly due to the unsatisfactory administration of the Boards, but it was to a certain extent due to inherent defects in the system. Mr. Hanan saw that it was "necessary to see that there should be no diversion of the funds from the objects for which they were voted. The position today (1917) was that some of the Education Boards' accounts were in debit to the extent of £100,000 and the condition called for some reformative action." (25) This earmarking was carried out thereby increasing the power of the Department over the Boards.

(ii)

PRIMARY EDUCATION.

"So long as he occupied the honourable position of Minister of Education, primary education being the foundation of the whole system should be his first care and should have first claim on the monies that were at his disposal." (26)

(25) N.Z.P.D. 1917. VOL. 180. 684.

(26) N.Z.P.D. 1916. VOL. 175. 115.

These words express the main essentials of Mr. Hanan's policy in respect to the place of primary education in the general field of education. The following tables show the number of public schools and the attendance thereat during his years of office.

<u>Year</u>	<u>Number of Public Schools</u>	<u>Attendance</u>
1914	2,301	156,211
1915	2,338	160,895
1916	2,355	160,980
1917	2,368	166,510
1918	2,365	167,601

The vote for education also increased from £1,586,000 for 1914-15 to £1,986,228 for 1918-19, including proportionate increases for primary education.

He saw that primary education had been unfavourably placed in respect of the area of playgrounds, the size of schools to the number of pupils, the size of classes per teacher, and the equipment and furnishing of buildings. He was also a constant supporter of the bringing about of a closer co-ordination of the different branches of education so as to secure a better and more efficient national system.

CLASSIFICATION AND EXAMINATION.

"He had stiffened up and not lowered the standard of requirements for the proficiency examination". (27) When Mr. Hanan took office he found the free place test too low and he raised the standard in order to ensure that a high level of

(27) N.Z.P.D. 1917. VOL. 180. P.625.

education was reached by pupils before they left the primary school and in order to give a more thorough preparation before entry into the secondary schools. He aimed at seeing that those pupils who received free places at high schools possessed the capacity for extended education which would make it more profitable for the State to give them expensive instruction at secondary schools. As a compensation for this, free places to technical schools were granted to those with endorsed certificates of competency who had failed to pass the higher examination but who showed special aptitude in manual subjects. The following table shows the percentage of passes in the examination for the two classes of certificates.

	<u>Proficiency</u>	<u>Competency</u>
1915	70%	18%
1916	67%	16%
1917	67%	17%
1918	73.6%	14.5%

Mr. Hanan recorded with some satisfaction that the class examinations and classifications were for the most part being carried out satisfactorily by the teachers, thus freeing the inspectors for more advisory functions and for helping inexperienced teachers. The percentage of retardation in 1915 in Standards one to six as estimated by the Departmental Inspectors was about 19%. This was calculated on the basis that 9 years was regarded as the average age in Standard one at the end of the year. Therefore all children between the ages of eight and ten years were regarded as normal for that class.

education available.

This startling figure caused Mr. Hanan some concern. He was not long in realizing that when the opportunity occurred it would be necessary to establish special classes with special teachers for the care of the backward children in every large school. The period the child was to stay in the special class was to be dependent on the degree of retardation, with the aim of re-establishing them in their own classes. Here as elsewhere, however, he was held up by the nationwide shortage of teachers persisting through the war. When one considers that through the war years the number of children leaving school without passing Standard six was over 5000 per year, one can well understand the concern of such a serious minded educationist as Mr. Hanan. He wanted the Standard six qualification to be the least educational equipment with which a child should be permitted to enter upon his life's work. Further, the lack of an adequate standard prevented the child from continuing his education in later years. He attempted to get around this difficulty by providing free education at classes related to industrial occupations for pupils who left without the recognized qualifications. (Industrial classes included agricultural and domestic, but not commercial subjects.)

Increased grants were given to assist manual classes which the technical high schools were required to provide. By this Hanan hoped to increase the amount of skilled industrial

between teachers and inspectors on school work. He was.

(28) Y.Z.P.D. 1915. VOL. 173. 684.

education available.

SYLLABUS AND CURRICULUM.

A revised syllabus of instruction was issued for the primary schools in 1914. In the main, according to Inspectors' reports, teachers had by 1916 acquainted themselves with the newer requirements. "The syllabus allowed freedom of work and the object was to see that the boys or girls got a good all round education in the subjects which would fit them for the battle of life but so much depended on the teacher." (28)

He was alive to the fact that some of the teachers were incapable of handling the syllabus properly. This was mainly due to inexperience and to lack of adequate training. The obvious remedy he considered was to train the teachers up to the spirit of the syllabus and not to lower its standard. He blamed head teachers and inspectors to some extent for the adverse reports on the overcrowding of the syllabus. Directions were issued to teachers and inspectors in 1916 to secure attention to writing, English, mental arithmetic, swimming, domestic science, temperance instruction, school libraries, and visits of educational importance. It was also intended to issue model schemes of work for the younger teachers.

An attempt was made to achieve closer liason between inspectors and teachers in order to gain the best educational results. A monthly Education Gazette was published to give guidance to teachers and to provide regular discussions between teachers and inspectors on school work. He was,
(28) N.Z.P.D. 1915. VOL. 173. 684.

however, fully aware that any changes made in the syllabus and its instructions could not be of any value and could not be applied properly until an adequate supply of teachers was attained. (29)

Mr. Hanan's earlier endeavours to introduce technical subjects into the primary syllabus were evident in figures if not in practice during his Ministry. By 1916 about 81% of the schools or 1,898 schools held classes in elementary handwork, while 61% or 1,445 schools held classes in manual instruction. Classes were held in elementary science, domestic subjects, elementary agriculture, woodwork, cookery and ironwork. In most cases instruction was given by specialist teachers. Capitations were paid to Education Boards for these classes and grants were made for buildings and equipment involved in these classes. In 1916 he said "however we may recognize the need for training girls to fill such positions as that of teacher, clerk, dressmaker, assistant or factory girl, we know that in the great majority of cases such occupations are merely temporary and that nearly all of the girls soon become wives and mothers." (30) For that reason he considered all girls should have domestic training to make them more capable of carrying out these duties.

He strongly supported the national secular education system and proposed that moral instruction by the church be carried out under the Nelson System. Temperance, however, he

(29) A-JS. 1917. E.1. 7.

(30) N.Z.P.D. 1916. VOL. 177. 9

desired to be taught in primary schools.

TEXT BOOKS AND LIBRARIES.

From 1908 to 1912 school books in the primary schools were supplied free of cost. This was discontinued on the recommendation of the Education Commission of 1912 because it was found that most parents preferred their children to have their own books to take home and this duplication resulted in much waste. Subsequently only such school books were allowed to be used as were on the approved list. Little change was made during the war years, but the list of approved books was revised to try to attain some measure of uniformity. In lieu of the earlier system provision was made for grants for free books as follows:-

1. A grant of 3d per head on the average attendance to provide
 - (a) free class books to pupils whose parents were in necessitous circumstances
 - (b) free class books to pupils who by reason of their removal from one district to another had already purchased class books different from those in use in the school at which they were to attend.
 - (c) free continuous readers in all classes.
2. A subsidy of £1 for £1 on voluntary contributions raised locally for the establishment or maintenance of school and class libraries.

In 1911 Dr. T.A. Valentini, Director General of Health outlined the School Medical Service. By 1919 Mr. Hanan who was

(31) E.Z.P.D. 1915. VOL. 173. 691.

(32) A-JS. 1918. E. 1. 23.

PHYSICAL EDUCATION; MEDICAL AND DENTAL INSPECTION.

Medical inspection, physical education and indeed dental inspection took a new lease of life during Mr. Hanan's Ministry. These schemes may be regarded as having gained greatly from his personal interest. There is no doubt they were of great benefit to all pupils of those and succeeding days.

He was responsible for an increase in the number of instructors and doctors in these services. He considered them as being closely allied and between 1915 and 1919 he attempted to find a person of good professional standing to control the work of the medical branch and also that of physical training. "These two branches were mutually dependent and should be under one control.....Experience has shown the necessity of appointing a man who had the double qualification of medical knowledge and knowledge of physical culture". (31) The proposed salary was to be between £700 and £800! Subsequently the transfer of the Medical Service to the Health Department caused this proposal to be abandoned. The number of instructors in physical education was increased to 14 by 1918. They had two main fields of work, viz: (a) the remedial treatment of physical defects found by medical inspection and (b) the inspection of work done by teachers and the instruction of teachers in the physical education syllabus. (32)

In 1911 Dr. T.A. Valentine Director General of Health outlined the School Medical Service. By 1919 Mr. Hanan who was

(31) N.Z.P.D. 1915. VOL. 173. 691.

(32) A-JS. 1918. E.1. 28

always greatly interested had increased the staff to ten medical officers and fifteen nurses. He fought hard and successfully to increase these staffs and never tired of emphasising the good they were doing. (33).

