

FIFTY YEARS OF STATE SECONDARY EDUCATION IN

TASMANIA, 1913 TO 1962

A Study of Educational Developments

by

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Dip. Ed.

submitted in fulfilment of the

requirements for the Degree

of

MASTER OF ARTS

UNIVERSITY OF TASMANIA

HOBART

1962

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Abbreviations used in the thesis:

A.C.E.R.	Australian Council for Educational Research
H.M.S.O.	His Majesty's Stationery Office.
T.U.C.	Trade Union Congress (Great Britain).
U.N.E.S.C.O.	United Nations Educational, Scientific, and Cultural Organisation.

Introduction

The first State high schools were established at Hobart and Launceston in 1913. Since then, no comprehensive description of the diverse developments in Tasmanian State secondary education has been undertaken. What follows is an attempt to describe and interpret the growth of this system in the first fifty years of its operation.

The thesis has been divided into three parts. The first deals with the establishment of the State high and junior technical schools and covers roughly the first twenty years of this century. By 1920 the system of State secondary education which was to remain relatively unchanged for the next twenty years had been set up. The treatment of this period constitutes Part II. The final section, Part III, begins with the proposal made in 1942 to raise the school leaving age to sixteen. This was adopted in practice in 1946 and there followed a period of rapid change which has continued until the present. The reforms of this period were made in the attempt to find the most appropriate way to educate the greatly increased number of adolescents with which the Education Department was concerned after 1946 as a result of raising the leaving age and of the increased birth rate of the post-war years.

Description and interpretation have been hampered by the fact that the Tasmanian Education Department has not made available continuous records of much information relating to enrolments, finances, courses of study, examinations and staffing. It can be

assumed that a considerable amount of such material is stored in the State archives; however the writer was refused permission to investigate the extent and nature of this material. Requests for access to specific data could not be acceded to because the Department had not processed the raw material. The alternative of granting 'open access' was considered imprudent.

A major portion of the data reported in the thesis was collected from the Annual Reports of the Director of Education contained in the Journals and Papers of Parliament. Until 1950, in the appendices to these Reports, a fairly detailed statistical survey of staff, finance, enrolments, etc. was given. However with the retirement of C.E. Fletcher, the Director of Education, in that year, these appendices were no longer contained in the Annual Reports in the Journals and Papers. As a consequence, developments in the years following 1950 have been approached, in the thesis, in a different way from those of the years up to that time.

Throughout the thesis it has been assumed that all provision of State school education for that age-group eligible for high school education can be regarded as 'secondary', so that developments in the area schools, modern schools, junior technical schools and primary Grade VII and above, as well as the high school, have all been considered.

(3.)

The assistance of Mr. T.E. Doe, Senior Lecturer in Education at the University of Tasmania, in discussing the interpretations put on some of the collected data has been a great help. Mr. P.W. Hughes, Superintendent of Curricula Research in the Tasmanian Education Department, kindly made available unpublished figures which he had compiled on the performance of State school candidates at the Matriculation, Schools Board Certificate, and Secondary School Certificate Examinations in the period 1950 to 1958. Finally, I must acknowledge my wife's contribution in checking through the data included in the thesis. Her assistance made the writing a much less laborious task than it would otherwise have been.

Part I.

The Foundation Years

Chapter 1.

Background to 1913

1. The Social, Political and Economic Environment.

The educational system adopted by any state is a reflection of political, social and economic forces affecting that state. Therefore, as a prelude to the detailed study of the system of State secondary education adopted in Tasmania in 1913, it is necessary to examine the environment into which this system was introduced.

Tasmania's economic dependence on the mainland meant that developments in the latter had repercussions on the smaller State, and so a description of developments in the Australian sphere is essential to an understanding of those in Tasmania.

The 1870's and 1880's were years of prosperity and the tenor of the social outlook, which tended to careless optimism, reflected this prosperity.¹ The 1890's brought depression, severe drought and strikes which demonstrated an unsuspected

1 For a more detailed description of this period see Shaw, A.G.L., The Story of Australia, (London, Faber & Faber Ltd., 1955), Ch.10. Also Greenwood, G., (ed.), Australia : A Social and Political History, (Sydney, Halstead Press, 1955), Ch. IV, Gollan, R., Nationalism, the Labour Movement and the Commonwealth, 1880-1900".

bitterness and class consciousness. Depression created doubt about the country's industrial and commercial efficiency, whilst the strikes led to a questioning of the fundamental structure of Australian society. Faith in the innate justness of their society was shaken, and the soul-searching of the colonists was reflected in such ways as the challenge of the Bulletin, the creation of the Australian Labour Party, and William Lane's attempt to settle a new Utopia in Paraguay. Finally, the search for a more satisfactory social-political-economic system found expression in the movement for Federation.²

With the founding of the new Commonwealth came new possibilities, a new impetus due to new size, security and identity. Greenwood described the effect of Federation in the following extracts :

" . . . By destroying the colonial tariff barriers it created a continent wide market. It made possible for the first time an Australian trade policy. The combination of these two things paved the way for industrial growth."³

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- 2 For a more detailed description of this period see Shaw, A.G.L., ibid., Ch.11, and Greenwood, G., (ed.), ibid.
- 3 Ibid., Ch.V, Greenwood, G., "National Development and Social Experimentation. 1901-14", p.197.

" . . . Melbourne and Sydney were rapidly becoming important manufacturing centres, a lead followed by the other capital cities where rudimentary industries for the local market were being fostered, so much so that the 1901 occupational figures reveal that 26.1 per cent of the working population was employed in industry as against 32.5 per cent. in primary production.⁴ This incipient emphasis on industrial development was accentuated under the Commonwealth as was the concentration of population in the capital cities which was already a marked feature of the Australian scene by 1901."⁵

The new industrial emphasis inevitably gave rise to a demand for more highly educated workers at both the manual and white-collar levels, just as it had in Great Britain where it had in turn led to a demand for the extension of grammar school places. In the latter country the demand may have been more pressing as awareness of international economic competition was

4 Figures quoted by Greenwood from Burton, H., "The Growth of the Australian Economy", contained in Australia, Grattan, C. H., (ed.), California, 1947, p.163.

5 Ibid., pp.198-9

more acute due to the proximity of industrial rivals, especially Germany, however the pressure for secondary education in Australia was also largely motivated by economic demand.

Though Tasmania's population was more dispersed and she made less rapid strides in the manufacturing industries than the mainland States, educational measures taken by the latter were bound to have repercussions in Tasmania, if only due to the desire to keep abreast with developments taking place across Bass Strait.⁶

Speaking of social values, Greenwood emphasised the demand for equality of opportunity, a demand made more articulate by the strife of the nineties :⁷

"The education systems of the various States reflected the same preoccupation with the provision of near equal opportunity for all. Education was envisaged as not

6 Lack of a Hansard makes it difficult to assess the influence of this prestige motive. Though there was no mention in the Tasmanian press of contemporary educational developments on the mainland there was constant contact between State Education Departments through such means as the annual Directors' Conferences, so that reform could well have been a matter of prestige within these Departments.

7 Op. cit., p.206.

"the least of the weapons in the armoury of democracy for the ending of class distinction. Free and compulsory education with but a measure of religious instruction should ensure that every child was given its chance."

However he suggested that the limitation of this demand was that it "ignored the necessity for essential quality and sacrificed the talents of the few to the needs of the many "

This latter claim is contradicted by the fact that state secondary education was established in all States just after the turn of the century, for this was intended to cater for the special talents of the selected few.

The move for Federation fostered a sense of nationhood which gave impetus to the demand for an education which would prepare citizens for participation in a modern industrial nation. P. R. Cole described the new conception in "The Education of the Adolescent in Australia"⁸ :

"It was not until the federation of the States into a Commonwealth took place that the Australian people began to look seriously at education as a matter of great national concern whereas education had been hitherto

⁸ Op. cit., (Melbourne University Press, 1953), p.2.

regarded as mainly the concern of the individual, it began to be realized after federation that, in addition to its relation to the individual, its relation to the State as a contributor to national well-being gave to it a significance which the State had to take into account."

W. F. Connell demonstrated the existence of this view with the following quotation from the Knibbs-Turner Report of 1903 :⁹

"Secondary education is an indispensable feature of public education, and one which must not be neglected if the state is not to be reduced to that mediocrity which would ^{menace} ~~menace~~ its very existence."

This is clear evidence that some influential opinion was intent upon avoiding the sacrifice of "the talents of the few to the needs of the many".

Concern for national well-being was also expressed in a statement made by Alfred Williams, Director of Education in South Australia, who in 1906 declared :¹⁰

9 Quoted by Connell, W. F., The Foundations of Secondary Education, Monographs on Secondary Education, No. 1, (Melbourne, A.C.E.R., 1961), p.29.

10 Quoted by Connell, W.F., ibid.

"Australia's greatest want at the present is secondary education . . . Such schools might do much to foster in the minds of the youth of the country right ideas of the real significance of the 'state', of what we owe to society, of the duties as well as the privileges of citizenship. Without a fuller knowledge of the meaning of society and its institutions than can possibly be given in an elementary school, our young men and women can scarcely be expected to take that intelligent interest in the affairs of their country which is the only safeguard for the preservation of the conditions and institutions which have cost so much to win."

The extent of this new concern was indicated by P. R. Cole when in speaking of the Director's Conferences of the first decade

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he claimed :

" . . . the discussion of policy by the Directors, while it kept in view the bearing of advanced education on the careers of the people who received it, gathered mainly round the national aspects of the subject. It was felt that the restriction of higher education to the comparative few who could attend existing private school left too large a proportion of the population without that degree of education that was necessary to the citizen of a modern State. It was therefore especially the effects of higher

education on the welfare of Australia as a nation that determined the character of the recommendations which the Directors took back to their Ministers."

However, whilst many of those people actively engaged in education were pressing for the founding of full State systems of secondary education their influence was limited to making public opinion sufficiently permissive to accept the innovations, they never aroused public support to the extent that secondary education was demanded as a right. It seems to have represented a degree of quality in education which the majority of Australians did not feel was essential.

Apart from the influence of educational opinion, there were three chief pressures which helped produce this acquiescent climate. The first was the economic demand of the expanding secondary industries for educated employees. Secondly, there was the argument from democracy, given voice by the egalitarian demands of the newly risen, but powerful, Labour Party. Finally, a young national consciousness, fostered by Federation, had given rise to the demand that Australia should have parity of prestige with the leading nations of the world. Education was one of the means for achieving this.

2. Secondary Education in Great Britain.

To explain the provision of state secondary education in Australia it is necessary to survey briefly the status and organization of secondary education in Great Britain, for as P. H. Partridge stated, in speaking of Australia in 1929 : ¹²

" . . . almost all Australians knew in their hearts that Australia, by tradition and sentiment, and by necessity or expediency, was bound to Britain. The survival of Britain as a power second to none was a condition of Australia's own safety and of her liberty to work out for herself the conditions and the goals of the national existence. For over a hundred years this had been as much a condition of existence for Australians as the climate or the shape of the continent."

In these circumstances it was almost inevitable that in extending the range of education offered, the Australian States would look to Great Britain for example. No doubt an important motive in the establishment of state secondary education was that agitation for such provision in Great Britain had been growing for some time and

12 Greenwood, G., op. cit., Chapter VIII, "Depression and War, 1929-1950", p.344.

as a result of the 'Cookerton Judgement' of 1901 the Local Education Authorities in England were able to strike a rate for secondary education under the provisions of the Education Act of 1902. However in some respects England was to lag behind Australia in educational reform, for in the former, attendance until fourteen was not made compulsory until 1918 and secondary education was not formally made free until the 1944 Education Act.

x Though it was the English example which was most influential in Australia, England was by no means the first of the other nations to adopt state secondary education. By 1825 this principle was firmly established in Prussia and by 1910 compulsory, universal, male secondary education had been accomplished. Reform in Great Britain was no doubt prompted to some extent by recognition of Germany as her leading industrial and commercial rival. In the Scandinavian countries, high schools, agricultural high schools and continuation schools were developed in the second half of the nineteenth century. In Italy, state secondary schools were established from 1860. Switzerland had made attendance at continuation schools compulsory by the end of the century. The Kalamazoo Case in 1874 clearly left the States of the United States of America free to spend public money on secondary education and from 1885 on, state secondary education was an accomplished fact.

It is not surprising that older, more industrialised countries established state secondary education before any of the Australian States, nor is it surprising, in the light of Australia's dependence on Great Britain and the tradition of her people, that the States should look to the 'Mother Country' for example.

By 1870 there had grown in Great Britain the realization that her industrial supremacy could only be retained through the increased provision of skilled workers. In presenting the Education Bill in that year, W. E. Forster stated :¹³ "Our industrial prosperity; the safe working of our national power depend upon it." However a growing industrial system required not only the skilled manual workers envisaged as the products of free elementary education but also clerical workers, technicians, and routine brain workers, all of which could only be supplied through a secondary school system.

The Bryce Commission, a Royal Commission on Secondary Education appointed in March 1894, was instructed "to consider what are the best methods of establishing a well-organised system of secondary education". The definition which they offered of 'secondary education' clearly reflected the demands of industry for it aimed at including technical education under this title :¹⁴

13 Quoted by Ottway, A.K.C., Education and Society : An Introduction to the Sociology of Education, (London, Routledge & Kegan Paul Ltd. 1953), p.62.

14 Quoted by Curtis, S.T., and Boulton, M.E.A., An Introductory History of English Education since 1800, (London, University Tutorial Press Ltd., 1960), p.101.

"No definition of technical instruction is possible that does not bring it under the head of Secondary Education, nor can Secondary Education be so defined as absolutely to exclude from it the idea of technical instruction Technical instruction is Secondary, i.e. it comes after the education which has awakened the mind by teaching the child the rudiments, or, as it were, the alphabet of all knowledge Secondary education, therefore, as inclusive of technical may be described as education conducted in view of the special life that has to be lived with the express purpose of forming a person fit to live it."

However, the attempt to show that there was no real difference between technical and secondary education was soon to be discredited.

Morant became Permanent Secretary of the Board of Education and one of his first tasks was to reorganise the Board of Education into three branches - Elementary, Secondary and Technical. Curtis and Boulwood made the following observation on his proposed course of instruction included in the 1904 Regulations for Secondary Schools : 15

15 Ibid., p.171.

" it is clear that Morant's conception of secondary schools differed considerably from that recommended by the Bryce Commission. He failed to take into account two important factors. The majority of secondary school pupils left at or before the age of sixteen, and only a minority proceeded to the universities. In spite of this, the course proposed was biased in favour of the few who would enter a university. The Regulations insisted on a course of at least four years in certain groups of subjects. These were : (1) English language and literature, history and geography for at least $4\frac{1}{2}$ hours a week; (2) at least one language other than English studied for a minimum of $3\frac{1}{2}$ hours a week (six hours if two languages were taught); (3) mathematics and science, both theoretical and practical, for $7\frac{1}{2}$ hours a week; and (4) drawing. Then followed the significant paragraph. 'Where two languages other than English are taken, and Latin is not one of them, the Board will require to be satisfied, that the omission of Latin is for the advantage of the school.'."

Though the 1902 Act was to a large extent a consequence of the demands of industry, it was clear from the Regulations that vocational subjects were not to be included in the secondary school curriculum. These were to be left to the junior technical

schools, which were not to be regarded as 'secondary'. Prestige lay with the literary or academic subjects, those which had been traditionally offered by the English Public Schools to which had been sent the children of members of the wealthiest and most influential social classes. As opportunity for employment was not determined by the vocational bias of the subjects passed, the demand was for the selective grammar school with its emphasis on academic subjects. Technical and continuation schools were forced to take a back seat.

Australian secondary education was to inherit the values of its English counterpart in this regard and though these were modified to some extent in the new environment the conflict between the prestige of the literary tradition and the demand for vocational training was to be one of the most prominent features of the development of state secondary education in the first half of the twentieth century. The challenge to the former became more insistent with every extension of the availability of secondary education for it became increasingly obvious that the traditional literary curriculum was not suited to the whole range of pupils.

As early as 1907 the rigidity of Morant's proposal was challenged, for with the granting of Free Place Regulations came the demand for greater variety within the secondary school curriculum. The result was described by Olive Banks :¹⁶

"In 1907 the detailed control of the curriculum which had been instituted in 1904 was relaxed. The school was still expected to provide in a number of subjects including - 'unless by special dispensation in exceptional cases' - at least one foreign language, but the rules laying down the minimum amount of time to be spent on these subjects were withdrawn

"By 1911 the Annual Report was urging that 'the influx of an increasing number of scholars destined in many cases for commercial or industrial callings, has emphasized the need of departing to some extent from the academic bias of the traditional secondary school curriculum and of giving greater prominence to work of a practical and vocational character'"

Secondary education in Australia was never dominated by the literary tradition to the same extent as that of Great Britain,

16 Banks, Olive, Parity and Prestige in English Secondary Education : A Study in Educational Sociology, (London, Routledge & Kegan Paul Ltd., 1958), p.272.

probably because the society of the former was less rigidly divided according to class and therefore there was less emphasis upon education with an exclusively upper-class tradition carrying snob value. Consequently, whilst high school education in Tasmania was for ~~many~~^{many} years narrowly selective, and prestige lay with the academic subjects, from the beginning, vocationally biased courses were admitted into the curriculum.

D. H. Rankin's estimate of the extent of the indebtedness of the Australian States to the English and Scottish model at the establishment of the State secondary systems was as follows :¹⁷

" it was England that gave Australia its training scheme for teachers, its teaching methods, its curriculum, and the inspection of the national system. From England we adopted the idea of what is called the public school. From Scotland we took the tradition of education for all, and this meant the provision of secondary education for those children in the community whose parents could not afford to pay the fees charged by the private secondary schools. From this there has developed the system of public secondary schools in Australia, maintained and staffed by the Department of Education in each State."

17 Rankin, D. H., The Philosophy of Australian Education, (Melbourne, The Arrow Printery Pty. Ltd., 1941), p.64.

Scotland had begun the development of a 'single-line' secondary system in the nineties and this had been established by 1903. It is possible that Australian educationists were influenced by this example.

The Australian States were not to adopt the delegation of power to Local Education Authorities which was a feature of the organisation and administration of secondary (and primary) education in Great Britain. The reason why this was so is suggested in Compulsory Education in Australia :¹⁸

" . . . Local government has never been as strong in Australia as in England and it was evident that the up-country areas and those where population fluctuated, as on the gold fields, could not hope to enjoy anything like equality of educational provision under local control. With England's example in the Education Act of 1870 before them, the States one after another determined to provide a system of national schools, and to do so in the only way possible in Australia of 1870 to 1900, by centralized systems under State Departments."

Though Tasmania did not suffer from the same uneven distribution of population as did the mainland states, she lacked

18 UNESCO, op.cit., 1951, p.19.

the numbers for efficient local administration of education and so by the 1885 Education Act a centralized Department of the Crown was set up and in 1913, with the establishment of State secondary education, it was inevitable that control should be vested in the same body. There was not any demand from a poorly educated and predominantly agricultural society that it should be otherwise.

3. Secondary Education in the Mainland States

The effect on Australian education of the rising national income, the increasing industrialization and the growing population, in the first decade of the twentieth century, is described by Greenwood :¹⁹

"Education felt the stimulus of the burst of national energy which was sustained till 1913. The policies of the several states reflected the drive for equality of opportunity, expressed the prevailing spirit of experiment and sought to adapt existing systems to the needs of a maturer and more complex society. Dissatisfaction, evident at the turn of the century, led to commissions of inquiry in Victoria in 1899 and New South Wales in 1902, which in turn produced changes in organization, syllabus and teacher training. Legislative amendments introduced new features into the State Education Acts, notably in the years 1910 (Victoria and Queensland) and 1911 (New South Wales). The motives were both idealistic and utilitarian. Expanded opportunities for the individual were not unrelated to the needs of industry and the overall requirements of the particular State. Secondary education was given greater stress and assistance provided for pupils through the abolition of fees and the more liberal provision of scholarships

Modifications have occurred since, but the essential

¹⁹ Op.cit., p.249.

"structure of the State educational systems was determined by 1919."

The meagre provision of State secondary education in Australia at the turn of the century is described by P. R. Cole :²⁰

"In the early years of federation, a movement towards the provision of secondary education took place in all States almost simultaneously. In 1900 there were no State-supported secondary schools in Victoria, Tasmania or Western Australia. In South Australia there were two. In Queensland, grammar schools had been established with small assistance from the State in return for scholarships. In New South Wales there were three high schools, these being all that were left of five schools that had been established under an Act of Parliament passed twenty years earlier."²¹

High schools were established in South Australia in 1879, but they were for girls only. In 1908, Director Williams returned from Europe and by the end of the year eight high schools were in operation.

20 Loc. cit.

21 The historical account presented in the Report of the Committee Appointed to Survey Secondary Education in New South Wales, 1957, indicates that eight high schools, not five, were established under the Parkes Act of 1880, six in 1883 and two in 1884. See p.13.

By 1910, this number had increased to eighteen.

The State subsidised grammar schools in Queensland numbered ten in 1868, but it was not until 1912 that the foundations were laid for a comprehensive State secondary system.

A plan for the establishment of State secondary education in Western Australia was accepted in 1911, but little was accomplished in the early years of its operation.

Victoria had only one Departmental secondary school in 1905, and it was not until the Education Act of 1910 that secondary education was provided by the State for large number of qualified primary pupils.

