

WJS STACKROOM
THESIS
6 HOUR LOAN



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ABBREVIATIONS

In the space of a thesis it is impossible to develop all the lines of thought involved in a topic which is so close to the community, its aims and interests. So that a certain

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

Jx Teachers' "Journal of Education" and "National Education".

R Reports of the Annual Meetings of the New Zealand Educational Institute. (Teachers' Institute.)

Any lengthy account of the pre 1900 period is rendered unnecessary by the admirable research into teacher training to 1900 by F.H. Corner, in conjunction with which the present account should be read. But should this not be possible two facts of that period must be mentioned; that some form of training institution did exist in the four centres by 1880; and that the decision to close these institutions was made during the financial retrenchment of 1887-8. The responsibility for training was thereupon left to the particular Education Boards.

NOTE: In the space of a thesis it is impossible to develop all the lines of thought involved in a topic which is so close to the community, its whims and interests. So that a certain choice has had to be made. In doing that, concentration has been on administrative and institutional development, the more social side, those things that make history live, anecdotes and experiences of older teachers, and the personalities and idiosyncracies of prominent figures of the period, have unfortunately had to be excluded.

Any lengthy account of the pre 1900 period is rendered unnecessary by the admirable research into teacher training to 1900 by F.H. Corner, in conjunction with which the present account should be read. But should this not be possible two facts of that period must be mentioned; that some form of training institution did exist in the four centres by 1880; and that the decision to close these institutions was made during the financial retrenchment of 1887-8. The responsibility for training was thereupon left to the particular Education Boards.

CHAPTER I. of serious economic study,
of scientific investigation of those industrial and social
problems INTRODUCTION: A BACKGROUND lives attempt to solve."

This lack of definition of purpose is noticed in the very
origins of teacher training. There was no analysis of a society
Educational organisation is a reflection of the intelligence
or endeavour to vision what might be ahead, so that when the
and breadth of vision of a community. Properly thought out
it should provide both for adjustment of the individual to his
society, and also for the progress of that society. A society
concerned with immediacies and efficiency could not be expected
to provide a lengthy period of training for its teachers, nor
express concern for a real depth of knowledge. From 1900 New
Zealand educationalists could not stir to a realisation of the
value of a thorough grounding for teachers, a population over-
concerned with the development of its material conditions.
Beyond the provision of school facilities little interest was
shown in education. There were reasons for this. New Zealand
had not freed itself of the shackles of its pioneer society, was
still deep in the stage of putting its money on the "practical
man", and ignored and distrusted the theorist and expert. This
naturally produced a serious weakness when advanced legislation
was adopted. There was little or no research into the foundations
of policy or the working of the laws. This moreover, was
especially so with the social sciences. Sidney Webb visiting
New Zealand in 1898 called attention to this characteristic:-

"the absence throughout the colony of serious economic study, of scientific investigation of those industrial and social problems which the politicians themselves attempt to solve."

This lack of definition of purpose is noticed in the very origins of teacher training. There was no analysis of a society or endeavour to vision what might be ahead, so that when the system did get away it was hampered by lack of building, accommodation, funds, personnel, students and public support.

In 1900 New Zealand was entering on a new phase of her growth. The challenge to the control of the petit bourgeoisie landowning groups had been successfully carried through, and the wage-earner had arrived. A Liberal Labour government backed by the unions, was now reaching out for power. The days "when most members had a good deal in common in origin, ideas, and tastes, and when speech might be garnished with a classical quotation, and a member of parliament was almost ex officio a member of exclusive city clubs", had ended. Representation was now broadened. In pioneer society in spite of the provision of schools the main educational institution was the home, the farm-yard etc... But now New Zealand was changing, was experimenting in social legislation, was on another growing stage. The cries of "socialism" ring through the history of this period, the reign of "king Dick" Seddon. The elections gave the government large majorities. New Zealanders were practical people. They

did not know what socialism was, but they wanted a better society, including of course, better conditions for themselves, and they were quite willing that the State should intervene here and there to bring this about. "In the very respectable sense of the word, Ministers, members and public were opportunists. They went for improvements which they thought would work and did not trouble themselves much about abstract principles."

There is little doubt that in the state of affairs at the time New Zealand received what it desired from education - a supply of labour ready to read, write, and count. The concern was with development not with ideas: the possibilities of a future in which New Zealanders would not all live off the land, in which New Zealand would have to take her place in the world, in which she would have to rely for her national happiness on the thought and energetic expression and interest of her people, seldom entered the minds of this generation. True they were not problems to them as they are now. By and large the large problems of adjustment to society did not occur. But they provided the conditions for extra suffering as seen in the hopeless dejection and bewilderment of the 1930's.

In the 1900's great economic changes were occurring. In 1908 the Main Trunk was opened in the North Island. In the ten years from 1900-10 dairying had increased such that the value of exported butter and cheese under a million in 1900, had

grown to £3,000,000. The use of machinery, on farm and in the factory had increased. The drift to the towns grew. The North Island outstripped the South in population. Communications broke down provincialism. But New Zealand education was not sensitive to these changes, except in the sphere of production of technicians, i.e. for efficiency. The Manual and Technical Instruction Act of 1908 was a result of this emphasis. Education did not give that broader understanding, even to its teachers, of the possibilities of unleashed competition in the economic sphere. Teachers were purveyors of information in the schools, instructors, and were neither expected nor sought after to throw light on social problems.

The extent to which various factors entered into the production of a group of people concerned little with thinking out their social problems, is difficult to measure - the rugged desire for independence, a tradition of provincial isolation, the lack of creative education in the schools, absence of any background of tradition of culture, and the paternalism of the Seddon regime.

Although there has been some expression by odd small groups, proposals for social reform in New Zealand have come mainly from the top, the product of the social conscience of the administrator. Reeves built up a body of factory and anti-strike laws, the latter anticipating in large degree the conditions they were designed to overcome. Hours were regulated:

early closing: weekly half holiday: women and children protected. Indeed these proposals implemented it was necessary to strengthen the organisation of workers to preserve what had been prepared for their protection. It has been the role of government in New Zealand especially labour-biassed government to interpret the unvoiced wishes of the workers and to lead them by legislation to know what they do want. Thus Reeves promoted the arbitration system, to give legal encouragement to unionism. In this period results were achieved there is little doubt and production leapt forward. But as one writer points out, "for the good of their souls New Zealanders should bear in mind that this is material progress".

Perhaps it was that events occurred in too quick succession in New Zealand, that there was not time for ideas in a country developing with the aids of refrigeration, railways, telephone, and electricity. Where life was concerned with production and prices.

Seddon's death in 1906 slowed down the rate of reform. In education Hogben and Seddon had proved a fertile team, the former a forceful experienced educationalist with a clear knowledge of what he wanted, though perhaps inclined to administrate for reform without the backing of an informed profession and without providing sufficiently for its training. It was the energy of these two that placed New Zealand in that advanced position in

the provision of educational facilities of which she was once so proud. Between 1891 and 1910, however, the cost of education had trebled, the electorate was beginning to worry about the cost of the social service state. As Webb says "In New Zealand rising prices, liberalism in politics, liberality in public finance, have a habit of going together." A sweeping statement, perhaps, but added to the personal enthusiasm and strength of Seddon, it does give a fair summary of the period. But now, the graph of export prices was dipping downwards, and no political party had an assured majority and security of office. "The chill of winter was in the air". In education the imminence of political change was signalled by an increasing volume of protest in newspapers and on political platforms against the overlapping and waste.

The increasing conservatism of political thinking communicated itself more slowly to education than to other fields of social activity because the education system had still at its head a "forceful and dissatisfied" personality. But even Hogben found after 1912 that he was in an unsympathetic political milieu. The conservative temper of the nation was accentuated in matters of internal administration by the Great War. Thus a Department now naturally disinclined to action was provided with a perfect cause to refuse finance.

That the Education Act of 1914 brought no new charter for

change was in the setting not surprising. It was "a feeble anti-climax to a period of great achievement, a series of compromises uninformed of any clear purpose. It is impossible, reading through its provisions and parliamentary debates on those provisions to discover what plan of educational organisation lies behind it...." With its passing and the retirement of Hogben from the Directorship of Education, together with the unsettling caused by the outbreak of war, the period of experiment and enterprise in New Zealand came to an end.

The post war period was one of adjustment and the desire for stability rather than experiment. New roads were put through and motor transport increased. The strength of conservatism was recognised by the working classes and led to new attempts to organise, and the formation of the Labour Party in 1916. For successful action unity was needed between labour and socialist bodies.

The result of the new problems did stimulate the New Zealand mind in some directions, and ideas quickened in the community. Agriculture and pastoral improvement, promotion of research, professional standards advanced, and in the depression years an upsurge of public interest in economics, which manifested itself in a spate of articles and pamphlets. But pioneer opportunism was still apparent; advance was readily possible in those fields where the practical step could be seen and was clearly of advantage. But there was not much development in the

CHAPTER II

realm of educational policy, and thinking along the lines of the wider social future of New Zealand. There was a certain degree of searching of heart, and a readiness to accept certain new ideas, but no sweeping reorganisation envisaged for education.

The history that follows then is not one of a teaching body trained, enthusiastic, presenting a common front in educating for a changing society, with strength consistency and thoughtfulness which command public respect, and providing a force of idealism preventing any tendency to uniformity in teaching. But one rather characterised by concern with the close, the practical. The history of the Colleges is one in the main of frustration and lack of planning, of no clear concept of what is desired in a teacher, of working with mediocre material. Interspersed are the enlightened aspirations of trained educationalists. Few teachers who were prepared for certification by private tuition.

There was however, no national scheme of training teachers, although by 1900 the idea was being more widely circulated. It had of course been Bowen's intention in his 1877 Education Act to provide for Training Colleges under the control of the Department, but this intention, the attempt to found a truly national system of education was thwarted. A strong demand for a national system of education and what such would entail was voiced before the Royal Commission on Staffs and Salaries

CHAPTER II

SKIRMISHING 1900 - 1906.

(1)

TOWARDS A NATIONAL SYSTEM: Teacher training in New Zealand in 1900 was carried on under a voluntary arrangement in the Normal Schools at Christchurch and Dunedin, where a vote of £600 increased in a few years to £1,000 was divided equally between the two institutions. Other than these there was a Training School at Napier started by local effort, and certain provision made in some other districts for training by means of Saturday morning classes, but these latter owing to lack of funds could hardly be considered major schemes of training. There were also not a few teachers who were prepared for certification by private tuition.

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1901, by Dr. Smythe. Pointing to the general weakness he said of New Zealand education, "We have one syllabus and one Education Act, but we have not one scale of salaries, nor one scale of staffing right through; pupil teachers are trained differently in different parts of the country and there are different exams for pupil teachers. Some boards afford training for their pupil teachers by sending them to a training college. I do not think that while these differences exist we have a national system".¹ Smythe was not here demanding uniformity, but merely asking that similar opportunities be given to all teachers. A national scheme for training teachers was also the aim of Hogben the Inspector General of Education. By 1900 Hogben had found his feet and was outlining his schemes for reform. Under him, education in New Zealand had come to life. The effect of the new syllabus had been to open a new era in education, where education replaced schooling and reached out to include manual and technical training. Trained teachers were essential.

The existing Training Colleges were inadequate, and the pupil teacher system was a partial solution only. Hogben realised the need for reform if his policy was to be at all effective. "It will become a question for consideration in the near future", he said in 1900, "whether definite training for

1 E 14 P 397-398 1901. / A to J 1901 E.14 pp 397-8

all teachers should not be provided by the State. In the case of the four large centres it will be possible to co-ordinate this with the work of the university colleges; at the smaller centres those who cannot find admittance to the four chief Normal Schools should likewise have the opportunity by means of classes of undergoing a regular course of training."² In every report Hogben stressed the inadequacy of the present provision pointing out that both the Inspectors in their Conference, and the teachers through their Institute were asking for the establishment of training schools or technical schools for teachers. As Hogben urged it, candidates from all parts of the colony should be admitted on equal terms; and supplementary means should be adopted for those unable to attend the colleges. The emphasis from all quarters was on the right of teachers to training.

The desire to establish Training Colleges was abroad, and the need for trained teachers, but no clear formulation of the method of procedure. There seems little doubt that had Hogben had his way and the control of training colleges rested in the hands of the Department, the training of teachers, at least in regard to supply, would have been accomplished much quicker. A philosophy of training was however necessary.

A few attempts were made at expressing a purpose for training teachers. The foremost educational thinker of the

time, and President of the Teachers' Institute J.A. Johnson, in his address in 1900 said as an expression of the need of reform, "It is the right of every teacher to be well trained; few can claim to themselves the privilege of being classed under the category of "born Teacher": the great majority have to be made. This "making" he said, "implies a slow process of careful work directed towards those ends that experience teachers are necessary to secure success. The young teacher must not be left in the early years of his career to the chance of mere haphazard method. Years of blundering mean years of discouragement - the most potent factor in crushing energy and in paralysing effort."³ And in 1904 this complaint came from the North Canterbury Inspectors: that "of the provision hitherto made in New Zealand for this all important purpose, (teacher training), we have reason to be frankly ashamedit can scarcely be credited by anyone outside the four corners of the colony that up to the present no general scheme of training has ever been attempted. To this day one half of the country has to depend solely for its teachers on the miserably inadequate preparation afforded by a pupil teacher's course, and in the other half the last 12 or 13 years have seen only some makeshift arrangements at Christchurch and Dunedin."⁴ And Robert Lee of Wellington, an

³ R P. 5 & 6. 1900.

⁴ E 1B P.34. 1904.