The main duties of the Medical Inspectors were as follows:-

1. The routine medical examination of Standard 2 pupils.
2. The medical examination of all children in public schools suspected of suffering from physical defects.
3. Selecting and forming classes of children requiring special corrective physical exercises under the physical instructors.
4. Notifying parents of defects found in the children and advising that the necessary medical or dental treatment be obtained and seeing that such cases be followed up by the school nurses until some satisfactory result was obtained.
5. Selecting cases for the Department's homes for feeble minded children.
6. Co-operating with social agencies in obtaining assistance in cases where the unsatisfactory physical condition of children was due to poverty.
7. Instructing Training College students and teachers and addressing and interviewing parents on matters relating to the physical welfare of children.
8. Giving advice generally regarding the hygienic conditions of schools.

The duties of the school nurses included:-

1. Assistance to the Medical Inspectors in the medical examination of children.
2. Advice and help to parents in the treatment of minor ailments and in matters of cleanliness, clothing etc...
3. Following up where necessary by visiting the parents of cases that had been notified of physical defects, in order to ensure if possible that the necessary care and treatment were obtained.

Besides dental neglect the medical officers found such defects as stooped shoulders (13.4%), curvature (5.7%) and flat chest (5.6%).(34) With the object of curing these defects remedial classes were set up and close co-ordination kept between the medical officers and the physical instructors. An experiment of an open air classroom in Wellington was also tried with great success. Mr. Hanan had in mind a travelling hospital and dental clinic for the country districts, but the war made this impossible.

Wherever possible lectures were given to training college students, teachers and parents on medical inspection and physical instruction.

In 1917 he reported that the Medical Inspectors had calculated that from ^{half to two thirds} of the pupils in public schools required the attention of a dentist, an oculist or a physician.

In 1917 the medical inspectors were only seeing about 11,000 pupils out of 180,000 yearly. (35)

At last in 1918 he gained approval for the appointment of School Dental Officers, and in 1919 Colonel T.A. Hunter was made head of this department which later had dental nurses attached to it.

Some attempts had been made previous to this to organize dental attention for children by private practitioners and hospitals. That this move was long overdue was evidenced by the fact that approximately 78% of the children were declared to have dental defects in 1915. (36)

These ^{three} activities were boosted with the aim of making the young New Zealander's perfectly fit. As Mr. Hanan said in 1917, "from no single reform issued by this Department is there likely to be derived such widespread fruitful and permanent benefits as will result from the proper development of the medical and physical branches of the Department's work." (37)

SCHOOL SITES AND BUILDINGS:

It became apparent to Mr. Hanan that the earlier mishandling of the building grant by the Education Boards had left large deficits in the building fund. And since the war had caused a decrease in the amount of money in the education vote, liabilities

(35) A-JS. 1916. E.1. 22

(36) A-JS. 1916. E.1. P.12

(37) A-JS. 1918. E.1. P. 8

in the building fund increased each year reaching as much as £54,000 in 1916, for primary school buildings alone. This led to a very necessary stringency as far as grants to Education Boards were concerned and the provision where possible of temporary accommodation. This need for increased school accommodation leading as it did to overcrowding caused Mr. Hanan considerable worry. Education Board requisitions for grants had to be accompanied by plans which were inspected at the Department to ensure that the buildings could be added to and that proper ventilation and lighting were provided. The proper care of the children was his main concern in this respect. (38)

He found that many of the school sites, selected as they were by the Boards, were unsuitable. Experimental open-air schools were erected in Wellington, and it appears from figures quoted that there was a general gain in health and physique of those pupils as compared with those taught indoors. (39) At first these classrooms were intended for weakly children, but the scheme was widened to include normal children. By 1918 classrooms embodying these fresh air principles had been erected at five schools and modifications such as the addition of verandahs had been made in other schools.

COUNTRY SCHOOLS:

"Our gratification at partial successes should not cause us to ignore the many and serious handicaps under which the

(38) A-JS. 1917. E.1. 12

(39) N.Z.P.D. 1916. VOL. 177. 10.

(41) A-JS. 1916. E.1. 9

education of children in country districts is at present labouring." (40) The position in 1916 was that there were 1,363 sole charge schools out of a total of 2,355 schools in New Zealand. In these sole charge schools there were 23,057 children. Approximately one third of the children of New Zealand were taught in sole or two teacher schools. As most teachers in these small schools were inexperienced and a great many uncertificated, this position was a serious problem to Mr. Hanan. (41) He sought a solution for this problem by the grouping of small country schools, or consolidation, and the conveyance of school children to a central school. Its advantages certainly outweighed its disadvantages. The chief disadvantage was cost and distance of travel. Its advantages were manifold including the encouragement for the back country settler in that his children were not suffering from poor teaching. The central school was able to supply a far richer educational programme provided by more experienced and better equipped staffs. Where this scheme was carried out Mr. Hanan had hoped to achieve some administrative re-organization in that uncertificated teachers could be better distributed among those that were certificated. The amount of consolidation during his Ministry does not appear to have been great, but the seeds had been sown for the next generation.

THE TEACHING SERVICE:

By 1919 the teaching service had 5,464 personnel. Of

(40) A-JS. 1918. E.1. 7

(41) A-JS. 1916. E.1. 5

these 4,818 were adult teachers and 646 were pupil teachers. Of the adults 1,323 were sole teachers, 934 were head teachers, and 2,561 were assistants. There were 3,452 female and 1,366 male teachers. It must be remembered that the number of males was considerably lower at the time, due to the war. Efforts were made during Mr. Hanan's Ministry to reduce the number of uncertificated teachers, but with little success. In the normal course of events he would have been successful, but the factors against him were too great. Firstly there was the big drain on male teachers and on training college students who would have increased the trained quota. Many positions were filled by the uncertificated teachers who really did a splendid Service for their country. To lower this percentage of uncertificated teachers, small grants were made to the various Boards for the provision of classes for teachers to enable them to pass their examinations. By 1919 the percentages were still very much the same as in 1915 (viz. 71% certificated and 29% uncertificated). Of the 71%, 37 held A Certificates, 246 held B. certificates, 1,345 held C. Certificates, 1,506 held D. Certificates, and 292 held E. Certificates. (42) Between 1915 and 1919 there was no major revision of teachers' salaries. The standard had largely been set by the 1914 Act and the time was not appropriate for change. Despite this, the total amount for all salaries and allowances crept from £846,810 in 1915 to £935,180 at the beginning of 1919. Individual salaries

showed small rises and the average male salary was £231. 3. 6 in 1916 and £246.17. 6 in 1919, while the average female wage rose from £140. 3. 0 to £146. 8. 1. Mr. Hanan wanted greater pay in order to attract a better type of recruit into teaching, but national considerations did not allow any substantial increase. In 1919, however, negotiations were in progress to increase primary school salaries when Mr. Hanan ceased to be Minister of Education. (43)

THE PROMOTION, GRADING, TRANSFER AND APPOINTMENT OF TEACHERS.

The 1914 Education Act had made provision for the adoption of a system of numerical grading as a basis of appointment. Mr. Hanan was wholly in support of this scheme, as a means of making the teaching service national. During discussions on the proposed enlarged Education Board Districts, he was quick to see the advantages of the bigger Boards where they had less trouble in filling their positions. "Everything that improves the skill and training of the teacher and makes the profession more attractive and leads to increased efficiency - this should be our aim." (44)

It was not until 1916 that the first grading list was published. At first it was left optional for the Boards to use this wholly as a basis of appointments, as it was necessary to

(43) N.Z.P.D. 1919. VOL. 185. 584

(44) N.Z.P.D. 1915. VOL. 174. 829

the Public Trust Office. In accordance with the regulations revise it in the following years. The teaching service welcomed the scheme as it broke down parochialism and favouritism and provided for appointment by merit. It allowed teachers anywhere to apply for positions throughout New Zealand. Several of the Boards in 1916 made use of the published list even though it was not compulsory then. There were of course a few inconsistencies and individual hardships to settle, but the Department by revisions and meetings had by 1919 consolidated the first grading scheme. The right of appeal through Grading Appeal Boards was retained. Proceedings were conducted on semi-legal lines, but teachers appealing were not represented by counsel. In 1918 Mr. Hanan was able to sum up the grading scheme as follows:-

"In order to prepare for the effective distribution of teaching talent the Dominion Grading Scheme was recently established to assess the relative qualifications of all the certificated teachers in the Dominion. In making this classification account was taken of the teaching ability, personality, disciplinary power, organization, environment, academic status and length of service, the marks being awarded by the School Inspectors of each district... We have a kind of stocktaking of the teaching power at our disposal." (45)

TEACHERS' SUPERANNUATION.