" . . . By the year 1918, the State secondary system was well established One year after the Act was passed in 1911 there were twenty high and eighteen higher elementary schools. In the following year there were also six junior technical schools and the total enrolment in state secondary schools was 3,800. Six years later, the corresponding numbers of schools were twenty-eight, twenty-four and nineteen, and the total enrolment was 11,575."²²

22 Aichen, J. O., Frank Tate and His Work for Education, (Melbourne, A.C.E.R., 1956), p.101.

Meanwhile, New South Wales State secondary education, away to an early start, had not fulfilled the early promise²³ shown. From 1880 to 1884 eight high schools were established under the auspices of the Parkes Act of 1880, but by 1895, only the high schools in Sydney and Maitland (two in each) remained.

The 1880 Act made provision for high schools and 'superior' public schools. The latter were a continuation of the elementary school and made some provision for vocational education. The failure of the high schools was attributable to the highly selective entrance examination, the imposition of fees and the poor buildings. They also fell between the social appeal of the established private schools and the vocational interests of a large number of the population.

The Knibbs-Turner Commission, appointed in 1901, provided in the second section of its report the first public assessment of

23 Most of the information relating to N.S.W. State secondary education in the period 1880 to 1912 is derived from The Report of the Committee Appointed to Survey Secondary Education in N.S.W., 1957, (Sydney, Govt. Printer, 1958) Ch.1.

'secondary education' as such in this country, though the Fink Commission appointed in Victoria in 1899 to investigate the provision of technical education had included the same task in its scope, assuming a broad definition of its terms of inquiry. The reports of both Commissions were so condemnatory of the existing situation that neither the New South Wales nor Victorian Governments could ignore them.

However their impact was not restricted to the States in which they were undertaken. Speaking of the Knibbs-Turner report, issued in 1904, P. R. Cole suggested :²⁴

" Probably one of the more immediate influences bringing the findings of this Commission into practical form before the Australian people is to be found in the first of a series of conferences of Directors of Education held in 1906. The Directors of Education in the various states have always exercised considerable influence in shaping the educational policy of State governments, and the discussion of policy at these early conferences led to a distinctly forward movement with regard to education beyond the primary stage."

24 Loc. cit.

The reorganisation subsequently undertaken in New South Wales was to be implemented by Mr. Peter Board, appointed in 1905 as the new Director of Education.

In 1910 new regulations for the secondary school system were drawn up. They were to become effective in 1911 and included the following innovations :

- i. The Qualifying Certificate was instituted as the basis of entry to high school.
- ii. A course of four years was established, leading, at the end of two years, to the Intermediate Certificate Examination and at the end of the fourth year, to the Leaving Certificate Examination.
- iii. Fees in high schools were abolished, and a system of scholarships providing text-books and materials was established.

The "Courses of Study for High Schools" published in 1911 implied establishment of different types of high schools and of 'sides' within a high school - general, technical, commercial and domestic science. The same core of liberal studies was to be maintained throughout.

However the intake into high schools remained a highly selective one. Of 22,000 pupils in the last primary school year in 1911, only 2,465 entered New South Wales high schools in 1912.

It was the system of State secondary education adopted in New South Wales which was to provide the model for Tasmanian developments. This may have been a result of the appointment in 1910 of W. T. McCoy as Director of Education for Tasmania. He had previously been an Inspector in Sydney and was evidently convinced of the wisdom of the measures which Peter Board had introduced in 1910.

The introduction of State secondary education in Tasmania came after it had been undertaken in all the mainland States. With a consciousness of national unity fostered by Federation, it was inevitable that she should follow their example.

Chapter 2.

The Establishment of State Secondary
Education in Tasmania, 1913.

1. Prelude to 1913.

From 1891 to 1911 there was a steady increase in the population of Tasmania. Census results were as follows :¹

<u>Census Year</u>	<u>Population</u>
1891	146,667
1901	172,475
1911	191,211

A table published in the Director's Report for 1910 indicated that there had been an accompanying increase in State school enrolments :²

Table 1. State School Enrolments on December 31 1904-10.

1904	17972
1905	19228
1906	19141
1907	20645
1908	22228
1909	24423
1910	25294

1 Commonwealth Bureau of Census and Statistics. Official Year Book of the Commonwealth of Australia, (hereinafter referred to under the short title of The Commonwealth Year Book).

2 (see foot of page 27)

It is hardly surprising therefore that the need should be felt for more adequate provision than could be supplied by the existing elementary school organization, especially in the light of developments in other States.

The movement towards reform was given direction by the findings of the Royal Commission on Education which sat from the 29 December 1908 to 28 August 1909. The terms of the Royal Commission were :³

"We have deemed it desirable to cause inquiry to be made into the administration of the Department of Education in our State of Tasmania and the system of State School education therein and further as to the causes of friction alleged to be existing in the said Department as to any allegations of unfair and partial treatment of State School Teachers in our said State."

It was the second of the terms of reference, the inquiry into "the system of State School education", which provided opportunity for suggestions as to desirable innovations.

2 Journals and Papers of Parliament, Vol. LXV, 1911, Paper No. 9, Report of the Director of Education for 1910, p.4. (As all Director's Reports subsequently referred to were contained in the Journals and Papers of Parliament this source shall not be referred to in following footnotes)

3 Journals and Papers of Parliament, Vol. LXI, 1909, Paper No. 1, Report of the Commissioners - Royal Commission on The Education Department of Tasmania.

The inadequacy of the prevailing system was pointed out in the following paragraph.⁴

"Attendance at school is compulsory between the ages of 7 and 13, or from 7 till the child passes Standard IV. It is the opinion of your commissioners - (1) that the time between the ages of 7 and 13 is too short to enable the children to master with fair thoroughness the work even of the meagre curriculum of the regulations; (2) that the requirements of Standard IV are too low for the exemption certificate; (3) that the compulsory age should be raised to 14; and (4) that the requirements of Standard V should be prescribed for the exemption Certificate, a standard of education that might easily be attained by every well taught child of 13 years of age."

Recognition of the importance to the State of the utilisation of available talent, referred to above in relation to national progress,⁵ prompted the observation : ⁶

"Tasmania has provided only the first grade and the last of a system of education, namely, the primary

4 Ibid, p.vii.

5 Supra, pp.5-8.

6 Op. cit.

and the university, leaving the gulf between the two to be bridged by private secondary schools, between which and the primary schools there is no co-ordination, and the doors of which are practically closed to children whose parents cannot afford to pay the fees. It is a distinct loss to the intellectual and economic life of the State that continuation schools and continuation classes are not provided for the children whose parents cannot afford to send them to a secondary school, but who, if suitable provision were made by the State, would be glad to give them two or three years further instruction in the subjects of the primary school course."

The Commissioners, whilst deploring the lack of a continual ladder from primary school to university, did not consider the provision of free secondary education in a school separate from the primary school. This lack of vision is not surprising since at the time the Commission was sitting, only South Australia and New South Wales had made any extensive provision of State high schools and in the latter these had been found less adequate than the continuation schools known as

'superior' public schools, though this may have been due to the imposition of fees for high school education rather than to any intrinsic educational superiority.

The limited aim of the extended course suggested by the Commissioners was " . . . to deepen and extend the work done in the standard classes, and to teach such other branches of knowledge as have direct bearing on the life-work of the children whose school life is limited to the age of 15 or 16."⁷

The course was to include the following subjects : English, arithmetic, mensuration of surfaces and solids, such parts of algebra as are useful in arithmetic and mensuration, drawing, history, geography, handwork (for boys), laundry (for girls), and "a branch (or branches) of science bearing on the characteristic industries of the district in which the pupils live".⁸

A strong vocational bias was obvious. Presumably the role of educating the professional members of the community was to be left to the private secondary schools. However, it was pointed out that the additional education "would provide for the Training College students, who would enter it with a literary

7. Op cit., p. viii.

8. Ibid.

equipment equal to that which they now possess when they leave it".⁹

Admission to the continuation school was to be on a selective basis depending on a satisfactory pass at Standard VI in English, arithmetic, geography and drawing - this would entitle pupils to a certificate of proficiency and free instruction in the continuation school.

In 1910, on the resignation of A. L. Neale, W. T. McCoy, a Sydney inspector, was appointed as Director of Education for Tasmania. The first step in a series which were modelled on the example of New South Wales was taken with the issue of a new Course of Instruction published in September 1910. This was similar in both content and explanatory notes to Board's 1905 Course of Instruction for New South Wales primary schools.¹⁰

For the first time provision was made for a course of instruction for the children who had completed the work of the Sixth Class. This was no doubt prompted by the recommendations of the Royal Commission of Enquiry. It is interesting to note that the subjects of study lacked completely the vocational bias

9. Ibid.

10. For discussion on this point see Crane, A.R., Walker, W.G., Peter Board : His Contribution to the Development of Education in New South Wales, (Melbourne, A.C.E.R., 1957), p.299.

of the subjects and approach suggested by the Commission. This may have been a result of the decision to make the Junior Public Examination of the University of Tasmania the goal of Seventh Class work and at this stage shorthand was the only vocational subject accepted by the University examiners. So at the very beginning, State post-primary education in Tasmania tended to be affected by the demands of the examination rather than aimed at catering for the needs of the individual pupils.

However, the pressure of a more universal provision of secondary education made some impact on the examination for, "An alteration in the University-by-laws made it possible for a child to pass this examination without taking a foreign language, English and arithmetic being the only compulsory subjects".¹¹

In The Educational Record of September 15 1910, under the heading "Course of Primary Instruction for State Schools", it was explained that children who remained at school after satisfactorily completing the work prescribed for the Sixth Class

11. Vol. LXV, 1911, Paper No. 9, Report of the Director of Education for 1910, p.2.

were to continue and extend their studies. When there were twelve or more such children the teacher could form a Seventh Class, and teach the undermentioned subjects up to the standard required for a pass at the Junior Public Examination :-

English

History

Geography

Arithmetic

Algebra)

Geometry)

Needlework for the Sixth Class could be substituted for girls

Science

Drawing

Either Latin or French could be taken in addition to the above. ¹²

In his Report for 1910 the Director was pleased to note : ¹³

"as a result of this arrangement upwards of 200 children are enrolled in the various Seventh Classes throughout the State. The teachers report that some 60 per cent. of these children would have left school but for the facilities now offered for further instruction."

12. Education Department of Tasmania, op. cit., (official gazette). Hereinafter referred to as The Educational Record, the source of the gazette being omitted.

13. Loc. cit.

This expression of satisfaction was consolidated and expanded upon in the Report for the following year:¹⁴

"The provision made in the Course of Instruction for the establishment of Seventh Classes in the largest schools was availed of in many centres. With the object of giving the pupils a definite goal for attainment the Junior Public Examination of the University of Tasmania was set as the standard. At the close of the year a large number of pupils sat for the examination, and 42 passes were secured Several others showed very creditably in the 'separate subjects' lists, but having failed to satisfy the examiners in one of the compulsory subjects (English and Arithmetic) were deprived of the honour of passing the examination. The endeavour to raise the standard of the larger schools by introducing the Junior Public Examination as the objective of the Seventh Class can therefore be pronounced a success."

In a table appended to the Report it was shown that fourteen schools had entered the 42 pupils who passed.¹⁵

The Director's definition of 'success' can be interpreted from the fact that the 42 successful pupils were drawn from a

14. Vol. LXVII, 1912, Paper No. 3, Report of the Director of Education for 1911, p.2.

15. Ibid., p.5.

total Seventh Class enrolment of over 200. This proportion of passes remained constant for 1912, for of the Seventh Class enrolment of approximately 400, 82 passed the Junior Public.

Meanwhile the Director had been pressing for the adoption of the recommendation of the Commission with regard to years of compulsory schooling. He stated in his Report for 1910 : ¹⁶

"The statutory age for school attendance is seven to 13 years of age. In most of the other States it is six to 14 years, and the trend of the age is to increase the limit to 15, and even 16, years. If we are to hold our own with other states in the matter of education it is obvious that the age limit will need to be raised to at least 14 years."

The last sentence indicates an awareness of the standards of the mainland States and an aspiration to achieve these standards. The plea for a change in the statutory age from seven to 13 to six to 14 years was reiterated in his Report for 1911. ¹⁷

16. Op.cit., p.4.

17. Op. cit., p.5.

Finally, in the 1912 Report it was observed that the Seventh Class enrolment of 200 in 1911 and of 400 in 1912 was an indication that there were large numbers of children intelligent enough to benefit from a high school education. It was also taken to indicate that there were enough parents prepared to provide for the higher education of their children to warrent the establishment of high schools at Launceston and Hobart.¹⁸

The success of these schools was assured by the amendment of the Education Act in 1912, requiring compulsory schooling to the age of fourteen with a maximum penalty of imprisonment if the parent failed to send the child to school.

18. Vol. LXIX, 1913, Paper No. 4, op. cit., p.5.

2. The First State High Schools, 1913.

New regulations numbering from 240 to 252 inclusive were included in The Education Act, 1885 in 1912 and these provided for the establishment of State high schools.¹⁹

Regulation 240 stated that, "The Minister may establish State high schools in Hobart, Launceston, and other suitable centres. Courses of study were described in terms of their purpose under Regulation 241 :

"The courses of study for high schools may be arranged to provide -

- (a) A course for pupils preparing for the teaching profession;
- (b) A general course for four years' work leading to the University :
- (c) A commercial course for pupils preparing for business careers :
- (d) A technical course for pupils preparing for industrial careers :
- (e) A domestic course for girls."

A more detailed explanation of the content of the courses was given in the Director's Report for 1912 (presented in 1913).

¹⁹. Regulations 240 to 252 were included in The Educational Record, September 15 1912.

English, geography, history, mathematics, music and physical culture were studies common to all these groups, but beyond these a choice was offered by the provision of courses "in subjects having an immediate bearing upon the pupil's probable future vocation", for example :²⁰

- (a) the teacher's course provided for instruction in a foreign language, science, woodwork or cookery, and education;
- (b) the secondary course, that is, that leading to the University, included instruction in two foreign languages and two sciences;
- (c) the commercial course provided instruction in business principles, shorthand and book-keeping;
- (d) the industrial course included instruction in drawing, book-work and science;
- (e) the domestic course included lessons in needlework, cookery and domestic hygiene.

A. R. Crane and W. G. Walker commented in their book, Peter Board, that the State high schools established at Launceston and Hobart in 1913 were "copied directly from those of New South

20. Op. cit., p.5.

Wales", and that "The academic, commercial, technical and domestic courses offered were based on those of the mother state, and the examination system was taken from the same source".²¹

Unfortunately the division into courses was not accompanied by any provision for transfer from one to the other. The following comment appeared in The Educational Record :²²

"Five separate courses of study are provided under Regulation 241. It will be necessary for the pupil on entering the high school to choose the course that he will take. This choice, however, should not be left to chance. It should form the subject of discussion between the teacher, the parent, and the pupil, and a decision should be made in regard thereto before he presents himself at the High School door."

There is no evidence available as to the extent to which the discussion mentioned above was utilised, though it was inevitable that a large majority of the parents would not have had a secondary education so that the choice of the pupil probably devolved upon the teacher. As the pupil was designated to a course before he had attempted secondary school subjects it is likely, in view of our

21. Loc. cit.

22. Loc. cit.

present knowledge of the inefficiency of the most complex and highly tested selection procedures, that many pupils were inappropriately assigned. Pupils who chose the commercial, industrial or domestic course were automatically precluded from Matriculation by their lack of a foreign language.

In the Report for 1913 the total enrolment was shown as 271 and the enrolment for the various courses as follows : ²³

Table 2. Enrolments in High School Courses, 1913

<u>School</u>	<u>Status</u>	<u>Teacher's Course</u>		<u>Secondary</u>		<u>Commercial</u>		<u>Industrial</u>	<u>Domestic</u>
		B	G	B	G	B	G	B	G
Hobart	1st Year	4	3	8	6	22	26	5	1
	2nd "	3	2	17	12	15	18	12	1
Launceston	1st	11	12	12	6	26	24	15	
	2nd	2	1	2	1	3	1	-	
Totals		20	18	39	25	66	69	32	2
									<u>271</u>

Ninety children who had passed the Junior Public Examination, or who had been enrolled in Seventh Classes of State Schools, were given second year status.

The number enrolled in the secondary course appears relatively small when it is taken into account that the high school pupils were a selected group. The lack of adequate university

23. Vol. LXXI, 1914-15, Paper No. 3, op. cit., p.3.

scholarships may have been a reason for the small enrolments in this course - especially as wealthier parents would still be looking to the private schools with their established prestige. A number of those capable of benefiting from a tertiary education would enrol in the teacher's course where financial assistance was available for further education.

A more striking feature of this initial enrolment was the disparity between the numbers enrolled for the commercial and industrial courses. The industrial course was restricted to boys whilst the commercial course was open to both boys and girls, and as at that time few girls aspired to a university education, the majority of them chose the commercial course.

However twice as many boys entered the commercial as the industrial course, indicating both a lack of adequate facilities for the industrial course and the greater prestige attaching to white collar occupations. The commercial course proved overwhelmingly more popular amongst the girls than did the domestic course, the probable explanation being that those girls seeking a post-primary education were the more career-minded.

The fact that well over half the total enrolment chose the commercial and industrial courses was reason to doubt the wisdom of the control of examination by the University.

By Regulation 242 the instruction in State ^hHigh schools was to be free, though pupils had to provide themselves with all necessary text-books and materials. Though free it was by no means universal.

Regulation 243 stated :

"Pupils shall be admitted to a State high school on passing a qualifying examination indicating their fitness to enter upon higher instruction; provided that in special cases the Minister may admit pupils without examination if he is satisfied that their previous studies qualify them for admission."

Regulation 244 described the detailed conditions of the Qualifying Certificate Examination, and by 247 and 248 the two Departmental qualifications, the Intermediate Certificate, after two years study, and the Leaving Certificate, after four years, were instituted. However the subjects of examination continued to be those prescribed for the Junior and Senior Public which were virtually controlled by the University.

The Junior Public Examination was held annually on the first Monday in December and was open to all persons who had attained the age of twelve years by the first day of December of the years in which the examination was held. A candidate could not present for examination in more than nine subjects but could do so in any subject or combination of subjects, but in order to pass he had to satisfy the examiners in five subjects including English, Arithmetic, two further subjects from History, Geography, Algebra, Geometry or a foreign language and the fifth could be any other subject of the Examination. Prior to 1911 it had been necessary to "satisfy

24. For detailed discussion of this and other selection procedures,

see below ^{Ch. 1} p. 224.

the examiners" in a foreign language, but in that year, with the increase in State school candidates, this pre-requisite was rescinded. (For a more detailed description of the subject list of the Junior and Senior Public see Appendix I)

The Senior Public, which like the Junior Public was an external examination, was also held annually and was open to all persons who had reached fifteen years on the 1 December of the year of examination. A candidate could not present in more than ten subjects and to pass the examination he had to satisfy the examiners in five subjects, viz :-

- (1) English Language and Literature
- (2) A foreign language
- (3) Arithmetic
- (4) One subject of the Mathematics or Science groups
(other than Arithmetic)
- (5) Any other subject of the examination.

For the 1917 examination, no doubt largely influenced by the increasing entry of State high school pupils taking the commercial or industrial courses, a foreign language was no longer compulsory.

The Senior Public Examination was also used to determine Matriculation. In 1917, persons sixteen years of age could qualify, but from 1 January 1918, the minimum age was raised to seventeen - to qualify it was necessary to pass in six subjects of the Senior Public providing a pass was gained in five of these at the one sitting or the Senior Public Examination had been passed.

English, a language and Arithmetic were compulsory passes, plus a pass in an additional ^mMathematics subject. Some spread in the other subjects passed was guaranteed by the requirement that they come from the mathematics and science subjects or a total of three groups.

Finally, the problem of adequate housing, which was often to plague administrators of Tasmanian secondary education in the future was already evident when the system was initiated in 1913. The Director, in his Report for that year, indicated that the old Trinity Hill School in Hobart had been remodelled and another storey added to provide for the increase in 1915 and 1916, however the remark upon the lack of playing space did not augur well for future expansion.

Pupils in Launceston were even less well served. They were taught in classrooms at Charles Street Primary School, with the result that the efficiency of both the high school and Charles Street was impaired. Science teaching was deemed impossible and classrooms too few. The playing area was shared by juniors and seniors. However a note of hope was sounded with the expression of the belief that the new high school would be opened before the end of 1913.²⁵

25. Report of the Director for 1913, Loc. cit.

Chapter 3.

The Development of State High Schools,
1913 to 1918.

1. Enrolments

The following table indicates the aggregate enrolments at the various high schools during the period from 1913 to 1918 inclusive.¹

Table 3. High School Enrolments, 1913-18

<u>Year</u>	<u>Total No.</u>	<u>Hobart</u>	<u>L'ton.</u>	<u>D'port</u>	<u>Burnie</u>
1913	280	159	121		
1914	408	222	186		
1915	546	244	213	55	34
1916	708	302	313	59	34
1917	923	360	413	85	65
1918	1119	476	456	104	83

The steady increase in the total number attending the schools and in the enrolment at each individual school could be attributed to four main factors:

(1) From 1913 to 1916 the Hobart and Launceston High Schools were not carrying a full complement of scholars since a full first year intake had not passed through to the fourth and final year.

¹These enrolment figures were derived from appendices to the successive Reports of the Director of Education in the Journals and Papers of Parliament.

