

THE GARTON FOUNDATION

THE
TRAINING OF TEACHERS
IN ENGLAND AND WALES

A Critical Survey

BY

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PREFACE

THE critical survey contained in the following pages is the result of an inquiry instituted by the Garton Foundation in the autumn of 1921 and completed early in 1923. The Trustees of the Foundation (the Rt. Hon. Earl of Balfour, K.G., O.M., the Rt. Hon. Viscount Esher, G.C.B., G.C.V.O., and Sir Richard Garton, G.B.E.) have permitted the devotion of its staff and resources to the work in the belief that sincere and intelligent inquiry into the larger problems of education is a national necessity. Readers of an earlier 'Memorandum on the Industrial Situation after the War', published by the Foundation in 1916, will remember that among the constructive measures suggested by the authors a prominent place was given to the need for efficiency in our educational system, and this volume may be regarded as a development of the same line of thought.

In the choice of subject for inquiry from so wide a field the Trustees were influenced by a sense of the fundamental character and urgency of the problems connected with the Training of Teachers, and the fact that it has since become necessary to appoint a Departmental Committee 'to review the arrangements for the Training of Teachers in Public Elementary Schools' shows that they were not mistaken in their judgement. Following a procedure which proved exceedingly helpful in the preparation of the earlier Memorandum, this survey has been submitted in proof to educationists of wide and varied experience, as well as to others interested in the system, and has subsequently been revised in the light of their criticisms and suggestions. A number of these are, by the courtesy of the

writers, printed as an Appendix to the present volume. Throughout the inquiry, too, the Trustees and Mr. Lance Jones have had the advantage of consultation with Mr. Thomas Jones and Mr. R. H. Tawney, whose wide experience has rendered their assistance and advice of great value.

The scope and purpose of the survey are set out by the author in the introduction, and the conclusions are summarized in a convenient form in a final chapter. While the Trustees do not in any way identify themselves with these conclusions, they believe that nothing but good can come of submitting them to the test of public discussion, and for this the present moment seems highly opportune. The reception accorded to this volume on its preliminary circulation has been such as to encourage its publication and to confirm the Trustees in their opinion that a survey of the field of Teacher Training as a whole is the first step to be taken by those who would seek a solution of its many problems.

CONTENTS

| | PAGE |
|------------------------|------|
| INTRODUCTION | I |

CHAPTER I

| | |
|----------------------------------|---|
| HISTORICAL DEVELOPMENT | 9 |
|----------------------------------|---|

Royal Commissions on Education: The Newcastle Commission (1858-61); The Monitorial System; Training Colleges; Pupil Teachers, Newcastle Commission Recommendations. The Cross Commission (1886-8); Rise of Pupil Teacher Centres; Majority and Minority Reports; Non-residential Training Colleges. The Bryce Commission (1894-5); Principal Recommendations; Effect on the Training of Teachers; Changes in the Pupil Teacher System; Provision for training teachers for Secondary Schools; Effect on the Training of Elementary Teachers. Conclusion.

CHAPTER II

| | |
|--|----|
| BRIEF SURVEY OF THE PRESENT SYSTEM | 36 |
|--|----|

CHAPTER III

| | |
|---|----|
| THE PRELIMINARY EDUCATION OF TEACHERS | 41 |
|---|----|

Elementary Teachers: Bursars; Scholarships for Intending Teachers; Student Teachers; Pupil Teachers; Rural Pupil Teachers; Comparison with Scotland. Secondary and other Teachers. Conclusion.

CHAPTER IV

| | |
|--|----|
| THE PROFESSIONAL TRAINING OF ELEMENTARY TEACHERS | 72 |
|--|----|

Types of Course. Two Year Students in Training Colleges: The Colleges, types, accommodation, equipment; Staff; Life; Students' Qualifications, Selection; Course of Study; Methods of Instruction; Examination.

CHAPTER V

PAGE

THE PROFESSIONAL TRAINING OF ELEMENTARY
TEACHERS (*continued*) 103

Two-Year Students in University Training Departments ;
Comparison with Scotland. Third-Year and One-Year Students.
Four-Year Students. Conclusion.

CHAPTER VI

THE PROFESSIONAL TRAINING OF SECONDARY
TEACHERS 121

Number of Trained Secondary Teachers. Training Institu-
tions : Course of Study ; Methods of Instruction. Views on
Training. Criticisms of existing courses. Comparison with
training of Elementary Teachers. Conclusion.