By the 1908 Superannuation Act all the monies belonging to the Teachers' Superannuation Fund were paid to the Public Trustee for investment and formed part of the common fund of

the Public Trust Office. In accordance with the regulations under the Public Trust Office Act, interest was paid to the fund on daily balances in the hands of the Public Trustee (viz. $4\frac{1}{2}\%$ on the first £6000 and $4\frac{1}{4}\%$ on the balance). No charge was made for investment. A move was made to obtain legislative approval for the Superannuation Board to make its own investments. This move was under consideration during the war years. The Government paid the contributions of those contributors who were serving in the Expeditionary Force until they were released. The balance on credit to the fund rose from £340,582 in 1915 to £458,056 in 1919. Despite the effect of the war the number of contributors rose from 4,444 in 1915 to 4,894 in 1918. During the same period the government paid £11,772-10-11 in contributions for serving members of the armed forces.

TEACHER TRAINING:

The ordinary course of training was for 2 years at training colleges of which there were 4, one in each main centre. When the colleges had their full complement of 125 each, the output was 250 students. There was also a one year course which was taken by University or matriculated students who had completed a two years course at an agricultural college or school of domestic science recognized by the University of New Zealand. The regulations under the 1914 Act provided for the holding of short period studentships of from three months to one year for deserving practising teachers.

The scope of observation of teaching practice in normal schools had also been extended by the same regulations. Each normal school was to include "(a) a main school organized as a mixed school" and (b) such 'model schools' as may be approved by the Minister. Each model school was to be one of the following types:-

1. A rural public school under a sole teacher.
2. A junior school under one teacher with not more than forty five children of classes Primers to Standard two.
3. A class organized as the secondary department of a District High School.
4. A class for backward children.
5. A junior kindergarten.

The total number on the roll of the normal school excluding the kindergarten was not to exceed 750." (46) The staffs of these schools were given more remuneration for the nature of the work they were undertaking. Students were in general expected to attend at least one course of lectures other than in Education at a University College. Classes there were not to be taken if detrimental to the Training College training. Students in their second year of training took the following more or less compulsory subjects:- Methods of teaching, kindergarten principles, elementary science, hygiene, agriculture, needlework and drawing.

As regards uncertificated teachers special grants were made by the Department for the training of these teachers. The grant

was used for (a) central classes for personal tuition in D certificate subjects (b) correspondence classes (c) courses of practical work in physical and natural science, in subjects of manual instruction, in vocal music and in drawing.

There were four classes of students VIZ: (a) Division A - these being ex pupil teachers or ex probationers, (b) Division B - ^{ination} students with the matriculation exam/or higher leaving certificate (c) Division C - University graduates on a one year course. (d) Division D - Teachers on short period studentships. The following table shows the number of students in each year from 1915 to 1918.

	<u>Division A</u>	<u>Division B</u>	<u>Division C.</u>	<u>Division D.</u>	<u>Total</u>
1915	338	33	8	11	390
1916	381	44	9	8	442
1917	414	32	1	4	451
1918	452	33	4	11	500

The expenditure on teacher training rose from £54,026 in 1915 to £59,921 in 1918-19.

It will be seen from the above figures that despite the war and the drain on manpower Mr. Hanan's administration was responsible for a steady increase in the number of young teachers in an endeavour to improve the staffing position and create a bigger percentage of better educated and trained teachers.

Despite this more encouraging rise in the numbers in 1918 he sounded a note of warning that all was not as well as appeared on the surface....."1,384 teachers have not a certified

educational status. At least 1,982 of the adult certificated teachers have passed only the minimum examination requirements... the position was serious....The standard of the minimum examination must be considerably raised when the State is prepared to provide the means.....Reference is not here made to the lack of mere academic knowledge, but to the lack of even a possible knowledge of such subjects as English, history, geography and arithmetic, in respect of which important subjects the knowledge shown is in general little beyond that of pupils in the sixth standard. Steps are being taken to improve matters as far as present circumstances permit, but the position is almost hopeless as long as the lowest payment of all branches of the Public Service is offered to those entering the teaching profession." (47) He stressed that "the best intelligence in the community shall be made effective by the most complete and suitable form of training"... and "we must see to it immediately that we take steps to make this possible." (48)

He considered that the pupil teacher system was deficient in many respects. It had he said (during his first Ministry done good work in a narrow field for those who could survive the strain. All advanced countries were in his opinion abandoning this system as fast as practicable. The teacher they aimed at was "one to whom a greater scope for individuality and initiative can be allowed than is possible under the pupil teacher system." (49)

- (47) A-JS. 1918. E.1. 11
- (48) A-JS. 1918. E.1. 11
- (49) N.Z.P.D. 1913. VOL. 166. P.196.

He wanted greater consideration given to probationers, and if they had passed their matriculation examinations he wanted them put on a par with pupil teachers in a similar position for salary, as probationers were then receiving less salary than pupil teachers. (50)

THE INSPECTORS.

It has been noted how the Education Boards' grasp on educational affairs was considerably loosened by the transference of the inspectors to the Department. In this case the advantages outweighed the disadvantages and the step was necessary to break down the isolationist tendencies of each Education Board. In 1916 Mr. Hanan said that "the organization is not yet complete, but it can now be claimed that the new order is working satisfactorily and that some of the advantages of centralization forecasted are already evident". (51) He was also emphatic that a greater amount of the inspectors' time be given to helping inexperienced teachers than to conducting examinations. The easing of the latter burden had made this possible and every endeavour was made to decentralize the location of the inspectors so that they could give special supervision to groups of country schools. This was where the help was most needed as the greater percentage of country schools were staffed with inexperienced teachers.

(50) N.Z.P.D. 1913. VOL. 166. 196

(51) A-JS. 1916. E.1. 3.

(iii)

SECONDARY EDUCATION.....

In 1916 in his address on educational progress Mr. Hanan said that "the secondary school question thus becomes the pivot of the whole education question. Its proper solution would simplify the primary curriculum, leaving time for a more natural education on kindergarten principles up to the age of seven or eight years, a more thorough attention to the broad essentials of general primary education and the dovetailing of much of the present higher primary and lower secondary stages"(52)

The position of the secondary schools in New Zealand at the time was roughly as follows:-

There were several types of secondary schools VIZ.

- (a) Endowed Secondary Schools included in the ninth schedule of the 1914 Education Act.
- (b) Secondary Schools established in the manner provided by section 88 of the 1914 Education Act.
- (c) Endowed Secondary Schools within the meaning of the Act but not included above.
- (d) District High Schools.
- (e) Technical High Schools (which will be dealt with under technical education.)
- (f) Maori Secondary Continuation Schools.
- (g) A number of registered and unregistered private secondary schools which were inspected by the Department's Inspectors.

(52) N.Z.P.D. 1916. VOL. 177. 5.

Table showing the numbers of the various types of secondary schools.

<u>Secondary Schools</u> <u>Type (a) (b) (c).</u>			<u>District High</u> <u>Schools</u>	<u>Maori</u> <u>Secondary</u> <u>Schools</u>
1915	37		61	10
1916	37		60	10
1917	38		60	10
1918	38		62	10

The number of private secondary schools varied between 17 and 20. There were, including the technical schools about 132 schools providing secondary education during this period.

Between 1915 and 1918 there were fourteen secondary schools with lower departments. The attendance at these increased from 417 in 1915 to 665 in 1918-19. The roll numbers of the secondary schools during these years were as follows:-

	<u>1915</u>	<u>1916</u>	<u>1917</u>	<u>1918-19</u>
Section (a,b,c) Secondary Schools (see above)	= 6,488	7,000	7,590	8,384
Secondary Depts. of District High Schools	= 2,402	2,176	2,180	2,283
Secondary Schools for Maoris	= 421	457	487	471
Other Private Secondary Schools	= 992	1,004	1,206	1,366
Total	=10,303	10,637	11,463	12,504

The income of secondary schools was derived from the following sources:-

1. Rents from the special reserves allocated to them by statute.
2. Statutory grants given in lieu of special reserves.

3. Interest upon monies derived from the sale of reserves and invested in accordance with the Education Reserves Act.
4. Income from the secondary school reserves controlled by the Land Boards, divided among the secondary schools in the several land districts in proportion to the number of pupils in average attendance; lower departments excluded.
5. Government Payments: (a) Statutory capitation upon free pupils under the Act and (b) subsidies on voluntary contributions for the general purposes of the school.
6. Government payments, (a) Capitation for manual instruction classes and (b) subsidies on voluntary contributions for manual instruction purposes.
7. Special Government Grants for buildings and apparatus.
8. Tuition fees of pupils.
9. Boarding fees of pupils.
10. Miscellaneous sources such as interest on monies (except above), rent of premises, loans raised etc.

The 1914 Act set the maximum rate of capitation for each free pupil at £13.10. 0 per annum in addition to a lump sum of £100 for each school.