- (2) The initial provision of buildings was extended by additions at Hobart and the construction of a new school in Launceston.
- (3) There was a constantly high birth rate in the period 1901 to 1905 and this was for a steadily expanding population, which meant that there was an increase in the age-group eligible for entry to high school from 1913 to 1918.
- (4) Intermediate high schools were opened at Devonport and Burnie in 1915.

The estimated population of Tasmania at the end of 1900 was 172,900 and by the end of 1905 it had risen to 186,385. The crude birth rate for this period was 28.64 per thousand population which was only exceeded by that of the ten year period 1906 to 1915 in the next half-century.²

This overall increase in population was accompanied by a steady increase in the percentage of the secondary school age group being admitted to high schools. This is demonstrated by the following table :³

-
2. These population figures were derived from The Commonwealth Year Book.
 3. Enrolment figures in sections (a) and (b) of Table 4 are derived from appendices to the successive Reports of the Director of Education, op. cit.

Table 4. High School Enrolments as a Percentage of All
State School Enrolments of Pupils in the Same
Age-Group, 1913-18.

(a) Scholars 12 years and over on the rolls of all State schools
on 31 December 1913-18 :

Year	Total No.	12	13	14 and over
1913	7995	3051	2828	2116
1914	8835	3432	2917	2486
1915	8831	3227	3018	2586
1916	9227	3505	2978	2744
1917	9621	3388	3227	3006
1918	9712	3494	3152	3066

(b) The corresponding enrolments in State high schools

1913	249	3	23	223
1914	...	3	...	311
1915	373	3	28	342
1916	625	3	59	563
1917	801	7	41	753
1918	955	13	80	862

(c) The percentage of state school pupils 12 years and over in State
high schools :

	<u>per cent.</u>
1913	2.8
1914	...
1915	4.3
1916	6.8
1917	8.3
1918	9.8

The percentage of pupils being provided with a high school education more than trebled in the six years from 1913 to 1918. This rapid increase in the provision of places was largely due to the fact that the high school experiment was still in the initial or growing stage.

According to Table 4, whilst the total number of State school pupils fourteen years and over rose by only one third during this period, the number of State high school pupils in this age-group increased fourfold. This could be taken to indicate a growing demand for an extended education amongst the secondary school pupils, but the figures reveal that this was not the major factor contributing to the increase. As the number of twelve and thirteen year old pupils constituted only approximately ten per cent. of the total high school enrolments in each of the six years, a large percentage of the fourteen and over group must have been at the end of their first year, firstly because the first year enrolment formed a much larger percentage of the total enrolment than that represented by the twelve and thirteen year olds, and secondly, because the number of thirteen year olds in each year was far smaller than the number of fourteen and over pupils in the succeeding year.

The reason for the advanced age of the first year pupils was

that by the time they had completed Class VI and were thus able to sit for the Qualifying Examination they were usually thirteen years of age and thus turned fourteen in their first high school year. This meant that a large number of pupils were old enough to enter employment by the end of their first year. That many did this was stated by the Director in his Report for 1915. He claimed that the parents' attitude was an 'unfortunate' one in that they regarded the high school as a 'finishing school' - the 'finish' to be achieved in less than two years. Of 229 pupils enrolled at Hobart and Launceston in 1914, no less than 110 left before reaching the stage marked by the Intermediate Certificate.

2. Establishment of Intermediate High Schools.

Intermediate high schools were opened at West Devonport and Burnie in January 1915, though there is no evidence of any organised public demand for these.

The Director announced in his Report for 1914 that as the movement in State secondary education had been successful, the Minister considered the time ripe for expansion and if circumstances were favourable, intermediate high schools would be established in January 1916 in country centres where there were twenty five pupils who had passed the Qualifying Certificate Examination, provided parents would guarantee to keep their children at school for two years. ⁴ He could not have been considering Burnie or

4. Vol. LXVIII, 1915-16, Paper No. 4, op. cit. p.7.

Devonport Intermediate High Schools when he made this statement as these would have been established by the time the Report was presented. No expansion of provision beyond the four established schools was accomplished until 1921 when the Huonville Intermediate High School was opened - on a very temporary basis.

In the Report for 1916 the Director announced the success of the intermediate high schools.⁵ The statement asserting the success of the movement in State secondary education had been made after the schools had been in operation for two years (see the immediately preceding paragraph) but this claim for the intermediate high schools was even more premature since they had been established for only one year.

3. Enrolments in Courses and Years.

In 1914 the provision of five courses was continued and a third year was established in both Hobart and Launceston. The combined first-year enrolment was 224 compared with 181 in 1913.

The enrolment in the various years and classes for 1914 was given in the following table : ⁶

5. Vol. LXXVII, 1917, Paper No. 3, op. cit., p.4.

6. Report of the Director of Education for 1914, op. cit., p.5.

Table 5. Enrolments in Courses and Years, 1914

<u>School</u>	<u>Status</u>	<u>Teacher's</u> <u>Course</u>		<u>Secondary</u>		<u>Commercial</u>		<u>Indus-</u> <u>trial</u>	<u>Dom-</u> <u>estic</u>	<u>Grand</u> <u>Total</u>
		B	G	B	G	B	G	B	G	
Hobart	1st year	4	14	14	5	27	25	20	4	113
	2nd	6	4	9	6	16	25	8	-	74
	3rd	3	1	8	9	6	6	2	-	35
Launceston	1st	9	15	10	5	22	26	22	2	111
	2nd	9	11	8	5	10	11	11	-	65
	3rd	2	1	2	1	1	3	-	-	10
Totals		33	46	51	31	82	96	63	6	408

In contrast to the teacher's course enrolments for 1913 there was a predominance of girls^{enrolled} in 1914. This change was not surprising in view of the/larger proportion of female than male teachers in other western, civilized countries.

There was a greater relative increase in the number of boys taking the industrial course than in those taking the commercial course. The domestic course, taken by only six girls, was not extended beyond the first year.

In 1915, though the schools had ~~only~~ been in operation for^{only} three years, a fourth year of study was established at the Hobart State High School - Launceston did not undertake this, which was not surprising in view of the small numbers shown in the third year in the 1914 Report.

The following enrolments in classes and courses were shown for the year 1915 in the Director's Report for that year :⁷

Table 6. Enrolments in Courses and Years, 1915.

<u>School</u>	<u>Status</u>	<u>Teacher's</u> <u>Course</u>		<u>Second-</u> <u>ary</u>		<u>Commercial</u>		<u>Indus-</u> <u>trial</u>	<u>Domestic</u>	<u>Total</u>
		B	G	B	G	B	G	B	G	
Hobart	1st	6	22	15	3	19	24	14	2	105
	2nd	3	13	7	4	20	23	12	2	84
	3rd	6	3	8	3	7	8	3		38
	4th	3	3	3	3	2	2	1		17
L'Ton	1st	12	23	9	5	22	16	20		107
	2nd	9	13	7	6	10	14	3		62
	3rd	7	10	5	2	1	5	4		34
Totals		46	87	54	26	81	92	57	4	447

There was a drop in the first year intake from 224 in 1914 to 212. This was probably due to the increased pressure on buildings as a result of the extension of the provision to third and fourth years. In the 1914 Report it was mentioned that the Launceston High buildings were still incomplete, despite the hope expressed in the previous Report that these would be completed by the end of 1913. Inadequate provision of housing was described by

7. Vol. LXXV, 1916-17, Paper No. 4, op cit., p.4.

the Director in the 1915 Report as the biggest problem of secondary education.⁸

By 1917 those first year pupils of 1914 who had remained at school and passed their examinations had percolated through to the fourth year. Contrary to previous practice, the enrolments for classes and courses at Hobart, Launceston, Devonport and Burnie in 1917 were shown in the Report for 1916 :⁹

Table 7. Enrolments in Courses and Years, 1917

School	Status	Teacher's		Second-		Commerc-		Industr-		Domes-		Grand	
		Course		ary		ial		ial		tic			
		B	G	B	G	B	G	B	G	B	G	Total	
Hobart	1st Year	5	14	23	-	28	43	35		4		152	
	2nd	5	13	22	4	28	30	25		1		128	
	3rd	-	16	7	3	2	10	6		2		46	
	4th	7	11	4	1	2	6	3		-		34	
L'ton	1st	13	20	18	6	67	51	31		-		206	
	2nd	11	26	11	-	23	31	17		-		119	
	3rd	6	16	4	2	6	5	2		-		41	
	4th	10	15	5	2	1	3	1		-		37	
		<u>57</u>	<u>131</u>	<u>94</u>	<u>18</u>	<u>157</u>	<u>179</u>	<u>120</u>		<u>7</u>		<u>763</u>	
Burnie	1st	19	21	} Composite Course								40	
	2nd	15	10									25	
Devonport	1st	23	35										48
	2nd	18	19										37
												<u>913</u>	

8.

Ibid., p.2.

9. (see foot of next page)

The first year intake at Hobart and Launceston had grown from 212 in 1915 to 358 in 1917. A substantial proportion of this increase was due to the intake of 206 pupils in the first year at Launceston High School. In view of the fact that Hobart was the larger city, the disparity between the two intakes - Hobart enrolled only 152 first year pupils - was bound to lead to a demand for new high school buildings to match those in Launceston. This may have prompted the mention, in the Report, of insufficient buildings.¹⁰

The tendency for girls to predominate in the teacher's course had become even more pronounced by 1917. Well over twice as many girls as boys were enrolled in this course at Launceston and Hobart. To balance this, there had been a steady increase in the extent to which boys outnumbered girls in the secondary course. The combined figures of Hobart and Launceston for secondary course enrolments for the period 1913 to 1917 were as follows :

Table 8. Secondary Course Enrolments, 1913-18.

	B	G	Total
1913	39	25	64
1914	51	31	82
1915	54	26	80
1916	68	22	90
1917	94	18	112

9. Vol. LXXVII, 1917, Paper No.3, op. cit., p.4. There was an error in either the addition or the figures quoted in the Report and I have corrected this on the assumption that the error was in addition.

10. Loc. cit.

In the vocational courses, more boys of the first year intake at Hobart chose the industrial course in preference to the commercial for the first time, though in Launceston there was an increase in the proportion of those choosing the commercial course, probably because the technical facilities could be less readily expanded to meet the increased first-year enrolment. The Hobart figures appear to be more in line with the increasing demand for technical education evident at this time.¹¹

At no time had more than seven pupils enrolled in the domestic course. In 1915, 1916 and 1917 the course was not utilised at all at Launceston High School, and in 1917 only one girl undertook the second year of the course and two the third.

The composite course included instruction in English, History, Geography, Latin or French, Arithmetic, Algebra, Geometry and Physics or Chemistry, up to the second year standard of the larger schools. Pupils were then eligible for the Intermediate Certificate, and for admission to the further two years to the Leaving Certificate in the Hobart and Launceston High Schools.¹² Though it was called a 'composite' course,

11. Infra. pp.73-75x for a more detailed description of the evidence.

12. Report of the Director of Education for 1915, op. cit., p.3.

the description in the Report for 1915 makes no mention of specific commercial, technical, or domestic science subjects, despite the fact that Drawing and Shorthand had been named as alternatives in the 1914 Report.¹³

The explanation for the institution of a composite course at both Burnie and Devenport was suggested by the Director's remarks in his Report for 1914, where he indicated that the small numbers in country intermediate high schools would prevent the adoption of five separate courses. A special composite course was to be arranged to meet their needs.¹⁴ The introduction of the composite course was not motivated by opposition to the pre-entrance selection of a special course. This was borne out by the retention of separate courses at Hobart and Launceston High Schools. Nor was this principle renounced with the adoption of junior technical schools for the reform merely involved the rehousing of those boys who had previously taken the industrial course.

Though the Director expressed dissatisfaction with the existing courses of study in his Report for 1918, it was suggested that the aspect which required reform was the disparity between the large number of girls taking the commercial course and the

13. Report of the Director of Education for 1914, loc. cit.

14. Op. cit., p.7.

small number taking the domestic course. He indicated ~~his~~ belief in the need to compile a curriculum which would equip a girl for both a business career and as a housewife.¹⁵

There was no expression of dissatisfaction with the requirement that pupils should choose between an academic, commercial or technical course before commencing their first year of secondary study, a choice which would determine their future vocation and whether or not they could proceed to university.

Finally, the Director sounded a prophetic note when he suggested the need for an extension of the high school course from four to five years, on the grounds that the existing four year course was not long enough to prepare an average pupil for entrance to the university.¹⁶

4. Extra - Curricular Activities.

From the first, efforts had been made to develop informal educative activities conducted outside the field of the formal courses. Thus in his Report for 1914 the Director noted that at the inspection conducted by the Principal of the Training College and himself, besides finding a satisfactory state of affairs

16. Ibid.

with regard to organisation, discipline, methods of teaching, and general progress of the pupils in the various classes of both schools, a number of extra-curricular pursuits were being undertaken :¹⁷

"Amongst the various activities were the Literary Society, the Dickens Class, the Camera Club, the School Magazine, and the Cadet Corps; and in the world of sport it was pleasing to note that all teachers took an active interest and share in promoting either cricket, football, rowing, athletics, swimming, baseball, basketball or tennis."¹⁷

The encouragement of various activities and sports was also praised in the Report for 1916 - as an aspect of the success of the intermediate high schools at Devonport and Burnie.¹⁸

At the end of the 1918 Report was published a section, "Extracts from Mr. Inspector Fletcher's Report on State High Schools for 1918", and in this the value of extra-curricular activities was given special mention. They were regarded as contributing to physical, social and character development - war effort and thrift were pointed to as developing character,

17. Op. cit., p.5.

18. Op. cit., p.4.

sports as developing physical strength and cadets as especially valuable in providing social and civic training.¹⁹

5. The Bursaries Act, 1915.

In the Report of the Director of Education for 1913 an extensive section entitled, "Secondary Education for Country Children", was devoted to a discussion of the existing scholarship scheme and to the proposal of a number of reforms.²⁰

Despite the existence of free high schools there was no maintenance available for country children. By The Scholarship Act of 1907, fourteen Scholarships, to be awarded on the Qualifying Examination results, were to be made available, each valued at fifteen pounds per annum, fifteen pounds plus twenty five pounds for boarders. Competition for these Scholarships was limited to pupils under thirteen at the time of the examination. The Act did not make these Scholarships tenable at a State high school.

In addition to the Scholarships there were five Exhibitions awarded by the University on the results^{at} of the Junior Public Examination. They were each worth twenty pounds per annum and were tenable for three years at a school approved by the University Council. They included no boarding allowance, thus favouring city children.

20. Op. cit., pp.3-5.

Both the Scholarships and the Exhibitions were tenable for three years and as the latter ^{were} ~~was~~ open to children under fifteen at the time of the examination and both could not be held concurrently, there was an overlap in the time they could be held.

The Director suggested that a Bursary Act be substituted for the Scholarship Act to provide twenty four Junior Bursaries (eight city, sixteen country) to carry children to the Junior Public stage, and eighteen Senior Bursaries (six city, twelve country) to carry children to Matriculation.

He noted in his 1914 Report that Scholarships were still only tenable at private schools and advocated that in the future the proportion of scholarships to State and private schools should be in at least the same ratio as the enrolments. He claimed that, "If such a proposal were carried into effect the free road from kindergarten to university would be considerably broadened".²¹

The Bursaries Act was passed in 1915 and involved the repeal of The State Scholarship Act of 1907.²² The administration of the Act was entrusted to a board appointed for a period of two years by the Governor-in-Council. The Board consisted of one representative of the University of Tasmania, the Director of

21. Op. cit., pp.6-7.

22. It appears likely that The Bursaries Act was modelled on the New South Wales Act of 1912. This is suggested by Crane, A.R., and Walker, W.G., op. cit., p.299.

Education and two other representatives of the Education Department, and two representatives of the private schools.

Provision was made for the establishment of Junior and Senior Bursaries tenable for two years at a State school approved by the Director or at a registered secondary school approved by the Board. They were to be worth two pounds per annum if held at a State school and twelve pounds per annum if held at an approved registered secondary school. In addition, a boarding allowance of not less than twenty pounds per annum, or a travelling allowance not exceeding five pounds per annum were to be available where such was deemed necessary by the Board. Junior Bursaries were to be awarded on the results of the Qualifying Examination, Senior Bursaries on those at the Junior Public Examination of the University of Tasmania.

The number of bursaries to be awarded each year was to be determined by the Board "according to the amount available", but it was laid down in the Act that they should be distributed "as nearly as possible" in the following proportions :

- 6 Junior City Bursaries
- 24 Junior Country Bursaries
- 4 Senior City Bursaries
- 16 Senior Country Bursaries.

Besides being in the ratio of four to one, country to city, three Junior Bursaries were to be awarded to two Senior Bursaries.

Appropriate modifications in the procedure of awarding the bursaries were subsequently made according to changes in the system of examination.

In the four years 1915 to 1918 the following number of Junior Bursaries were awarded :

Table 9. Number of Junior Bursaries, 1915-18.

	<u>State School Pupils</u>	<u>Private School Pupils</u>	<u>Total</u>
1915	30	1	31
1916	36	0	36
1917	37	3	40
1918	39	2	41

Though the Bursary system was the means of providing individual country children with opportunities for a secondary education which they would otherwise have been denied, it never became a major feature of Tasmanian education. With the spread of high and area schools into country districts and the rise in parent income from the late thirties onwards, it faded further from the consciousness of parents, pupils and teachers as an important educational goal.

6. High School Finance

The Director, in his Report for 1912, noted that the cost of educating each pupil had risen from £2. 9. 7 in 1909 to £2.12. 3 in 1912 and predicted that this would not be enough in the future. This prediction was to be borne out by developments in the State high schools, the cost per head in these being much higher than the general rate of £2.12. 3 of 1912. This is shown by the following table :²⁴

Table 10. Expenditure on State High Schools, 1914-18.

TABLE 10. PAGE 63 A.

23. The assumption underlying discussion in this section is that from 1913 to 1918 there was no change in the value of the Australian pound.

24. These figures are derived from Appendix II of the Director's Report for 1919, Vol. LXXXIII, 1920-21, Paper No. 4, p.31.

Table 10. Expenditure on State High Schools, 1914-18

Year	Schools		Scholars				Amount per Scholar reckoned on:			Amount Expended on Buildings for Secondary Education, including Cost of Land (pounds)
	open at any time during the year	open at the end of the year	Gross enrolment	Average number in daily attendance	Amount Expended on Secondary Education Exclusive of Cost of Building and of Repairs (pounds)	(i) Gross Enrolment	(ii) Average Daily Attendance	(iii) Estimated Population (pence)		
1914	2	2	408	343	3323	8 - 2 - 10	9 - 13 - 8	3	3663	
1915	2	2	457	381	3922	8 - 11 - 8	10 - 5 - 10	4½	6148	
1916	4	4	708	621	5411	7 - 12 - 10	8 - 14 - 3	6¼	10578	
1917	4	4	923	803	6458	6 - 19 - 9	8 - 0 - 10	7½	9676	
1918	4	4	1121	957	7783	6 - 18 - 10	8 - 2 - 7	9	2509	

The steady rise in the amount expended on secondary education was to be expected in a period of rapidly rising numbers. The steady fall in the amount spent per scholar was also to be expected in these circumstances as with the increase in numbers, teaching staff, equipment, etc., was more fully utilised. The steady rise in cost per scholar reckoned on the estimated population was no doubt due to the extension of the provision of high school education to an increasing percentage of the eligible age group - which resulted in a relatively more rapid rise in costs than in the total number of population. A boom in the amount expended on secondary school buildings and land from 1915 to 1917 inclusive was due to the opening of a new high school at Launceston and the two intermediate high schools at Burnie and Devonport in 1915. The fall off in 1918 and 1919 (in the latter year only £1613. 19. 11 was expended) may have been a result of the demands of national commitment in The First World War and to the tendency for a period of consolidation to follow the initial building expenditure.

Increased expenditure on secondary education did not give rise to a parallel decrease in the amount allotted to primary education.

The following table indicates the expenditure on primary and secondary education as a percentage of the total expenditure of the Tasmanian Education Department from 1914 to 1918 inclusive :²⁵

Table 11. Expenditure on High and Primary Schools as a Percentage of Total Expenditure, 1914-18.

<u>Year</u>	<u>State High Schools</u>	<u>Primary Schools</u>
1914	2.65	67.51
1915	2.98	69.20
1916	3.92	65.24
1917	5.04	67.90
1918	6.03	73.79

The increased percentage of expenditure on State High Schools must have been found by economising in other sections of the Education Department budget than that providing for primary schools.

However Tasmanian State Governments were still lagging behind most of the mainland states in their generosity to education.

The following figures from The Commonwealth Year Book give an idea of the relative amounts spent in New South Wales, Victoria, Tasmania and the average for all states per head

25 These figures are derived from Appendix V to the Director's Reports from 1913 to 1918. Items such as the following were also included in the Appendix : Ministerial Office, Inspection, Medical Inspection, Training of Teachers, Subsidised Schools, Cookery Schools, Woodwork Schools and Expenditure on School premises.

of population on education. This includes expenditure on State schools, technical schools, State assistance to secondary education and to universities. Though these figures do not show expenditure on secondary education as an item separate from total expenditure on education, it can be assumed that the former was a function of the latter, since all States were making a similar increased provision for secondary education in these years.