CHAPTER VII

THE TRAINING OF TEACHERS OF YOUNGER
CHILDREN AND TEACHERS OF SPECIAL
SUBJECTS 148

Teachers of Younger Children : Introductory ; Facilities for
Training ; Froebel Certificates ; Montessori Training ; General
Considerations.

Teachers of Special Subjects : Introductory. Domestic
Subjects Teachers ; Facilities for Training ; Students ; Courses
of Study ; Criticisms of Training ; Domestic Science Schools
and Universities.

Teachers of Handicraft, Physical Exercises, Music, and Art.

CHAPTER VIII

THE FURTHER INSTRUCTION AND TRAINING OF
TEACHERS IN SERVICE 182

Probation ; Probation in Scotland. Arrangements for
Further Instruction ; Vacation Courses ; Refresher Courses ;
Classes for Unqualified Teachers ; Number of Students ; A
County Scheme ; Scotland.

CHAPTER IX

PAGE

THE PROBLEM OF THE UNQUALIFIED TEACHER 203

In Elementary Schools: Untrained Certificated Teachers; Uncertificated Teachers; Supplementary Teachers; Monitors.

In Secondary Schools. In Private Schools. In Scotland. The Teachers Registration Council.

CHAPTER X

THE FINANCE OF THE TRAINING SYSTEM 230

Introductory. Cost of Preliminary Education. Financial position of Training Institutions; Voluntary Colleges; University Training Departments; Grants from the Board of Education; Council Training Colleges, effect of recent changes, suggested remedies. Finance of Scottish system. Secondary Training Colleges. Building Grants. Cost of Professional Training, Comparison with Scotland. Criticisms of existing arrangements. The future.

CHAPTER XI

THE SUPPLY OF TEACHERS AND OF TRAINING FACILITIES 264

Number of entrants. Factors influencing demand for teachers. Estimates of supply needed and forthcoming. Reasons for decline in the number of entrants. Remedies adopted. Responsibility for maintaining supply. The question of quality. University Graduates and Elementary Schools. Relation of problem of Supply to the problems of educational organization.

Private Schools. The Supply of Training Facilities.

CHAPTER XII

THE TRAINING OF TEACHERS IN THE UNITED STATES 285

Introductory. Certification and Qualifications of Teachers. Professional Training: Training Institutions; Length of Courses; Two Year Courses for Elementary Teachers; Methods of Instruction; Staffing of Normal Schools; Training of Rural Teachers. Secondary Teachers. Further Instruction of Teachers in Service. Administration and Finance. Supply of Teachers. Comparison with England. Future Policy: Centralization, Function of Normal School, Teachers' College Movement.

| CHAPTER XIII | | PAGE |
|---|--|------|
| THE TRAINING OF TEACHERS IN FRANCE | | 316 |
| Introductory. Training Institutions. Primary Teachers ; Curricula, Examinations and Staffs in Primary Normal Schools. Recent Changes. The Higher Primary Normal Schools. Secondary Teachers. Finance. Private Schools. General Characteristics. The Future. | | |
| CHAPTER XIV | | |
| THE FUTURE | | 348 |
| Recent Experiments in Training : Teachers for Nursery and Continuation Schools ; Training of Ex-Service men ; Relation of Training Colleges to Universities. Suggested Developments : Outstanding Schemes. General Considerations. | | |
| CHAPTER XV | | |
| SUMMARY OF CONCLUSIONS AND OUTLINE OF A REFORMED SYSTEM | | 380 |
| APPENDIX A. PRELIMINARY EDUCATION | | 392 |
| APPENDIX B. PROFESSIONAL TRAINING | | 399 |
| APPENDIX C. FINANCE AND STATISTICS | | 432 |
| APPENDIX D. GENERAL (including Diagrams and Maps) | | 451 |
| APPENDIX E. CORRESPONDENCE, &c., arising out of preliminary circulation of Survey | | 458 |
| BIBLIOGRAPHY | | 469 |
| INDEX | | 475 |

INTRODUCTION

AMONG the movements which the future historian of social development in England will find it necessary to record as characteristic of the first quarter of the twentieth century will be a steadily increasing interest in all that concerns the education of the people. Probably at no time has this interest been so widespread as it is to-day. Critics, whether propagandists or reactionaries, there have always been, but the change whereby the proverbial indifference of the mass of the people is rapidly being converted into active interest is a phenomenon hitherto unknown. The signs of it are everywhere—the demand for admission to Secondary Schools, publicity in the press and on the platform, questions in the House of Commons, the interest of ratepayers in the proceedings of Local Education Authorities and even of villagers in village schools, alike are indicative of the larger place that problems of education, national and local, are gradually filling in men's minds. Nor is the change merely the fruit of renewed zeal on the part of enthusiasts, or the urgent demands of economists; rather it is a natural consequence of the gradual expansion of that system of popular education of which the foundations were laid barely a century ago.