Adequate staffing and salary schedules were drawn up and were demanded as pre-requisites of full rates of payment on account of the attendance of free pupils. (53) A glance at the balance sheet for the year 1916, (54). gives an idea of the

(53) A-JS. 1915. E.1. 54.

(54) A-JS. 1916. E.1. 32.

amounts involved.

INCOME OF ALL SECONDARY SCHOOLS UNDER (A) (B) AND (C).

From Reserves and Endowments	=	£50,009
Grants from Government	=	£70,519
Building Grants	=	£ 3,415
Tuition Fees	=	<u>£19,477</u>
Total	=	<u>£143,420</u>

EXPENDITURE.

Salaries of Staff	=	£87,681
Working Expenses	=	£12,755
Building etc.,	=	<u>£38,760</u>
Total	=	<u>£139,196</u>

CURRICULUM:

A study of the years 1915 to 1919 reveals a surprising fluctuation in the percentage taking the main courses. On the average over these years over 50% of all pupils took a general or professional course including English, French, Latin, Mathematics and Science. The percentage taking the same course minus Latin increased from 8% to over 20%. About 20% took commercial courses while approximately 7% of the boys took agriculture and about 8% of the girls took a domestic course. Mr. Hanan attacked the strong professional bias in the secondary schools leading as they did to the University Entrance Examination rather than to chosen vocations.

Partly as a result of his plea for more practical courses the non-Latin course grew in importance as seen above. He stressed the need for the teaching of domestic science in schools and in 1917 made regulations making domestic science compulsory for girls in secondary schools. He held that education should aim at making efficient home makers so aiding in developing family life and that an education system which failed to recognize the importance of education on training for the home and for efficient housekeeping was open to strong criticism." (55) In a similar vein of mind he considered that boys should take a general science course rather than specialised chemistry, physics or botany courses. The regulations provided that holders of free places were required to include science as an essential subject. District High Schools had to provide for the teaching of science subjects suited to their surroundings, e.g. agriculture and dairy science. Country secondary schools in some cases provided rural courses (56).

To attempt to induce the big secondary schools to include manual and elementary technical courses in their curriculum, capitation payments were offered in 1916 to schools on the basis of £4. 1. per class. Special grants were also made for equipment. e.g. In 1916 capitations earned £2,164 and special grants in aid of buildings and equipment totalled £1,600. The most common subjects taken were; - Free and

(55) N.Z.P.D. 1917. VOL. 180. 526

(56) N.Z.P.D. 1917. VOL. 178. 878

Instrumental Drawing, Domestic Subjects, Woodwork, Experimental and Natural Science, Elementary Agriculture, Swimming and Life-saving.

FREE PLACES, SCHOLARSHIPS AND BURSARIES.

There were two classes of free places viz. junior and senior. Both of these were tenable at secondary schools and district high schools or under somewhat different conditions at technical schools. Generally speaking junior free places were tenable for two years with a possible extension to three years. In the case of their being held at district high schools they were tenable up to the age of 17. The qualifications were a certificate of proficiency or a junior scholarship or a special junior free place examination. Senior free places were obtained by passing the Intermediate Examination or by accrediting by the principal of an approved secondary school. These were tenable up to the age of 19. By 1918 there were, excluding technical high schools, 9,279 pupils receiving free education. Of these 2,123 were held at district high schools and 103 were held by Maoris..The total payment by the Government for 1918 was £85,422 and the average cost per free pupil to the Government was £11.18. 0. About 85% of secondary children were thus receiving free education.

Mr. Hanan viewed with alarm the big drainoff in the direction of the secondary schools of those pupils unsuited to the courses that these schools had to offer. He had the requirements for free places stiffened up in order to make a better selection of children capable of substantially benefiting

by a higher education course. The test for a free place was not as difficult for a technical school as it was for a secondary school. He hoped that this would give a bias to the technical high schools and to industrial callings.

Scholarships were of four kinds:-

- (a) National Scholarships.
- (b) Education Board Scholarships.
- (c) Foundation (or Governors) Scholarships given by the governing bodies of secondary schools.
- (d) Private Scholarships endowed by private donors.

Junior and Senior National Scholarships were awarded in the proportion of nine to five on the results of annual examinations. The standard of award was so determined to provide approximately one scholarship for every 500 children in attendance at all public schools. They were both tenable at secondary schools for 3 years and in addition to tuition fees they paid holders of the junior scholarship £5 and the senior scholarship £10 plus a £35 boarding allowance per annum if obliged to live away from home.

The Education Board Scholarships after the 1914 Act were replaced by National Scholarships and the current ones allowed to terminate. Foundation Scholarships were of two kinds viz: - those offered by the governors of secondary schools not granting free places under the Act and those offered as additional scholarships by the Governors of schools providing free places.

Private scholarships were derived from funds provided by private donors at certain schools by bequest or otherwise.

In 1918 there were 796 National Scholarships valued at £13,130 and 152 holders of Private and Foundation Scholarships valued at £1,851. Regulations brought down in 1918 provided bursaries for dependants of killed or disabled members of the Expeditionary Force.

STAFFS AND SALARIES:

The following figures are useful in computing the strength of the secondary teaching profession.

	<u>1915</u>	<u>1916</u>	<u>1917</u>	<u>1918</u>
(a) Regular Staff of Secondary Schools	300	323	349	370
Part time Staff)	86	86	80	85
(b) District High School Staffs	94	96	97	93

The growth of the secondary schools was shown by the rapid rise in the teaching staffs, an amazing fact when considering that a war was in progress. From 1914 to 1918 the average salaries paid to both principals and assistants rose from £241 to £274. In the district high schools the figures were from £194 to £228. The total salaries bill of secondary and district high schools rose from £90,921 to £129,077 between 1914 and 1918.

MR. HANAN'S PLAN FOR SECONDARY EDUCATION.

from his address on Educational Progress 1916 (57)

"It can safely be said that primary education with all its faults is more progressive, more in harmony with the best

(57) A-JS. 1916. E1A. 1 to 11.

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. The reason is that it is the type of education provided for the whole community, so that its universal needs and benefits constitute a claim for general concern and general study resulting in a fairly close realisation of its possibilities" (58).

He went on to say that owing to the extension of free education from the primary school to the secondary school, secondary education should meet the needs of the general community. The one-time secondary education for the privileged, had gone and the State paid for most of the cost of secondary education. Despite the fact that only a small percentage of those entering secondary schools ever entered the University the old traditional studies had been imposed on all. He proposed that this avenue be kept open for those who desired to enter the University while "the very large majority should not be unfairly sacrificed on the altar of university preparation." (59)

The time then was over-ripe for the readjustment of the secondary school system and he proposed four types of secondary education. -

1. The University course leading to the skilled professions.
2. The general secondary or general vocational course on modern lines.

(58) N.Z.P.D. 1916. VOL. 177 5

(59) N.Z.P.D. 1916. VOL. 177 5

3. The continuation or special vocational course.
4. The country secondary course.

Only those pupils who were intellectually bright were to be allowed to take up the first course. Equally bright pupils would be able to find satisfaction in the other courses also. He suggested a core of subjects common to all four courses such as English of a literary type, history and civics, practical geography, some form of applied science and some form of manual work for boys and domestic education for girls. The difference between the courses "would be largely in the material on which the instruction would be based and the completeness to which the requirements of the course would permit the study to be carried". This he considered essentially democratic.

It is interesting to note that the New Zealand Education Department Committee on the Post Primary Curriculum 1942 recommended a similar "common core" of subjects.

1. The University preparation course would be the same as the then existing Matriculation course with subjects as English, writing, spelling, oral and written expression kept up also.
2. The General Secondary Course was to have Latin left out and conversational French to be the only foreign language taught. "There should be a thorough English of a direct type based on wide reading, and also a course of mathematics, but only of a directly applied character. Among other subjects science of a general type based on practical work

related to industries and surrounding natural conditions should be a dominant feature." This course was intended to cater for about 50% of the pupils and was to form the basis for any trade or calling before specialization.

3. The continuation course was to be for pupils who left primary schools to go to a definite trade or occupation. It was to provide a general education and with the technical colleges to also supply the trade training.

The co-operation of employers would have been needed to allow the students some free time for studies.

4. The Country Secondary Course was to be provided in a "ruralized" secondary school. The difference lying not in the aim but in the teaching material. However, the rural bias to the curriculum was not intended to supply a course of work for intending farmers but to adapt the ordinary secondary curriculum to meet the needs in rural industries, and also for other walks of life.

"In the interests of the future farmer too much stress should not be laid on the purely vocational aspect of the work. A ruralized school should not attempt to give formal instruction in agriculture as ^aseparate subject."

He stressed the need for care in not "over-ruralizing" this type of education so that it would not be unprofitable to those who did not intend to become farmers.