Table 12. State Expenditure on Education Per Head of Population,
1909-10 - to - 1917-18

<u>Financial Year</u>	<u>N.S.W.</u>	<u>VIC.</u>	<u>TAS.</u>	<u>ALL STATES (Average)</u>
1909-10	14 - 1	14 - 8	9 - 2	13 - 9
1910-11	14 - 9	15 - 6	9 - 4	14 - 3
1911-12	16 - 8	16 - 5	9 - 9	15 - 9
1912-13	16 -10	15 -11	10 - 2	16 - 0
1913-14	17 - 7	16 - 3	11 - 1	16 - 7
1914-15	17 - 7	16 -10	12 - 4	16 -11
1915-16	18 - 2	16 - 7	12 - 7	17 - 3
1916-17	19 -11	16 - 7	13 - 2	18 - 6
1917-18	1 - 0 - 9	17 - 3	13 -10	19 - 6

Throughout the period, therefore, Tasmania spent far less per head of population than was spent on the average by all the other states. Assuming a similar distribution of population through the age range, Tasmanian

children were having far less spent on their education than those in other states. It is noteworthy that there was no sharp rise in expenditure per head with the advent of high school provision, indicating that this was not a major item in the expenditure of the Education Department.

Figures showing expenditure on education as a percentage of total State expenditure show Tasmania in a better relative position :

Table 13. Expenditure on Education as a Percentage of
Total State Expenditure, 1909-10 to 1917-18

<u>Financial</u> <u>Year</u>	<u>N.S.W.</u>	<u>Vic.</u>	<u>Tas.</u>	<u>All States</u> (average)
1909-10	8.76	11.15	8.57	8.49
1910-11	- -	- -	- -	- -
1911-12	- -	- -	- -	- -
1912-13	8.91	10.71	9.16	8.62
1913-14	9.08	10.70	9.07	8.69
1914-15	9.12	10.27	8.96	8.61
1915-16	8.97	10.07	9.43	8.50
1916-17	8.90	9.84	9.32	8.58
1917-18	9.07	9.63	9.61	8.67

A feature of Table 13 is the uniformity of the amount allocated to expenditure on State education, both between states and also with regard to the amount spent by each state in successive years. There was no marked change in the percentage of total expenditure devoted to education, despite the founding and expansion of State high school systems in all States during this period.

According to Table 13, Tasmania was as benevolent as New South Wales and Victoria and even more generous than all States on the average in its allocation of State finance to education. Assuming a similar distribution of population through the age range, the different pictures presented by Table 12 and Table 13 are to be explained by the fact that the mainland States had a greater number of items of expenditure in their budgets. In fact, Tasmania's provision for education may have been even less favourable in comparison to the other States than Table 12 would suggest for in later years she had a larger proportion of school-age children in the total population than did the other States.²⁶

Expenditure per head is the more accurate indication of the two of the opinion of the various states as to the importance of education or as to ~~the amount necessary to~~

26. Infra. p. 293.

the amount necessary to finance an adequate provision of education. This is so if we assume each of the States had an equal amount of finance available per head of population and that items other than education together demanded the same proportion of total funds in all States.

7. High School Staff.

In the 1912 Reports, presented after the high schools at Hobart and Launceston had been established, it was noted that, "The problem of training high school teachers" would
27
have to be dealt with. It was also indicated that only eleven university degrees were held by State school teachers (an additional four degrees were held by employees of the Education Department of Tasmania engaged at the Training College).

The difficulty in staffing the high schools, a perennial problem of the Tasmanian Education Department, was first mentioned in official sources in the Director's Report for 1915 where staffing was described as the biggest problem apart from housing. The suggested reason for the shortage was that the salaries offered to high school teachers were too low to be attractive to academically qualified people.²⁸

27. Op. cit., p.3.

28. Op. cit., p.3.

Meanwhile, it had been indicated in the Report for 1913 that the number of teachers with degrees had remained at eleven (excluding Training College lecturers) and five of these were employed in the high schools. In 1914 the number of high school teachers with degrees rose to six and in 1915 to nine, at which stage there were twenty teachers employed in high schools. The total of thirteen teachers with Bachelor of Arts degrees and one with a Master of Arts in 1916 represented a peak from which there was a fall off due to the increased enlistment of teachers into the services. By 1918, of forty four high school teachers only eleven possessed degrees. Up to that time no teacher with a Bachelor of Science had been employed in the high schools, a prognostication of the shortage which was to be felt for at least the next half century.

By 1917 the burden of inspecting the four State high schools at Hobart, Launceston, Devonport and Burnie, had, with the weight of their other duties, become too much for the Director and the Principal of the Training College. The position of Inspector of Secondary Schools was created. C. E. Fletcher of Sydney High School was the successful applicant for the job, thus reinforcing the tendency for

Tasmania to look to the New South Wales system of education for inspiration and example.

In the "Extracts from Mr. Inspector Fletcher's Report" for 1918 it was observed that "Specialisation in teaching, as required by the exigencies of high school work has developed somewhat, and by degrees, subject teachers are ousting class teachers".⁷⁸ This movement was to culminate in the adoption of district high schools in 1962 and the extension of specialised subject-teaching to all pupils of secondary school age.

A special course of training for high school teachers was inaugurated at the Philip Smith Training College in 1917. It will be remembered that in 1912, when the minimum qualification for entry to the College was raised to the Department's Intermediate Certificate - presumably the Junior Public until the Intermediate was adopted in 1921 - it had been mentioned that the problem of training high school teachers would have to be dealt with.

Under the 1917 arrangement there were to be four separate courses of which only Course A and Course B were intended to provide training for high school teachers. Course B was to supply both the academic and the professional training for positions in the larger primary schools. The

students in Course B were drawn almost entirely from junior teachers who had matriculated before entering the College, and who had completed two years' preliminary professional training in a State high school - by following the teacher's course. Training in academic subjects was taken at the University, concurrently with the course of teacher training at the Teacher's College.

Course A was intended to supply the training required for positions in high schools. Only the most successful male students who had completed the B Course were selected to enter Course A.

The operation of this system of training meant that a majority of the recruits to high school teaching came out of training without degrees and if they wished to become graduates they had to study degree subjects part-time, and often externally.

Chapter 4.

The Establishment of the Junior Technical
Schools, 1919.

1. External Influences.

The Bryce Commission had included technical education in their definition of 'Secondary Education'. This innovation was rejected in practice by the Board of Education until pressure generated by the nature of available vocational opportunities forced the Board to recognise in its Annual Report of 1911 "the need of giving greater prominence to work of a practical and vocational character".¹ This was followed in 1913 by the raising of the status of day technical classes to that of junior technical schools. However, it was to be many years before they were recognised as secondary schools, even though pupils were selected from the elementary schools by an entrance test. The reason for the lower status of the junior technical schools may have been that they aimed at the preparation for artisan or other industrial work or for domestic employment, and these occupations carried a lower social prestige than did the 'white-collar' jobs.² The normal age of entrance was thirteen.³

1. Supra, pp. 11-12.

2. See Curtis & Boulton, op. cit., p. 178.

3. Some LEA's preferred a more direct vocational training and experimented with day trade schools.

Meanwhile, in Victoria and New South Wales, an expanding industrialisation had made a similar impact on the provision of post-primary technical education. In the former state, by the Education Act, 1910, establishment of junior technical schools was authorized and by 1913 six schools of this type had been opened, and twelve more were opened in the following six years.⁴ In 1927, J.A. Johnson, Principal of the Teacher's College of the Education Department of Tasmania, suggested that the junior technical schools in the State had been organised on the Victorian model.⁵

Crane and Walker put forward a contradictory suggestion. They claimed that the findings of the Nangle-McCoy Commission favoured the New South Wales type of organization and that technical education was reorganized largely on the lines suggested by Nangle, who was, at the time of his appointment to the Commission in 1916, New South Wales Superintendent of Technical Education.⁶

More significant than the establishment of the identity of the model which Tasmania looked to is the fact that the

4. For discussion see Auchen, J.O., op. cit., p.101.

5. Browne, G.S., (ed.), Education in Australia, p.400

(London, Macmillan & Co. Ltd., 1927), p.400

Ch. VI, Johnson, J., "Tasmania", p.400.

6. Crane & Walker, op. cit., p. 300.

junior technical school was adopted as a result of pressures engendered by the increasing industrialisation of western society. Though Tasmania was less advanced along this path than were her mainland and overseas contemporaries, the tendency to look to her more populous and more wealthy neighbours for educational example was already very apparent. Therefore social-economic changes in these latter areas which resulted in educational change were bound to have repercussions on the organisation of Tasmanian education, even though parallel economic and social development had not taken place within the island.

However in Tasmania too, concern with technical education may have been related to industrial development. In 1914 the Government took over and completed the building of a hydro-electric power station, using the water from the Great Lake, and by 1916 the Waddamana power station was generating 7,500 kilowatts of electricity. This was the beginning of the system which was to cover the State ^{and} ~~and~~ bring many new industries to Tasmania.

2. The Nangle - McCoy Commission, 1916.

The Nangle - McCoy Commission, appointed by the Premier and Minister of Education, Sir Walter Lee, in 1916, was a manifestation of these social and economic pressures. The terms of reference of the Commission were :⁷

1. To make enquiries into the existing scheme of Technical Education in Tasmania, and, if necessary,
2. To submit a scheme suited to the needs of the State.

In undertaking the first of these terms they found that of 4,911 students attending the technical schools and schools of mines in September 1916, at least 200 were school children. This, plus the increasing number of high school pupils taking the industrial course, indicated a sufficient demand to establish junior technical schools. It was recommended that these should provide two year courses at the end of which examination for a Junior Technical Certificate was to be held, to parallel the Intermediate Certificate of the High school course.⁸

They claimed that the purpose of the two year junior technical courses should be virtually to prepare pupils for apprenticeship :⁹

7. Journals & Papers of Parliament, Vol. LXXV, 1916-17,

Paper No. 48, Commission on Technical Education.

8. Ibid., p.9.

9. Ibid.

" . . . to supply boys who wish to enter upon a trade with a suitable course of study and preparation for such trade," . . . and . . . "intended for boys between the ages of 14 and 16. The industrial courses provided at the high schools partly meet this want, but at present these courses attach too little importance to bench work."

This emphasis on trade preparation and on the practical rather than the theoretical carried with it the implication that the junior technical schools were not to provide preparation for the professions, the universities or technological occupations.

The following paragraph from the Report of the Director of Education for 1916 suggested that he saw beyond this limited aim :¹⁰

"It is generally recognised that technical and scientific knowledge forms the basis on which the success of a State rests, and it appears that the time has now arrived when the State should take some definite action towards developing and encouraging scientific knowledge, and organising the means of obtaining it."

10. Op. cit., p.3.

However the first item in his summary of the recommendations of the Commission, that junior technical schools should be established to give boys "apprentice training", was stated without further comment.

The suggested course of instruction was to include English, History, Practical Mathematics, Freehand Drawing, Scale Drawing, Elementary Science, and Handwork in wood and metal. Warning was issued that, "No attempt should be made at this stage to give any specialised instruction to meet the requirements of any particular trade". Rather the teaching was to be " . . . fundamental to various industrial occupations, . . . and . . . give the boy some help towards enabling him to choose the trade that he would like to follow . . ." thereby " . . . preventing what are generally known in the different trades as misfits".¹¹

Evidence of the demand for provision of technical education of the "trade-training" kind is contained in Appendix XVII of the Report of the Director of Education for 1916, under the title, "Resolutions Passed at the Conference

11. Loc. cit.

of Directors of Education Held in Adelaide in July, 1916." ¹²

The first recommendation, pertaining to a "Continuation Period of Education", was :

"That this Conference is of opinion that, as far as practicable, provision should be made for the continuous education of boys and girls beyond the primary standard of instruction, and that this education should include both a specific training for citizenship and courses of instruction preparatory for various classes of future occupations."

Further, the Conference indicated that this education was to be provided , "both full time and part time in daylight hours". The fourth resolution stated that the period of education following the primary school was to have a vocational bias. The academic high schools were still considered the normal preparation for technical work of an advanced nature.

The Director's Conference was held in July, 1916, and Commissioners Nangle and McCoy were appointed on the 8 August 1916, suggesting that the impetus for the Commission may have been derived from the Conference. There is no evidence in Tasmanian newspapers of any public dissatisfaction with the existing provision of technical education and it seems unlikely that the initiative for change came from this source.

3. The First and Last Junior Technical Schools.

It is significant that the Director, in his Report for 1918, did not discuss the establishment of the junior technical schools in the section entitled "Secondary Education", but rather in that under the sub-title, "Technical Education", in which discussion had previously been limited to part-time instruction. Though it was recognised that the junior technical schools provided facilities for what had been the industrial course at the high school, and though a pass at the Qualifying Examination was the prerequisite for entrance to both types of school, they were not regarded as variations upon the same theme.

The Technical Education Branch was established under an organising inspector in accordance with the recommendation of the Commission:¹³

"The technical schools should be placed under the administrative control of the Director of Education, who will have under him an organising inspector of technical education."

In January, 1919, junior technical schools were opened at Hobart, Launceston, Queenstown and Zeehan. The

13. Op. cit., p.8.

initial enrolment at these schools was :¹⁴

Hobart	-	50
Launceston	-	52
Queenstown	-	33
Zeehan	-	32

The aim of the schools was stated as being :¹⁵

" . . . to provide a preliminary technical training for boys who intend eventually to enter^{one} of the industrial professions or trades." The use of the term 'profession' could be taken to imply something beyond the apprenticeship level, but could not have been meant to indicate any vocation requiring a university training as there was no foreign language included in the course of study. This precluded junior technical pupils from gaining Matriculation.

It was intended that the boy should be provided with a general cultural and technical background:¹⁶

"While not neglecting the general cultural education of the boy, the course of instruction is particularly designed to equip him with special technical knowledge

14. Report of the Director of Education for 1918, op. cit.,

"Extracts from the Annual Report on Technical Education", p.26.

15. Ibid., p.7.

16. Ibid.

of those subjects which form the basis of all trades and professions connected with industry. The junior technical school does not pretend to teach a boy a trade. It, however, gives a boy such a mental and practical training in the processes fundamental to art, trade and science, as will enable him to learn the technique of a skilled industry quickly. Moreover, the training given in the two years course will enable a boy to determine for what vocation he is best fitted, mentally and temperamentally. It will further develop in the boy a taste for technical study which will almost certainly act as incentive towards the continuance of work in the evening classes at the Technical School."

In providing training "fundamental to various industrial occupations" the Education Department was following the recommendations of the Nangle-McCoy Commission, though in stressing "cultural education", it was adding an aspect omitted from the report of the Commission.

The Report for 1918 indicated that the Course was to be of two or three years duration and the subjects of study were to include Science, English Literature and Civics, Drawing, Woodwork and Sheet-metal Work, Solid Geometry, Practical Plane Geometry, Geometrical Development and Physical Culture.

Evidently no conclusive arrangement with regard to examination in the junior technical schools was made, for in his Report for 1919 the Director indicated that towards the end of the year it had become,¹⁷

"... evident that something must be done to enable pupils in the junior technical schools to avail themselves of the advantages of preparing for the public examinations. This necessitated two things :- (a) the inclusion of certain subjects peculiar to technical schools being inserted in the curriculum for the Junior Public Examination, (b) slight modification in the syllabus of these junior technical schools to meet the requirements of the University."

These necessary changes were approved by the Board of Studies, and in "Extracts from the Annual Report of the Organising Inspector of Technical Education", appended to the Director's Report for 1920,¹⁸ it was noted that during the year the Council of University agreed to include as subjects of the Junior Public (and later as subjects of the Intermediate Examination), the following subjects of the Junior Technical Course :

17. Vol. LXXXIII, 1920-21, Paper No. 4, op. cit., p.7.

18. Vol. LXXXV, 1921-22, Paper No. 15, op. cit., p.28.

- (a) Applied geometry;
- (b) Woodworking theory and practice;
- (c) Metalworking theory and practice;
- (d) Art drawing.

thus allowing junior technical pupils to pass the Junior Public.

4. The Development of the Junior Technical Schools, 1919 to 1922.

In 1921 the high schools ceased to provide the industrial course, as this function was taken over by the junior technical schools. The wisdom of this cessation was open to doubt in view of the inefficiency of the selection procedures and because so small a proportion of high school pupils was going on to a university education.

The appendix on technical education attached to the Report for 1921 contained a reference to the problems created by the substitution of the Intermediate Certificate for the Junior Public.¹⁹ Whilst the Department considered three years study necessary for pupils to attain the Intermediate Examination standard in English, Mathematics, Physics and Chemistry, two years was sufficient for boys to master the technical subjects. The second problem stemmed from the need for a boy to become apprenticed before he turned sixteen. As most boys were around the age of fourteen when they passed the Qualifying Certificate

19. Vol. LXXXVII, 1922-23, Paper No. 6, op. cit., p.13.

Examination, success in the four subjects listed above could not be achieved before it was necessary to enter apprenticeship.

These difficulties were reflected in the 1922 Intermediate Certificate results :^{20, 21.}

Table 14. Junior Technical School Intermediate Certificate

	<u>Enrolments</u>	<u>I C Passes</u>
Hobart	117	11
Launceston	88	15
Queenstown	48	4 *

* Queenstown, which was the only junior technical school

enrolling girls, entered these in the wrong subjects.

As early as 1920, eight candidates had passed from Hobart, ten from Launceston and three from Queenstown, so that much better results could have been expected by 1922.

The problem of correlating the three year Intermediate Certificate course with the demands of apprenticeship was alleviated by the provision in 1921 for the entrance of Class V

20. Vol. LXXXIX, 1923-24, Paper No. 19, op. cit., "Extracts from the Annual Report on Technical Education", p.7.

21. Zeehan Junior Technical School had been closed in 1921, presumably due to the exodus of population consequent upon the depletion of the mineral resources of the area.

as well as Class VI pupils for the Qualifying Certificate Examination, thus permitting pupils to enter high school or junior technical school one year earlier.

In his Report for 1922, the Superintendent of Technical Education suggested that as the junior technical schools had been established for four years, it was time for review. The review of achievement was undertaken in rather general terms:²²

"It is claimed for these schools :-

- (1) That they give the most adequate preparation for entrance to the large groups of skilled industries.
- (2) That they give valuable preparation to the boy who proposes to take up a farming pursuit.
- (3) That they give a general as well as a more special or pre-vocational education, and consequently give a valuable secondary education to the boy who, whilst having definitely decided against the legal, clerical, medical and teaching professions, is yet indefinite as to his future occupation."

Unfortunately no evidence of post-school careers was available to validate these claims. However his comment on the careers of past pupils suggested that the employers in the

22. Loc. cit.

community had not accepted the junior technical school as a source of training for industrial employment:²³ ". . . manufacturers, engineers, and employers of apprentices generally do not avail themselves of the supply of skilled and eager youngsters waiting the call of apprenticeship, and waiting too often in vain."

The recommendation of the Commission on Technical Education that an apprenticeship bureau be established with the object of obtaining suitable employment for pupils leaving the junior technical school had not been implemented.

Meanwhile, the course proposed in the 1918 Report²⁴ had been consolidated into the following:²⁵

First Year

Second Year

English
Arithmetic
Algebra
Physics
Chemistry
Applied Geometry
Freehand Drawing
Modelling
Woodwork
Sheet-metal-work

English
Arithmetic
Algebra
Physics
Chemistry
Applied Geometry
(Woodwork
(Sheet-metal-work
(Building Drawing
(Turning & Fitting
(Blacksmithing
(Mechanical Drawing

Alternative
Groups

23. Ibid.

24. Supra, pp81-82.

25. The Educational Record, October 15, 1922, p.167.

The first year course was compulsory for all boys. In the second year a division was made into two groups which were broadly composed of those wishing to go into the building trade and those intending to enter some engineering trade. The first six subjects in the second year list were compulsory, and at the end of the second year, pupils could present themselves in the following subjects examined by the University of Tasmania: English, Algebra, Arithmetic, Physics, Chemistry, Applied Geometry, and either Metalwork and Mechanical Drawing or Woodwork and Building Drawing. There had been a reciprocal effect between the public examinations and the course of the junior technical schools. Whilst new subjects had been admitted to the former, the curriculum and length of the course of the latter had been adjusted to meet the demands of the University examiners.²⁶

In the period 1919 to 1922 the aggregate enrolment in the junior technical schools had risen from 167 to 253. Even taking into account the closing of the Zeehan school, this increase was surprisingly slow for newly established schools in a period of rising population.²⁷ In contrast, aggregate enrolments in the first four years of the State high schools

26. For more detailed discussion see below, pp. 485-86.

27. According to The Commonwealth Year Book *

Estimated Population at end of Year :

1905... .. 186,385

1910... .. 193,803

Crude Average Annual Birth Rate

1906-10 29.14 (the second highest for any five year period from 1900 to 1960).

had increased from 280 to 708 and in the first four years of the existence of four high schools, i.e. from 1915 to 1918, from 546 to 1119.

As with the founding of the high schools, the establishment of the junior technical schools did not give rise to a significant increase in the amount spent on education compared to that of other states, the expenditure per head remaining at a constant level below that of the others. Nor was there any significant increase in the percentage of total state expenditure devoted to education.

The following were contributing factors to the relative stagnation of the Tasmanian junior technical schools :

1. The limited range of industrial employment opportunities in the Tasmanian economy - especially for skilled tradesmen and technologists.
2. The greater prestige of the high schools, resulting from a complex of factors, including :
 - (a) high schools provided a more ready means of entry to 'white-collar' occupations which were more highly esteemed in society ;
 - (b) high schools provided the opportunity for university entrance and thus to the professions;
 - (c) high schools were more akin to the English grammar school and the local independent schools, both of which provided avenues to positions

carrying social prestige and had traditionally provided for the education of the upper classes.