Inspector, underlined the lack of energy characteristic of the 1890's, quoting from his report of 20 years ago as being the position still in 1902. "In comparatively few schools," he wrote, "is the work that of a teacher trained for his profession. It must surely be an established truth in education as in other matters that if work is to be done it should be well done. The best education system will not turn a bad school into a good one, nor will it make any school the best that it might be. Only the skilled teacher can do that, and hence the need for the best selection of teachers and of a training which coupled with personal influence for good will fit them for their special duties in life."⁵ From all parts of the country and from most prominent educationalists came the cry for trained teachers.

In the meantime some districts were endeavouring to cope with their own situation. Wanganui while eagerly anticipating two years spent in a well-equipped training college, for its pupil teachers, was also instituting a scheme for raising the standard of its pupil teachers by using the main District High Schools of its area. (The Wanganui Board later had its own Teachers magazine, the Leaflet.). In North Canterbury the Board was experiencing increasing difficulty, and was asking financial assistance. It urged on the Minister the need for some definite decision on the teacher training question. The salaries and allowances of the students at the Napier training school and the

Christchurch and Dunedin Normal Schools were, the Board pointed out, being met out of the teachers salaries vote, (the students who also taught being considered as modifications of the staff.) The provisions of the Act allowing this was to come to an end in December 1903.⁶ so that before that time some other provision had to be made for training teachers.

Reform then, was demanded by educationalists, Boards, Inspectors, the financial strain on the existing training schools by the lack of uniformity between areas, and by the new syllabus and held back by the absence of an organised, uniform and reasoned approach. Criticism was abundant, constructive proposals scarce. Ideas of college organisation varied among districts. Hogben in concession to the Boards, had intimated the possibility of Colleges at the four main centres. Other ideas ranged from a single central institution, to one college for each island. The attendance of young teachers should, said Hogben, be encouraged by a system of scholarship or by monetary aid granted to those compelled by distance to reside from home during the period of training.⁷ Southland asked that in fairness to its district the Department should either institute a system of scholarships by which its future teachers would be enabled to attend a training college or it should make a small

6 E 1B P.12 1902.

7 E 1B P.49 1902.

grant towards the maintenance of training classes which might very well be worked in connection with local primary or secondary and technical schools. "This is a question that demands a speedy and equitable solution".⁸ Southland had a feeling of being left out. Otago had its normal school, and preference was given to teachers of its area. And in the North Island the Wellington Board was becoming impatient, declaring in 1905 that, "the Board is of the opinion that a thoroughly equipped training college for the middle University district should be established without further delay."

(ii)

THE ROYAL COMMISSION ON STAFFS AND SALARIES: 1901. Although not set up to enquire into teacher training, the Commission found it impossible to ignore the quality of teachers and the provision being made for their training. It is here we find Hogben as Chairman of the Commission, saying "The greatness of a country is founded on the right upbringing of its children....hardly any sacrifice is too great for the colony to make on behalf of the sound training of its young teachers."⁹ And in regard to the cost of training he intimated that the Boards would be relieved of the necessity of having to draw on their general funds for training teachers, in the near future.¹⁰ The general trend of the discussion by the Commission was to the establishment of training colleges in the University centres with the whole expense

8 E1B P.49 1902

9 E 14 P.ix 1901

10 E 14 P.4-5 1901

borne by the Department. The Commission was appalled at the evidence of lack of uniformity in the various provinces, and although not going so far as to recommend the abolition of the pupil teacher system, the practical outcome of the Commission's work was to prepare the way for a general training system by reducing the number of pupil teachers and by introducing a colonial salary scale which broke down district barriers and made a national system of primary education at least possible.

(iii)

11
REPORT OF P. GOYEN, INSPECTOR OF SCHOOLS, OTAGO: 1902: This report on State Education in three Australian States was presented to the General Assembly. The report was of only very limited value. The Australian system of teacher training it described as being little better than that of New Zealand, and was itself in the process of reform. The problem of supply, of a standard of education, and of status, were being solved in the direction of pupil teacher training in the schools (ensuring supply), a Junior Training College, (education attainment), and University Training Department (academic and status). What value there was in the report would lie mainly in the fact that the Australians were endeavouring to look at the whole problem. New Zealand was still attempting reform by patchwork criticism. Goyen criticising the Australian system adds that New Zealand is in little better case. "it is true that in Otago and Canterbury nearly all pupil teachers get one years special

training in the training college; but in most other parts of the colony they are passing into the profession without any training beyond what they receive as pupil teachers. That there has been any Training College in New Zealand at all for some years is due to the enlightened spirited policy of two Education Boards, The North Canterbury and The Otago Boards."¹²

(iv)

REPORT OF THE SELECT COMMITTEE ON EDUCATION: 1903: This report marks an epoch in the history of the training of teachers in the colony. The principal points of the report were: that a training college for teachers should be established at each of the four principal centres of the colony, being University centres; that in order to avoid the expense of duplicating instruction in subjects which are taught at the University colleges, and to secure for teachers a greater breadth of view, the training of teachers in the literary and scientific work should as far as possible be provided by the University Colleges; that a two years course should be aimed at.

As a result of this Committee's report, the existing Training Colleges at Christchurch and Dunedin were reorganised. And according to the Minister's report, arrangements were under consideration for the establishment of the two other Colleges recommended, so that before long it may be hoped that the

provision for the training of our future teachers may be regarded as fairly complete.'

The Committee, however, did not deal with the nature of college training, its links with the community, or the relationship of the training institutions to the educational framework. No philosophy of training was propounded. Education was for the present; education was for schooling. The Committee further recommended that it was desirable that the lecturer on education at the Training College should be given the status of professor or lecturer at the University College, in order that the lectures might count in the University course of the students. Also they recommended the establishment of a model country school at each training college, and that the local Boards set up a Committee of Advice in regard to matters concerning the Training College. The Committee to consist of the Chairman or other member of the Board, an inspector of the Board, a representative of any other Board of education which might be in the same University district, and finally in order to allow the Colleges to prepare teachers for District High Schools and other secondary work, clause 35 of the Standard regulations be amended.¹³

(v)

CONFERENCE OF INSPECTORS OF SCHOOLS AND TEACHERS REPRESENTATIVES: 1904:

An important matter submitted to the Conference was the estab-

lishment of training colleges. The Conference unanimously expressed the opinion that one strongly equipped central college would produce better results than would three or four separate colleges established in the larger centres.¹⁴ But this was later modified, the Conference stating that in view of the existing conditions and the recommendations of the Education Committee of the House, it admitted as an alternative the establishment of training colleges in the four University centres. The training colleges were to be under Departmental control.

The conference's attitude to the problem of pupil teachers and training institutions was that it was at the time inexpedient to abolish the pupil teacher system, but that the department keep in view the desirability of reduction in the number of pupil teachers. The regulations relating to appointment instruction training and examination of pupil teachers, they thought, should be made uniform throughout the colony and the exams should be conducted by the Department. The test of the literary qualifications for entrance into pupil teacher ranks should be an examination appropriate to the end of a 2 years course at a secondary school or a District High School, and that the pupil teacher course should be at least two years duration, the first not less than three or more than six months being probationary, with a further course of two years at a training college should the authority so advise....¹⁵

14 E 1B P.7 1904.

15 E 1C P.22 1904.

The Conference appeared rather shy of the general education of the coming teacher, underlining in its final conclusions that the paramount importance of training teachers was for their professional work rather than academic distinction, a belief which though true in part has played too strong and biased a part in teacher training. The Conference recommended the Senate of the New Zealand University to make education one of the subjects for a degree in Arts or Science. Little can be learned of the internal discussions of these conferences but on the question of control of the Training Institutions, the teachers' Journal of Education records, ~~that~~ that the matter had been very warmly debated, but that the final vote had been practically unanimous.¹⁶

Some opposition was raised against the proposals for the establishment of training institutions in the four centres, the chief being those of the Southland Branch of the Teachers' Institute which passed a resolution cordially approving of the establishment of training colleges at the four principal centres of the colony, but expressing at the same time the opinion that the interests of the smaller educational districts should be specially safeguarded.¹⁷ And from Hawke's Bay, Inspector Hill took the decision hard. "The closing of the Training School in

16 Jx P. 5 March 1904.

17 Jx P.103 July 1904.

Napier is a serious blow to this district. A little generous treatment would have placed the school on a good footing, and it could have been worked for the special benefit of the district in connection with one of the University colleges to which young teachers in training could have been sent for completion of their academic course".¹⁸ It seems a matter of regret that the energy and enthusiasm which was channeled in the Napier training school should with a stroke of the pen been given a death blow.

(vi)

THE NEW SYLLABUS: Towards the end of 1903 the Education Department issued the new syllabus - newspaper editors took up the theme - it formed the main topic wherever teachers met. It was a matter of some debate whether such a scheme should have been put into operation with a profession yet unprepared for it. "It is the very irony of fate", states the Inspector's report from Southland, "that at one and the same time we should be introducing into our schools a reformed syllabus and hosts of unqualified teachers." ¹⁹ And almost as an example of the possibility which they decry, in the same report they continue, "But let us not be misunderstood. The new syllabus is just the old with certain modifications. As the teacher's work has

18 E 1B P.21 1904.

19 E 1B P.39 1904.

has been so for the most part will it continue to be."

The control of the Colleges was too delicate and difficult

(vii)

a task for Hogen and in face of the prospect of a clash with

THE COLLEGES ESTABLISHED: 1905: The result of these various within Committees' Reports, and of individual recommendations was seen in 1905 when the establishment of two other Colleges at Auckland and Wellington was authorised. At the beginning of 1906 they were opened for training. But though there were now training institutions at each of the centres the training classes in outlying districts continued. The problem was a large one and the attack upon it was neither genuine nor generous. The buildings at Dunedin were on the Minister's own admission too small and unsuitable, those at Christchurch were considered "sufficient for the purpose", and in Wellington the Thorndon School was adapted to make a normal school and Training College, until June of the first year being spent in the hall at the Board's office. The Auckland Board report of the following year records the refusal of applications due to lack of room. A start had to be made somewhere but there is little trace of thought and direction in the method of approach. Faced with the task of producing teachers, and the knowledge that for some time to come probably, many ex-pupil teachers would be given appointments without going to training colleges at all, the wheels geared up and rolled away on the drive to certification stopping only in 1925, when, within the present order, the

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machinery had overstepped its necessary production.

The control of the Colleges was too delicate and difficult a task for Hogben and in face of the prospect of a clash with the traditions of Christchurch and Dunedin and sections within Parliament he acquiesced. The Normal Schools at Christchurch and Dunedin continued under Board control, but the recommendations of the Board of Advice in regard to the proposed re-organisation of the Normal School were adopted. Eventually in 1927, the Department formally asked the Boards concerned to surrender the colleges entirely to its control. The Boards refused. And after a deadlock between the Wellington Board and the Department over certain appointments, a new set of regulations were issued in 1929 which gave the department the controlling voice.

It is to be regretted that the fourth college had less than half the number it could accommodate. The supply of trained teachers, the report continues, "can only be maintained if the numbers at the training colleges are maintained at the highest figures; otherwise the vacancies must be filled with untrained teachers."

Associated with the supply of teachers and a responsibility of the training authorities was the composition of the teaching body. The ratio of men to women in teaching was sufficiently disturbing to warrant these words in 1907: "Two features in the

1. 18 Feb. 1908.
2. 18 Feb. 1908.

CHAPTER III.

composition of our teaching staff unsatisfactory in themselves
THE DRIVE TO CERTIFICATION: SUPPLY OF TEACHERS.
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(1)
 viz. (1) the large number of uncertificated teachers and (2) the

TEACHER SHORTAGE: 1900-25: The Training Colleges were re-opened to aid the supply of trained teachers to the profession, but the attack on supply was hardly spirited. In 1908 the Marlborough Inspectors reported that the training colleges were not yet working up to their complements and that inasmuch as practically every district was crying out for certificated teachers it appeared there were barely sufficient of those institutions.¹ The Training Colleges were not working in full production. From the Minister's report of 1909 we find "Three out of four of the training colleges had during the year 1908 almost if not quite their full complement of students; it is to be regretted that the fourth college had less than half the number it could accomodate. The supply of trained teachers; the report continues, "can only be maintained if the numbers at the training college are maintained at the highest figures; otherwise the vacancies must be filled with untrained teachers."²

Associated with the supply of teachers and a responsibility of the training authorities was the composition of the teaching body. The ratio of men to women in teaching was sufficiently disturbing to warrant these words in 1907. "Two features in the

importance. A country convinced of the necessity for teachers,

1 E 1B P.25 1908.

2 E 1 P.13 1909.

3 E 1 P.13 1909.

composition of our teaching staff unsatisfactory in themselves and sufficiently ominous as signs of the times have to be noted. viz. (1) the large number of uncertificated teachers and (2) the undue predominance of female teachers."³ The next few years however, did show a slight increase in the number of male applicants for pupil teacherships, and the Minister who was also concerned at this ratio in teaching commented that it was gratifying in view of the dearth of male teachers in the colony to notice that the proportion of male teachers to women teachers has risen from 27 per cent to 34.

EDUCATION AMENDMENT ACT: 1908: In An endeavour to aid the supply position the Department approved new regulations in 1908, and also approved an increased inducement to pupils from secondary schools to take up teaching by giving to all students in Div. B (non pupil-teachers) living-away-from-home, the additional allowance of £30 a year formerly paid only to four of such students a year.⁴ This increase in supply was needed owing to the new scale of staffing. But the measures for increasing the supply were almost offset by the increased demand. There is little doubt that this Act increased the difficulties experienced by the Boards in filling vacancies with certificated teachers. But the principle of the Act in allowing the employment of a more liberal staffing of assistant teachers was of over riding importance. A country convinced of the necessity for teachers,

³ E 1B P.48. 1907.