He considered that the test for these schemes of work was not whether they had obvious vocational utility, but whether they had value and purpose as a part of a secondary education conducted on practical lines. These courses were intended to avoid the driving of pupils into courses unsuited to their needs merely to pass an examination. Any of the four types were to be capable of leading up to the usual outside examinations while the University Entrance Examination was to be only for intending University students.

The leakage of pupils from secondary schools Mr. Hanan regarded as serious and wasteful. He maintained that those who accepted free secondary education should make adequate use of it and that they should come under some sort of obligation to do so. He did not, however, during his time find a means of remedying this evil and neither have succeeding administrations. The only possibility seemed to be in the extension of compulsory education to the age of 16 or 17.

This fearless exposition of the changes needed in secondary education stood and still stands as a landmark in the history of New Zealand's educational administration. Even today many of the problems he endeavoured to remedy still remain, while others have over the years followed more or less the solutions he suggested. At the time, however, no major changes were made and the secondary schools continued deaf to his ideas.

In 1918 he quoted these words from an "English Report on Juvenile Education in Relation to Employment after the War":-

"No single principle will be of such value as the conviction that the human factor is predominant in education". "The remedy is nothing less than a complete change of temper and outlook on the part of the people of this country as to what they mean through the forces of industry and society to make of their boys and girls. Can the age of adolescence be brought out of the purview of economic exploitation and into that of social conscience? Can the conception of the juvenile as primarily a little wage earner be replaced by the conception of the juvenile as primarily the workman and citizen ⁱⁿ training? Can it be established that the educational purpose is to be the dominating one, without as well as within the school doors during those formative years between twelve and eighteen? If not, clearly no remedies at all are possible in the absence of the will by which alone they can be rendered effective." (60)

These were words of deep educational thought as the years to follow proved.

(iv)

TECHNICAL EDUCATION.

"The conservatism of the secondary schools was responsible in large measure for the development of that almost unique type of institution the New Zealand Technical High School. For early in the century men like W.S. La Trobe and John H. Howell were given the opportunity of building up daytime classes in technical

schools to do the work that the academic high schools refused to undertake, and with the encouragement of Hogben there grew up a system of education which while in part 'technical' in the narrower sense of the term was mainly concerned in giving a general prevocational training to boys and girls whose interests lay outside academic subjects." (61) This was the position during Mr. Hanan's Ministry and it remained after his time owing to his inability to break down the "bookish" studies of the existing secondary schools. These efforts have largely been covered in earlier chapters and especially in the previous section where there is material relevant to this section.

The 1914 Education Act gave these schools definite status and the new name of Technical High Schools. Between 1915 and 1919 there were eight Technical High Schools providing industrial, commercial, general domestic, agricultural and art courses. They were under the same management as the technical schools of which they formed a part. They were as follows:-

	<u>ROLL</u>			
	<u>1915</u>	<u>1916</u>	<u>1917</u>	<u>1918</u>
Auckland	464	508	535	595
Wanganui	185	250	250	258
Wellington	254	285	336	414
Napier	108	111	127	203
Westport	20	29	27	26
Christchurch	421	376	453	532
Dunedin	304	315	339	422
Invercargill	199	231	280	297
	<hr/>			
TOTAL	1,955	2,105	2,347	2,747

(61) THE TECHNICAL SCHOOLS OF N.Z. WGTON, 1940. FOREWORD BY
SIR. T.A. HUNTER.

It will be seen that the attendance rose 50% from 1915 to 1919. The proportion of pupils taking the various courses was approximately the same over the 4 years and is indicated by the 1918 figures.

	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
1. Industrial Course.	698	0	698
2. Commercial and General.	390	1,092	1,482
3. Domestic.	0	385	385
4. Agriculture.	177	0	177
5. Art.	<u>0</u>	<u>5</u>	<u>5</u>
<u>TOTALS:</u>	1,265	1,482	2,747

On the financial side the rise in attendance was responsible for a considerable rise in capitation payments over the four years. The capitation earned varied from £20,985 at the rate of £10.7 per pupils in 1915 to £32,474 at the rate of £12 per pupil. In addition Mr. Hanan caused regulations to be gazetted in 1917 which gave technical high schools of over 50 pupils an annual grant of £100 and those of under 50 pupils a grant of £50 per annum. In 1919 all capitation rates were raised by twenty per cent and the extra annual grant was increased to £500 for schools with over one hundred pupils. This change was made to ensure better staffing and salaries, and grants could be withheld if schools did not make satisfactory adjustments in staffing (one teacher to 25 pupils on average attendance) and in the teachers' salaries.

Over 90% of the pupils were free place pupils increased no doubt by the easing of free place regulations for entry into the technical high schools.

Rules laid down for free place holders had a big influence on the nature of the technical high schools. For example, "junior free place holders had to be given instruction in English, history and civics for at least four hours weekly throughout the year, in arithmetic or mathematics for a minimum of three hours weekly and in an appropriate branch of drawing for two hours per week. They had also to receive physical training for at least forty hours per annum and every girl was required to take for three hours weekly an approved course in home science." (62) All this took up only about 40% of the pupils time leaving plenty of scope for variety, but in practice only four main courses developed. These were industrial, commercial and general, agricultural and domestic courses.

Classes were also held other than at the technical high schools. These were attended in the main by pupils who had left school and were studying on for additional qualifications. These classes were of three major kinds:- Those conducted by Education or High School Boards; those conducted by Technical School Boards or Managers and those conducted by University Colleges. The rates of capitation varied from twopence to eightpence an hour according to the stage and nature of instruction. These rates were increased by one half in the case of classes in remote centres. An additional threepence an hour up to £5 a year was paid in the case of students holding free places. At this time regulations were in force, at the option of school districts, requiring young people

between the ages of 14 and 17 who were not receiving a suitable education to be in attendance at part time classes. The number of pupils attending under these regulations was never very great although they increased from 858 in 1915 to 1,324 in 1918; all the continuation classes being in the North Island. The number of students attending the three above mentioned types of classes actually fell from 18,247 in 1915 to 16,910 in 1919 due no doubt to a shortage of workers and manpower in general. Capitulations were, however, increased from £27,490 in 1915 to £34,917 in 1918. Taking 1917 as atypical year, the number and types of classes were as follows:-

	<u>Classes;</u>
Art and Art Crafts.	224
Mechanical and Electrical Engineering.	224
Building construction and carpentry.	185
Experimental and Natural Science.	132
Agricultural, wool sorting etc.	127
Domestic subjects.	364
Commercial Subjects.	365
Subjects of General Education.	341
<u>TOTALS</u>	<u>1,962</u>

On the whole the government spent £72,089 in 1915-16 and £85,259 in 1918-19 on technical instruction. Mr. Hanan was obviously concerned about the lack of use of the educational facilities available when he said..."that a fair proportion of our young people recognize the value of the educational facilities that the technical schools afford, but there are no doubt a large number of our young people for whom the schools have no attraction".(63) By 1918 only 23 school districts had compulsory continuation classes and Mr. Hanan was forced

(63) A-JS. 1916. E.1. 39.

to consider other means. Regulations were gazetted in 1915 providing for the admission without payment of fees, of duly accredited returned soldiers to technical schools. Conditions for free places were relaxed in the case of pupils entering technical high schools, but although he secured an improvement in attendance at the day schools the evening classes remained static. "The main functions of a modern practical education,

primary In his address on Educational Progress in 1916 Mr. Hanan outlined his plan for post-primary education which has been covered in the previous section. Of the existing technical high schools he said that they were "a protest to the existing secondary education and like all protests tended to over-emphasize the point of distinction" (64). He was obviously disappointed in the results being achieved in industries and occupations for the large sums spent on technical education. The direct technical education was provided by the evening and other classes attended by people whose trade or occupation was fixed.

The trade continuation classes as he visualized them were to develop further this type of education and the aim of the technical high schools ^{was} to provide "a more rational practical and modern form of secondary education than the conservative high schools." (65) The distinction between the technical and secondary schools would largely disappear if they were modernized under the scheme of reorganization mentioned earlier.

(64) N.Z.P.D. 1916. VOL. 177. 8

(65) N.Z.P.D. 1916. VOL. 177. 8

He wanted a common core of subjects for all post-primary pupils to be followed by specialization at a later date. His greatest difficulty was in attempting to break down the preference for so called "genteel" occupations and to gain more recognition of the more skilful, scientific and trade occupations.

"The main functions of a modern practical education, primary or secondary is to foster a taste for some form of definite work, for some definite trade or skilled occupation and to gain the boy's interest through practical activity while actually at school. It gives him the taste for a trade: it does not specialize for a trade which is often the mistaken ideal of a school."....Children would "thus be led away from the 'blind alley' occupations which constantly recruit the ranks of the future unemployed and unemployable". (66) In the country districts Mr. Hanan advocated a ruralized secondary school which would provide a good general education with a slight general bias to agriculture.