In great Britain, a highly industrialised society gave the junior technical school an impetus it lacked in the more rural Tasmanian environment, but there too it tended to stagnate for want of social prestige.

PART II

An Era of Consolidation, 1919 to 1941

The resignation of the Director of Education, W. T. McCoy, in 1919, in some respects signified the end of the initial stage in the creation of a system of State secondary education in Tasmania. Though the next twenty years were not devoid of innovations, the basic framework of the secondary system embracing commercial, domestic, and technical, as well as academic courses, had been laid by the end of 1919. No further large scale reform of the organization of secondary education was to be undertaken until the forties.

Chapter 5.

The High Schools, 1919 to 1941.

1. Enrolments.

Table 15 (p. 93) indicates the aggregate enrolments in the high schools for the years from 1919 to 1941. Though the period was marked by a steady growth in the number of pupils enrolled in State high schools, so that by 1941 there were almost twice as many enrolled as in 1919, the increased provision of places was less liberal than it at first appears. In 1922 a three year Intermediate Certificate

course followed by a two year Leaving Certificate course had been introduced, thus necessitating a longer period of schooling for those pupils wishing to acquire these Certificates and leading to increased total enrolments - after some teething problems. Further, by admitting pupils from Class V, a policy given emphasis by the 1924 Board of Enquiry, entrants were able to remain at school for the three years prior to the Intermediate Certificate without having reached the school leaving age. With the consequent fall-off in early leaving, enrolments increased.

The increased enrolments are seen in a better light, however, if it is realised that though the population of the State had been increasing steadily, it had been doing so at a very slow rate. The estimated population at the end of 1920 was 212,847, and at the end of 1940 this had increased by only 30,000 to 243,057. Thus whilst the number of pupils enrolled in the high schools doubled, the total population increased by only one seventh.¹

(a) A Period of Decreasing Numbers. 1919 to 1924

In the six years from 1919 to 1924, the total number of

1. Comparison of the number of pupils enrolled in secondary schools with those of other States is made unprofitable by the differences in the types of schools.

Schools

Year	Total No.	Hobart.	L'Ton.	D'port.	Burnie	S'dale	H'ville	Ogilvie
1919	1139	488	464	125	62			
1920	1060	444	416	157	43			
1921	920	368	323	168	36		25	
1922	905	330	295	193	38	28	21	
1923	910	340	287	187	52	44		
1924	829	320	235	165	54	55		
1925	1158	479	328	201	79	71		
1926	1220	468	355	238	82	77		
1927	1263	470	355	260	93	85		
1928	1462	561	402	302	109	88		
1929	1619	625	445	306	144	99		
1930	1687	635	486	307	148	91		
1931	1647	675	473	276	124	99		
1932	1400	649	395	201	94	61		
1933	1332	600	390	197	91	54		
1934	1387	608	377	228	105	69		
1935	1627	742	423	254	131	77		
1936	1726	793	426	277	146	84		
1937	1964	578	490	304	174	84		334
1938	1925	454	484	313	175	84		415
1939	2043	521	514	301	205	91		411
1940	2018	530	519	296	216	95		362
1941	2021	528	536	283	205	92		377

pupils enrolled in State high schools fell from 1139 to 829, despite the temporary existence of Huonville High School in 1921 and 1922 and the advent of the Scottsdale High School in 1922. The pronounced decline in numbers at Hobart and Launceston was explained by the Director in his Report for 1921 in the following terms:²

"The recent lengthening of the course of secondary education from four to five years, consequent upon the substitution of the intermediate and leaving certificate examinations for the Junior and Senior Public, by the University authorities, and the establishment of the junior technical schools, have both contributed towards a slight diminution in the number of pupils in attendance at the State high schools.

"Next year when three full pre-intermediate classes are in operation we shall again recover the lost numbers."

In fact, the lost numbers were not recovered in the next year, there being an increase of only five pupils, and in 1924 the diminution continued, with a fall of eighty one in the aggregate enrolment.

With regard to the first of the suggested causes for the

2. Op. cit., p. 6.

decrease, the lengthening of the courses preceding the Intermediate and Leaving Certificate Examinations, it must be assumed that the longer period of schooling either deterred pupils from coming to the high school at all, or encouraged them to leave at an earlier stage than they had done in the past. The latter may have resulted from the belief that three years of secondary schooling was too long and if they were going to leave without a certificate there was no reason for staying until the end of the second year. Similar reasoning could be applied to the five year period necessary to gain the Leaving Certificate. However if this is the explanation the Director had in mind it is hard to see why he should have been optimistic about increased enrolments in the following year.

The heavy decrease in numbers at Hobart and Launceston was no doubt partly attributable to the establishment of junior technical schools, though the fall off of 230 pupils in Launceston cannot be explained by this alone, for in 1924 the total aggregate enrolment at the Launceston Junior Technical School was only 95. In Hobart the decrease of 168 was matched by a junior technical school enrolment of 110. This evidence does suggest that for at least the first six years of the junior technical schools, this form of education did not represent an extension of the provision of secondary school education but merely a rehousing of those high school pupils who had previously taken the industrial course, which, in 1921, ceased to be

offered by the high schools.

The lack of any pressing demand for high school education is reflected in the enrolments at those high schools located in areas where there were no junior technical schools. After a promising beginning, with a steady increase in enrolments from 1915 to 1922, the numbers at Devonport fell from a peak of 193 in 1922, to 165 in 1924. The numbers at Burnie remained too small to provide reliable evidence, though after a period of decline from 1919 to 1922, a steady improvement in enrolments began in 1923 and was to continue until the 1931 financial crisis. Huonville Intermediate High School lasted for only two years, but the numbers were so small that it is not possible to assess whether the closing of the school was due to a significant fall in demand or to a lack of demand from the beginning.

Reasons for the fall in enrolments are difficult to assess. The population continued to rise steadily and the birth rate was uniformly high in the period 1906 to 1910 - the second highest annual rate for any five year period between 1900 and 1960. It appears likely that the explanation is to be found in the state of the Tasmanian economy.

On January 1 of each year The Mercury carried a review of the year past. As early as January 1 1920, it was suggested:³

3. The Mercury, January, 1920, p.5.

"The year 1919 will not soon be forgotten for its influenza epidemic and its maritime strikes. These happenings repeatedly involved Tasmania in complete isolation from the other states As a consequence the State suffered great losses, more particularly in the fruitgrowing industry and the tourist traffic."

Depression conditions continued through to 1926⁴. The opening sentence of the review of 1926 was:⁵ "The outstanding feature of the year 1926 in Tasmania was the recovery from a period of comparative depression." The review continued,

"The year 1926 was one of the most momentous in the history of Tasmania. It found the state in a condition bordering on parlous. Repeated strikes and bad seasons had sapped its wealth, unwanted federal legislation [the Navigation Acts] had affected the State to an alarming extent."

4. For details of the situation in successive years, see

The Mercury: January 1 1921, p.7; January 2 1922, p.5;

January 1 1923, p.5; January 1 1924, p.7; January 1 1925, p.7;

5. Ibid., January 1 1927, p.9.

The road to recovery was made considerably smoother by the resolution of the Commonwealth Government to grant the State a measure of relief. And so the stage was set for recovery and the high schools, a faithful reflector of conditions in the broader social environment, began to increase their enrolments. Meanwhile, despite the pressure of economic circumstances, there had been a rise in enrolments in 1925 due to the lowering of the age of entry by one year - on the recommendation of the 1924 Board of Enquiry.

(b) A Period of Increasing Numbers, 1925 to 1930.

The six-year period of Tasmanian depression was followed by six years of rising enrolments in the State high schools. Between the end of 1924 and the end of 1930 the aggregate enrolments at Hobart, Launceston, Devonport and Scottsdale High Schools almost doubled, whilst the numbers at Burnie increased almost threefold..

A feature of the enrolments for both 1924 and 1925 was the improvement of the percentage attendances, probably attributable to the fact that those who had remained at school through the depression of the early twenties were children of parents on higher incomes, who by virtue of their financial status would be more likely to be appreciative of the value of a secondary education and thus be more insistent on their children's constant attendance. In his Report for 1924 the Director commented:⁶

6. Vol. XCIII, 1925-26, Paper No. 10, op. cit., p.2.

"The fine attendance at high and technical schools this year will result in a considerably decreased cost per head in these establishments." This was followed by a statement in the 1925 Report to the effect that the percentage attendance of ninety six in that year was a new high.⁷

The increase of over 300 pupils in the aggregate enrolment for 1925 over that for 1924 was largely due to the admission of pupils from the Fifth Class of the primary school. However despite the increased provision many pupils of requisite standard, presumably those who had passed the Scholarship Examination, were prevented from entering high school by the building shortage.⁸ The growth in demand consequent upon the new entrance provision was either greater than the Education Department had foreseen or greater than Government finances could provide for.

Under "Secondary Education", in his Report for 1927, the Director noted:⁹

"A steady growth in attendance at every high school and an awakening of interest which is astonishing when we remember that the last four years have constituted a period of financial stringency throughout the state."

7. Vol. XCV, 1926 , Paper No. 3, op. cit., p.4.

8. Vol. XCVII, 1927 , Paper No. 13 Report of the Director of Education for 1926, p.3.

9. Vol. CI, 1929-30, Paper No. 13, op. cit., p.3.

He attributed the growth in attendance and interest to the recommendations of the Board of Enquiry. Again, in his 1928 Report he suggested that the continued rise in enrolments indicated increased parent awareness of the value of secondary education. However the increased enrolments could have resulted from the improved economic situation, or more likely, from a combination of this and the lower age of entry to the high schools.

(c) Enrolments in the Depression Years, 1930 to 1933.

Though the effects of depression extended further into the thirties than the end of 1933, it was in the three years from 1931 to 1933 that high school enrolments were most seriously retarded. After that date, the economy was evidently sufficiently buoyant to make possible Government financing of an increased number of high school places, and also to enable a greater number of parents to pay for their children's high school education.

After a peak total enrolment in 1930 of 1687 pupils, high school enrolments decreased to 1332 in 1933, the lowest aggregate enrolment since 1927 (see Table 15).

In The Educational Record of March 15 1931, Inspector Fletcher indicated that in addition to the pupils enrolled at the five established high schools in 1930, ". . . three

primary schools in the Circular Head district - Smithton, Stanley and Forest - had first year classes in which there was a total of 58 pupils, though by the end of the year this number had fallen to 42".¹¹ However the impact of the financial crisis was indicated by the notice in the Director's Report for the same year that the proposed new high schools in Hobart and Smithton (the latter presumably to cater for the Circular Head demand for secondary education) could not be continued.¹²

Inspector Fletcher, in his Annual Report on High Schools for 1932, attributed the fall in enrolments to two allied factors:-¹³ "(a) the recent economic depression, and (b) the introduced policy of charging fees for attendance, a matter in which this State in certain particulars stands unique in the Commonwealth." Fees had been imposed in 1931.

11. Op. cit., Annual Report on State High Schools for 1930.

12. Vol. CV , 1931 , Paper No. 9, op. cit., p.6.

13. The Educational Record, June 15 1933, op. cit., p.93.

The following Amendment of Regulations under the Education Act, 1885, appeared in The Educational Record of December 15 1931:¹⁴

"Fees at High Schools.

202 - (1) The following fees shall be paid in respect of pupils at State high schools :-

	per term
	£. s. d.
In respect of pupils of 14 years of age or less at the commencement of the term in respect of which the fee is payable	1. 0. 0
In respect of pupils over 14 years of age at the commencement of the term in respect of which the fee is payable	1. 10. 0

(2) No fees shall be paid in respect of probationary students"

The same conditions were to apply to the junior technical schools.

Reductions were to be made where more than one child of the same parent was attending the school.

14. Op. cit., p.168.

It was the headmaster's duty to collect fees and remove pupils if the fees were not paid.

A number of pupils, not more than twenty per cent. of the number enrolled for each year, were to be given free places after selection by the Director, in consultation with the headmaster, on an assessment of the ability of the pupils and the means of the parents.

It is an indication of the stringent economic conditions that a fee of such magnitude should have contributed to a fall in enrolments as Inspector Fletcher suggested.

The high schools at Devonport, Burnie and Scottsdale, drawing their pupils largely from rural areas, had the highest proportional reduction in the number of pupils attending - between one third and one half of the 1930 total in each case. Hobart was least affected, enrolling only thirty five less pupils in 1933 than in 1930, though comparison with the 1931 figure may be more revealing, for seventy five less pupils than this number enrolled in 1933. The reason for this was that before the financial crisis there had been a greater demand for high school places in Hobart than elsewhere - hence the projected new high school for the Hobart area. Launceston, where provision had been more adequate than in Hobart, had a higher proportional fall in enrolments.

d. A Period of Steady Increase, 1934 to 1941.

Fees were abolished by the incoming Labour Government in 1934, and as noted above, economic circumstances must have been such that in 1934 and the ensuing seven years, high school enrolments were able to increase steadily. That there was room for expansion is indicated in C. E. Fletcher's Annual Report on High Schools For 1934 where he stated:¹⁵ "Reference to the Year Book of Education for 1934 reveals that Tasmania has a relatively smaller number of pupils undergoing post-primary education than all but one of the Australian States."

The Director's Report for 1935 made reference to the need for a more generous provision of high school places to satisfy the demand in Hobart:¹⁶

"The year in question has seen great congestion at Hobart, and the housing of a large number of children in an unsuitable building. With plans prepared for a commodious structure at New Town (to serve as a Commercial High School), it is hoped that the close of 1936 may find the capital city well supplied with high school accommodation."

15. The Educational Record, February 15 1935, p. 42.

16. Vol. CXV , 1936 , Paper No. 11, op. cit., p.2.

It was also noted that the abolition of fees in the junior school, that is, in the first three high school years, was having its effect, as the total enrolment at the 31 December 1935 had increased by 168 or twenty six per cent. on 1934.

The Report for 1936 indicated that students were to take up residence at the New Town Commercial High School from the beginning of the second term in 1937, whilst at Launceston and Burnie, building programmes had been undertaken to cater for the increased enrolment pressure. In the 1937 Report, notice was given of a new brick building at Smithton to cater for high school pupils.

The levelling off of high school enrolments in the three years from 1939 to 1941 was probably due to rising enrolments in the junior technical schools consequent upon the increased emphasis on technical training which came with the advent of war-time conditions, and to the fact that girls from the Ogilvie Memorial High School were able to fill many of the positions in commerce vacated by enlisted men.¹⁷ The aggregate enrolment at Ogilvie was fifty three less in 1940 than it had been in 1938. There was no drop of comparable size in the numbers at the other high schools, though there was a slight diminution of enrolments at all schools, except Launceston High School, in 1941.

17. See The Educational Record, June 15 1942, Annual Report on High Schools, 1941*, p.89.

Some levelling off of pressure on high school places may have been due to the fact that the average annual birth rate had fallen steadily from a peak of 30.01 in 1911-1915 to 22.29 in 1926-30, the period when high school pupils entering the schools from 1938 to 1941 were born.¹⁸

(e) Percentage Provision of High School Places

Table 16 (p.107) indicates the number of scholars, twelve years and over, who were on the rolls of all State schools and of State high schools in the period 1919 to 1941. Enrolment figures were taken on the 31 December from 1919 to 1933 and on the 31 July from 1933 to 1941.

The figures in the final column show the percentage of the total number of State school pupils twelve years and over who were enrolled in the State high schools.¹⁹ After reaching a peak of 9.8 per cent. in 1918 (see Table 14, p. 85) there was a steady decline in the percentage of pupils receiving a high school education until 1924 when only 7.3 per cent. were doing so. The drop in total high school enrolments and in the percentage of high school places was largely a result of the depression of the early twenties. No doubt many parents were unwilling or unable to find the extra finance involved in transferring their

18. The Commonwealth Year Book, op. cit.

19. A substantial number of pupils included in the total number of all State school pupils were receiving a secondary education in the junior technical schools.

Table 16. High School Enrolments as a Percentage of All State School Enrolments of Pupils in the Same Age-Group, 1919-41.

Year	1 Total No.	1 12	13	14 & over for High Schools:	2 Total No.	11 [*]	12	13	14 & over	2 as a percent- age of 1
1919	9783	3666	3183	2934	948		11	63	874	9.7
1920	9830	3792	3276	2762	872		16	75	787	9.0
1921	9854	3638	3397	2819	779		12	69	698	7.9
1922	9895	3874	3309	2712	748		16	87	645	7.6
1923	10014	3872	3507	2635	765		20	90	655	7.6
1924	9558	3946	3445	2467	694		18	76	600	7.3
1925	9683	3949	3291	2443	1061	17	71	216	702	11.0
1926	9883	4052	3432	2399	1073	9	94	223	747	10.9
1927	9684	3771	3534	2379	1127	11	84	262	770	11.6
1928	9909	3943	3409	2557	1327	8	119	286	914	13.3
1929	9853	3754	3534	2565	1461	14	109	324	1014	14.8
1930	10114	3721	3505	2888	1532	6	87	292	1147	15.1
1931	10009	3671	3441	2897	1518	8	73	273	1164	15.1
1932	10039	4029	3370	2640	1254	6	77	205	966	12.5
1933	10182	3987	3694	2501	1210	7	78	232	893	11.8
on 31 July:-										
1934	9179	4029	3395	1755	1327	19	170	381	757	14.4
1935	9436	4029	3525	1882	1556	15	182	442	917	16.5
1936	9308	3846	3509	1953	1673	21	177	430	1045	18.0
1937	9491	3884	3431	2176	1885	26	238	450	1171	19.9
1938	8975	3674	3285	2016	1786	23	184	437	1142	19.9
1939	8811	3550	3305	1956	1968	20	235	528	1185	22.3
1940	8627	3596	3111	1920	1958	24	241	489	1204	22.7
1941	8580	3556	3227	1797	1884	39	239	481	1125	21.9

This figures are derived from the appendices to the Report of the Director of Education in each year.

* I have included 11 year old high school pupils in the total so that it would represent the total number of high school places available but as they form such a small proportion of high school pupils it would have distorted the picture to have included 11 year olds in the total for all State schools.

children to a high school. The initial uniform and book expenses, plus travelling expenses, probably deterred many parents, especially as pupils were usually not admitted to the high school until after they had completed the Sixth Class and were therefore often in a position to add to the family income before they had reached the Intermediate Certificate stage.

Probably as a result of the recommendation of the 1924 Board of Enquiry and as a consequence of improved financial circumstances, from 1925 onwards an increasing percentage of pupils twelve years and over were admitted to a high school education. However, after rising to 15.1 per cent. in 1930 and 1931, the financial crash resulted in a fall in the percentage of children seeking a high school education. Parents' reluctance to face the extra cost of sending their children to high school was exacerbated by the imposition of fees in 1931. The fall was not due to a decreasing percentage of available places, but rather to the decrease in demand for these.

The trend of the figures for the total number of pupils enrolled in all State schools also reflects the effects of financial depression but in a much less exaggerated form than did the high schools, presumably because continued primary school education was less expensive than transferring to a secondary school.

Further, an important factor in the steady decline in enrolments from 10,182 in 1933 to 8,580 in 1941 was the declining birth rate in the years from 1920 to 1930. Thus from

a crude annual birth rate of 26.37 per thousand population in 1920 there was a decline to 24.44 in 1925 and 21.66 in 1930.²⁰

By 1934 the percentage of high school pupils was increasing once again, aided by the abolition of fees in that year. The trend to a more liberal provision continued until 1941, when it was temporarily broken as a consequence of increased emphasis on technical education,²¹ and probably due to the war effort which claimed priority in the allocation of public finance.

(f) Age-Group Composition of the High School Enrolments.

A marked change in the age-group composition of the high school population is discernible after 1924 with the implementation of the Board of Enquiry's recommendation that pupils be admitted to high school a year younger than previously. From that year until the end of the period, eleven and twelve year old pupils formed a large proportion of the total number of pupils on the high school rolls. The sudden increase in eleven and twelve year old enrolments in 1934 was no doubt due to the resurgent demand for high school places consequent upon the improved financial situation and the abolition of fees. The totals for the eleven, twelve and thirteen year old groups were further inflated,

20. The Commonwealth Year Book.

21. Infra
Supra, p. 191.

compared to that for the fourteen and over group, by the adoption of the practice of assessing enrolments on the 31 July rather than 31 December.

Even when this change is taken into account the number of high school pupils fourteen years and over remained surprisingly small. In a period when the population of Tasmania rose from an estimated 212,847 at the end of 1920 to 243,057 at the end of 1940, and when there had been an increasing emphasis on advanced education consequent upon the growing industrialisation of the Western countries, the number of pupils fourteen years and older in the high schools only rose from 874 in 1919 to 1125 in 1941 (or to a peak of 1204 in 1940). In the same period the number of thirteen year olds had risen from 63 to 481 and the total high school enrolments had doubled from 948 in 1919 to 1884 in 1941. Though there had been an increased demand for secondary education to the Intermediate Certificate stage, up to 1941 this had not been matched by a parallel rise in the demand for education to a more advanced level.

(g) Leakage and Senior Classes, 1919 to 1941

The first of the terms of reference included in the 'Scope of Inquiry' of the Board appointed in 1924 was : ²²

22. Journals and Papers of Parliament, Vol. XCI, 1924-25,
Paper No. 8, 1924 Parliament of Tasmania. State High Schools:
Report of Board of Enquiry.