⁴ E 1 P.13. 1909.

1925. In 1914 there were 439 students at the four training colleges, which was the full complement of 125 each was attained. Its young could and should have overcome this supply question - if not in two then at least in 10 years. Yet in 1913 we read: "....vacancies still continue to exceed supply." Again patchwork expedients were resorted to to meet the demand. An amendment in the regulations was made raising the limit of attendance from 100-125, while a further step was taken in the expansion of probationer appointments - the main source of future supply. The increase, the Minister's report states "gives better opportunities for those to come in who have not served as pupil teachers or probationers but who are otherwise eligible as students. At the same time but as a purely temporary only to meet immediate needs, permission has been given by regulation to the educational authorities controlling the training colleges to admit at their discretion a certain proportion of the students for a course of training of one year only." Except in the case of graduates or persons of similar status, so short a course as one year, it was thought, could not be recommended, nor could it in any sense be considered adequate.⁵

The Taranaki Board were experiencing great difficulty in finding competent teachers to fill vacancies though they had hoped the Training colleges would remedy the position. The situation in regard to the supply of teachers did not ease until

1925. In 1914 there were 439 students at the four training colleges, which when the full complement of 125 each was attained would produce annually 250 trained teachers.⁶ But a further obstacle for the supply drive to surmount was created by the legislation of 1914 which again increased the staffing of schools through the gradual substitution of adult teachers for pupil teachers.⁷ The drive for supply lacked planning, legislation was enacted without sufficient supply, and educational policy and administration seemed to exist on separate levels.

(iii)

REASONS FOR SHORTAGE: Some evidence of the reason for shortage is contained in a Southland report that teaching was not sufficiently attractive to its young men. In 1907 "The commercial and farming prosperity of recent years has doubtless operated to some extent in the withdrawal of some of our promising young men from the ranks of the teaching profession. Should a period of industrial and commercial depression eventuate", they state, and it seems somewhat hopefully, "as some predict. It is fairly safe to say that the improved conditions of the teacher's position would act as an incentive to many to join the service who have hitherto turned their attention to other and perhaps more profitable pursuits."⁸ There can be little doubt that the

6 E 1 P.21 1914.

7 E 1 P.21 1914.

8

profession as it existed was unattractive and apparently inducements were not equal to even balance teaching against other occupations. Robert Lee, now Chairman of the Wellington Board in 1914 commented on this. "....the question whether the inducements to enter the profession are sufficient. My Board considers that the reply must be in the negative so far as men at least are concerned. The teaching service is now suffering from the keen competition of the Public Service and of various forms of commercial and manufacturing enterprise for youths of real ability." ⁹ A comparison of salaries shows the weakness of the teaching position....The pupil teacher in training received: first year £34; second year £45. The student in training: £30 each year. Whereas in the Public Service the salaries were almost double; in the Professional Division: first year £70; second year £85. And in the Clerical Division: £50 and £65.¹⁰ It was scarcely surprising then, that teaching with its often trying conditions attracted few and then mostly women.

Taranaki hoped to overcome its supply difficulties by establishing a training college for teachers in Taranaki.

(iii)

AN ADEQUATE SUPPLY??:1925: Gradually the system straightened itself out to a degree and by 1925 the balance was beginning to tilt in the other direction. But at what cost had the schools been

9 E 2 App.A P.viii. 1914.

10 E 2 App.A P.viii. 1914.

filled with certificated teachers? "While again expressing satisfaction at the increasing number of applications", said Professor Tennent, Principal of Wellington Training College, "I cannot but continue to regret the fact that we have been compelled to refuse admission to an increasing number of very suitable entrants." One of the few constructive voices in education, Professor Tennent stressed the need for a revision of the education qualifications for admission to the college. The present minimum he said was "deplorably even dangerously low." "Aspirants to the profession were at least much in excess of requirements, and the standard of general education demanded could be very considerably raised without creating an artificial dearth."¹¹

Tennent was a lone voice however, the idea of over-all planning was not grasped by the administrators of education, and the training of quantity rather than quality continued, until a condition within the existing system of over-supply was created.

In his Report of 1929, the Minister, Mr. Atmore, attempted to give reasons for this over supply. "During the past two years, the supply of teachers has exceeded the Dominion's requirements. This position has arisen...owing to..admissions to the training colleges being increased for the dual purpose of replacing untrained and uncertificated teachers by trained, and of supplementing school staffs that the number of large classes might be reduced.

¹¹ E 2 P.73. 1925.

Unfortunately, sufficient public funds have not been available to increase school accommodation to the extent required for the breaking up of large classes....The number of uncertificated teachers has been substantially reduced....but these teachers aware of the intention to supersede them made an effort to increase their status and....were able to retain their positions. For these reasons the supply of teachers has somewhat exceeded the demand."¹² These reasons however, are but subsidiary to the defect of administration through the whole period under review, the lack of planning within the framework of a comprehensive policy. And although in 1925, the Department took charge of the supply of training colleges by controlling the numbers at the colleges, and their defense that estimates of supply cannot be checked until four years have elapsed - 1925-30 : planning policy was the weakness, not control of supply alone. Some difficulty of unemployment for teachers was created by the reluctance of some to accept country service.

Another attitude to the supply question was expressed by Professor Tennent of Wellington Training College, who was not convinced that the training colleges were in fact training more teachers than required, a belief gained in consequence of the difficulty experienced in absorbing students immediately after completion of training. "I would like to suggest", he writes, "that there is little evidence to warrant this impression. The

fault would appear to me to lie not so much in the number being trained as in the fact that so many students complete their training simultaneously." "At the end of this year, 578 students will leave the four colleges and will seek admission into the service. It is not expected that in such a small service the natural growth and ordinary wastage will provide vacancies for so large a number at any one time. The consequence is that very many students will be compelled temporarily into the ranks of the unemployed. Most, if not all of those will however, be absorbed as the year progresses. Indeed from information I am able to obtain it would seem that while there is a plethora of teachers at the beginning of the year, there is a dearth at the end." To remedy the position the Principal recommended not a curtailment of the number of students in training, but such an arrangement as would secure the termination of training periods at successive intervals during the year.¹³

THE THIRD YEAR COURSE: Among other attempts at solution was the establishment of a third year course. The course was implemented by the Department in 1927 primarily as a temporary measure as a consequence of the excess of ex-students over the available positions.¹⁴ Secondly it was intended to encourage students to equip themselves for teaching maths. and science, but was available to only an limited number. In 1927, 16

13 E 2 P.56-57 1927.
14 E 2 P.58 1927.

students were undergoing a third year course in Christchurch.¹⁵ Their course was to be wholly on professional lines, while their academic work was to be undertaken at the University. This weakness in the background of the third year course is still most evident today. That the course was not motivated by the desire to specially train is evidenced later by the very ready cancellation of these courses when teachers again became scarce.

(iv)

THE REICHEL-TATE COMMISSION ON THE UNIVERSITY: 1925: This commission to enquire into conditions surrounding the University Colleges in the Dominion, considered two points of principle of immense significance in educational administration, and which are yet to be seriously tackled by educationists. On the question of allowances to students as an inducement to enter teaching, it says: "We are aware that the allowances to students were increased in order to attract recruits for service --, but we are not convinced that it is good policy to pay such liberal allowances if, by doing so, the period of training for special courses is kept at too short a period and if money is not forthcoming to provide most efficient conditions for training."¹⁶ The Commission was concerned at the fact that the education vote was absorbed in salaries and not in educational material and structure. And further on the principle of supply, it considered that the only sound system of securing an adequate supply is that

15 E 2 P.53. 1928.

16 E 7A P.37 1925.

which relies on the principle of the attractions of the profession itself, and it urged that this is the natural principle common to professions generally, and that it takes a count of the importance of giving play to the factor of personal inclination; Methods based on any other principle it considered were artificial. Their main point of general criticism was that teachers were in schools in New Zealand not because they were attracted to the profession, but because teaching provided "a far more open path to a livelihood."¹⁷

Education was faced with a serious problem. The presence of unemployed teachers, and the difficulty of absorption of students into the system was deplorable especially at a time when to a nation convinced of the importance of education and realising also the economic value of an educated community, re-planning of the system on progressive lines was impossible. To the teachers themselves the seriousness of the position was heightened by the trade and financial retrenchments of the 1930's. A rather grim picture of the lot of the ex-trainee in 1931 is contained in an Auckland Board report. "The Board regrets that the matter of employment of ex-students who have not yet obtained permanent employment is still very acute. 123 are now employed temporarily as relievers for periods varying from two weeks to a term. During the early part of the year 54 other ex-students were given temporary employment. There are 71 such teachers to whom the Board has not yet been able to give

CHAPTER IV.

even temporary employment this year."

TRAINING: DOMESTIC BLISS.

(1)

TEACHING PRACTICE AT THE COLLEGES: Perhaps the only really changing aspect of education over the 35 years was the course and conditions of the Training Colleges. From the beginning in 1906-8 the course of training was envisaged as extending over two years, but in the case of those who had undergone preliminary training as pupil teachers it was not thought necessary to require the full period of attendance. Training was not so much for enlightenment as for certification. The total provision contemplated was for 80 students at each centre, and entry was according to a classification on academic background or service.

A certain amount of relief to the intenseness of this drive to certification was the opportunity provided by the Minister in 1908 for the establishment of kindergartens for a limited number of children between 3 and 5 years of age, "in order to increase the opportunities for the child study that should form an important part of the Training College course."¹ In 1927 however, it was decided to abolish the kindergarten department of the colleges, in spite of the objections of the Teachers' Institute. The Minister's attitude, (J. B. Strong), was that "the kindergarten is not part of the ordinary public school.

¹ N 1 P.113. 1909.

CHAPTER IV.

The government assists the special classes of the Free Kindergarten TRANQUILLITY: DOMESTIC BLISS. for insight into Kindergarten methods (1) afforded in these schools."² This

in expert pronouncement concluded a relationship the prospects
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² Jx P.375. Oct. 1927.

¹ E11 P.13. 1909.

⁴ E1 P.20. 1913.

The government assists the special classes of the Free Kindergarten Association. Thus the opportunity for insight into Kindergarten methods is afforded in these schools."² This in-expert pronouncement concluded a relationship the prospects of which could hardly have been else but mutually beneficial. Widening of the educational approach of the colleges was made possible in this early stage by opportunity provided for abandonment of general certificate examination tests for training college students after their admission, and the substitution therefore of evidence otherwise furnished of satisfactory completion of a training college course as prescribed.³

Until 1913 the teaching practice of the students was carried out for the most part in the normal practising schools which formed part of the Training College itself, but in 1913 an amendment to the regulations extended the opportunities of observation so as to embrace specially selected classes for teachers in neighbouring schools.⁴ While within the training college itself provision had been made for special classes of professional training, dealing only with second years, whose course, more or less compulsory, included methods of teaching, hygiene, handwork, vocal music, drawing etc. (It was possible in those days for a University graduate to fail to certificate as a teacher due to inability to sing). A general plan of work of the Colleges, substantially the same as today, is outlined

2 Jx P.375. Oct. 1927.

3 El P.19 1911.

4 E 1 P.20. 1913.

in the report of the Principal of Auckland Training College, 1918. During the first half term the first year students study lectures, etc., the second year students being at work in the Normal and associated schools, observing and practising. At the end of the half term this is reversed. No substantial change has been made in this organisation over the 31 years to the present day.

To ensure satisfactory training the provision of suitable staff is essential. That the Normal schools were not always well equipped is reported in 1914 by a Principal who when expressing satisfaction at the increase of salary for the Normal School staff, commented that the school shall no longer be dependent of "raw ex-students" when vacancies arise. The outstanding characteristic of the development of the colleges was its unevenness occasioned by the piecemeal attack on its problems. Staffing difficulties were on the verge of becoming reasonable when the admission of an increased number of students would be recommended, adjustments only slowly followed. Thus the Principal of Wellington Training College in 1925, in spite of the fact that his staff was increased slightly during the year giving a ratio of 32.3, students, was forced to comment that "there is still room for improvement." "This is apparent", he writes, "from the fact that in all parts of the Empire outside of New Zealand the standard staffing ratio is approximately 15 students per full-time lecturer.... The

training of students cannot be carried out on any mass plan. Instruction as far as possible should reach an individual stage."⁵

STUDENT PRACTICE IN THE SCHOOLS: The amendment to the regulations in 1913 which permitted extension of practice to neighbouring schools was apparently overlooked and in 1926 the Wellington Principal reports that new regulations allow 'all schools within reasonable distance of the College with the approval of the Senior Inspector to be available for teaching practice.'"⁶

There appeared to be considerable controversy as to how this new system was to be made to work. To the proposal that only those schools whose work would provide a model for imitation, should be selected, the Wellington Principal would not agree.

"Educationalists," he said, "regard the training of the teacher as being based but to a slight extent on conscious imitation...

Teaching is an individual affair and each teacher must evolve his own method. During the latter part of his training," the Principal continues, "the student should have opportunity of practising this personal concern, approach and attack under guidance. Hence almost any class in almost any school will furnish the material for practice, provided there is adequate supervision."⁷

SPECIALISATION OF TRAINING: In 1921 T.U. Wells, New Zealand delegate to the Conference of Teachers at Toronto in his report of

5 E2 P.74. 1925.

6 E2 P.44-45 1926.

7 E2 P.44-45 1926.

school. The Teachers' Institute initiated the move to abolish of Canadian teacher training provides first mention of the possibility of training colleges providing "special courses". Most of the Canadian Normal Schools provided special courses classified under the headings of: general; kindergarten; commercial; domestic science; manual training; music; physical education; sub normal; deaf. His report provided no incentive for change in the New Zealand system, however, the most conceded in this line was the provision under the regulations for the extension of courses for selected groups on a basis of specialisation in a particular subject field, or university study. Indeed the Teachers' Institute at its annual meeting of 1927 showed itself opposed to any idea of specialisation in spheres of schooling especially if allotted to any one training college. Any specialisation that might be considered necessary could best, they thought, be provided by the extension of the present college course to a third year.