It is obvious from the above that Mr. Hanan's attempts to modernise the secondary schools had to a large extent failed although he had clearly exposed the evils of the existing state of affairs. However, the secondary schools remained blind and it was left for him to attempt to induce as many as possible into the more practical education at the technical high schools.

Free place regulations were relaxed in regard to technical schools and recommended pupils over the age of fourteen who had left the public schools not more than six months previously without obtaining a standard six certificate could obtain further free education there. Pupils admitted under this scheme had to take subjects bearing upon a trade or industry, not including commercial subjects. Mr. Hanan realised, however, that this was merely nibbling at the fringe of the problem and that compulsory continuation classes might be a help. A look at modern times will show that it has taken thirty years for the views he aired to bear fruit in the direction of a "modernized" secondary education.

INDUSTRIAL AND SPECIAL SCHOOLS.

(v)

"This year I desire to bring under the notice of Parliament and of the people of the Dominion a special phase of the work of the Education Department; this is the work covered by the industrial school system which deals with a large number of neglected and delinquent children who have become wards of the State through the failure of the home or of society or of both to give them that minimum of care and guidance and that natural and wholesome environment without which life inevitably becomes blighted and stunted. All records and statistics show that with respect to the number of neglected and delinquent children and the seriousness of the

cases dealt with, New Zealand has a much more creditable record than can be shown by most of the other parts of the Empire" (67) With these opening words Mr. Hanan in July 1917 presented to Parliament his proposed reorganization of the industrial schools.

Despite these promising indications the situation at the end of 1916 was that there were 4,128 children under the care of the Department. He classified the children as follows:-

- (a) Very young children, mostly infants who for various reasons were boarded out by their parents. Under the Infant Life Protection Act the Department was responsible for the registration of the foster homes of these children and for their regular supervision.
- (b) Neglected children from poor type homes.
- (c) Children who had been deserted by one or both of their or parents/whose parents had died leaving the children destitute.
- (d) Children who were beyond the control of their parents.
- (e) Children who had committed some offence against the law or whose character made them a danger to society.

They could be further reclassified under the following headings:-

1. Infants in homes licensed under the Infant Life Protection Act (i.e. under (a) above). Their numbers were as follows:-

1915	1,440
1916	1,250
1917	1,361
1918	1,349

2. Children under the control of receiving homes and similar institutions (i.e. nearly all under (b) and (c), but some come under (d) above.)
3. Delinquent children who came under the description of (e) above.

The figures showing how these children in (2) and (3) were provided for from 1915 to 1919 are as follows:-

<u>In Residence.</u>		<u>1915</u>	<u>1916</u>	<u>1917</u>	<u>1918</u>
(a)	In Government Industrial Schools	423	472	365	249
(b)	In Private Industrial Schools	<u>335</u>	<u>355</u>	<u>334</u>	<u>267</u>
	<u>Total</u>	<u>758</u>	<u>827</u>	<u>699</u>	<u>516</u>
<u>Boarded Out.</u>					
(a)	From Government Schools and receiving homes	1,129	1,076	1,210	1,264
(b)	From Private Industrial Schools	<u>5</u>	<u>6</u>	<u>9</u>	<u>7</u>
	<u>Total</u>	<u>1,134</u>	<u>1,082</u>	<u>1,219</u>	<u>1,271</u>
	<u>Placed out in Situations</u>	543	570	646	643
	<u>With Friends on Probation.</u>	222	387	390	438
	<u>In Private Institutions, Hospitals, absent without leave, etc.,</u>	) 287	) 236	) 298	) 272
	<u>In Reformatories.</u>	222	182		
		<u>3,166</u>	<u>3,284</u>	<u>3,252</u>	<u>3,140</u>

He decided to approach the problem more thoroughly and endeavour to find out the primary causes for such a supply of State wards. "It is a short sighted policy to devote our

attention to the punishment or even the reform of the criminal rather than to prevent the boy or girl from becoming a criminal".
 The most common of these primary causes he found to be as follows:- (68)

1. Parental ignorance or incapacity giving rise to poorly disciplined and under nourished children.
2. Children living in an overcrowded or slum environment.
3. The practice of children being employed in street trading.
 It was found that in one city school ten out of forty four boys in standard six, twenty nine out of sixty four boys in standard five and nine out of sixty one in standard four were wage earners.
4. Lack of parental control and too much freedom for children especially in the evenings.
5. The loss of one or both parents through desertion and the intemperance of parents leading to a deterioration of home life.
6. The employment in unskilled labour, defective education and a poor use of leisure time after leaving school.

In declaring that society had a big part to play in the reform of these conditions he attributed much to the decline in corporate family life with its co-operative relationships, interests and occupations. Children especially during the war period had early become independent of their parents. The efficient, happy and economical management of the home he considered was essential and in this direction home management

was worthy of consideration as a course of instruction for girls. "By means of instruction in domestic science we should not only train our girls to be good home makers, but we should restore the dignity of the work of the home that false modern ideas seemed to undermine." (69) Prison statistics indicated that many of the inmates had had poor education and had drifted into uncertain unskilled labour. For these children when they were at school Mr. Hanan proposed increasing the manual and practical bias. The provision of compulsory continuation of education he regarded as being an essential part thus providing not only a useful practical education leading to a skilled trade, but also some supervision of the young person's leisure time. In this direction he also proposed the establishment of juvenile employment bureaux through which children and parents could receive advice and assistance in the selection and securing of occupations suited to the capacities of the children.

On the question of unfit parents he could propose nothing better than to increase the amount of temperance instruction in schools and by every other means to avoid the destruction of home life for the children concerned. He would have liked to have seen some legal restriction placed on degenerate parents to stop the flow of State wards from that direction.

Consideration was given to the eradication of slum areas and

(69) A-JS. 1917. E.1.A. 2. influence parents as well as their

(70) A-JS. 1917. E.1.A. 2.

(71) A-JS. 1917. E.1.A. 2.

the reduction in the number of poor type homes.

REFORMS.

"The Department having become the foster parent of a child must place the child's interests before everything else." (70) These were the guiding principles behind the reforms of the industrial school system Mr. Hanan had initiated and was initiating in 1917. The main institutions at the time were:-

For boys:- The Nelson Training Farm, the Weraroa Training Farm and the Burnham Industrial School.

For Girls:- The Te Oranga Home, The Auckland Industrial School, and the Caversham Industrial School and for young children of both sexes, the Wellington, Nelson and Christchurch Receiving Homes.

The matter of reorganization was brought to a head by the steady rise in inmates and the overcrowding of the residential schools. This brought forward the question of whether or not more children could be boarded out. As many of the children were quite young and required the training of a home rather than of an institution no matter how good it was, it was decided to push ahead the boarding out of children and reorganization of institutions based on the following principle:-(71)

1. That definite steps should be taken to apply the axiom;
"Prevention is better than cure."
2. That it is advisable to influence parents as well as their children.

(70) A-JS. 1917. E.1. A. 2.
(71) A-Js. 1917. E.1. A. 2.

3. That neglected and delinquent children under the care of the State should be placed as far as possible under natural home conditions and that admission to an institution should be used only as a last resort.
4. That there should be a re-classification of those resident inmates of the various institutions who could not be boarded out under ordinary conditions.

Human considerations were uppermost, but it was found that financial economy was also effected by these changes. Mr. Hanan listed 20 main points of reorganization which were being carried out in 1917 and were carried out later.

1. The extension of the probation system to the four centres of population.
2. The establishment of probation homes for boys at Auckland, Wellington, Christchurch and Dunedin.

Owing to the threat of overcrowding, the need for more extensive alterations in the existing institutions, and a new approach to child welfare, it was decided to extend as far as possible the scheme of placing children on probation. It had been tried in Auckland from 1913 with a 95% success and he considered this as a trustworthy experiment. The financial saving under this scheme had been considerable. The system of committing to institutions had the reverse effect from what the State should foster. It severed family ties rather than helped to bind them. The probation system was introduced to

maintain the family as far as possible and only as a last resort to commit to an institution. Very often the first action of the law was sufficient to make the parents take notice and apply emergency measures themselves. Children removed from degraded homes were placed in institutions and trained for a while before being sent out to foster homes.