"Is the State receiving adequate value for the money expended on State High School education?" In attempting to answer this question it was decided :

"The most important factor in reducing the effectiveness of the State's expenditure on High Schools is the wastage that occurs through students remaining at the schools for too short a time to benefit fully by the instruction offered."

The following table was compiled to show the extent of this wastage:

Table 17. "Return showing length of time Pupils spend at High Schools since such were opened", 1924.

	Pupils who have left.		Pupils still at school.
Less than six months	396		...
For 6 months	...	Who have attended 6 months	312
Within 1 year	1047		
" 1½ years	320	" " " 1½ years	237
" 2 "	1102		
" 2½ "	210	" " " 2½ "	148
" 3 "	330		
" 3½ "	45	" " " 3½ "	49
" 4 "	368		
" 4½ "	25	" " " 4½ "	16
" 5 "	75		
Over 5 "	9	" " " over 5 "	1
	<u>3927</u>		<u>763</u>
Total on admission register			4690.

23. Ibid., p.5.

24. Ibid.

Of 4,690 pupils admitted to the High Schools, 1443, or thirty one per cent., left within the first year and 1422 or a further thirty per cent., by the end of the second year. No account was given in the Report of the Board of the effect on the percentage of early leavers of the adoption of a three year Intermediate Certificate in 1922.

The Board claimed that three years attendance was necessary for a pupil "to secure the fullest value from High School education", and that this period was required to fit him "for occupation where the higher education is demanded, and to enable him to acquire that intellectual outlook" that would make him "a thoughtful member of the community". Unless new studies such as foreign languages and the sciences were "pursued for about three years" it could not be claimed that the student had "arrived at any such mastery of them as to make them serve a practical purpose in life".²⁵

In explaining the cause of this short attendance or leakage of pupils, it was claimed : ²⁶ ". . . the main reason lies in the economic position that makes it necessary for young people to seek employment by the time they reach 16 years of age." Apprenticeship had to begin at sixteen and many pupils remained at school only to wait for the opportunity of taking a suitable job.

25. Ibid.

26. Ibid.

As the average age of entrance to the high school courses was fourteen years, pupils found "the call to work pressing upon them" almost from the day they entered the school. It was recommended that pupils be admitted to the school by the time they reached thirteen years of age. As already noted this recommendation was adopted by the Education Department with the result that there was a considerable increase in the number of pupils twelve and thirteen years of age enrolled in the high schools.

A second recommendation aimed at alleviating the leakage of pupils was that each parent should be required to enter into an agreement, accompanied by a money deposit, to keep their children at high school for a definite period. Since 1922 parents had been required to enter into an agreement and this policy was consolidated by the Board's suggestion, but Cabinet did not accept the proposal that this should be guaranteed by a money deposit.

As early as 1919, Inspector Fletcher had made reference to the fact that there had been and still was an appreciable leakage of pupils before the Intermediate Certificate course had been completed.²⁷ It was also pointed out that the proportion of scholars completing the four years was still disappointingly small. This latter complaint was repeated in his 1920 Report on State High Schools.

27. Op. cit., Report of the Director of Education for 1919,
"Extracts from Report on State High Schools for 1919!"

Included in "Extracts from Mr. Inspector Fletcher's Report on State High Schools for 1921" was the following statement on the problem of early leaving.²⁸

"Whilst the numbers who pursued the sub-secondary course maintained a good level, still too small a percentage completed the whole course. The public services, the banks, and employers generally, who demand from applicants a good secondary education, might be induced to specify the leaving certificate examination as their minimum of entrance, although the principle of fixing wages according to age must of necessity compel employers to obtain employees at as young an age as possible, and induce parents to keep their children at school the minimum time."

However, dissatisfaction even with the numbers who pursued the sub-secondary course was indicated by action taken in 1922. In an attempt to curb the excessive leakage of pupils, it was decided to require parents :²⁹

" . . . to sign an undertaking to keep their children at the school for at least three years, if the child showed himself capable of benefiting from the instruction.

28. Op. cit., p.56.

29. The Educational Record, March 15 1923, "Extracts from Annual Report on State High Schools for 1922", p.46.

During 1922 about 15 per cent. of pupils in attendance left the schools, though there was only a leakage of 10 per cent amongst first-year pupils, whose parents alone signed the agreement."

Contrary to the implication of this last sentence, ten per cent. appears to be a high proportion of first year leavers and a higher proportion would be expected amongst older pupils in the following year so that the evidence given tends to suggest the ineffectiveness of the method. However, as noted above, the Board of Enquiry recommended that this procedure should be retained.

In his Report for 1923, C. E. Fletcher again noted the position with regard to leakage and indicated that the size of classes was also posing a problem:³⁰

"The total enrolment at the end of the year remained much the same as in 1922, as also did the percentage, 14, which represented the leakage of pupils throughout the year, although at Burnie Intermediate High School it reached as high as 18 per cent. At the three full-time high schools about one fifth of the pupils in attendance were in the senior sections of the schools, in which the average sizes of classes varied from 18 at Devonport to 26 at Hobart. Where the total enrolment was small, as at Burnie and Scottsdale, the average

size of classes also was small, and ranged from 6 to 7, which on grounds of economy, necessitated awkward groupings of classes and subjects, thus militating against effective teaching. Except at the Burnie Intermediate High School, the percentage of attendance to enrolment remained over 92 per cent."

With the state experiencing a period of depression it³¹ is not surprising that fourteen in every 100 pupils should find it necessary to leave school during the year and the higher incidence of early leaving at Burnie was probably due to the failure of the potato crop on the North West coast in 1923.³²

In the light of the existing financial situation the fact that one fifth of the pupils in the full time high schools were in the senior school could be regarded as the indication of a surprising demand for an extended secondary education. The Board of Enquiry, in considering the number of pupils in the senior classes claimed :³³

" . . . in each school the number of pupils extending their attendance into a fourth or fifth year is comparatively small. This is an unavoidable condition

31. Supra, pp.96-98.

32. The Mercury January 1 1924, p. 7.

33. Op. cit., p.3.

attached to High Schools everywhere. In the fifth year for example the number of pupils is only nine per cent. of the whole. In New South Wales and most American States the percentage of the total school enrolment found in the last year of the course closely agrees with that found in Tasmania."

What neither Mr. Fletcher's nor the Board's Report indicated, however, was that three junior technical schools and two intermediate high schools, the other sources of State secondary education, did not provide for post-Intermediate education. Consequently the nine per cent. in the final year at the three full time high schools, in fact represented a much smaller percentage of their equivalent age group in the whole population, as did the proportion of one fifth in the senior school.

The Board claimed that the existence of this percentage of pupils in the final year was acceptable in view of existing economic circumstances: ³⁴

"...The conditions of employment make it both necessary and advisable that most young people should not extend their schooling beyond their fifteenth year of age, and the burden of maintenance beyond that age is severely felt by many parents."

34. Ibid.

In the year of the Board of Enquiry, the pressure of economic circumstances was being demonstrated by the early leaving of pupils and the size of senior classes. Thus the Annual Report on High Schools for 1924 indicated that 127 pupils had left the schools through the year, which represented a leakage of fifteen per cent. of the initial enrolment - it had been fourteen per cent. for the two previous years. The heavy leakage at Burnie in 1923 must have "drained-off" potential early leavers, for in 1924, leakage was lowest at that school. Whereas one fifth of full course high school enrolments had been in the senior school in 1923, only one eighth of the pupils were at this level in 1924.³⁵

The effect of the signed parent agreement, evidently given new authority by the Board's recommendation, was suggested in the Annual Report on State High Schools for 1925.³⁶

" . . . Throughout the year 111 pupils left the schools, which represents 9 per cent. of the initial enrolment, and is considerably less than the 15 per cent. of the ratio of the previous year. That is indicative of the fact that parents are honouring the agreement to complete a certain definite course."

35. The Educational Record, March 15 1925, op. cit., p.46.

36. Ibid, May 15 1926, p.72.

Besides this increase in parent honour, the fact that a greater number of Fifth Class primary school pupils were gaining high school entrance, contributed to the fall in leakage, for unlike previous entrants, they did not reach the school leaving age at an early stage of their high school career.

A probable result of the improved economic situation was that seventeen per cent. or one sixth of the total enrolment at the three full course high schools was in the senior section compared to one eighth in the previous year.

In 1926, 123 or ten per cent. of the initial enrolment left during the year, "many of them being pupils who had obtained their Intermediate Certificates, and merely attended the schools while awaiting employment".³⁷

Of 978 pupils in the three full-time high schools, 141, or fourteen per cent., were in the senior section of the schools. It appears likely that the demand for post-Intermediate education was rather strongly influenced by the tone or impact of the particular school. Thus the percentage of pupils in the senior sections of the three respective schools were :

Devonport	-	20	per cent.
Launceston	-	16	" "
Hobart	-	10	" "

37. Ibid, February 15 1927, p.38.

and yet population figures suggest that the pressure of demand upon high school places should have led to the reverse order.

In 1927, leakage remained much the same as it had been in 1926, 111 pupils leaving throughout the course of the year making a leakage of nine per cent. of the initial enrolment.

In his Report for 1928 the Director of Education indicated his satisfaction with the existing situation, claiming that parent commitment to a three year course had seen only a small percentage dropping out before they had completed the course. Inspector C. E. Fletcher reported a leakage of eight per cent. for the year.³⁸

Thus since the fifteen per cent. leakage in 1924, the early leaving rate of pupils had become relatively stable at eight to ten per cent. :

1925	-	9	per cent.
1926	-	10	" "
1927	-	9	" "
1928	-	8	" "
1929	-	8	" "

38. Ibid., February 15 1929, p.42.

The eight per cent. lost in 1929 represented 136 of the initial enrolment.

More serious was the continuance of the low proportion of pupils carrying their studies beyond the Intermediate stage³⁹. "Of 1147 pupils in 3 full time high schools, only 146 were in post-intermediate classes, 118 of them following a general course and 28 a commercial course."

Thus in 1928 only thirteen per cent of the pupils in these schools were in the senior section and of these it is likely that some of the twenty eight commercial pupils were merely waiting for employment opportunities.

The explanation offered in the Report was : "Economic conditions and avenues for employment restrict the majority of pupils from continuing their education beyond the age of 16 years."

A similar number of pupils were enrolled in 1929, though as enrolments increased in each of the three full time high schools this represented a drop in the percentage of pupils in senior classes. "In post-intermediate classes,

39. Ibid.

144 pupils were enrolled, 122 of whom pursued a general course and 22 a commercial course. The majority of these were preparing to follow teaching as a profession."⁴⁰

The predominance of prospective teachers was to be expected in view of the scarcity of university scholarships from other sources.

Inspector Fletcher devoted a substantial section of his Annual Report on State High Schools for 1930 to the question of leakage. He justified this by claiming that, "Much comment has been heard on the length of time pupils stay at high schools".⁴¹ The reported leakage for 1930 was nine and one half per cent. of the aggregate enrolment, a slight increase on that for 1929. This percentage represented a range which extended from twelve per cent. at Burnie to eight per cent. in Launceston. From figures he secured at inspection time he found :

Of those who commenced in 1930, percentage attending	
at end of year	- 94
Of those who commenced in 1929, percentage	
completing a two years' course	- 77
Of those who commenced in 1928 percentage	
completing a three years' course	- 56.

⁴⁰ Ibid., February 15 1930, p.38.

⁴¹ Ibid., March 15 1931, p.54.

The last group sat for the Intermediate Certificate. For those who failed to reach this stage, he claimed :⁴²

" . . . it cannot be said that those pupils who stayed from two to two and a half years obtained no benefit from the instruction received. Though the tendency on the part of parents to keep their children at school is growing, the economic situation, and the claims of employers, especially at the age of 15, prove too strong for some boys and girls."

The percentage enrolments in senior classes for 1930 was eleven, "and the experiment of making Burnie a full-time high school was not successful".⁴³

No State high school report for 1931 was made available in any source of public information, but it reappeared in 1933 when it was noted in the Report on State High Schools for 1932 that the leakage had increased to thirteen per cent., presumably due to the economic depression and the imposition of fees. "In the fifth, third and second year classes it approximated the norm of thirteen per cent., but in the

42. Ibid.

43. Ibid.

fourth year classes it was twenty five per cent. of the greatest enrolment, and in first year classes eight per cent."⁴⁴ The high leaving rate in the fourth year was no doubt a result of the fact that most pupils in this year would have reached the school leaving age and already have acquired their Intermediate Certificate so that as financial circumstances became more difficult they would have less reason to stay at school.

The Annual Report on High Schools for 1934 included the following table which suggested that the high leakage occasioned by the depression was less in evidence :⁴⁵

<u>Year</u>	<u>Enrolment at end of Year</u>	<u>Percentage Leakage Throughout the Year.</u>
1930	1512	8
1931	1472	8
1932	1218	13
1933	1168	10½
1934	1246	9

44. The Educational Record, June 15 1933, op. cit., p.93.

45. Ibid., February 15 1935, p.42.

It is interesting to note that Devonport had retained its leadership in the percentage of scholars enrolled in its senior classes - 22.5 per cent., whilst Hobart still had the smallest with 12.5 per cent.. The average for the three full time high school was 15.5 per cent.

Thus the percentage enrolled in senior classes and the percentage leakage from 1924 to 1934 had been :

Table 18. Senior Classes and Early Leavers, 1924-34.

	<u>Senior Classes</u>	<u>Early Leavers</u>
1924 -	12 per cent.	15 per cent.
1925 -	17 " "	9 " "
1926 -	14 " "	10 " "
1927 -	14 " "	9 " "
1928 -	13 " "	8 " "
1929 -	10 " "	8 " "
1930 -	11 " "	8 " "
1931 -	- - -	8 " "
1932 -	17 " "	13 " "
1933 -	- - -	10½ " "
1934 -	15½ " "	9 " "

A surprising feature of the figures in Table 18 is the high percentage of pupils in senior classes at the Devonport, Launceston and Hobart High Schools in the depression years, despite the heavy leakage of fourth year pupils noted above for 1932. The explanation may be that in this period of falling enrolments, parents of

insufficient means were forced to remove their children early in the depression - especially after fees were imposed in 1931 - or were not able to send their children to high school in the first place, so that the pupils who did remain were likely to be children of parents either very determined to provide their offspring with a secondary education or of parents who were less vulnerable to economic fluctuations than others. Coupled with this was the fact that a large number of post-Intermediate pupils were prospective teachers and thus received financial assistance for their continued schooling, were not required to pay fees and were able to look with some security to employment at the end of their schooling. Whilst this group would remain relatively constant the total enrolments of the schools was falling, thus increasing the size of the post-Intermediate group as a percentage of the pupils in all years.

Not until 1939 did the Annual Report on High Schools (for 1938) reappear. The leakage of nine per cent. in 1934 had evidently been indicative of a return to the norm, for C. E. Fletcher reported that, "Leakage throughout the year for each of the four years remained almost constant at 9.3 per cent. of the highest enrolment".⁴⁶

46. Ibid., February 15 1939, p.43.

Though this percentage may not have been regarded as satisfactory, the percentage of early leavers was being kept at a constant level.

However in 1941 the percentage of early leaving became lower. In his "Annual Report on High Schools for that year, Senior Education Officer R. O. M. Miller indicated that of a total enrolment of 1929 pupils in the seven high schools, only 138 or 7.2 per cent left during the year. It was also noted:⁴⁷ "Leakage was least (3.3 per cent.) in the Scottsdale and Smithton schools where the school population is mainly local. It was highest (9 per cent.) in the Ogilvie Memorial High School, whose pupils easily obtained positions vacated by men enlisted."

A temporary satisfaction with the rate of early leaving must have been achieved, for it was not mentioned again in the official publications of the Tasmanian Education Department during the next decade.

Hobart and Devonport had by 1939 reversed positions with regard to the percentage of post-Intermediate pupils enrolled so that the highest percentage, twenty two,

47. Op. cit., June 15 1942, p.89.

attended Hobart High School and the smallest, thirteen per cent, attended Devonport High School.

Burnie had been made a full course high school in 1936, thus increasing the number of such schools to four, with three high schools of intermediate status. Nineteen per cent. of those attending the four full course high schools were in the Senior Sections of the schools, a higher percentage than had been achieved in any of the years listed in Table 18., though this represented only thirteen per cent of the total enrolment for all high schools and a considerably smaller percentage of all children of the same age group in the State.

2. Courses of Study and Examinations, 1919 to 1941.

Discussion in this section, especially that concerned with courses of study, is severely limited by the failure of the Tasmanian Education Department to retain pertinent material in an accessible form. The attempt has been made to mention important source materials which are not now available where it can be assumed that these would have been relevant to discussion.

In Appendix I, a more detailed account of the curriculum of the secondary schools has been undertaken. The purpose here is to relate those comments made by the educational authorities in Tasmania on the courses of study and examinations in the high schools which may throw

some light on the development of State secondary education during the period.

(a) Introduction of the Intermediate and Leaving Certificate Examinations, 1922.

Under the heading, "Secondary Education", it was indicated in the Report of the Director of Education for 1919 that committees were at work constructing new high school courses.⁴⁸ The new scheme of work was to involve a three years course leading to the Intermediate Certificate Examination followed by an additional two years for the Leaving Certificate Examination.

In the 1921 Manual of the Public Examinations it was announced that the regulations of the Junior and Senior Public Examinations were to be rescinded and those of the Intermediate and Leaving Examinations to be substituted, the "rescission and substitution" to take effect in respect of the examinations to be held in the fourth term of 1922.

The new examinations were to be conducted by the Committee of Public Examinations and were, like their predecessors, to be externally conducted. The standard of

48. Op. cit., p.7.

the Intermediate Examination was to be "suited to secondary school pupils at the age of about sixteen years", and that of the Leaving Examination to those who had "pursued a further course of secondary education for two years".

Examinations were to be held three times annually. The Intermediate Examination in the Fourth Term was to be open to all persons who were at least fourteen years of age, and the Leaving Examination in the Fourth Term to all persons "at least sixteen years of age on the first day of January next following the Examination".

It was not permissible to present in more than nine subjects, and to pass either examination a candidate had to present at the one sitting in at least six subjects, including English, and satisfy the examiners in five subjects, viz.:-

- (1) One subject from English, History or Geography.
- (2) Two subjects from two of the language, mathematics or science groups.
- (3) Two other subjects of the examination.

To gain Matriculation, besides having passed the Leaving Examination it was necessary to have also passed in -

1. English :
2. Latin, Greek, French or German :
3. Mathematics, i.e. all the Intermediate mathematics subjects (Arithmetic, Algebra, Geometry and Numerical Trigonometry) or two of these at the Leaving Examination level :
4. Another subject from the English, History and Economics group, the language group or the science group.

No further major reform of the examination requirements was undertaken until the introduction of the Schools Board Certificate in 1946 and the simultaneous provision of a fifth year for Matriculation.

With the introduction of the new examinations came the opportunity for a number of reforms within the State high schools. Early in 1920 the revised Course of Instruction, which committees had been working on in 1919, was completed after a conference of high school teachers had been held to discuss the new courses.⁴⁹ In bringing these into line with the requirements of the University public examinations, the chance was taken to reduce the age of admission to the high and junior technical schools by one

49. A copy of this Course of Instructions ^{is} ~~was~~ not available.

year and to lengthen the complete course to five years. Inspector Fletcher showed foresight when he suggested the possibility of a six year course for pupils from thirteen to eighteen years of age.

The extension of the Intermediate Course may have been occasioned by Inspector Fletcher's dissatisfaction with the manner in which the courses were being taught. This was expressed in his Report on State High Schools for 1920, extracts from which were attached to the Report of the Director for that year:⁵⁰

"Too many classes appeared to have covered too great a scope, and thus have sacrificed intensity of study for extensivity. The foundational aims of the practical class teacher, whatever his subject may be, should be exactness of information and thoroughness of grip - such cannot be impressed too strongly on those engaged in teaching first-year classes."

In his Report for 1921 he indicated that the scope of the first year work had been reduced to ensure that 'intensity' was not sacrificed to 'extensivity'. This was no doubt facilitated by the extension of the course.

50. Op. cit., p.25.

As the courses for the new examinations were being rewritten it was decided that it was an opportune moment to make domestic science a compulsory subject for girls in all State high schools. The University agreed to this innovation.

The decision to make domestic science compulsory was evidently prompted by the belief that a lack of training in this subject would lead to serious deficiencies in the home-making capacities of the female pupils. The change was certainly not made as a result of popular demand, for in 1919 only three pupils had been enrolled in this course compared to a total of 266 girls enrolled in the commercial course. However, in his Report for 1920, the Director indicated that the introduction of domestic science into the high school curriculum had been well received on all sides.⁵¹

As part of the general reorganisation, from 1921 on the industrial course was no longer to be available at the high schools. However this change was caused by the establishment of the junior technical schools rather than by the introduction of the Intermediate and Leaving Certificates.

51. Ibid., p.6.

(b) University Control of Examinations

University control of examinations and courses of study was regarded unfavourably by Inspector Fletcher:⁵²

"Studies in high schools in the past have been largely controlled by university examinations, and that body practically determines courses of study for different pupils to pursue. Some have felt this control irksome, as the majority of pupils in attendance have no intention of pursuing their studies at the university. It is somewhat doubtful whether university specialists as a body are in sufficient sympathy with child life, or have that resiliency which would provide for necessary variations, or possess that intimate acquaintance with school routine and educational theory and practice which would make them thoroughly competent to determine the school needs from the point of life values. Probably university authorities should always possess a legislative power with regard to matriculation requirements and university entry, but there their control might end."