ABOLITION OF PUPIL-TEACHER AND PROBATIONER APPOINTMENTS: The propulsive force behind the abolition of the period of teaching in schools prior to entry into the training institution was the Teachers' Institute. (The possibility had been mentioned by the Wellington Board in 1923.) In 1929 the general position of training was a four years course, consisting of one year as a probationer in a public school, two years as a training college student, and one year as a probationary assistant, in a public

school. The Teachers' Institute initiated the move to abolish the preparatory period at its annual meeting in May 1931, when it recommended that entrants to the profession should proceed direct to a training college.

Matters were at a standstill on this as on many other problems during the trade recession period, owing to the fact as "National Education" put it that "the pantry's pretty empty now". Proposals for a new salary basis and smaller classes were also forgotten but in 1935 the Minister's Report considered the probationer problem. "For some years training college entrants have had experience as probationers before entering college, but on reconsideration of the position in the light of experience in the Dominion and in Great Britain it was decided to discontinue the practice. Similar steps have been taken in Great Britain as a result of a report by a special committee set up in 1925. In future young people of suitable standard in education will be admitted direct to the Training College, will spend two years therein learning the principles and practice of their profession and will then serve in the larger schools under the guidance of experienced head teachers for one year prior to their becoming certificated."⁸

Thus came to an end a portion of New Zealand's educational organisation of which she has large right to be ashamed. The history of pupil teachers is the history of a hard-worked and

underpaid group struggling against odds for qualification in a profession which gave them little hope of security.

(ii)

A HISTORY OF THE COLLEGES: The colleges have had a very ordinary sort of history. They seem little to have affected the system, and the system with similar respect has not vitally interfered with them. The problems encountered have for the most part been domestic, the wholeness of the relation between the institution and the general framework not being envisaged as one of mutual stimulation, in which the former especially as of necessity played a dynamic role in regard to the other.

AUCKLAND TRAINING COLLEGE: The principal's report of 1908 provides a very good summary of the position at the opening stage of the institution. "At present owing to the number of students being below half the regulation limit, the staff is quite adequate. To expect a college of 80 students to be taught by one man however, which is apparently what the regulations require is not likely to lead to good results. The Headmaster of the Normal School and his assistants have ample work without being required to take odd subjects with students. To require them to take in addition certain selected subjects is to put it plainly, 'sweating' pure and simple. To give them a few extra pounds a year does not alter the matter; as they can only properly do a certain work a day." And further the report adds,

In 1910 for the first time since the college was opened the maximum number of students allowed by the regulations was 250. The teaching work of the students is not done by the University professors as was apparently expected when the regulations were drawn up. This was due to the new regulations which required all probationers and pupil teachers to attend training college for at least one year on the completion of their apprenticeship. So little of the work required can be done at the university and what is done requires very careful supplementing to make it effective. Hence at least one and possibly two tutors are required, whose sole time can be devoted to lecturing in the various subjects at present taken by the staff of the Normal School. In no similar institution in the world that I have heard of - certainly not in the British Isles - is the attempt made to run a training college by means of a normal school staff. It is a great pity to spoil a good ship for a barrel of tar, and an extra grant of £200 a year would make all the difference between mediocrity and real efficiency."⁹

Staffing was a problem of the College right through, though it was tackled mainly from the angle of staff ratio than staff policy. In 1909 the new Training College regulations came into force and the Principal felt urged to complain that while the school was staffed according to the schedule for a school of its size, yet no extra provision was made for the presence of 100 students in addition. (The regulations provided for a Normal School of 400; secondary classes 50.).

10 E 2 App. D. P. (ix) 1914.

9 E 1C P.67 1908.

In 1910 for the first time since the college was opened the maximum number of students allowed by the regulations was admitted. This was due to the new regulations which required all probationers and pupil teachers to attend training college for at least one year on the completion of their apprenticeship. Until now the College had welcomed all and sundry and no one had been rejected. The Principal now expressed the possibility that should a time ever come when there were more applicants than vacancies, then judicious weeding out would allow the Board to reject those not suited to the profession. And in the principal's words "with suitable clay to work with even the chief Potter might be faced with impunity."

Social life at the College was quite developed in 1913. The years activities provided for an annual picnic, musical quartette playing in the local competitions, a debating team, and a women's hockey team. The college had its own magazine "Manuka". Sport loomed very large in the life of the Auckland College, almost too large perhaps, due to the influence of Mr. Milne the principal. "I can account", he writes, "for 104 students out of 108 as playing some game or other, the other four are weakly and in my opinion though they have passed the medical examination should have been rejected. A student unable to take part in a game is not in my opinion suited to school teaching."¹⁰

10 E 2 App. D. P.(ix) 1914.

11 E 2 P. 50. 1928.

A NEW COLLEGE: By 1924 a grant had been made for the erection of a substantial part of the new training college upon Mt. Eden, which was ready for occupation at the beginning of 1926. The absence of an Assembly Hall was regretted, for besides preventing indoor physical education it was felt that the absence of a hall hampered the cultivation of the true college spirit. A swimming bath too it seems would have been acceptable. The new college was placed some two miles from the university college, but it appears arrangements for attendance were easily made. And finally in the development of the internal side of the college, in 1927 the college had for the first time in its history a number of students taking a third year course.¹¹

An innovation capable of further development was the institution (probably due to the presence of relief workers on the college grounds), during the winter of 1933 of a series of lectures on "Education and the Home" given at the College. As a result of this members of the staff were called upon to give lectures to many societies in the city. This is one of the few original spots in the wider field of education, a brief example of some realisation of the connection between education and the community glimpsed seldom throughout the 35 years.

¹¹ E 2 P.50. 1928.

children and a larger playground. But when you come to the
 WELLINGTON TRAINING COLLEGE: Of the Colleges, Wellington has
 probably contributed most actively to reform what reform
 there has been. The reports of Professor Tennent in par-
 ticular invariably supporting criticism with suggestion. But
 in a large degree its history is that of all the colleges,
 lack of staff, over crowding, and the call for new buildings.

A NEW COLLEGE: "Several years of trials have condemned the present
 establishment", said the Board in 1911. The school was
 then at Thorndon. "The Board appreciates the consideration
 of the Minister in providing funds for the excellent site
 recently purchased at Kelburne on which to build a College
 adequate to the growing needs of the eight educational dis-
 tricts served by the College, and to the school which the
 rapid settlement of Kelburne would at an early date have
 rendered necessary."¹² The government were prepared to
 spend £25,000 on the building. In reply to criticism that
 there was not sufficient provision being allowed in the ground
 space attached for the young children and people who would
 be engaged in the building, Mr. Hogben gave a rather sur-
 prising reply. "It is a question of how much you are going
 to pay. You cannot get suitable land near enough to the
 University College at a cheaper price, and there is a park
 near at hand. There will be playgrounds for each section of

children and a larger playground. But when you come to the question of subsidizing grants for playgrounds you have to be very careful or else you will really be subsidizing the municipal authorities out of the education vote."¹³

By 1914, the new college was still not ready at Kelburne and the Board in a note "urgent matters" pointed out "that student practice will be impossible when the main practice school is a distance of a mile and a half from the College." The School at Kelburne was complete, and the Board urged the completion of the Training College block. Time rewards all, and in 1915, 28th July, the students moved into the "fine new college in Kelburne...where work is pursued under condition of very much greater comfort and efficiency."¹⁴ This satisfaction at conditions did not last. As the number of entrants increased and the course enlarged, accommodation and facilities were again the subject of complaint. The Principal's report describes conditions in 1929. "The Training College is still handicapped through want of sufficient accommodation, a condition of affairs that has existed for some years...Mr. Jenner [just appointed to the Staff], conducts his lessons partly in the geography room and partly in the gymnasium. Handwork shares a room with nature study etc..."¹⁵ (1929 records the first appointment of a full time music lecturer.) And in 1931 as a last appeal before the

13 E 12 P.72. 1912.

14 E 2 App. A P.vii 1916.

15 E 2 P.51. 1929.

gloom of depression, the cry was repeated of "buildings overcrowded - need for a new college site". The Department had made endeavours to procure a site for a residential training college for Wellington, that of Scots College, but the friends of that College came to its aid and secured cancellation of the contract.¹⁶

Coupled with the continual demand for new buildings was the request starting in 1913 for the provision of a residential college or extension of the present hostel accommodation to aid the students and to relieve the staff of much serious responsibility.

ABOLITION OF PUPIL TEACHER COURSE: In 1923 the Board commenting on the Principal's report suggested two questions arising from it; whether it was not time for the abolition of the pupil teacher and probationer; and secondly whether in view of the sharp rise in the number of students and the widening of the course of training, the staff of the college should not be further strengthened.¹⁷ No action was taken as a direct result of these suggestions, but to raise them was at least an indication of future possibility. In 1925 the Principal again suggested a change in approach. The increasing number of applicants suggested an opportune time for revision of standards, the present minimum attainment being "deplorably low". Since applicants were considerably in advance of

¹⁶ The Education System: P.143.

¹⁷ E 2 App. B. P. ix 1923.

requirements the standard of general education could be considerably raised with^{out} creating an artificial dearth. And still again in 1928, though under a different principal, the report came that while noting the improvement in quality of the students, it was obviously an opportune time to raise the standard of admission to that at least of the University entrance. Perhaps it was this that prompted the Teachers' Institute in a remit to the Department to deplore undue reliance on academic qualifications. The Department replied that there was no undue reliance placed on academic qualifications, but that it was important that the level of entrants should be maintained at a sufficiently high level. In support of this the Department pointed to the example of Scotland where they were, "in the happy position of being able to refuse to all but university graduates."

Staffing also harassed the Principal and hindered progress. In 1925 the staff consisted of a Principal, Vice Principal, 7 lecturers and two assistants. Counting the last two as equivalent to one lecturer, the staff ratio was 1:32.3. "That there is still room for improvement", states the Principal, "is apparent from the fact that in all parts of the Empire outside New Zealand the staffing ratio is approximately 15 students per full time lecturer."

No training college could be completely content with conditions like this. "The training of teachers cannot be

satisfactorily carried out on any mass plan...instruction as far as possible should reach the individual stage," said Professor Tennent. But conditions in Wellington were to become worse not better.

NORTH CANTERBURY TRAINING COLLEGE: This college had a tradition of teacher training without the state system, and although it submitted to the control of the state, mainly for financial reasons, yet it found it difficult to re-organise to meet its new requirements. In 1907 the Board reported that the college had been carrying on now for three years under the new conditions. The scheme originating with the Parliamentary Committee and elaborated by the Department had already been modified in several directions, but could not even then be said to be working quite smoothly. When the Boards were self-contained there were not so many conflicting interests. The Principal was experiencing considerable difficulty in co-ordinating the work of the college with that of the university. The Board, however, believed that for the most part these would disappear as the aims of those responsible for the new scheme for the training of teachers became more generally understood.¹⁸

Perhaps the best picture of the College in this early period is this extract from the Jubilee issue of the "Recorder", the college magazine. Describing college life in 1910 it

¹⁸ E 1 P.91. 1907.

states, "The college had no hall for social gatherings and no facilities for sport or recreation except a very dusty shed - all lectures were held in the Normal school - a form of misery known as criticism lessons was inflicted on the students at regular intervals - it was possible to be at College for two years without being able to keep college (university) terms owing to the small number of University lectures held after 3 p.m." So conditions for the growth of teacher training were not of the brightest in Canterbury.

A NEW COLLEGE: In like manner with all the other colleges, Canterbury waited for and needed a new college. In 1913, the request was made to the Minister, that "In view of the increase that has taken place in recent years of the number of students, the working conditions of the institution could not be regarded as satisfactory. With this in mind the Board has taken steps to acquire a site for a new Training College. The training of teachers has hitherto been carried on in the building originally erected as a Normal School, which not only affords inadequate accommodation, but is unsuitable in many ways for the successful discharge of the important functions rightly ascribed to a Training College."¹⁹ Next year there was a more urgent request. "The pressing needs of the institution together with its good record of past services to the Dominion justify the hope of the erection in the near future of a new college on the recently acquired site." But the outbreak of war in 1914 quashed all

present hopes of a new college.

On the more domestic side of the College, the social activities were mainly directed by the students themselves under the supervision of members of the staff. Canterbury was late in this development, their Students' Association not being formed till 1910, well behind the other colleges. The social activities included excursions, annual reunion, Saturday Night Club, music, recitation and debate, and a college magazine "The Recorder". The early issues of the magazine used to be helped by a financial grant from the Education Board.

Much originality of approach could not be expected from a college, which like the others, existed in the main for mere production of teachers, and where conditions were cramped and uninspiring. Some sensitivity of approach is noticed in spite of this, however, in the Principal's comment on the grading of the student. "We feel keenly", he states in 1928, "the impossibility of doing justice to students and quite frankly admit that our grading owing to the conditions under which teaching practice is carried on, must many times be incorrect."