3. The preparation and consolidation of legislation providing for the better protection and supervision of all destitute and delinquent children and juvenile offenders; regulation of street trading among children and the attendance of children at picture theatres; establishment of juvenile employment bureaux and the better supervision of all private orphanages or similar institutions.
4. The extension of the boarding out system carrying with it an all out increase in the boarding out rate. A large number of the former resident inmates were boarded out successfully in good homes where they received the individual care of a foster parent. These children attended the ordinary public schools and grew up in a normal home environment. They were necessarily carefully selected before being sent out to foster homes.
5. There was to be a better supervision of those boys and girls placed in situations particularly in regard to the rate of wages paid. Hundreds of the boys had been well placed and took a normal part in learning trades, farming work and

- business. Of the girls some entered business and domestic work while most married and had families of their own.
6. A reduction of numbers in residence at each industrial school and reformatory was provided for.
 7. The reservation of the Boys' Training Farm at Nelson for boys of school age.
 8. The reservation of the Boys' Training Farm at Weraroa for the training of boys over school age.
 9. The establishment of a central training school for girls, combined with a receiving home for children at Christchurch.
 10. The closing of the girls' industrial schools as such, at Auckland and Caversham and converting them into special schools for feeble minded children.
 11. The establishment of receiving homes for children at Auckland and Dunedin.
 12. The day schools attached to the training farm at Weraroa, the Burnham Industrial School, Te Oranga Home and the Caversham Industrial School were closed.

Under the above schemes the school boys were separated from those over school age and the effect on the conduct of the boys was a marked improvement. Continuation classes in the evening were arranged for the older boys. The older incorrigibles it was found set a bad example, and it was proposed that they be removed to prison reformatories. Similar changes were made in the girls' homes. The proposed central training school was to be in

three divisions VIZ. (a) a receiving home for young children fit for boarding out; (b) a training school proper for girls not fit for boarding out; (c) a girls' reformatory for girls unfitted to be placed in situations or boarded out. This establishment was planned for economy and so that a farm supplying much of the produce needed, could be attached.

13. More systematic methods of dealing with the contributions from parents and others, for children belonging to industrial and special schools. Mr. Hanan considered this as being important as it threw a personal onus on those parents whose responsibility it was in reality to provide for their own children.
14. The carrying out of a thorough and regular inspection of all institutions. This was to keep the head office in touch with the institutions and the inmates.
15. The standardization within certain limits of the dietary scale of all institutions.
16. The standardization of all materials and equipment. Absolute uniformity was not aimed at here, but rather an effective supply of many of the common articles of food. Some commodities could be purchased much more cheaply in bulk.
17. The establishment of a central store for supplies and material for industrial and special schools and an interchange of commodities produced at certain schools. Many of the supplies could be standardized and bought

cheaply and the whole system of supply put on a more business-like footing. The estimated saving was to be about £3,500 annually.

18. The centralization of the greater proportion of the office work carried out by the clerical staff attached to each school. The closing of the four day schools for boys brought about an estimated saving in the salaries of teaching staffs of about £1,000. A similar reduction was made in expenses in the girls' schools and clerical staffs were also reduced.

19. The supervision of all farming operations in connection with the schools by expert officers of the Department of Agriculture. At most of the schools all the meat, milk, butter, eggs and vegetables were produced on the place. This method of supply was increased so that city institutions were also supplied.

20. The establishment of a proper system of farm and store accounts at each industrial and special school, and in the head office.

The annual saving in maintenance under the new system was to represent approximately £26,500 besides being a more satisfactory social solution of the problem. It was estimated that the saving in capital expenditure would be £29,400.

Mr. Hanan concluded his report with these words, (72).....

"in conclusion I desire to state that in my opinion

there is need for a complete statistical investigation of all the determinable personal, psychological, physical, moral, parental, material, industrial, economic, social and economic factors that play a part in the life histories of the various classes of children who become wards of the State. Information concerning these factors should be standardized, analysed and classified so as to present sufficient reliable and properly arranged data for a thorough investigation of one of the most insistent problems confronting the nation - the problem of the prevention of human wastage."

The estimated savings by these reforms totalled £19,350 in the year March 1917 to March 1918. The figures given earlier indicate the increase in the number of children on probation and boarded out and a decrease in the numbers in the various institutions. The annual expenditure on Infant Life Protection decreased from £1,476 in 1915 to £1,194 in 1918.

During 1916 publicity was given to the compulsory clauses in the Education Act dealing with the education and training of feeble minded or epileptic children between the ages of six and twenty one years. As a result 600 cases were reported and examined. Mr. Hanan treated as important the control and segregation of as many of these cases as possible to avoid a lowering of the mental standard of the race. The courses catering for these children in the special schools were as simple as possible and mainly manual, in the endeavour to enable them to take part in simple occupations.

He dispelled the belief that feeble-minded children could be brought up to normal standards and attributed this to a misunderstanding of cases, some being merely backward. In 1916 a school for feeble minded girls was established at Richmond near Nelson. Two further homes at Caversham and Auckland were opened during 1917. Buildings for the boys' home at Otekaike were completed in the same year. The courses included carpentry, boot making, mat weaving and basket and box-making. In addition a garden and a small herd of cows were maintained. The Education Department took charge of the educable ones only, while the Mental Hospitals Department took charge of the worst cases so as not to introduce too big a variety of types.

Besides the institutions already outlined the Department had under its oversight the School for Deaf at Sumner and the Jubilee Institute for the Blind at Auckland.

The School for Deaf at Sumner had 99 pupils in 1915 rising to 119 pupils in 1918. It was well run and was partly self supporting in that it ran an attached farm and garden. Grants from Charitable Aid Boards were made annually and these together with contributions and maintenance from parents and guardians managed to keep the expenditure near the £4,000 mark. Likewise with the Institute for the Blind the Government made a grant to the Board of Trustees under the provisions of the Hospitals and Charitable Institutions Act of about £2,000 annually.

MAORI EDUCATION.

(vi)

At the beginning of 1915 there were 115 native village schools, 3 Maori mission schools and 566 public schools with Maoris in attendance. Besides this there were 10 Maori boarding schools for secondary education. The attendance of Maoris at all types of schools varied little during the war years from 9,945 to 9,976. Of these approximately 4,500 pupils attended the Maori village schools and the ten secondary schools catered for from 428 to 471 pupils.

It has been pointed out the circumstances under which the Maori Schools became a Departmental responsibility and how they avoided a lot of the troubles which were prevalent under the Education Boards. Largely because of this the Maori School System administratively passed through its "teething troubles" more quickly and earlier than did the Board schools. Their administration problems were simpler, there being no intervening Education Boards. As a result of all this, few radical changes were made between 1915 and 1919, but this did not indicate a loss of interest in native education, but rather the awaiting of gradual changes within the framework already built. Between 1916 and 1919 Mr. Hanan brought the Maori schools as far as possible under the same inspection as the Board schools while still retaining their administration in the hands of the Education Department. Because many of the schools were in the Hawkes Bay Board, Mr. W.W. Bird was appointed Senior Inspector

of Schools over both types of schools in that area. Mr. Porteous the head Maori School inspector continued to have jurisdiction over schools outside that area. After 1919 the scheme having been found unsuccessful it was discontinued. Some value was, however, gained because the public school inspectors had been able to visit Maori schools and they were impressed with the quality of the education given.

It must be remembered that the prevailing custom was to hand over to the Boards those Maori schools in which the European children were predominant.

English was the basis of the curriculum as in European schools. This it was found was taught with varying success owing to the irregular attendance and the nomadic habits of the parents of the children as well as the general lack of text books. This applied mainly to pakeha schools where the Maori felt he was socially less important and less desired.

Mr. Hanan was keen to introduce an agricultural and manual bias as well, into as many schools as possible in order to train the Maori people to get the best out of their land. During 1915 the revised regulations and new syllabus of instruction of the public schools were transferred to the native schools and the requirements were carried out satisfactorily according to the conditions. About 88% of the schools were rated by the inspectors as being from satisfactory to excellent. Very few pupils completed certificates of proficiency or competency. The figures for 1918 being 31 of both certificates awarded.

On the whole there was a greater stability in the Maori schools' teaching service than in the public schools due perhaps to more settled conditions. There were 243 male and female teachers in 1918 and the total expenditure on salaries and allowances was £34,880.

Secondary education for boys and girls was provided at ten schools established by various denominational authorities. The Government subsidized these institutions by providing a number of free places for all Maori pupils who had qualified in terms of the regulations. About 90 boys and girls held free places each year. The standard of the Public Service Examination represented the limit of the curriculum of the schools and results were comparable with those from the district high schools. Attention was given especially to the industrial branches of education in order to equip the Maori children for the trades and industries for which they were better suited. Boys' Senior Free Places took the form of industrial scholarships which enabled the holders to be apprenticed to suitable trades such as the blacksmithing, carpentry, bootmaking and engineering trades. For the girls, these took the form of nursing scholarships. Besides these, two privately established junior scholarships were awarded by competitive examination and were current at approved secondary schools. These were the Buller and Te Makarini Scholarships.

The Department was responsible for similar schools in

the Cook Islands and Chatham Islands. The total net expenditure on Native Education rose from approximately £41,000 in 1915 to £50,000 in 1918.