Though the University retained that control of Matriculation which Inspector Fletcher suggested, their

52. The Educational Record, March 15 1923, "Extracts from Annual Report on State High Schools for 1922", p.46.

part in the formulation of courses and examinations at the secondary level became steadily less dominant from the time of this criticism.

As early as February 15 1922, there had been indications of a body of influential opinion in Tasmanian society which favoured an increasing say for teachers in syllabus-construction and in examination. An article under the heading, "The Reform of Public Examinations, A Summary" had been printed in The Educational Record on the above date. It was written by L. F. Giblin, later to become a famous Australian economist, as chairman of the Education Section of the Royal Society, and represented a summary of the findings of that body.

Among the 'Practical Suggestions' put forward was the claim:⁵³

"Teachers must control the syllabus. The machinery for that is now supplied by the Committee of Public Examinations. Opinions among teachers must be developed and consolidated to make this control effective."

53. Op. cit., p.47.

It was suggested that examiners and teachers should be in much closer liaison and that some subjects could be examined internally.

The Annual Report on State High Schools for 1924 included a renewed demand by C. E. Fletcher for the adoption of departmental control of examinations and courses of study. This more general plea was occasioned by the disappearance of the Proficiency Examination:⁵⁴

"That pupils completing a two years' course of study at a high school may possess some definite indication of their attainments to show to prospective employers a proficiency examination was established. Such marked a distinct forward move in departmental policy, as it secured for the Department complete control over the courses of study for pupils in high schools, afforded opportunity for subjects to be specialised to fit in with courses pursued by the different pupils, and gave the schools occasion to develop individually, and thus serve better the area in which each was established. With the passing away of the two years' course, unfortunately this examination is to disappear, and the control of the examination reverts to the University authorities."

54. The Educational Record, loc. cit.

The Proficiency Examination was evidently a substitute for those pupils not capable of gaining the Intermediate Certificate. However its relative unimportance can be gauged from the fact that it had not been mentioned in previous Reports. Inevitably the greater prestige was accorded to the more difficult examination and to that which was administered by the University which had more prestige as an examining body than did the Education Department.

Inspector Fletcher continued his criticism of the dominance of the University with an attack upon the existing regulations of the Intermediate Examination. In his Annual Report on State High Schools for 1927, he gave a detailed account of the injustices suffered by several candidates, a situation which he claimed recurred practically every year. Of 203 candidates presented from the Department's high schools, 115 were successful, "according to university requirements", which Mr. Fletcher considered "by no means satisfactory". Analysis of the results of these candidates revealed the following facts:-⁵⁵

55. The Educational Record, February 15 1928, op. cit., pp.43-44.

- (1) 150 candidates secured passes in five or more subjects.
- (2) 51 candidates gained passes in four or less subjects and thus failed in the examination, "and deserved to fail, not having reached a standard of competence in sufficient subjects".
- "(3) But there are (152-115) = 37 candidates whose cases call for further consideration:
 - (a) Of the 27 candidates who passed in five subjects, 16 gained Intermediate Certificates and 11 did not.
 - (b) Of the 35 candidates who passed in six subjects, 20 gained Intermediate Certificates and 15 did not.
 - (c) Of the 26 candidates who passed in seven subjects, 16 gained Intermediate Certificates and 10 did not.
 - (d) Among those regarded as failures by the University is one candidate who passed in eight subjects, with four credits; and another who passed in seven subjects, with four credits...."

The claim that some of those who had gained an Intermediate Certificate had acquired a better education than some of those who had failed could hardly have been sustained in the light of this evidence which provided solid ground for his suggestion :⁵⁶

56. Ibid., p.44.

"the University regulations on these matters need overhauling, as the specified conditions of passing the intermediate have done, and are doing, grave injustice to some candidates, and are failing to function wisely for secondary instruction."

He indicated that the Department high schools were doing something to resist the influence of the University examinations:⁵⁷

"....Within the schools, fortunately for candidates, promotion to post-intermediate forms is made on other lines than holding an Intermediate Certificate, and even the Bursary Board has awarded its honours on separate credits and passes rather than on the fact of examination passing. The difficulty is that the University authorities are attempting the impossible - i.e. to govern the school courses of study by conditioning the pass qualifications at the Intermediate Certificate Examination."

However, C. E. Fletcher's optimism as to the 'impossibility' of the University authorities imposing their will is difficult to justify. Whilst the purpose of the vast majority of secondary school pupils remained the securing of the Intermediate Certificate for vocational ends, and the University controlled the requirements for this examination,

the courses of study were bound to be oriented towards this goal.

He advocated that compulsory subjects and subject groupings should be rescinded and alternative groupings be submitted to the University authorities before the Intermediate Examination. Inspector Fletcher's request was to go unheard, specified subject groupings and individual subject passes being retained as prerequisites for both the Intermediate and its successor, the Schools Board Certificate.

(c) Accrediting, 1937 to 1941

That independence of University control which Inspector Fletcher had fought for through the twenties was brought close to realisation with the announcement in the Report of the Director of Education for 1937 that the Government proposed to initiate a move for the abolition of examinations and the establishment of an accrediting system.⁵⁸ However the long sought after freedom did not give rise to any drastic reforms in either the curriculum or examination system of the State secondary schools, the tendency being to follow established practices. It is likely that any radical departure from the procedures

58. Vol. CXIX , 1938 , Paper No. 4, op. cit., p.2.

which had been followed in the State schools and which continued to be followed by the Independent schools would have led to a public outcry, for prestige lay with the established, external Intermediate Examination.

The Independent schools had been brought in to discuss this change, but at the time the 1937 Report was written, no agreement had been reached. These schools were in fact to continue to present their pupils at the external examination. Meanwhile, despite the lack of agreement, the Government had arranged that the 1938 Intermediate Examinations would be the last which pupils from State schools would attend.

A note of optimism was sounded when it was claimed:⁵⁹

"With the abolition of the external examinations there must be much more freedom for individual schools. Further, all children will not be forced to undertake the same subjects, and often subjects which were distasteful to the pupils concerned."

Accrediting had been adopted in Tasmanian education before, as the means of examining for the Merit Certificate

59.

Ibid,, p.2.

in 1925 and 1926.⁶⁰ It had been used as the method of determining the Qualifying Examination in 1924 but had been discarded after one year's operation and the Scholarship Examination suggested by the 1924 Board of Enquiry used in its place.

In The Educational Record of February 15 1925 under the heading, "The Merit Certificate Examination", it was
61
announced:

"In order to encourage children to continue in Class VI, a Merit Certificate Examination will be held on the same lines as the Qualifying Certificate Examination last year that is, children in schools classified I to IV will be nominated by the head teacher and recommendations made in due course by the inspector, as was done last year for the Qualifying Certificate."

This was followed by an extensive theoretical defence of the virtues of accrediting, which appeared in The Educational Record of September 15 1926.⁶² The name of the author

60. For a description of the Merit Certificate see below, pp. 165-6%

61. Op. cit., p.40.

62. Op. cit., p.119.

was not submitted, thus suggesting that the contents represented official Departmental opinion. Both the style of presentation and the tenor of the argument strongly suggests the hand of C. E. Fletcher.

After a long preamble condemning the proscribing effects of the external examination the following were listed as "the essentials" of an accrediting system:⁶³

- "(a) An accrediting authority.
- (b) An examination must be of the school rather than of the individual.
- (c) Considerable reliance must be placed on the responsible teachers, who are recognized as the most capable judges of an individual pupil's attainments and ability.
- (d) There must be an inspection, for report to the accrediting authority.
- (e) Internal examinations must be conducted, with questions and marked papers filed for future reference.
- (f) The public must be guided to recognise the value and prestige of the system."

However dissatisfaction with this system as applied to the Merit Examination was implied in the curtailment of

63. Ibid.

accrediting powers in 1927 when in a "Circular to Teachers" it was announced that question papers for the Examination were to be supplied by the Department.⁶⁴

Thus the background to the adoption of accrediting in the State high schools was not an entirely promising one. It appears likely that Inspector Fletcher's desire for freedom from University domination was an important factor in the adoption of the new scheme, and it must have been with satisfaction that he wrote in his Annual Report on High Schools for 1938, that, "At the end of 1938 the University of Tasmania conducted the last intermediate examination for students who had completed three years of secondary instruction".⁶⁵

In 1939 the Intermediate Certificate which had been awarded by the University was replaced by two independent certificates, one awarded by the Department of Education, the other by the Associated Public Schools. The latter Certificate was awarded on results at an external examination run in almost identical fashion to the old Intermediate Examination. The Leaving Examination was conducted by the University as before. Very few facts and figures on the conduct and results of the Department Intermediate Certificate Examinations in the years 1939 to 1945 have been made available.

65. Op. cit., p.43.

The outline of the proposed arrangement for the State secondary schools was given by Inspector Fletcher in his High School Report for 1938 under the heading, "Future Certification":⁶⁶

" . . . The place of the abolished intermediate examination, which was primarily an external test, will in future be taken by headmaster's certification under conditions of a general type laid down by a Tasmanian School's Board."

This Board was a Department of Education institution.

The granting of the new Intermediate Certificate was to be ". . . largely determined by the school record of each pupil throughout his course". Such record was to be "entered from time to time on a personal cumulative record card, kept for each pupil and filed in the school office". Despite this absence of "any external examination whatsoever", or perhaps because of it, "under the general directions of the Board", schools were to "naturally preserve their . . . high reputations, and maintain their standards at a high level". Therefore it was unlikely that more pupils

66. Ibid., p.45.

would be "awarded the certificates under the new conditions than under the old", though it was suggested that the incidence might vary.

As the schools developed in ~~autonomy~~ they were "to establish their own courses, largely determine their own conditions of graduation", and the curriculum^{um} was to grow "in fluidity and flexibility". Accrediting was expected to bring changes in method : " . . . there should be marked development in methods of teaching in place of the old lecture and drive methods to pass pupils through an external test."

As a summary of the potential of the change Inspector Fletcher suggested :⁶⁷

" . . Both instruction and education should be more vital and effective, and should attain higher values under this scheme, whilst less rigidity and standardisation should result- criticisms that were levelled at the previous scheme."

The immediate reaction of the junior technical schools was described by W. M. Gibson, the Superintendent of Technical

67. Ibid.

Education, in his Report on Technical Education for 1939 :⁶⁸

"The introduction of the issue of the Schools' Board Secondary Certificate to replace the former University Intermediate Certificate was much appreciated by the various staffs, as each school now, subject to the approval of the Department, fixes its scope for each subject."

The influence of the new faith in accrediting was not confined to the Intermediate Certificate of the high and junior technical schools. Variations of the same procedure were also extended to the Scholarship and Merit Examinations. It was announced in May 1938 that admission to State post-primary schools was to be made on the recommendation of the headmaster, which was in turn to be made in the light of the information on the pupil's cumulative record card and his performance on the General Ability Test.⁶⁹ In the same notice it was stated that henceforward the Merit Certificate was to be awarded to pupils on completion of the Grade VII course, provided they had a ". . . satisfactory cumulative record throughout at least the preceding four years".

68. Vol. CXXIII, 1940-41, Paper No. 16, Report of the Director of Education for 1939, op. cit., p.6.

69. The Educational Record, May 15 1938, p.95.

Schools of Classes I to V were to set their own terminal tests.

In his Report for 1939, the Director indicated that as a result of the new method both headmasters and masters of subject departments were "showing a more personal interest in courses in their own schools" and "a spirit of desire for enquiry and research hitherto impossible". It was claimed that children would "benefit enormously", especially from the "avoidance of cramming". To those pupils who had been nominated by headmasters at the end of 1939, practically no objection had been raised.

(d) A Review of the Intermediate Examination, 1922 to 1938.

As the Intermediate Examination of the Education Department was introduced in 1939 it is appropriate at this stage to review the history of the University Intermediate Examination in the period from 1922 to 1938 inclusive.

The following statistical information on the seventeen Intermediate Certificate Examinations held in the period was supplied by C. E. Fletcher in his Annual Report on High Schools for 1938 :⁷⁰

70. Op. cit., p.43.

(1) For the period, 46 per cent. of the candidates were entered from State high schools, and they obtained 57 per cent. of the total passes at the end of the year examinations, thus suggesting that the performance of high school pupils at the examination was better than that of Independent school pupils. However two other factors, not mentioned by Inspector Fletcher, can be taken into account. Firstly, the very high leakage of pupils from State high schools would account for a fairly high proportion of potential failures, whilst the Independent school pupils, backed by parents with higher incomes would not have been subject to the same rate of pre-examination leakage. Secondly, results of the junior technical school candidates were not included though these schools were an alternative to the State high school as sources of secondary education.

(2) "The total number of high school candidates over this period was 3904 and 2547 passed the December examinations, which is the equivalent of 65 per cent. of the entrants from high schools, the average pass for all candidates being 1 1/3rd credits and five passes". It must be remembered that the percentage given indicates only those who entered for the examination and that a substantial number of pupils did not reach this stage.

(3) "Not only has the intermediate examination required an additional year of secondary work to that required for its predecessor, the junior public, but the records of the examination conclusively show that it has consistently been a much more difficult examination for the candidates to pass."

Appended to this review was a graph showing "the successes of high school entrants" at the Junior Public and Intermediate Examinations in the years from 1913 to 1938.⁷¹ This graph was reproduced in such a form in the Annual Report that precise estimates of the percentage of successful candidates in each year could not be determined though some general trends were observable.

The percentage of successful candidates at the Junior Public in the years from 1915 to 1921 varied between seventy and eighty five.

At the Intermediate Examination the high percentage of successful high school entrants in 1923 and 1924 was no doubt due to the small number of pupils proceeding beyond the second year, so that those who did go on were generally those most capable scholastically. The drastic fall ⁱⁿ ~~to~~ 1925 was probably

71. Ibid., p.44.

attributable to the fact that for the first time the Intermediate Certificate Examination was attempted by a large proportion of an annual high school intake. This meant that there was a greater range of ability among candidates. Added to this was the newness of the three-year pre-Intermediate course which it can be assumed the schools became better adjusted to as time passed. That this was so is suggested by the fairly steady climb in successful entrants from approximately forty seven per cent. in 1925 to seventy five per cent. in 1938.

(e) Suggestions to Improve Courses of Study and Teaching Methods

The innovations in the courses of study consequent upon the introduction of the Intermediate Certificate Examination had been followed by further developments in this field.

In the Report on State High Schools for 1922 in which Inspector Fletcher had begun his attack on University control he also put forward three suggestions for the improvement of courses of study :⁷²

- (1) "... one of the outstanding needs in a secondary curriculum is very definite training in some of the varied forms of handwork, so that at this stage may be

72. Loc. cit.

ensured a right attitude, at least mental if not technical, towards manual work."

- (2) ". . . . a closer contact between primary and secondary school subjects needs to be maintained so as not to endanger too greatly the continuity of the work."
- (3) " the standards of proficiency expected of all pupils in some subjects are higher than necessary, and, in fact, overlap university work; whilst it may be more advisable for pupils to pursue subjects other than those now provided for."

The pragmatic flavour of the first suggestion showed a break with the concept of the State high school as a reproduction of the English grammar school. However Tasmanian high schools had never been subject to the pressures of an academic or classicist educational environment to anything like the same extent that the secondary schools of Great Britain had been. The pragmatic tendencies had been reflected in the inclusion of commercial, technical and domestic subjects in the high school courses in 1913.

This first suggestion was echoed by the Director in his Report for 1926, when in reporting on the Directors' Conference held in Brisbane in May 1926, he stated that Tasmania was the only State which provided no domestic science schools for girls and no post-primary training in some form of handwork

for both boys and girls.⁷³ However nothing was done to change this situation in the years immediately following and technical subjects were not re-introduced into the high schools until 1952^xat Burnie.

The demand for closer liaison between the primary and secondary schools has been reiterated at intervals during the forty years since C. E. Fletcher put the proposal forward and by 1962 no formal machinery for achieving this had been set up.

His final suggestion was a further criticism of that inappropriate university orientation which tended to dominate the purposes and work of the high schools, even though only a small proportion of scholars in these schools was to proceed to university. However even when a large degree of independence was attained by State secondary schools in 1938 there was little if any change in the subjects studied in the high and junior technical schools.

In the same Report a warning was issued in connection with teaching methods. Inspector Fletcher repeated the advice which L. F. Giblin had given,⁷⁴ that there is a danger of over-emphasising examination results with a consequent tendency

73. Op. cit., p.2.

74. Supra, pp.135-36.

to examine the pupil on "the number of facts he can remember in the strained atmosphere of the examination room",⁷⁵ and to direct the teaching to this end so that other, more important capacities are not encouraged or developed. The same warnings are often voiced today in relation to the functioning of Tasmanian State secondary education.

The trend to more liberal teaching methods, that is, methods aimed at learning goals other than the cramming of facts, was reflected in a statement made by the Director in the following year in connection with the Dalton Plan :⁷⁶

"Many teachers have begun to realise that the intellectual life of boys and girls has become over-organised in details, and that modern arrangements leave far too little room for freedom and variety of individual effort The attention of teachers is especially called to these signs of the times, and they are urged to devote themselves to reading and experiment on these lines."

Methods of teaching in the secondary school were affected by the impact of 'progressive' developments, though the demands of examinations and heavy syllabuses saw much less significant

75. Loc. cit.

76. Vol. XCI, 1924-25, Paper No. 19, Report of the Director of Education for 1923, p.2.

reform than in the lower primary and infant grades where such pressures were not so sharply felt.

Inspector Fletcher, in his Report on State High Schools for 1924, criticised the high schools for being too exclusively examination oriented, especially under the system by which the year was broken into four quarters with an examination at the conclusion of each. He proposed that the four quarters should be reduced to three terms to relieve some of the "undue importance and stress" attached to examinations.⁷⁷

This proposal was reiterated in his Report for 1925, and the suggestion was repeated that too often terminal examinations were set with the purpose of "flawing" pupils and were too little regarded as a reflection of teaching capacity.⁷⁸

"During 1925 the course of study for high school was revised and rewritten, and important modifications were made, not only in some of the courses, but also in various text books. Valuable assistance in this task was rendered by some of the teachers on the staffs, and their advice and help was much appreciated."⁷⁹ No copy of the revised course of study is now available.

77. Loc. cit.

78. Op. cit., p.73.

79. Ibid.

Inspector Fletcher was able to report that in 1926
" . . . the schools conducted three internal tests
and these were found to be adequate". Presumably these
were based on the new course of study. He found it necessary,
however, for the third year in succession, to warn that
internal tests were a test of the teacher, implying that they
should reveal more than a knowledge of drilled facts.⁸⁰

80. The Educational Record, February 15 1927, Annual Report
on State High Schools for 1926, p.38.

(f) A Common Course

As early as March 15 1923, C. E. Fletcher asserted :^{80 A}
"Many agree that the school should not be definitely vocational in its aim until the child is 16 or 17 years of age and is ready to choose and follow a calling." However, under the existing arrangement of courses in the State secondary system a pupil was required to commit himself to one of three courses, the academic or secondary, the commercial, or the technical course, before he had entered the high or junior technical school. Each course carried a vocational bias.

Not until four years later, in his Annual Report on State High Schools for 1926, did Inspector Fletcher suggest once again that pupils should not be required to settle on a general, technical or commercial course before they had entered high school at twelve or thirteen years of age. To overcome this "premature selection of subjects and too early specialization",⁸¹ he proposed :

" . . . a move should be made to frame a uniform curriculum for the first year, which would naturally be the foundation for any of these courses. If such a course

80 A. The Educational Record, op. cit., "Extracts from Annual Report on State High Schools for 1922", p.46.

81. Op. cit., p.39.

were framed for a week of 35 periods, I would suggest English, 7 periods; History, 3; Geography, 3; Mathematics, 9; Science, 4; Manual Work (boys) or Domestic Science (girls), 4; and 5 spare periods for an optional subject."

One latent weakness in the proposed scheme was the possibility that the five spare periods for an optional subject would lead to just those specialist tendencies which the suggested course was intended to avoid. Pupils seeking a university education would wish to study a language, whilst those with more commercial or technical ambitions would be inclined to choose a subject in one of these two fields. Once the choice was made, transfer to another subject would be made difficult by the start given to pupils already studying that subject. Perhaps Inspector Fletcher intended to introduce a subject outside the scope of those suggested above, but subsequent secondary school practice has been that the optional subjects are normally more specialist in character and therefore carry some vocational bias. The problem of providing adequate knowledge of a subject in the period of secondary schooling without imposing a premature specialisation is one that still awaits solution.

In his Annual Report on State High Schools for 1927,

C. E. Fletcher once again pressed for the adoption of a common course, stressing the need for such in both high and junior technical schools :⁸²

"Again I desire to stress the educational principle that high and junior technical schools should possess a common first-year course, as recommended in the Hadow report and by other bodies interested in secondary education. Pupils at the early ages of 11 and 12 years are not mature enough nor sufficiently developed to decide on a course of study suited to their needs, as they have little notion of what those needs are, or appreciation of their innate ability or of the natural aptitudes they may possess. In secondary work they commence to study a variety of fresh subjects, and require at least one year's experience therein to determine their powers and capacities. At the end of their first or probationary year it is more likely a wiser choice may be made, and the availability of transfer from one type of school or course to another should be rendered easy, and made without educational waste or loss of time. "

82. Loc. cit.

The following course of study was introduced in 1929, presumably aimed at avoiding the premature commitment of pupils to a specialized course :⁸³

" . . . All pupils received instruction in English, history or geography, a foreign language (either Latin or French), arithmetic, algebra, and, generally, geometry. With these subjects as a basis pupils were expected to take three or four other subjects, so as to give their complete course a literary, scientific, or commercial bias."