No one who pays other than lip service to the welfare of his country can fail to welcome the change, for in this new and widespread interest lies the surest hope for the future. But zeal without knowledge may injure the very cause which it hopes to serve, and it requires more than a desire for efficiency or even a conviction that education is 'the most important constructive undertaking in a modern state', to make a competent critic or a wise reformer. Indeed we would suggest that the great need of the moment is knowledge, and in this opinion we are confirmed by letters which have recently appeared in the correspondence columns of *The Times*.

Thus Mr. W. L. Hichens writes :

' Criticisms of the present system are many and various. . . . Now is the time to take stock of the position and to satisfy the

public mind either that its apprehensions are groundless or that full and sufficient steps will be taken to ensure that our educational system is second to none in the world.' ¹

Even more explicit is the Principal of Birmingham University, who writes :

'The situation briefly is this. A great mass of lay men and women, with whom the ultimate decision lies, are genuinely puzzled about the whole problem of national education . . . they are not in possession of agreed facts on which to base conclusions, nor do they know where or how to obtain them ; they feel that important issues are at stake and that the nation cannot afford to make mistakes either by wasteful expenditure or by wasteful economies : they are quite ready to make great sacrifices if they are convinced they are necessary.' ²

Unfortunately for those who seek information, England is at the present time somewhat lacking in literature descriptive of the various parts of her educational system. Many of the publications of this type are rapidly becoming out of date, and the 'layman' has neither the time nor the inclination to penetrate the mysteries and reconcile the anomalies of Blue Books, or peruse the pages of educational reports and journals, nor the opportunity of seeing with his own eyes what is being done in our schools and other educational institutions. It is, therefore, with the hope of conveying some idea of the present position that a critical survey of one portion of the field has been prepared, and if by this means a deeper, because more enlightened, interest can be aroused in the problems which are discussed, the presence of one at least of the factors essential to sound development will have been secured.

Of the many questions which present themselves to the inquirer none are more important than those which centre around the teacher—the commonest of platitudes, no doubt, but the greater the platitude, the greater the truth which it embodies. There is need, too, that this truth should be re-emphasized. As educational systems become increasingly complex, problems of organization, administration, and finance loom ever larger and

¹ *The Times*, Tuesday, 17 October 1922. Mr. W. L. Hichens is a Director of Messrs. Cammell, Laird, Ltd.

² *The Times* Educational Supplement, 28 October and 4 November 1922. Letters from Principal C. Grant Robertson.

larger; but important though these must always be, they are in the last resort subsidiary to the main problem of the relation between teacher and child.

'Educational administration', says an eminent Director of Education, 'is one of those subsidiary services which are in themselves without value except in so far as they secure the success of their object. Learning and teaching are the first and chief acts of education. . . .'¹ Furthermore, he adds, the immediate administration by officials is simply 'the work of shouldering the burden of the teachers. These should be set free to educate with as few hindrances as possible. . . . Education is for the pupils first and last: all the rest of us are their servants.'²

So too M. Guizot, when introducing the Law of 1833 in the French Chamber of Deputies, had in mind the same scale of values:

'All the provisions hitherto described (for the organization of primary and higher primary instruction) would be of no effect if we took no pains to procure for the public school thus constituted an able master worthy of the high vocation of instructing the people. It cannot be too often repeated that it is the master that makes the school.'³

Few questions are more central in education and therefore more closely interwoven with others than those which concern the teacher. For this reason, as well as for lack of time and space, it is necessary to limit the scope of the present discussion: we shall deal principally with problems which arise in connexion with the recruiting and preparation of teachers of all grades for their work in the schools.

Briefly then this survey presents a critical examination of existing arrangements for the education and training of teachers in England and Wales. To understand the system aright it is necessary to trace its development very briefly: this will be done in the first chapter. Then will follow a careful examination of the arrangements for the preliminary education and the professional training of the more important groups of teachers,

¹ Balfour, Graham, *Educational Administration*, p. 1.

² *Ibid.*, pp. 35-6.