In the light of these developments it is interesting to note the opening sentences of Dr. Butcher's section on the Maori schools of today when he says: "Those entitled to express an opinion are agreed that if the New Zealand Education Department had done nothing else, its administration of the Native Schools and Native Education has constituted a record of outstanding merit. And this is so whether we look at it from the point of view of economic or of educational efficiency." (73)

HIGHER EDUCATION.

THE NEW ZEALAND UNIVERSITY AND AFFILIATED COLLEGES.

(vii)

Much has already been mentioned about the University and its growth has been traced through the earlier chapters. It owed its origin to the three founding Acts of 1870, 1874 and 1875. Its affairs were controlled by a Senate which under the New Zealand University Amendment Act 1902 consisted of twenty four members, 4 elected by the Governor in Council, eight by the governing bodies of the four affiliated institutions, two by each, four, one each by the Professorial Boards, eight, two each by the four District Courts of Convocation consisting of the graduates belonging to the several University

(73) BUTCHERS, A.G. "EDUCATION IN NEW ZEALAND," DUNEDIN 1930. 506.

Districts. The revenue of the University was derived chiefly from a statutory Government grant of £3,000 per annum, from examination and diploma fees and from interest on money invested. The University had affiliated with it the four teaching bodies of which Auckland and Victoria University Colleges were supported mainly by Government grants, while Canterbury University College and Otago University were endowed with reserves of land. Each of the four colleges specialized, and had attached special schools for which an additional Government grant was made.

The 1914 New Zealand University Amendment Act made provision for the payment to the four teaching institutions of one seventh part of the National Endowment Account available for the purposes of education. Two thirds of this amount was distributed to the four colleges and the remaining third was paid to the New Zealand University to be held in trust. In addition each received a grant out of the Consolidated Fund. This Act also provided for the establishment of a Board of Studies to recommend to the Senate as to the appointment of examiners, degrees, diplomas, scholarships, prizes, courses of study, and examinations. Canterbury Agricultural College was an affiliated school of agriculture.

The following table gives the numbers of students taking the various courses in the University Colleges in 1915.

556	took	Arts Courses.
161	"	Law "
154	"	Medical "
93	"	Science "
88	"	Commercial Courses
33	"	Engineering "
32	"	Home Science "
17	"	Mining Engineering Courses
8	"	Dentistry "
1	"	Agricultural "

The four colleges had a total teaching staff of 48 Professors and 80 Lecturers. In 1915 there were, 1,936 students at the four colleges of which 1,198 were undergraduates, 88 were graduates, 650 unmatriculated, students and 103 were exempted extra-mural students.

The 1914 Act was in effect a recognition of the Government's responsibility towards the upkeep of the University and left the Department with considerable latent power in the matter of the power of the purse. It can hardly be said that there were any great changes inside the University between 1915 and 1919. Where Mr. Hanan was most concerned was in regard to the stranglehold upon post-primary education by the University Entrance Examination. The step taken in 1887 by the secondary schools of accepting this examination as their standard of education had had the effect of casting secondary education in a hard mould. He believed that the key to the situation lay in the alteration of the secondary courses rather than changes within the University. In the proposed re-organization of 1916 he included a University preparation course

but left the question of the University altering its courses alone. In 1917 (74) he said - "Certain arguments had been heard urging the abolition of the Matriculation Examination, but surely they had to have some standard of requirements for entrance to the University. The standard of requirements for entrance to the University was laid down by the Senate. He had control of primary and secondary education to some extent but when they came to University Education the control was largely in the hands of the Senate."

In 1916 a conference on public examinations was held and besides deciding to abolish some of the redundant secondary school examinations, it was decided after long discussion that the Education Department was more suitable as an examining authority for the primary and secondary schools than was the University Senate. (75)

SCHOLARSHIPS AND BURSARIES:

In 1912 Mr. Hanan gave the final touch to the system of free university education by the allowing of all holders of Higher Leaving Certificates to qualify for the University Bursaries. This cut the education system adrift from its past dependence on examinations. This concession was also extended to students who had completed successful service as probationers, pupil teachers or who were training college students.

(74) N.Z.P.D. 1917. VOL. 180. 533

(75) A-JS. 1917. E.1. 72.

There were in 1915 three broad classes of scholarships viz. (a) Entrance Scholarships, (b) Scholarships awarded during the degree course and (c) post graduate scholarships. The University Entrance Scholarships were awarded annually on the results of the University Junior Scholarship Examination. Those awarded during the university course were the Senior University, Tinline and Sir. George Grey scholarships tenable by candidates when sitting their final examination for B.A. or B.Sc. The chief post graduate scholarships were the Rhodes, the 1851 Exhibition, the Medical Travelling and the National Research Scholarships.

The 1914 University Amendment Act divided University bursaries into two classes being University bursaries proper and educational bursaries. The Act provided that the former be awarded on a credit pass in the University Entrance Scholarship Examination or on a higher leaving certificate qualification, should pass under the control of the University of New Zealand while the latter were provided for by regulations under the 1914 Education Act.

Mr. Hanan was responsible in 1912 for the award of Home Science bursaries to the Home Science School at Otago University for prospective teachers in that subject. Towards the end of 1916 arrangements were made in co-operation with the Agriculture Department for the granting of Agricultural bursaries to qualified candidates in order to enable them to obtain the necessary practical training for positions as teachers or

agricultural instructors, as officers of the Agricultural Department or as farmers. After completing the course the bursars were under a similar obligation as the Domestic Science Bursars to serve for three years in one of the above capacities. They were tenable at an experimental farm or other approved institution for two years with a possible extension for one year.

The lowest qualification for a bursary was the University Entrance Examination.

This extension of the "free education" system to the University gave the Department an important lever for the future, and this is borne out by the number of scholarships and bursaries held in 1918.

10 University Scholarships up to 1918,

15 Rhodes Scholarships.

18 Research Scholarships

291 University Bursaries

42 Education Bursaries

19 Domestic Science Bursaries

6 Agricultural Bursaries.

The Education Department from 1912 by recognition of this extension began to provide extra buildings to house the increased enrolment.

Three hundred pounds from the monies received by each of the University Colleges from the National Endowment Fund was allocated each year for the establishment and maintenance of

the Workers' Educational Association Tutorial or University Extension Classes. Branches were established in the main towns with some of the lectures being given by University staffs. Such subjects as economics, history, industrial law, English, electricity and debating were included in the classes taken. Sums varying from £300 to £4,000 were given in some years between 1914 and 1919 for distribution to public libraries. Preference was given to libraries in the smaller towns and at least three quarters of the books bought were to be of a permanent and educational value.

Of higher education, Mr. Hanan said:-..."the free place system and the system of scholarships opened the door to any poor boy who had industry and brain power above the average to win the way right to the University and to take the highest degrees.".....He thought that taking the University and colleges right through it would be found that from 60% to 70% of the boys and girls who had passed through these institutions were the sons and daughters of the wage earning classes." (76)

CONCLUSION

On August 23rd 1919 the second Ministry of the Hon. Josiah Alfred Hanan ended. Mr. Hanan's interest in education, (76) N.Z.P.D. 1917. VOL. 180. 532.

however, did not end there. In 1927 he became Pro-Chancellor of the University of New Zealand and later Chancellor. In retrospect it is difficult to single out any particular reform during his Ministries, but two factors were outstanding. The first one of these was fundamental to modern educational thought; it was the recognition of the child as the essential ingredient in the educational process. In 1918 he said; "It is of vital importance, however, at the present juncture not only to recognize that education is the most potent factor in the creation of that morale which makes individual manhood superior to marshalled masses, but to perceive that the human factor is supreme in education....Faulty institutions may be abandoned or remodelled...but there is no possibility of reconstructing, rebuilding, reorganizing or of retracing steps in connection with the impress made by our education system upon the children in our schools...They pass once only through our hands and once only through the successive formative experiences of youth." (77) These ideas were not new in educational thought, however, their reiteration has in more modern times become customary. They have provided the principal focus in our education of today.

The second outstanding factor was the laying down in 1916 and again in 1918 of a well thought out plan for educational progress in the future. One need not question the relevance of these plans to the present day. The Report of

the Parliamentary Recess Education Committee of 1929 attempted to solve the same problems which exercised the minds of Mr. Hanan and his fellow administrators ten years earlier. Another decade passed before the solution to some of these problems was found. The report and subsequent enactments based on the findings of the New Zealand Education Department Committee on the Post-Primary Curriculum 1942 recommended a similar "common core" of subjects as did Mr. Hanan in his 1916 Report on Educational Progress.

His period of office from 1915 to 1919 despite the useful reforms carried out, is better recognized for its valuable educational ideas than for its actual educational achievements. To Mr. Hanan in education "the main consideration must be to train each child to think for himself, to develop manhood, initiative, self control and skill through citizenship and work and then to rely on educated workers to meet the needs of the community in a way that is found to be beneficial both to themselves and others." (78)

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