OTAGO TRAINING COLLEGE: The training college at Dunedin, like that of Canterbury, had a tradition of service behind it on entering the general State pattern. Its history in the early part of the 1900's is characterised by a questioning, a seeking as it were for some policy within which to direct its work. It

provides the only example in the history of the colleges of a sincere doubting of the traditional approach. In accounting this honest endeavour to evolve some philosophy of training, the Principal's own reports best convey his sensitivity. In 1908: "I have in the past, often pointed with satisfaction to the fact that a student had given a great many lessons, had taught so many lessons during the session, as if that were the best kind of training I could give them. It is possible however, that such a course of training introduces the student too early into the narrow life and routine of class-work: of that he will have quite enough experience after leaving the College....Teaching is a progressive art and as such the ideal must be always kept ahead of the real."²⁰ And in 1910 he enumerates "Problems involved in the modern system of primary school teachers? How far is it advisable to insist on primary school teachers taking a partial course of lectures at the University; is there any real value attached to an observational course of model lessons given by the Principal and members of the staff? in the whole course of two years, what numbers of hours should each student give to class teaching and class management; what is the true sequence in the different aspects of training - observation, experiment, principle, (which order); how far, if at all, is continuous class practice, say in one standard, preferable to the same time spent in a wider range

dealing with pupils at different stages of child life; is the value of training given in the college to be judged by the organisation as based upon a sound interpretation of the foregoing principle, or may it be that the standard of true training is something less tangible than all this - a certain enthusiasm and love of the work?"²¹

That these questions were asked is more satisfying than had they been answered as well. Forty years from that date the same questions have not been answered, but worse they scarcely even exist as questions.

Otago's reports are noteworthy in their lack of reference to staffing difficulties, we presume they existed, as a top story to the building was erected in 1921. In 1913 the Board mentions the Department's intention to issue a certificate and suggests that the Board's certificate would no longer be needed. In 1917 an account of the numbers enlisting for war service is appended. While in 1935 at the Annual Conference of Education Boards, Otago supported the request for the re-opening of the colleges, and made efforts throughout the year to secure a favourable decision from the government. The announcement came that the Dunedin Training College would be re-opened in 1936. "This welcome intimation brought to a close four years of unremitting effort in which the Board had the backing of all sections of the community throughout Otago and Southland."

(iii)

THE COHEN COMMISSION: 1912: The evidence given before this Commission contributes further to the picture of lack of unification and common view on the problem of teacher training. Different camps were espousing their own causes.

The need for seeing relationships and developing a scheme to retain the valid elements of each in their most sufficient position, was overlooked in the zeal to further their own cause. Richardson of Otago, an Inspector of Schools, was concerned "to secure efficiency". According to him, the first step to be taken to secure higher efficiency must be to remodel the whole system of professional training at the Training Colleges. At present in those institutions he thought, professional training received too little attention, so great a premium was placed on the close connection of teacher students with the university with the result that there was considerable neglect by them of the subjects they had to teach in the primary school. In fact he gave as his opinion that the focus of any inefficiency existing in the primary system was to be found in the Training Colleges. Richardson instanced this inefficiency by examples from the Departmental Report of 1910. (Of 170 students who had completed their training in 1910 only 36 had during the two years received training in reading, and 18 in writing). Only two Colleges gave any training in

reading, one in writing, three gave no training in nature study, two neglected geography, and all neglected history. And yet if you consult the reports of Inspectors, said Richardson, throughout the Dominion you would find that for years they have reported the comparatively weaker subjects of the primary school to be reading, writing, history, nature study.²²

Some very definite if rather biassed views were given on the sphere of University training for teachers, when Richardson, referring again to the Report of 1910, declared that the majority of students were devoting their time to two, three, and in some cases four subjects at the university, and that to the neglect of the subjects they will have to teach in the primary school, in as much as the subjects taken by teacher students are latin, maths, mental science, languages. Thus, in his view, the close connection with the University, "was detrimental to primary school efficiency": it minimized the importance of the essential subjects of the school curriculum and sent out students ill prepared to teach them; the teaching methods at the university were quite antagonistic to those that should be adopted in the primary schools and reacted detrimentally on the methods set before students in the Training Colleges.²³

22 E 12 P.249. 1912.
23 E 12 P.250. 1912.

A view somewhat opposed to this was given by T.A. Hunter. He considered it advisable to keep the Training College in close connection with the university which was necessary both for efficiency in training and for economy. He admitted the necessity of the university to modify its courses very considerably before they would be the most suitable for teachers, requiring an emphasis on training rather than examination. "Every teacher", he said "that is sent imbued with the idea that education consists in passing an exam is really going to become, unless he speedily changes his views, an incubus on the national system of education. He admitted that it was not advisable that all students should aim at a degree but nevertheless considered it would be "a good thing for education" if all teachers had the wider point of view that university training could give them. He witnessed the example of the Melbourne Training College acting in conjunction with the university in setting up a laboratory for experimental investigation of pedagogical problems, and suggested it was a matter on which the Department could co-operate with the university. While realising that the latter needed overhauling before the Department could use it to best advantage, he pointed to the possibility when this was done that the Department might accept university examinations, for the B and A certificates. And in his concluding remarks he

CHAPTER V.
 stressed the Training Colleges' role as not giving lectures in psychology so much as attacking the experimental side of pedagogy.²⁴

"...when to pessimistic souls like myself education seemed past praying for, the vigorous initiative of the New Zealand Federation of Teachers brought it into the focus of public attention."

P.L. Combe, in "Evening Post".

PRELUDE: The wheel had come full turn, and New Zealand in the 1930's was again in the throes of a financial depression. Beset with an education system not particularly well thought out, patched and the child of compromise, with an over-supply (within the regulations of the system) of teachers, plus a community not really awake to the value and need of education in the wide sense, the country was ill prepared to stand the strain and at the same time stung itself in noble degree.

In 1930 the principal event of the year was the publication of the Report of the Select Committee on Education, whose chief recommendation was to reiterate the need for a National Board of Education of the Cohen Commission. Financial depression

24 E 12 P.584-9 1912.

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GLOOM:

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Preparation to meet the blow was the note sounded by the teachers' magazine, National Education, in 1931: "The teaching

profession may be called upon to share in the sacrifices demanded of the general community to enable the government to cope with the necessities of the present financial position." ¹ And the Government promoted a National Commission to enquire into reduction of expenditure.

RETRENCHMENT: REPORT OF NATIONAL EXPENDITURE COMMISSION: 1932: This Commission was appointed to examine means of reducing expenditure. A report of its attitude is recorded in the teachers' magazine, under the apt title of "Drastic Cuts in Education." "It seems clear", the report says, "that during a period of financial depression it is impossible for the State to engage as many new teachers as during normal times. One reason for this is that during such a period there is a reduction in the number of retirements from the Service, more particularly through the non marriage of female teachers. In addition also, the teaching staffs are being restricted more closely to the members specified in the various regulations and this lessens the demand for teachers and hence the number of trainees. Even under normal circumstances it is doubtful whether the country could possibly absorb the output of the four training colleges. All this leads to the conclusion that a considerable saving can be effected by the closing of two of the existing training colleges without the loss of efficiency in the service." And

1 Jx P.67. March, 1931.

2 Jx P.124 April, 1932.

3 Jx P.125 April, 1932.

since "It is obvious that two training colleges will be ample for many years to come", the Commission recommended the closing of the colleges at Wellington and Dunedin, saving they estimated £7,000.²

Their recommendations also included students' allowances. The total expenditure on allowances to students was in excess of £105,000, whereas in Victoria where approximately the same number of students were employed, allowances to students in 1930 amounted to only £39,000. They recommended the abolition of the present allowances and the substitution therefore of training college bursaries to the value of £26 per annum for students living away from home, (who previously had received £103.10.0d.). They further recommended; that a limited number of these bursaries be awarded and only to the most desirable students, for instance, degree students; that a system of allowances repayable in instalments at the conclusion of the period of training be instituted; that the maximum allowance should be £52 per annum for students who can satisfy the Department that they require assistance during the period of training; and they concluded that these recommendations would result in a total saving of £90,000 per annum.³

TEACHERS' INSTITUTE EXECUTIVE COMMENT: It was not to be expected that such a statement would go by unchallenged, especially since it

2 Jx P.124 April, 1932.
3 Jx P.125 April, 1932.

undertook no definition of what constituted education, and prosecuted its task in the manner of handling a commercial enterprise. "In some cases", states the Institute's comment, "the statements of the Commission are inaccurate and misleading". The Institute accused the Commission of too great a focus on the primary part of the system, and pointed to the economic needs of students which for merely necessary items could not be met by an allowance under £100. "The proposals will, if carried out, confine the field of recruiting for the service to the sons and daughters of the well to do, and the financial standing of the parents is not at all the deciding factor in determining suitability for teaching, the service will thus be deprived of much valuable material."⁴ The Executive pointed out that the salary scale allowed for teachers was too meagre to induce parents to invest capital in training for teaching as remunerative investment.

The cost figures of the Minister based on a comparison of those of 1914 and 1930 were challenged. The costs of 1930, to be applicable as a basis of comparison, the Institute pointed out, needed to be reduced by a third, and thus the corrected figure for increase in educational expenditure would become £593,000 and not £2,308,883 as the Commission suggested. Similar fallacies they alleged occurred in the other comparisons; costs

⁴ Jx P.131 April 1932.

greatly exceeded the positions available, it was decided to per head of population increase, Commission £1.5.1d., real increase 9.1d etc. And to support this, the Institute referred to the Year Book of 1930 where the statement was made by the statistician that the increased cost of education was more apparent than real. As a result of their investigation the Institute Executive felt that little reliance could be placed on the recommendations of a Commission which had ignored such facts as it had cited.

To these submissions the Minister, Mr. Masters, replied very weakly, that he did not hold himself responsible for the recommendations of the Expenditure Commission, and that it was not the Government's intention to adopt all the proposals. In regard to the analysis of expenditure by the Institute he replied that he was not so much impressed by the value of the £ in 1914 as by present questions as to how the country was going to pay its debts. He concluded his address in hardly an inspiring fashion with the words "I want you people to do your best to help the Government.....May the sun shine on the hills come day, and help me to do something for you."⁵

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It was now the task to implement the "drastic cuts", since justification had been made. At the end of 1932, the training colleges at Wellington and Dunedin were closed, and as the number of trained certificated teachers seeking appointment

greatly exceeded the positions available, it was decided to appoint only graduate entrants and a very small number of student teachers (technical) to the teaching service, in 1933. In consequence of the closing of the two colleges the normal schools at Dunedin and Wellington were also dis-established, together with the associated normal schools in the four university centres. The remaining normal schools and the public and post primary schools were considered adequate training centres.

By 1934 the supply of teachers still continued to exceed the need and it had become evident that there would be no need to train further teachers in 1934." Consequently it was decided to close temporarily the Christchurch and Auckland training colleges in order that the surplus of teachers might be absorbed. The staffs of these two colleges who had been selected on account of their special qualifications were retained, but were to be employed on other duties. The Principal and Vice Principal became acting-inspectors of schools, while some of the lecturers were attached to the University.⁶

(ii)

THE TEACHERS' INSTITUTE.

THE INSTITUTE ATTACKS: Like a mother protective of her children, the Teachers' Institute attacked and defended vigorously. The

⁷ Jx P.68. March 1931.

⁶ E 1 P.4. 1934.

force of the attack came mainly from Mr. H.A. Parkinson who capably edited "National Education". In his survey of the outlook for reform in 1931,⁷ he broadcast the professional point of view. "With the increasing intensity of the present economic crisis the outlook for reform in education does not look very hopeful. These reforms are necessarily urgent." But he continued, "even necessary and urgent matters must, it is admitted, defer to financial exigency." Though willing to concede points, he reminded the authorities that the Parliamentary Recess Education Committee had in its earlier report and recommendations, definitely assured parliament and the country that a substantial measure of reform could be instituted without any appreciable addition to the education vote. And if this was so said Parkinson, Mr. Atmore could make good this offer, then he should be allowed to proceed. "The Government will have no justification for placing obstacles in the way."

In April of the same year an editorial titled "A Social Crime", declared the reduction of the education vote to be part of an organised attack on educational expenditure, adding as well that "this threat to the children has now become quite definite and explicit." "The Government's decision follows an agitation for reduction in educational expenditure, which dates back some years before the present clouds appeared on the horizon.

7 Jx P.68. March 1931.

8 Jx P.124. April 1931.

9 Jx P.124 April 1931.

The New Zealand Educational Institute has been called on more than once to defend the schools from attacks made on expenditure by various bodies and daily newspapers, singularly lacking in social vision. In public addresses, in conference discussions newspaper articles and straight-out propaganda, there is abundant evidence that the enemies are well organised." "It is really incredible that education should have so few friends outside the Labour Party and those engaged in teaching..."⁸

Replying in particular to one of these attacks a "Leader" in 1931 says that "to reduce permanently the scope of education by such measures as the cutting down of bursaries and free places is to inflict life long injury on those now in the schools. For the rest of their lives they will have to bear the burdens which the short sighted unwisdom would at once impose upon them, and impair their power to bear. Nothing could be more unreasonable or unjust than to impose on the children now in the schools a life long penalty because of a present stringency and no balancing of budgets can call for or justify such a policy...."⁹

And in another place: "Every conceivable sin is being laid to the charge of education. Forty thousand unemployed - too much education; no avenues of employment for young people - too much education....in fact any song is good enough to sing to that tune, the chorus being the same in all cases - "Cut it down by a million". How would they go

⁸ Jx P.124. April 1931.

⁹ Jx P.124 April 1931.

study. The profession was backed in this view by Dr. Balshaw, about cutting it down by a million, he asks? "To cut down by a million it would be necessary to abolish the University and all the Colleges, all the training colleges, all the techs., and all the secondary schools", and the motto "never mind the cost - consider the saving."¹⁰ (The assertion had been made in the press that the education vote could be cut down by a million without impairing efficiency.)