³ H. Barnard, *American Journal of Education*, vol. xx, pp. 236-7.

elementary and secondary, the teachers of younger children and of certain special subjects, as well as the arrangements made for the further training of teachers in service. From this detailed examination we shall turn to the consideration of a few special problems—the position of the unqualified teacher, and the all-important questions of finance and of supply. Comparisons with Scotland will be made from time to time, and, finally, after describing the teacher-training systems of two typical foreign and democratic communities, and experiments in training which have been made in our own country in recent years, we shall pass to a discussion of various suggestions which have been made for the future, and attempt to indicate what seem to be the most practicable as well as the soundest lines of advance.

For such a treatment of the subject no special merit is claimed beyond the fact that many problems usually discussed independently are here brought together and examined in relation to each other, a method which has many advantages, not the least being the truer proportion which the various problems assume. There will naturally be many, both administrators and teachers, who will find in these pages much that is familiar and a great deal with which they may not be in agreement. Nevertheless they may find it helpful as well as interesting to review the question as a whole. For the larger public which is seeking for information it is hoped that the book may provide a ready means of ascertaining the main features and problems of our teacher training system.

The part of the field which we are to examine has long been a battleground for the expert, and many questions call for discussion. What, for example, should be the purpose of professional training?—its character and duration? Where should it be given, and by whom? How far should it be differentiated in accordance with the type of school in which the intending teacher proposes to serve? At what age should it commence?—and is a system of apprenticeship desirable?

Of more general interest are problems of finance and supply. What is the cost of the existing system, and what its results? To what extent is the cost borne by public funds, and how far is the public receiving value for money? How should the cost be distributed? Whence and in what way are the ranks of the

teaching profession recruited? What is the position as to demand and supply, and what measures have hitherto been adopted for dealing with an excess or deficiency of teachers? What are the ultimate factors determining demand and supply? In few, if any, of these questions is there agreement; on most of them the divergence of opinion is marked. Nor do they by any means exhaust the list of debatable topics. Others will appear as we proceed, and though it would need a far more extensive treatise than this purports to be to discuss even these few questions exhaustively, some answer will be attempted to each.

Great care has been taken to ensure that the facts contained in this survey are correct, and wherever possible the source of information has been stated. Ample use has been made of available documentary evidence, but since in an educational system like our own the details and the spirit in which they are carried out are all important, every opportunity has been taken of following out its working by visits to training institutions, by personal interviews and by correspondence with administrators, with principals and other members of the staffs of Training Colleges and University Training Departments, with teachers of every type and in every stage of preparation, teachers of experience and interested critics of the system in other walks of life. To enumerate those who have been consulted in this way would be a lengthy task and to select would be invidious where all have been so ready to help and advise.

Of necessity the reader will find both assumptions and omissions. Thus it is assumed that he already possesses sufficient knowledge of the English system of educational administration by means of Central and Local Authorities to obviate any necessity for a detailed explanation. So also it is assumed that the prevailing distinction between elementary and secondary education will be sufficiently understood by him to enable him to appreciate the references which are constantly made to each. And, furthermore, it has been assumed that for teachers as for the members of other professions some preparation is needed—even though they be of the select company of 'teachers by the grace of God', few and far between in any generation.

Two questions have been dealt with incidentally rather than directly. The first is the momentous question of the remunera-

tion of teachers—momentous if only because a large proportion of the total expenditure on education goes in payment of salaries. To have discussed this in detail would have diverted us from our main purpose, and it has seemed wiser to content ourselves with various allusions to the more general aspects of this question, and with a summary of the main facts of the present position in a convenient form in the Appendix.¹ In the same way, although no independent consideration has been given to the various aspects of the present economy campaign in so far as it affects education, frequent reference will be made to it in the later chapters, and, indeed, the whole purpose of the inquiry is to ensure that efficiency which is the surest economy at all times.

There are other questions, too, which it would have been of great interest to discuss, but which could not conveniently be included without unduly lengthening the survey. The professional organization of teachers, the advanced study of education by the Universities, the training of teachers for rural schools, are some of these: to none of them can we venture more than passing allusions. Finally, in our brief excursion beyond the confines of our island for purposes of comparison we have thought it advisable to limit ourselves to the main features in two typical countries rather than to indicate in a more summary fashion the characteristics of a larger number of systems.