The Institute's attitude as represented by its General Secretary has been quoted as an indication of the teaching profession's approach. For the most part this attack was emotional and lacked constructive proposals. The education vote was actually cut by a million and the things described did not happen. In 1930-31 the expenditure was £4,174,855, and the estimate for 1932-33 was £2,920,000. There was "wasteful expenditure" in education, a fact that had pointed out by Reichel and Tate five years previously. The institute's attack would more reasonably have been made on the grounds of saving contingent on educational reorganisation.

However, the general approach of the Institute in stressing the need for more careful examination and a realisation that "economy" while involving reduction means wiser spending of the money available, was valid. Retrenchment can be made at any time by anyone who has the power to levy taxes, but economy can only be practised by professional experts and requires much

study. The profession was backed in this view by Dr. Belshaw, Professor of Economics at Auckland University College, who attacked the reductions saying that "the advocates of reduced expenditure could not see that the benefits of education although intangible were nevertheless of great economic significance. They could not see that the effect was naturally to increase efficiency, and that any attempt to lessen that tendency was to strike a blow at the working power of the community." He agreed that the educational system might be reviewed, and he did not doubt that considerable economies might be effected, but thought "these should definitely be left in the hands of those who would be aware of the results their action would produce."¹¹

(iii)

THE STUDENT: THE LABOUR GOVERNMENT:

THE CIRCUMSTANCES OF THE STUDENT: For the most part the student was a mere pawn in the game. His treatment depended on his employing authority. An account of the nature of temporary employment is given in the history of the Auckland Training College. Attempts were made to ease this position. The Minister's report of 1933 says "on account of the large number of training college students who were unable to obtain employment in their profession a scheme was inaugurated at the beginning of the year for the rationing of the work available for junior teachers

and probationers, assistants and relieving teachers...by its means the majority of young teachers received two terms employment and all were employed for at least one term."

This did afford some relief and enabled young teachers to obtain some training. It was in great part however, consistent with the defeated and crestfallen acceptance of conditions characteristic of this period of gloom, during which more than ever hope and energy were required.

THE LABOUR GOVERNMENT: The educationalist reading the reports of 1935-6 gains a thrill of renewed hope, after being immersed in the gloom of the recent past it is like emerging from a dark theatre into the light of day. Even the sober measured prose of the official reports cannot restrain the possibilities that seem to abound in them. Mr. Peter Fraser assumed the portfolio of Education on 6th December, 1935, and immediately envisaged reform. The five year olds were to be readmitted to the schools; the admissions to training colleges to be increased in 1936 to 800; The colleges at Christchurch and Auckland were reopened, and were followed later by the reopening of the other two colleges at Wellington and Dunedin, (in 1936). As the Minister pointed out the main criticism of the retrenchment was not so much that standards of attainment had not been maintained, but that the restriction of educational opportunity had been ruinous.

These steps taken by the new government combined with the energy arising from the reaction against the previous conditions, gave hope for a large measure of educational reform. The Teachers' Institute envisaged reduction in size of classes, and raising of the school leaving age. The extent of this enthusiasm of the results achieved in educational reform, and the extent to which education relies for its vigour on a very small group, is the task of another history of this subject. Suffice to say here that little real hope for progress can be expected from reform which receives its stimulus from a reaction against conditions. Progress is best achieved by an organised approach, with a reasoned statement of aims and policy, and clearly formulated steps of procedure.

Advance can come only by a comprehensive approach to re-organisation not by piecemeal and emotional attack.

In 1900 the position under the regulations was that a number of students attended the University and carried on their technical education at the same time, while by far the larger number of students who were not sufficiently advanced in their studies to take advantage of a University degree course, had a further year's tuition in English, Latin, and maths. at the hands of the Training College staff.

(11)

ROYAL COMMISSION ON STAFFS AND SALARIES: 1901: From the evidence

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UNIVERSITY: TRAINING COLLEGE RELATIONSHIPS. can be gained.

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1	B 14	P. 593	1901.
2	B 14	P. 603	1901.
3	B 14	P. 405	1901.

(ii)

ROYAL COMMISSION ON STAFFS AND SALARIES:1901: From the evidence submitted to this Commission some glimpse of the ideas surrounding the development of the relations between the university colleges and the teachers' colleges can be gained. The Otago college had continued open after the retrenchment of the eighties. Those of its pupil teachers who produced such evidence as matriculation and wished to proceed to the University were exempted from the course of studies prescribed by the Board's regulations, provided they complied with a certain limitation on classes, and declared their intention of becoming teachers in public schools.

Control of teacher education later to become so confused a topic was represented in two of its aspects before the Commission. Affirming the idea of University control, T.R. Fleming, Inspector of Schools, Wellington, thought it quite practicable to use the University colleges as training colleges by the establishment of a chair of pedagogy.¹ His fellow Inspector, Robert Lee, on the other hand, considered that even were a chair of pedagogy to be established in connection with Victoria College, the want of a training college would still be felt.² The statement was made also, that until we have a degree in pedagogy we should ^{not} have professional training made anything like complete,³ which contrasted the assertion

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| 1 | E 14 | P.593 | 1901. |
| 2 | E 14 | P.603 | 1901. |
| 3 | E 14 | P.405 | 1901. |

of the Principal of Christchurch training college who averred that training college practical training was better than university.⁴ The compromise was suggested by P. Goyen, that literary work should be taken at the university and what bears on teaching should be taught by special men.

Into the melting pot many other ideas were thrown to mix and be sifted in the search for a policy. Most important of these was the address of J.A. Johnson (later to become Principal of Hobart training college), in 1900, President of the Teachers' Institute. "The arts exam. and the University course should be finished before the student commences his course of training. Then a year devoted solely to the history of education, to well defined methods, and to practical application of theory in practising schools ought to be sufficient to lay the foundations of a successful career. Under our New Zealand system this year of his life is usually spent by the young teacher in walking the streets of our town waiting for something to turn up." "When the degree has been gained the student is at a critical stage and needs some outlet for his energies."⁵ And enlarging his vision of the future Johnson said that he could not hope for change until the training of teachers was under control of the Department. The College at Wellington, he thought, should be specially equipped to undertake the higher work of training; a school where the best from each province

4 E 14 P.143. 1901.

could be sent by means of scholarships to complete their training for secondary work, and for the work of inspection. He favoured as well a special faculty of education at Victoria College. "Each of the Colleges of the New Zealand University has its special faculty....why should not Victoria College emulate these...and foster within its walls the Science and Art of Education? Victoria College would become the Alma Mater of teachers of the Colony."⁵ The energy and educational breadth of Johnson has no equal in our educational history. He saw clearly that the strength of the service lay in fostering professional enthusiasm.

(iii)
COMMITTEE ON COLLEGE CLASSES: 1901.

The dropping of college numbers led to this enquiry at Otago University. They found that this lowering was due to the smaller number of training college students and teachers attending, caused by a reduction in the votes to the training college, and to the increase in time that students had given to practical and technical subjects. They regretted this as a considerable break was made in the connection between the training college and the university, which was contrary to the tendency of reform in other countries. Reporting its

recommendation the Committee pointed out that the recent Royal Commission suggested that some of the work done at the training colleges might with advantage be done at the University colleges, and that more advanced instruction in theory might well be left to lectures on the science of education at the University colleges. It recommended that the University work should be brought more into line with teachers' professional training; that lectures on science, history, art of teaching should be recognised as part of the University curriculum, and that they be included in the list of subjects for B.A.; and that in any reorganisation of the plan of study for training teachers, provision should be made whereby trainees got the benefit of a University course of studies.⁶

In replying to these suggestions, the University Senate agreed that a certificate of proficiency in education be granted to every graduate of the University, who: has spent one year in a normal school and obtained a certificate from the headmaster of the school of satisfactory work; has obtained a certificate from an inspector of schools that he is entitled to be placed in at least second grade; and who passes an exam. in the History and Principles of Education, and education psychology.⁷

6 E 7 1902.

7 Jx P.4 March, 1902.

The result of these preliminaries and Commissions was a letter sent to all Boards by the Department in 1904 which among other proposals stated that the curriculum for the training of teachers should include attendance at the University college in English, and in some other subject approved for each student by the Principal of the College; and that in considering the course taken by any student the requirements of the teachers' certificate exam. and if possible of a University degree should receive due weight; and that the curriculum should include the several branches of the subject of education....the instruction being given either at the University College or the training college, except methods of teaching which must be given at the training college.⁸ The task presented difficulties. They had to provide general education and professional education; to provide for those unable to benefit greatly by a University course; and to supply a large number of teachers in a short period; and to prevent the stigma of the academic traditionally suspected by the New Zealander.

The fuller training the University would give, and the benefit of status was mentioned by the Inspectors of Southland, when stressing the need for teachers well grounded in their subjects - "Indeed not only in regard to such subjects but in

regard to all others possible the trend of modern opinion is in-favour of university training for teachers without the neglect of course of that practical training in school method... Besides adding to the teachers' breadth of view and thus increasing his educational usefulness, a university training would largely improve his status in the community, and entitle him to more serious consideration from the public than he at present receives. The abler and more farseeing of our younger teachers are fully awake to these advantages, though in the ranks of the older teachers are still some who look askance at all connection between training college and University."⁹

The general position in 1908 then, was that students were admitted to training colleges with the double purpose of continuing their general education and of receiving professional training. Students of class A continued their general education and the completion of their qualifications for a certificate; those of class B, the University student, continued their studies at the same time securing the necessary practical acquaintance with a teachers' duties. The University classes furnished the chief means of general education. The Training College provided the instruction and training of students in teaching methods and in professional practice. Yet, although

this was the framework, the tendency from the beginning was to contract the University work, starting with that of the weaker students. It was hoped that this restriction would be only a temporary affair.

Considerable variation was shown in the courses taken at the different centres, the control of which had been left to the discretion of the Principals. The compulsory part was the requirement of at least a course in English, in addition to the lectures on education given by the Principal of the Training College, who for this purpose was regarded as a member of the University staff. Any other University work varied according to the aims and status of the students, subordinated always to the main professional aim.¹⁰

The endeavour to carry on the two types of training at once, inevitably led to the discussion of the relative importance of each. In the Minister's report for 1909 we read that it was felt that some modification of the regulations was required to prevent some students from "subordinating their legitimate training as teachers altogether to the object of taking a University degree." "After all the training colleges exist to train teachers for their professional work, and it is not desirable to confuse the aims of a training college with those of a University college."

The feeling was abroad too, that students by attending the University were taking advantage of the scheme as a means of preparing for entrance to other professions. The Principal of the Christchurch College tackled this suspicion, saying that he did not think such would be the case to any noticeable extent. But he considered it inevitable that if efforts were made to induce the brightest youths to enter the profession there would be leakage. He doubted whether educational work on the whole would suffer from having in it a few ambitious young men who may hope to rise ultimately to even more honourable and lucrative positions than that of headmaster. "If the American authorities", he writes, "had told Lincoln and Garfield that they must remain schoolteachers all their days, even American education would not have gained by the step."¹¹

An effort, rather niggardly, to aid the further pursuit of University work was the provision in 1910 for each of the four training colleges of two annual extension scholarships for one year at some University College or its equivalent, to specialise in agriculture or some science subject.¹² Later in 1912 the University authorities determined to extend bursaries to deserving students, with a remission of fees up to £20 to teachers who had matriculated and held a certificate.

11 E 2 P.160 1910.
12 E10 P.41 1910.

he said, "had at one time been a close corporation of scholars. But this privilege was withdrawn later with no warning."¹³ Educational bursaries were awarded in 1914 to any matriculated student who had within the six months preceding completed his term of service as a probationer or pupil teacher, in accordance with the regulations and to the satisfaction of the Senior Inspector of that district, and who declared his intention of entering a recognised training college on completion of the tenure of his bursary or; had satisfactorily completed his course at a training college and gained a certificate; these bursaries were tenable for two years with possibly two yearly extensions at a University college or recognised school of Agriculture.¹⁴ In 1915 the number of bursaries held was 84.

THE INTELLECTUAL BACKGROUND: The emphasis in the training of teachers had been throughout on the training aspect. The purpose of training, except the obvious one of efficiency was seldom expressed, and then not at administrative levels. Every certificated teacher had the right to teach, but he was not given the right to an education to the limit of his interest and ability. An expression of purpose came from T.A. Hunter, later Professor of Philosophy at Victoria College, in a lecture to teachers in the Wairarapa. "The University,"

13 J 1 P.25 March 1915.

14 E 7 P.6 1916.

he said, "had at one time been a close corporation of scholars conservative to a degree, selling its learning to the rich. The ideal of a University now was that it must be a real force in the land with doors thrown open to all.... A teaching profession akin to that of law and medicine must be created." In his conclusion he remarked "The social value of a teacher will be gauged by his desire for social service, not by his desire for financial gain....If education is the basis of true national progress, greater financial aid will be gladly given to the profession, so it lies with the individual members by thoroughly fitting themselves for the work to make this conception of education as the basis of national progress clear beyond all doubt."¹⁵ The reiteration of this line of thought by other thinkers in education in later years and the persistency of the same conditions illustrates the strength of the systemisation of the teaching profession.

In advocating the University's role in building up such a profession, Hunter suggested the treating of education at Universities as a subject of the highest importance, capable of advance to an Honours degree and the closest co-operation between training college and University. He stressed also the importance of one education system in which "University, College, and school interacting should reinforce one another."¹⁶

¹⁵ J. Nov. 1915.

¹⁶ Ibid

THE CHAIRS OF EDUCATION: Professors in Education were appointed to Victoria and Canterbury Colleges in 1920, to Otago in 1923, and Auckland in 1924. The Education Department in each case sanctioned the appointment and undertook to pay the salaries of the appointees. But the strange feature of these University Schools of Education, as Butchers remarks, is the fact that they were established quite contrary to the letter and spirit of the Report of the Commission of 1903, without proper organic co-ordination being provided. The Reichel-Tate Commission of 1925 called attention to this in the following words: "The evidence showed clearly that the position of the Professors of Education in relation to the national scheme of training teachers is unsatisfactory. It is unfortunate that Chairs of Education were established and Professors appointed without a clear definition of the relationship which should exist between the Professor and the local training college."

Some teachers had been concerned over the relationship. The Masterton Branch of the Teachers' Institute desired that the certificate for a teacher be a diploma conferred by a University. A diploma to be granted in three stages according with successive increments of teaching efficiency.¹⁷ And in 1928 a Committee of the Teachers' Institute considered

the possibility of the University Senate establishing degrees of B. of Ed. and M. of Ed...The degrees were to include all subjects compulsory for teachers, together with other subjects to form a comprehensive cultural course, equal in status to LLB or MB.¹⁸

Good intentions are not sufficient in maintaining a line of policy, and although confronted with many obstacles it was a lack of resoluteness due probably to a not very clear notion of what was desired in a teacher that led to the weaknesses in the relationship of these two bodies, the University and Training College. The endeavour to arrange that all teachers would have the advantage of education at the University was praiseworthy, but in imagining that so short a period as one or two years would give a sound cultural background the authorities undermined their own aim. For the most part society and teachers were content that the professor should be competent in the handling of subjects to the level of the sixth standard pupil. A few educationalists like J.A. Johnson, and D.R. White, protested against this, and the former gave timely warning in 1900, before the opening of the Colleges, of the need for separation of the academic and professional in teacher education. But lack of money, and lack of public enthusiasm, determined the progression of

training on both these lines at one and the same time. The result was continual modification, strain, and a skimping of both sides.

IN PRACTICE:

It was true that the University course was hardly a wide one, as we would see it today. But neither was the society then as complex as that of today, and from example it would seem that a thorough classical education could give that breadth of vision and tolerance so much demanded of a teacher. No system can succeed, however, without the intelligent backing of its public, and with teachers and inspectors crying for training in the tool subjects, and the public for certificated teachers in the schools, training soon narrowed to the path of producing a large quantity of teachers possessing certificates of proficiency, as opposed to the perhaps slower but in the long run, the more economic of a culturally grounded educational profession. As the products of schools are a reflection of the standard of its teachers, so some of the present criticisms of New Zealanders can be traced to this earlier narrowing.

English and Education compulsory subjects for all students. It was expected also that each student should take one or other of the sciences. Thus the course at the University for the ordinary student: first year: English, a science, latin or maths.; second year: education, science or English, and latin or maths. This gave three or four subjects for

CHAPTER VII.

IN PRACTICE:

(i)

ATTITUDE OF THE COLLEGES: The following brief history of the working of the relationship between the training colleges and the University colleges, is in the main one illustrative of the growing tendency to separation at first and then domination by the training college of training. Though difficulties of relationship created obstacles it was rather the lack of definition of the relationship in the sphere of the part of each in the training of the teacher that led to training college supremacy. Moreover in the need for teachers the training college position was the easier to justify, for a certificate was a necessary and sufficient sign of a teacher.

WELLINGTON: The regulations relating to university classes made English and Education compulsory subjects for all students. It was expected also that each student should take one or other of the sciences. Thus the course at the University for the ordinary student: first year: English, a science, latin or maths.; second year: education, science or English, and latin or maths. This gave three or four subjects for

the first section of the B.A., and for the Certificate exam. The results the first year were satisfying and the Principal concluded that the professional training and academic studies, could with advantage be carried on concurrently provided there was careful consideration of the whole course of each student and allowance of sufficient time each day for private study. But in two years the picture was different. The strain on the student and the increasing desire of the College to further its essential aim brought an entirely different statement from the principal. "The question arises again... is it possible for students to pursue their academic and professional course at the same time"? To which he gave the answer that degree students should finish their degree before entering, and then during their training year (for one year at a Training College in such cases would be sufficient), give the whole of their time to strictly professional subjects. It was, he believed, quite possible to combine the first two years of the degree course with the training college course if the students were well prepared, but in the main, the better course was to complete the degree course before the training college course was begun.¹

Inasmuch as the intention of the University work was to provide a cultural background for a nation of teachers, that

1 E 2 P.145. 1909.

the nature of the course was not subjected to more frequent and searching criticism is surprising. However, the Wellington Principal did discuss the question of suitability of the subjects taken, not perhaps in a particularly broad fashion, but nevertheless with some point. "The future educational careers of students", he said, "would be best met by University work, providing the proper courses of study are provided." He continued, "A glance at the attendance figures would seem to indicate that the best choice is not made. Latin figures very conspicuously, though only a very small number will be required to teach the subject; and biology seems to claim a much smaller number than its importance in the elementary school programme would seem to require."²

In 1912, on the vexed question of the role of the training institutions in producing practising teachers, the Principal reported that if they were able to take a University degree course, students should receive every encouragement to do so, even at the sacrifice of some of their practical work; and that those who during their first year proved their capacities for University studies should have the option of a three years course, so that if possible they might be enabled to complete their degree.³ In the same year, suggest-

ing lines of future development he recommended that every effort should be made to strengthen the connection between the training college and the University; and that the training college should be a Teachers' College affiliated to the University and recognised as one of its teaching colleges in each centre. It should be on precisely the same footing as the dental, medical, mining, and engineering schools. This would mean that the science course undertaken at the training college would be ^a recognised class for terms preparatory to a degree. Such a recognition as this would be a great gain to the training college students as well as a source of strength all round. The principle, he thought, might in time apply to other subjects as well. But whether this developed or not the Principal suggested the need for day teaching in the more important classes.

Opposed views were presented by the 1913 reports: the Board expressed the view that while the more advanced students should have access to University classes, it should be limited "they will have plenty of time for completing their University course after their period of training has expired." A wider view was expressed by the Principal, who felt that even failure (at the University), may be most valuable to the young teacher and the very fact of intimate connection with it.

In 1927, as a consequence of the resignation of Professor Tennant from the Chair of Education at Victoria College, and the failure of the College to make provision for a successor to him, arrangements were made for Mr. W.H. Gould then Principal of Wellington Training College to take charge of the work, while at the same time exercising a general supervision over the Training College. This vacancy had caused considerable tension between the Department and the Board, the former had previously endeavoured to secure complete control of the training colleges, but the Boards had refused. This interim appointment was due to the conflict of these authorities and caused the issue of a new set of regulations in 1929 giving the Department the controlling voice, over the Training Colleges.

CHRISTCHURCH: This college in 1908 was having difficulty especially with its Division B students according to the Report of that year. "So far it has been found practicable to arrange for these students to devote about an hour a day to actual teaching, the remaining hours being devoted to study. While in cases where special aptitude for teaching is shown an hour a day may be sufficient, most students require to give more than the time mentioned to teaching practice. The only remedy is that the range of subjects taken by students should

be so restricted as to allow of the necessary time being given to actual teaching."⁷ Thus restriction of the University work was the tendency very early in the scheme of things. In spite of this the College allowed the students to continue in the free choice of their selection of subjects from the science and art courses at Canterbury College. A difficulty was the requirement by Canterbury of three subjects for a section, meaning that for the student who wished to restrict himself to two subjects, his year's work would count for nothing from a University point of view.⁸

The students were classified as Division A. or B. according to whether they intended to take a University degree or not. A bias was allowed in their training, Division B. being regarded as those students who desired to secure practical acquaintance with a teacher's duties without discontinuing University studies.

The desire to enable students to take advantage of University courses was still genuine in 1910.- "All but a few of our students", states the Principal's Report, "have set themselves to make the most of their opportunities though with some the University work had preponderated to an extent that might be deprecated if it were not for the general public opinion that New Zealand will not be satisfied with

7 E 1 P.94. 1908.

8 E 2 P.159 1910.

teachers who fall short of a reasonably high standard of education."⁹

But by 1914, while most students attended classes at Canterbury College in two or more subjects and the more advanced concentrated on a degree, the great majority desired or were advised to confine their attention to such subjects as would satisfy the requirements of the certificate, or would count towards gaining a certificate of Class B.¹⁰ The aim of a University training as a necessity in the development of a respected profession, was being replaced by the idea of acquiring subjects as steps towards certification.

OTAGO: "We must make our Training College a source of inspiration to young teachers and a new and interesting field for experimental methods of teaching. To accomplish this end it is necessary to extend and improve the work of the College. In the first place the training college should be brought into closer relationship with the University college. "To give our students a longer period of training at the University I suggest that those students who keep terms during a second year's course should have bursaries given them to cover the University fees, or what would come to the same things, as the University is a State institution, it should be looked upon as one of its chief functions to assist in the training

⁹ E 2 P.159 1910.
¹⁰ E 2 P.xii App. D. 1914.

of State school-teachers by admitting normal school students to University classes without payment of fees."¹¹ These statements by the Principal showed his attitude in 1903 prior to the re-organisation of the Colleges.

Otago did not consider it necessary for all students to attend University classes, and felt that, especially for female students, the endeavour to attempt much University work in addition to their professional preparation made the pressure too great.¹²

In 1911, the Principal foresaw the groundwork being laid in the association of training college and University that would lead ultimately to a Faculty of Education akin to that of law or medicine.

In 1914, his report mentions something that makes the assessment of organisation in those times even though comparatively recent, conditional on study of surrounding circumstances.- "There was considerable eye trouble among the students due to bad attitudes, studying by gaslight, and the combination of University and training colleges work which causes considerable rush towards the end of the year."¹³ To ease this the Principal asked that promising students be granted a third year to take a section of their degree

¹¹ E 1 P.86. 1903.

¹² E 2 P.161. 1910.

¹³ E 2 P.xiv. App. D. 1914.

or to complete it. "If this were done, the students could be more easily classified at the end of their first year, and the less promising confined more strictly to College work, while the work of the more studious would be more thorough and not wear the aspect of "cram" which it did under the present circumstances. The arrangement", he pointed out, "would involve more than the University bursary of £20 which was little help in fact."

AUCKLAND: The students seemed little encouraged to proceed to a University degree, and for the most part took University work merely to comply with the regulations. The fact that University lectures were at night rather than giving rise to any dissatisfaction was recorded as being eminently satisfactory, since they did not interfere with the practical work of the College.

The plan of the college work was that every student gave two whole weeks a term to his work in schools. His own studies were done at night time, the whole day being occupied with class work. The subjects taken at the University were usually, English, latin, maths., or education, with the addition of economics, mental science, or botany in a few cases.

One suggestion for reform was given in 1932, that it would be a great advantage if some of the work done at the training college could be allowed to count towards a Teachers' Degree.¹⁴ Other than this, Auckland seemed content to have organised to fit the plan, with little question of whether the plan was the only plan possible and necessarily the best. training almost wholly to a special period devoted entirely to it.

(iii)

ROYAL COMMISSION ON UNIVERSITY EDUCATION:¹⁵(Reichel-Tate):1925: The Commission consisted of Sir Henry Reichel of Wales, and Mr. F. Tate well known in history of New Zealand education, of Victoria. Action on their report is still 24 years later being anxiously expected by some far-seeing teachers. They were surprised also that students of the training college attending lectures at the University were required to devote a very considerable part of their time to training college activities including attendance at lectures, teaching in the practice schools etc.. "We cannot", they said, "too strongly urge that not only is it unfair to the student teacher but it inevitably tends to defeat the aim of a true system of teacher training, the production of capable and inspiring teachers."¹⁶

14 E 2 P.45 1932.

15 E 7a. P.33 1925.

16 E 7a. 1925.

"The result of such a system", they considered, could only mean that at the end of his course the student would have acquired neither adequate scholarship nor adequate professional training." Whereas in their opinion, the two desiderata in the training of a teacher were: a) ample time for the study of culture subjects; b) and relegation of professional training almost wholly to a special period devoted entirely to it.

The Commission pointed to the almost invariable practice in Great Britain of concentrating on professional training during the year following graduation, a plan which had developed after thorough experience of the defects of the concurrent system of training. The purpose of the University training was to equip the young teacher so that he might teach in a thorough and stimulating way. The educational ideals of a teacher student so driven by multiplicity of duties, and shortness of time that he must inevitably think only of examinations values would steadily be scrapped.¹⁷

UNIVERSITY SCHOOLS OF EDUCATION: The lack of reasoned approach was the Commission's main criticism. "The evidence showed clearly," they said, "that the position of Professor of Education in relation to the national scheme of training teachers was unsatisfactory. It is unfortunate" they continued, "that Chairs of Education were established and professors appointed

without a clear definition of the relationship which should exist between the professor and the local training college." They regretted the absence of any independent authority for the professors to enter the schools and felt that this also was a weakness.¹⁸

The Commission had to deal with a community which had not yet fused the ideas of theory and practice; that believed and held firmly to it, that practice was the main thing. The members of Education Boards and the staffs of the Training Colleges themselves, were not convinced of the value of schools of Education. In their view there 'was danger' lest the sound practical preparation should be lost in the endeavour to bring all teachers under the influence of one whose main concern appeared to them to be educational theory studied along the lines of its historical development and philosophy.¹⁹

Opposition to change, suspicion of the academic, and impulsive readiness to attribute mal motives without basis, seem almost a national characteristic of New Zealanders. The Commission showed a certain resolution in spite of this, however, and stated their conviction that the practice of combining in one person the positions of Professor of Education and Principal of Teachers' College, as followed in Australia

18 E 7a. P.34 1925.

19 E 7a. P.34 1925.

was the most suitable for New Zealand to follow. As Principal the Professor should be assisted by senior officers taking charge of sections of college work, e.g. Vice Principal primary; Vice Principal, secondary; and the same of infant and rural sections. They were convinced that such an organisation associated with a larger period of training for selected teachers would allow many necessary variations of training to be secured and would produce for the employing authority the types of trained teacher the service required. Such organisation they admitted frankly depended on the choice of a suitable person acceptable to both spheres, University and Department for the position of Professor. The difficulty they suggested could be overcome by following again the Australian practice, of making all appointments to the senior positions in the University department of teacher training on the recommendation of a joint committee representing the University and the Department.²⁰

The intention of the Department had been to have the Principal of the training colleges as Professor of Education at the University but circumstances had forced the schism. As W.H. Gould then Principal of Wellington Training College said, "The separation was brought about by a false economy. As the numbers in training increased and the scope of the

subject education...it was no longer possible for the Principal to undertake the teaching of education in the University unless he was provided with such a staff as would relieve him of the regular lecturing and administrative detail of that institution (the training college). Such a staff was never provided."²¹

The Commission made no offer of opinion as to how the change might be made, merely pointing to dangers. So that five years later, in spite of its work the position was just the same. The recommendations they did make did not follow fully from their text, and consisted in the main of a patching up of the existing system. They presented what amounted to a piecemeal attack on weaknesses rather than a recommendation of what was really required, - comprehensive review and re-organisation. They had concentrated too greatly on 'aspects' without offering the more important - a desirable pattern of organisation based on a progressive idea of the Teacher, towards which planned steps might be made. The Commission were content to rest it seemed on the belief that, provided the head of the training edifice was a Professor of Education the rest would follow. If this 'head' were not of the right type, however, they stated categorically that "the position should be faced and changes made. No responsibility should be shirked in providing the most effective scheme of training."