A word of advice may be acceptable to the reader who approaches the subject for the first time. The book is planned as a whole, and the chapters are intended to be read in sequence; but, realizing that the topics discussed in them may prove of unequal interest to many, an attempt has been made to provide in each chapter a reasonably complete though brief treatment of that portion of the subject with which it deals. By this means and by the addition of references, appendices, and a bibliography, it is hoped to enhance the value of the survey, and make it serviceable both as a work of reference and also as an introduction to a fuller study of the various problems which are discussed. And should the future bring considerable changes in our system, it may perchance acquire a further value as a record of the state of affairs in a period of transition.

To review an educational system, or any part of it, in a time

¹ Appendix C.

of national stress is a task of especial difficulty. Not merely have temporary adaptations to varying conditions to be taken into account, but there is the greater difficulty of appreciating at their true value the forces and the motives which are making for change. Throughout this survey attention has been mainly directed to those factors in the situation which seemed to be of permanent significance, and while no claim is made to completeness or freedom from error, it is hoped that the mere attempt to bring together the many threads which make the warp and the woof of these all-important questions may prove of service to the cause of efficiency in English education.

I

HISTORICAL DEVELOPMENT

THE student of the history of educational development can hardly fail to notice how much later England was than other European countries in evolving a national system. Germany, France, Switzerland all took up the task before her, and in Germany in particular the work of Francke at Halle in the seventeenth century,¹ and of Basedow at Dessau in the eighteenth,² had laid the foundation of a system of teacher training long before educators in this country had seriously applied themselves to the problem. Not that questions of this kind could be, or indeed were, wholly ignored. King Alfred's biographer records both the difficulties and the zeal of that monarch in obtaining teachers sufficiently educated for his purpose,³ and the educational activities of the Church in the Middle Ages, though limited in scope and often repressive in character, resulted in the development of an organized system of licences for teachers and in the formation of teaching orders.⁴ At a later date (1524) the Statutes of Manchester Grammar School prescribe the employment of what subsequently came to be known as monitors,⁵ and John Brinsley, writing in 1612, gives us to understand that young teachers of this type were commonly employed in grammar schools of the time.⁶ The importance of special training, moreover, was fully appreciated by an Elizabethan, Mulcaster, the first Head Master of Merchant Taylors' School, and by other educators in succeeding centuries. Mulcaster's suggestions have a strangely modern ring. Writing in 1581 he outlines a scheme for the establishment of a University with seven colleges, one of which was to be for the training of teachers. 'Why should not

¹ Monroe, *Brief Course in the History of Education*, p. 249.

² *Ibid.*, p. 297.

³ Asser, *Life of Alfred the Great*, ed. Stevenson, pp. 21, 59-63.

⁴ Monroe, *op. cit.*, ch. v; cf. De Montmorency, *State Intervention in English Education*, p. 10 et seq.

⁵ Foster Watson, *English Grammar Schools to 1660*, p. 169.

⁶ Brinsley, *Ludus Literarius*, ed. of 1627, p. 41.

teachers be well provided for', he asks, 'to continue their whole life in school, as Divines, Lawyers, Physicians do in their several professions? This trade requireth a particular college for these four causes. First for the subject being the mean to make or mar the whole fry of our State. Secondly for the number, whether of them that are to learn, or of them that are to teach. Thirdly for the necessity of the profession which may not be spared. Fourthly for the matter of their study which is comparable to the greatest of professions, for language, for judgement, for skill how to train, for variety in all points of learning.'¹ Arguments such as these have not lost their force even to-day, nor has the need for emphasizing them as yet disappeared.

It would be interesting to trace the history of this question of the supply and training of teachers through succeeding centuries, but for our present purpose a detailed examination of the period prior to the year 1800 is unnecessary, for it was not until the social problems arising out of the Industrial Revolution had forced themselves upon men's notice that the urgent need for a better system of popular education and an adequate supply of efficient teachers was realized by any except the very few. Within the next hundred years the foundations of our present system were laid down, and it will be advisable to spend some little time in examining the changes that took place during this period.

The nineteenth century was the century of Select Committees and of Royal Commissions on Education, and in following out the development of the teacher-training system during this and the first fourteen years of the following century, it will be convenient to summarize the various changes which took place round the reports of those particular bodies of Commissioners whose work most directly concerns us. These were the Commission of 1858-61, presided over by the Duke of Newcastle, the Commission of 1886-8 of which Sir Richard Cross was the Chairman, and the Commission which reported in 1895 and over which Mr. James Bryce (afterwards Lord Bryce) presided. The changes which have taken place since 1914 can more fittingly be dealt with in later chapters.

¹ Mulcaster's *Positions*, Quick's Reprint, pp. 248-9. Quoted in Quick's *Educational Reformers*, p. 101.