THE ATTITUDE OF THE UNIVERSITY: The University has been on the whole favourably inclined towards a share in the training of teachers. While not demanding control of the practical training, they have maintained the view of the need for teachers well grounded academically. Their claim has been weakened by a certain inelasticity in their constitution, which delayed modification of courses and time-tables to bring them more into line with the needs of the teacher. The nature of their organisation hindered proper development of the relationship, and supporting an academic rigidity created suspicion, or perhaps more accurately heightened a colonial readiness to suspect. It was this probably that caused the University not to be considered as the controller of the training institution in the early stage. The University was to provide general education only. Its emergence later in the thirties with a claim in the field of control of teacher training was due to its changed nature, its growing ability to compromise, the changed nature of society, realisation of the new needs of the teacher, the University reform movement, and to the impossibility of resolving the conflict between Department and Boards.

In 1906 at a meeting of the New Zealand University Senate, Sir Robert Stout had first proposed that the heads of

the training colleges in the four centres should undertake the duties of lecturers in education at the University colleges.²² In 1910, Professor Kirk pointed to the unnecessary overlapping of work between the two institutions, which required for higher efficiency that no teaching should be given which was covered by lectures in the University college of the district. He realised that all students could not benefit by education at the University, but as the students were every year improving, felt that prevention of overlapping should be borne in mind.

1922 saw the institution at Victoria College of an advanced honours course in education and of the Diploma Education. That the study of the theory of education was essential to the education of a teacher was being acknowledged. But the position in regard to staffing at once became acute. Professor Tennant was endeavouring to manage the two positions of Professor of Education and Principal of the Training College. The Council recommended that the next year a Professor should be appointed who while still co-operating with the training college would be able to give his whole time to University work. And in his 1923 report, Professor Tennant was able to state that "At the beginning of the session the Victoria College Council allowed me to associate members of the training college staff in the Uni-

versity work, and I think the results speak for themselves... The year is notable in that the University for the first time accepted its full responsibilities in the higher training of the teaching profession." Precautions were taken against the danger of the remote theoretical study of education by providing for the closest co-operation between the Training College and the Chair of Education, thus preventing education being divorced from practice. The establishment was a forward move, but still not the ideal position. Compromise with the idea of a School of Education was due to pecuniary considerations, or so thought Professor Tennant in his prospect of the future. "It must be remembered", he said, "that the present arrangement is only a compromise rendered necessary by the exigencies of finance. When the population and finances of the Dominion permit, each University centre will require its School of Education where the academic pursuit of the subject will proceed *pari passu* with the professional."²⁵

That the energy represented in this early goodwill for each other between the two institution, University and Training College, was allowed to dissipate through the lack of bold resoluteness in attack was a tragedy of no small account.

CHAPTER VIII.

REPORT OF THE PARLIAMENTARY RECESS COMMITTEE OF EDUCATION.THE ATMORE REPORT: 1932:

(1)

".....We have endeavoured to envisage education as a continuous process in which at all stages those responsible for its organisation and administration should work together with the maximum of harmony and efficiency.....thus the recommendations herein made, covering as they do, the whole range of our education system, from the primer classes to the University, must be taken together as a comprehensive and co-ordinated scheme of national educational reorganisation, and not a group of personal proposals each independent of the rest." Atmore Report.

The Atmore Report represents the first real attempt of a Reform Commission to interpret events and institutions in the framework of some more or less clearly defined policy. The background of analysis was not profound but the recommendations that followed from their approach and sifting of the evidence showed a clearer insight into the nature of the problems of there was no part of New Zealand's educational organisation so

education in New Zealand than heretofore. The Committee had the advantage of knowing where it wanted to go, and in possessing within it a spirit of determination to over-ride the pettiness and see to the roots of the problem. The catch-cry that administrative messiness is tolerable provided the system works was not sufficient for them. They saw the future of such a system, and had revealed to them in evidence the defects of such so far. In choosing their background for recommendations on teacher training, they wisely enough considered the submissions of experts and relied mainly on the testimony and reports of: Mr. Frank Tate, who had investigated aspects of Post-Primary education in New Zealand; and Dr. James Hight of Canterbury University College. They took account also of the suggestions of Mr. T.B. Strong, Director of Education, but his suggestions, a list of various alternatives, showed little background of analysis of the educational system or imagination of the requirements of New Zealand, and his schemes did not therefore loom large. His remarks were rather a bald manipulation of possibilities, than a constructive solution to what, after all is not such a complex social problem. The problem of teacher training in New Zealand has been in the main, one of overcoming inertia.

AN APPROACH: Evidence from all fields indicated to the Committee that there was no part of New Zealand's educational organisation so

badly in need of consolidation and unification of control as that which related to the training of teachers, and that there existed an "unwarranted duplication of staffs and courses, want of co-operation, unconcealed friction and manifest waste." They were perturbed too, in regard to secondary education and technical education that "no adequate system of specialised training of teachers was in existence at all." Their extensive reporting of Dr. Hight suggest their adherence to his point of view. "Some of the conditions", Dr. Hight writes, "of the training itself (in New Zealand) call for radical reform to bring them into line with general usage. The outlook of the people will depend largely on the breadth of vision, the wide sympathies, and the range of intellectual interests of the teachers who help to form their bent in youth." "We, in New Zealand, cannot rise above our very narrow insular point of view unless our minds have been trained to be free."

While sentimentality may be deprecated, there are few thinking people who would scorn sensitivity. The sensitive person is one who possessing a philosophy well grounded in the social conditions in which he lives can interpret and feel the desires of his community, and can weigh the inferences, - can interpret those desires sometimes unexpressed.

A deliberate attitude adopted towards the problem of centralisation gave weight also to their conclusions. They

were convinced that centralisation offered no solution to the problem. Historically they were correct. Though to outward appearances a decentralised system, New Zealand in fact was highly centralised, or as Webb better puts it, highly 'neutralised'. To hand over the colleges to the Education Department, the Committee considered might only serve unnecessarily to create further misunderstanding in some quarters with regard to the broad principles upon which their report was based. Their view required the nationalisation of those services and functions that could not be dealt with so efficiently or so economically locally, as they could upon a national basis. They stressed their opposition to the idea of centralisation as generally understood, and propounded their genuine desire to do everything possible to stimulate local interest to decentralise the system, where that could be done without injury to national interests.

Without historical analysis in any deep degree, the Committee had interpreted accurately a main weakness in the New Zealand system. From this beginning, teacher training was destined to be the subject of critical comment. For as the Committee pointed out in one aspect of this problem, - the training for spheres of the school-world, - if one of the main functions of the newly envisaged Intermediate School was to give pupils a broad outlook upon the world's work and help them to ascertain

their own aptitudes, interests and abilities with reference thereto, such an aim could not be realised until there had been a revolutionary change in the training of post primary teachers, and a new method and a new spirit were in evidence.

(ii)

UNIVERSITY-TRAINING COLLEGE RELATIONSHIPS: On this issue the Committee aligned itself again with the general approach of Hight, who representing a University view said that "the University Colleges are particularly interested in those students who intend to become teachers, and whose talents and capabilities are such that there is a great potential loss to the community if they cannot take the full course for a University degree under such conditions as will permit of their getting its full value without injurious reaction on their health." Previous to this, New Zealand education seemed little disturbed at its potential wasted. "The training of teachers overseas was on a sounder footing than in New Zealand". Hight's report continues, (Hight was a delegate to the Imperial Education Conference 1927), "in that the trainees are brought together in residential colleges, in close touch with the Universities, and begin their professional training only after a period of higher academic training.....This system", Hight argued, "stimulated in the teacher a most active mind, keen to experiment, to get down to the fundamental business of education, alert to weigh and

test out new methods."

And in their own examination the Committee had found what could only be described as "a system of duplication in existence". On the one hand there appeared to be provided at the training college a number of lecturers of standing and qualifications approximately equivalent to those of the corresponding University college lecturers, who delivered at the training college lectures in the same subjects as those taken at the University colleges. While, on the other hand, at the University colleges were Professors of Education and Philosophy who appeared to give lectures in education and psychology covering much the same ground as those given by the training college Principals and lecturers in Education at the latter institutions.

The solution, the Committee regarded as obvious enough; that the staffs of the training colleges should be incorporated into the University, the general lecturers to be used to reduce the size of classes in the arts and science departments. The Committee considered that by this the University would be strengthened and would at the same time have on its staff fully qualified specialist lecturers in singing, drawing, and physical education, who would consequently be in a position to conduct the examination of trainees in all subjects - should their recommendation of what amounted to a School of Education within the University be acceded to.

(iii)

SCHOOLS OF EDUCATION: The Committee here were influenced not only by their desire to obtain a University grounding for teachers, but also by the realisation of the urgent need to resolve the dilemma of control. The historical situation between the Boards and Department was unhealthy. The committee sponsored a third independent party, the University. Economy was a factor in their decision. But it is here one feels their sensitivity to a lower lying need for independent control. They had not analysed in words the nature of the changing society of which they were part, but their conscious, even if slight, acknowledgement of it is seen in the desire for that system which "stimulates in the teacher a most active mind, keen to experiment....alert to weigh and test out new methods." They wanted to permit teachers to experience that conflict of mind on mind of the full time student. To this end all the trainees were to become full-time students of the University colleges, thus obtaining for them the benefit which a true University confers on its students, drawing from the mutual inter-course with one another outside the lecture rooms. The Committee reported that the present system was deficient in this respect and that owing to the fact that their life work was wholly concerned with children they considered there was greater need for such intercourse for intending teachers, than for any other class of student.

The Report shows their consideration of suggestions placed before the Reichel-Tate Commission of 1925, some of which directed their thought, that the simplest solution of the training of different types of teachers was to reorganise the training machinery under the University colleges, in the interests of ultimate economy of the co-ordination of all classes of teacher training, and of linking up the theory of education with all branches of practice; and that the professional training of teachers should be given second place to that of no other group, and should be directed from the University, as it is done with medicine, engineering etc. They concluded that since the reasons urged are "economy and world practice" it seemed difficult for those in authority to refuse to obey.

(iv)

THE ATMORE RECOMMENDATIONS: The Committee had laid down as an axiomatic basis for its consideration of the subject:—"That every teacher should receive the best possible training for his or her work. The children of the nation are its greatest asset. To their care the present generation must shortly hand over the control of its destiny. As year by year the barrier between nations is lowered by the onward march of scientific knowledge and invention, we owe it to the rising generation to see that the equipment we give them for the

battle of life is in no way inferior to that of other English speaking children overseas." It was on this broad approach that they viewed the evidence and formulated their reorganisation proposals. In effect they asked for a revolution in the light of a changed social background.

Any remarks by way of a conclusion therefore seem hardly necessary. Some possible historical influences, and some possible limitations of the New Zealand mind have been mentioned at the beginning of this account. But it would have indeed been a useless task to have merely catalogued the facts of such treatment of teacher training, without also adopting an attitude towards the subject. This survey has attempted to be critical. It has assumed that it is reasonable to expect under a State system of education that it is the right of every teacher to be educated to his maximum, and that it is the duty of the State to see that its training institutions are kept abreast of world developments.

The period under survey closes with hope on the educational horizon. In 1935 government in New Zealand changed into the hands of a strong Labour Government. A new life and interest surged in things educational. But how long this was to last and how strong its foundations, is the task of a later history of the training of teachers in New Zealand.

EPILOGUE:

The attempt has been made to allow the record of events and the reports of the Commissions to convey the conditions of growth surrounding teacher training in New Zealand over 35 years. Any remarks by way of a conclusion therefore seem hardly necessary. Some possible historical influences, and some possible limitations of the New Zealand mind have been mentioned at the beginning of this account. But it would have indeed been a useless task to have merely catalogued the facts of such treatment of teacher training, without also adopting an attitude towards the subject. This survey has attempted to be critical. It has assumed that it is reasonable to expect under a State system of education that it is the right of every teacher to be educated to his maximum, and that it is the duty of the State to see that its training institutions are kept abreast of world developments.

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SOURCES:

The sources listed below will be found to contain many branches of education besides training of teachers: it would be undesirable to keep strictly to the limits of the title, for training is bound up with general education, relationships of the institution, salaries etc.

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