Though this made Matriculation possible for all pupils, the three or four optional subjects which gave a bias to their course meant that early specialisation with particular vocational implications was still retained.

83. The Educational Record, February 15 1930, Annual Report on State High Schools for 1929, p.38.

(g) The General and Commercial Courses.

By 1927 the only two courses available at the high schools were the commercial and secondary courses, the industrial course having been transferred to the junior technical school in 1921 and the teachers' course subsumed under the secondary. Up to the Intermediate Examination pupils in the commercial course normally took two commercial subjects in place of a language and a science or of two sciences (after 1929) in the general course. In the fourth and fifth years variations to suit individual requirements were permissible.

Of pupils who attended the high schools in 1927, forty five per cent. were pursuing commercial courses, and fifty five per cent. secondary courses, "three-fifths of the latter number having notified their intention of becoming teachers". Of the 133 pupils in post-Intermediate classes, 116 were following general courses and seventeen were studying "along commercial lines". The wide diversity in numbers in the two courses in the senior years was partially explained by Inspector Fletcher : ⁸⁴

" . . . In connection with this comparison it is to be remembered that considerable financial assistance is given by the Department to prospective teachers, who practically confine their attention to the secondary course."

84. Annual Report on State High Schools for 1927, loc. cit.

It was stated in the Annual Report on High Schools for 1934 that the majority of pupils still followed one of the two courses, and though the figures for enrolments in each were not made available after that year, this pattern of high school organisation continued until the readmission of technical subjects in 1952 - or alternatively until the status of the junior technical schools was changed to that of technical high schools in 1949.

The two courses had six subjects in common : English, either History or Geography, a foreign language (usually French), and three mathematical subjects (Arithmetic, Algebra and Geometry). The electives for pupils following the general course included a second foreign language, two sciences and various other subjects. Those following a commercial course studied Business Practice and Principles, Shorthand and another subject. Domestic Science was "more or less compulsory" for all girls.

For the period from 1928 to 1934 the ratio of pupils taking the general course to those taking the commercial course in post-Intermediate classes remained relatively constant as indicated by the following figures : ⁸⁵

⁸⁵

Figures are not available for other years in the period under consideration. Those enrolments shown in each of the courses are derived from the Annual Report on State High Schools for each of the respective years.

<u>Year</u>	<u>General Course</u>	<u>Commercial</u>
1928	118	28
1929	122	22
1932	151	36
1934	147	26

As the general course included those who were probationary students and almost all those pupils who intended to gain Matriculation, it was inevitable that it should have enrolled almost all pupils in the senior school. However it is surprising that there was no increase in the number of commercial students enrolled in 1934 for in 1929 language study had been made compulsory for both courses which meant that pupils studying commercial subjects could matriculate. The explanation for the lack of increase may have been that traditionally the path to Matriculation had been through the academic subjects.

However there was a significant growth in the total number of pupils taking the commercial course compared to those taking the general course in 1934. Thus the relative figures for each course in all high schools for the years 1929, 1932 and 1934 were :

<u>Year</u>	<u>General Course</u>	<u>Commercial Course</u>
1929	805	656
1932	723	495
1934	561	541

This increase in the numbers enrolled in the commercial course was confined to the pre-Intermediate years, for those in post-Intermediate years in 1934 totalled only twenty six. Whilst the possibility of matriculating through this course may have led to a slight increase in the numbers enrolled in it, it seems likely that the greatest number of those taking the commercial course did not intend going beyond the Intermediate stage in which case the training in commercial subjects may have been regarded as providing better employment opportunities - especially as pupils did not suffer a loss of prestige through attending a different school to those taking the academic course.

That it was no freak increase in 1934 was indicated by the establishment of the New Town Commercial High School in 1937, where, in 1938, 415 pupils were enrolled, whilst Hobart High School, which provided the academic course only, enrolled 454. As the latter had a much larger enrolment in the senior school it appears certain that the demand for the commercial course at the pre-Intermediate level was as great as that for the general or academic course.

Notice was given, in the Director's Report for 1936, that an advisory committee on commercial education had been set up to consider matters in connection with the proposed high school at New Town, and it was announced that "three of the leading business authorities on this subject" had accepted a seat. However no record of the meetings or influence of this committee was published, nor could any such record be obtained from the Tasmanian Education Department.

(h) A Foreign Language for General and Commercial Course Students.

By requiring all high school entrants from 1929 to study a foreign language, the opportunity for all to gain Matriculation was provided :⁸⁶

" . . . Every pupil received instruction in nine subjects to the Intermediate Certificate level, and eight subjects to the Leaving Certificate level, and all courses were so arranged as to give pupils an opportunity to matriculate."

Prior to this, commercial course students had been precluded from Matriculation by their lack of a foreign language. However the reform was not extended to the technical course and it was not until 1949 that a language was first introduced into the junior technical schools.

In an article entitled, "Information for Parents in Regard to State Secondary Schools" published in The Educational Record of October 15 1930, it was claimed that the four courses of study, the general, commercial, technical and agricultural courses, were designed so that pupils would be "afforded the opportunity of matriculating at the Leaving Examination and proceeding to a university education".⁸⁷

86. Annual Report on State High Schools for 1929, loc. cit.

87. Op. cit., p.138.

This was true for pupils following three of the courses but not for those following the technical course, the implicit assumption being that university education in the technical field was either not necessary or if necessary, should be confined to those who had followed a general or commercial course.

The inclusion of a foreign language in all high school courses was not universally approved, and in fact, "received much criticism", presumably from those who believed in a rigid division between academic and vocational education, the former to be limited to a selected few - a smaller proportion than those entering the high schools in 1932. However the introduction of a language for all high school pupils was defended by C. E. Fletcher with the following arguments :⁸⁸

". . A merely utilitarian claim advanced for any subject is not sufficient to justify its inclusion, especially when it is remembered that the majority of pupils commencing on secondary work have not any definite notions regarding their avocations in life. Cultural claims and those arguments advanced by the educated section of the community have stronger force, and it is not surprising to find that the managers of large firms prefer a well-balanced general secondary education to a knowledge of special subjects when

88. The Educational Record, June 15 1923, Annual Report on High Schools for 1932, p. 93.

engaging youths in their activities."

Despite Inspector Fletcher's suggestion that utilitarian claims are not sufficient to justify the inclusion of any subject in the secondary courses, it seems likely that it was just for this reason that domestic science was made compulsory for girls, two commercial subjects and educational theory included in the commercial and teacher's courses and technical subjects provided in the junior technical schools.

The claim that 'managers of large firms' prefer pupils with a well-balanced secondary education (and the implication is that the study of a foreign language is essential for this balance to be achieved) suggests a utilitarian motive underlying the desire to provide a foreign language in the high schools. What is not faced is the dilemma as to whether manufacturers prefer pupils who have studied a foreign language because this gives them a more adequate preparation for a business career or whether the prestige attaching to such study attracts the most capable pupils so that business managers can use their knowledge that an ex-pupil has studied a language as a means of selecting a capable employee.

The study of a foreign language by all high school pupils was retained until the secondary schools were reorganised on the district principle when those showing an ineptitude for such study were "streamed" into a non-language group.

(i) Conclusion.

There were three main developments in the high school courses of study and examinations in the period from 1919 to 1941.

1. With the introduction of the Intermediate and Leaving Certificate Examinations in 1921 (the first candidates sat in 1922) the first step towards breaking the monopoly of the University over courses and examinations was broken. It was in effect an acknowledgement of the arrival of the State secondary system which by virtue of its size, demanded attention from the Committee of Public Examinations and necessitated increasing recognition of the vast number of State secondary school pupils who were not destined to enter the University.

The examining power of the University was reduced even further when the Education Department was granted the power of examining its own Intermediate Certificate candidates for 1939 by the accrediting procedure.

2. The second main development came as a result of the realisation of the dangers of a premature selection of courses. To avoid the compulsory choice of a particular course before entering a secondary school, an endeavour was made to establish a common course, however the only progress made towards this goal was the extension of language study. So that those pupils entering the commercial course would not be denied the

opportunity of matriculating, the study of a foreign language was extended to all high school pupils (including those who took the agricultural course at Scottsdale and Smithton).

However this reform was not introduced into the junior technical schools which meant that pupils choosing the technical course at eleven or twelve years of age were precluded from Matriculation. Nor did the provision of a language overcome the problem of premature specialization, for subjects with a vocational bias were still taken in the first secondary school year, thus erecting barriers to transfer to other courses.

3. Finally, the process of specialization in secondary education reached its zenith in 1937 with the establishment of the New Town Commercial High School (later called the A. G. Ogilvie Memorial High School), for it resulted in the existence of each of the courses offered in Hobart, the technical, the commercial and the general, in separate schools. No parallel separation took place in other centres, though the technical course was separate in Launceston, probably because the size of enrolments did not make such a change administratively advisable. From 1950 a reverse process was to begin, the tendency being to consolidate all courses in the one school.

C. E. Fletcher emerges from the official departmental reports as the dominant figure in all matters pertaining to State secondary education in the years from 1919 to 1941. It is impossible to assess

the influence in this sphere of other officers of the Education Department, since there are no records available of the discussion or correspondence which took place within the executive, however it seems certain that Inspector Fletcher led the movement for independence from the University, and it appears likely that it was his concern to establish a common course which led to the extension of language study to all high school pupils, thus making it possible for those entering the commercial course to qualify for Matriculation if they so desired. He anticipated the findings of the Board of Enquiry with regard to the necessity for high school entrance from Class V, and in requiring parents to sign an agreement to keep their children at school for a definite period. The evidence contained in his annual high school reports suggests that Inspector Fletcher was a force for educational enlightenment in the administration of State secondary education in Tasmania.

3. High School Staff, 1919 to 1941.

(a) Academic Qualification.

In 1917 special provision had been made at The Philip Smith Training College "for the preparation of students for high school teaching".⁸⁹ In 1919 this provision was formalised and consolidated by a new regulation, number 225, which appeared in The Educational Record of May 15 1919.

The purpose of the secondary course was, "To supply the academic and professional training required for a position as senior master or as an assistant in charge of a high school".⁹⁰

Students were to be selected from those who had satisfactorily completed Course B⁹¹ and were to continue training for one or two years, "at the discretion of the Director", in addition to the year spent in Course B. An allowance was to be paid to the selected students, necessary text-books provided, and University fees for lectures and examinations paid by the Department. After the completion of their training, students were to enter into an agreement to serve the Department for five years, under a penalty of forty pounds for every uncompleted year of service.

By 1921 the effect of this training, which provided greater

89. Supra, pp. 52-53.

90. Op. cit., p.79.

91. Supra, pp. 71-72.

opportunity for academic specialisation, was evidenced by the claim made in the Annual Report for that year that high schools were being staffed on definite subject lines.

Unfortunately, continuous and reliable figures relating to staffing are not available for each year in the period, though Table 19, collated from information included in the Annual Reports on High Schools gives some indication of the main trends.

Table 19. High School Staff - Number and Qualification, 1922-41

	<u>Males</u>	<u>Females</u>	<u>Trs.with Degrees</u>	<u>Totals</u>	<u>Percentage with Degrees</u>	<u>Pupils per tr.</u>
1922	23	25	25	48	52	
1923			30	48	62	
1924	23	21	25	44	57	
1925	23	28	30	51	59	20
1926	26	27	30	53	57	
1927	27	27	29	54	55	21 (excluding Scottsdale)
1928	29	33	28	62	45	
1929	32	24	27	66	41	
1930	36	39	31	75	42	
1931						
1932	32	32½	40	64½	62	19.0
1933						
1934	36	32½	43	68½	63	18.7
1935						
1936						
1937						
1938	50	56	61	106	58	19.1
1939						
1940						
1941	46	56	60	102	59	17.5

The Educational Record of March 15 1923, was the first to contain Extracts from the Annual Report on State High Schools and most of the following comments on high school staffing from that time until 1941 are drawn from the same source - in those succeeding years in which the Reports were published.

Of the total high school staff of forty eight in 1922, forty three were employed at Devonport, Launceston and Hobart High Schools, the remaining five teachers being spread between Burnie, Huonville and Scottsdale. Further, only Hobart and Launceston were thought to warrant the employment of masters of subject departments (MSDs) - two in each, and only the three larger schools to warrant the appointment of a headmaster. Devonport acquired an M S D in 1927 and Burnie a headmaster in 1929.

Though complete figures were not made available for 1920 and 1921, it was indicated that the respective percentages of teachers with degrees in these years were twenty seven and thirty five. The percentage of fifty two in 1922 therefore represented a substantial rise on previous years and may have been a manifestation of the longer period of training made available for pupils taking Course A at the Philip Smith College. This was suggested by the fact that the total number of high school teachers remained the same in 1922 as in 1921.

The happy position with regard to the staffing of the high school was reflected in the statement :⁹² "Classes were usually of convenient size, and, in fact, it would have been

92. Annual Report on State High Schools for 1922, op. cit., p.47.

easily possible to have taught efficiently a greater number of pupils with the same sized staffs."

The percentage of teachers with degrees reached sixty two in 1923, the highest figure~~x~~ achieved until the depression years. The reason for this was that there was no increase in the number of high school teachers, due to the happy position noted above, but a number of ex-students of Course A completed the degrees they began under that course.

In 1924 there was a fall of eighty one in the aggregate enrolments and this resulted in the reduction of total high school staff from forty eight to forty four. Surprisingly, the percentage of staff with degrees showed no improvement despite this reduction. Inspector Fletcher observed :⁹³

"The number of teachers with degrees showed no improvement, and as it is the policy of the Department, strongly supported by the recent Board of Enquiry, that all teachers in high schools should possess university degrees, those teachers not completing their university work should be transferred to primary staffs."

The Board of Enquiry had made no positive recommendation with regard to staffing but had observed that though eighty five per

93. The Educational Record, Annual Report on State High Schools for 1924, loc. cit.

cent. of total expenditure was devoted to the salaries of teachers, the salaries were reasonable and the schools not overstaffed. The following table compiled by the Board was taken as evidence that the policy of appointing only graduates or potential graduates to high school staffs was being implemented :⁹⁴

Table 20. Academic Qualification of High School Staff, 1924.

Number of graduates	26
Number in third year of graduation	9
Number in second year	4
Number in first year	3
Number not graduating	1
Number in fourth year (commerce)	2
	<hr/>
	45
	<hr/>

All of the seven additional teachers in 1925 were women, and five of these possessed degrees.

By 1926 the depression in Tasmania was having an effect on the staffing situation, with a loss of teachers to other states.⁹⁵ However, despite this migration there was an increase of two in the total number of high school teachers, necessitated by an increase

94. Op. cit., p.3.

95. Report of the Director of Education for 1926, op. cit., p.2.

of eighty six in the end of the year enrolment over that for 1925. However the increase in staff was not paralleled by a rise in the number of teachers with degrees so that there was a slight fall in the percentage thus qualified and this fall was to continued until 1930.

The Director remarked on this fall in standard in his Report for 1927 :⁹⁶ "With a rapidly increasing enrolment it is not easy to maintain the standard required in staffing." This presumably applied to all levels of schooling. A drastic reduction in the percentage of high school teachers with degrees did not come until 1928 when there was a substantial increase of eight in the total number of staff, and a reduction of one in the number possessing degrees, so that the percentage fell from fifty five in 1927 to forty five in 1928. The Director indicated that the fall in standard was partly due to offers from other states.

The fall in the percentage of teachers with degrees brought the following comment from Inspector Fletcher in his Report on State High Schools for 1928 :⁹⁷

96

Op. cit., p. 4.

97. Op. cit., p.42.

"Each year high school staffs suffer depletion owing to the lure of the mainland for our more experienced teachers.

Of the eight teachers (two on 12 months' leave) who left high school staffs last year, six had degrees, and received their training from this Department."

The shortage of teachers with degrees was to continue until the present day. The shortage in 1929 was no doubt occasioned by the same lack of public recognition - in financial and less tangible terms - which causes the depletion of contemporary high school staffs.

Besides a decrease in the number and percentage of teachers holding university degrees it was noted that "fifty per cent of the staffing was "made up of assistants and ex-students on primary school salaries".⁹⁸

Four new teachers were necessitated by the increased end of the year enrolment of 104 in 1929, but the number of teachers with degrees was reduced by one. A bright spot was the statement by the Director in his Report for that year, that there had been fewer resignations from high school staffs. The problem for teachers outside Hobart, of completing degree qualifications was also mentioned, though no solution was suggested. However it was hoped to improve⁹⁹ the overall standard of qualification of high school teachers :

98. Ibid.

99. Vol. CIII , 1930 , Paper No. 16, op. cit., p.4.

"As the conditions to our service become more stable it should be possible to eliminate the ex-student from this branch."

Inspector Fletcher indicated in his High School Report for 1930 that with additional enrolments and the placing of domestic science teachers on the high school staffs, an increase of nine teachers had resulted.¹⁰⁰ The number of teachers with degrees rose by four, the first increase since 1925.

The next Report on High Schools to appear in The Educational Record was that for 1932 when there was indicated a substantial increase of twenty per cent. in the percentage of teachers with degrees - from forty two in 1930 to sixty two in 1932. This was to some extent made possible by the substantially reduced enrolments at the high schools and the consequent reduction in the number of high school teachers. However, though the total number of high school staff was reduced considerably, nine more teachers held degrees in 1932 than in 1930. This increase may have been due to a movement of people with degrees into teaching because of a fall-off in employment opportunities elsewhere, or to a greater desire on the part of the teachers to complete a university degree - motivated by the belief that their future in the high schools depended on their acquiring this qualification.

100. Op. cit., p.54.

The increase in the percentage of teachers with degrees was accompanied by a reduction in the number of juniors on high school staffs, so that in 1932 there were only four teachers classified as ex-students whilst in 1931 there had been thirteen.

There was no mention of any significant development in the field of staffing in any of the Education Department's public reports from 1932 until the Director, in his Report for 1936, indicated that with the lifting of the depression teachers were resigning and the shortage was becoming pressing. The security of Government employment was presumably proving less attractive as economic circumstances improved and the chances of entering more lucrative vocations increased.

To attract students "to positions demanding a higher education" it was proposed : ¹⁰¹ " . . . the Department will be able to arrange for a regular stream of 'A' course students, who will leave the College having secured degrees." That this reform was undertaken was confirmed by the following statement from Inspector Fletcher's Report on State High Schools for 1938 :¹⁰²

101. Op. cit., p.3.

102. Op. cit., p.43.

"Arrangements have now been made to extend the period of training for certain students at the Teacher's College so that more young persons may complete their degrees before starting on their teaching careers, and so gain those academic attainments essentially desirable before appointment to a secondary staff."

Not surprisingly, with the rapid increase in enrolments in 1935, '36 and '37, the percentage of teachers with degrees had declined from sixty three in 1934 to fifty eight in 1938, but in the same period the high school staff had risen from 68 and a half to 106. With a system of part-time completion of degrees there was bound to be a lag, in a period of rapidly expanding enrolments, in the increase in teachers with degrees. This position was worsened by the fact that only a small proportion of those seeking to complete degrees could be posted in the Hobart district to attend University lectures.

The Report on High Schools for 1941 contained the comment :¹⁰³
"Enlistments and militia have considerably affected staffing."
It was not surprising therefore that the total staff in high schools should have fallen from 106 in 1938 to 102 in 1941, though the number of teachers with degrees had remained constant.

103. The Educational Record, June 15 1942, op. cit., p.89.

As could be expected, in 1941, there was a majority of ten women employed in high schools, and though enlistments no doubt contributed to the size of this predominance, the tendency had already been apparent in 1936 when there were six more women than men teachers in the high schools.

Throughout the period, by far the largest number of degrees possessed by high school teachers were in the Faculty of Arts and for the first ten years of the high schools this was the only type of degree held. By 1929 there were four Science and two Commerce Degrees, or six of a total of twenty seven degrees in that year and by 1941 this number had increased to ten Science and eight Commerce of a total of sixty degrees, an increase of from 22.2 per cent. to 30 per cent. of all degrees held. This increase, though significant, was slight in view of the increasing impact and prestige of science and of the establishment of Commerce as a secondary school subject and the A. G. Ogilvie High School as a commercial high school.

(b) Teacher - Pupil Ratio and Teaching Load

It was stated in the High School Report for 1925 that the number of pupils per teacher at the different schools averaged twenty - varying from thirteen at Scottsdale to twenty one at the two larger centres.¹⁰⁴ From Table 19 (p.174) it can be seen that this average was to be maintained until 1941 when there was a decided improvement in the pupil - teacher ratio.

In 1927, though the increase in staff lowered the standard of qualification of high school teachers, it made possible the maintenance of a satisfactory teacher - pupil ratio:¹⁰⁵ "With the exception of Scottsdale District School, which was more liberally treated, the high schools were staffed in the ratio of one teacher to twenty one pupils." Less satisfactory was the fact that "the average number of teaching periods per week per teacher was on the high side".¹⁰⁶ Whether the load of teaching periods changed after 1927 cannot be ascertained, but the normal load of twenty five to twenty six a week in 1928 was "regarded as adequate, seeing the amount of preparation and correction entailed". Presumably this represented an improvement

104. Op. cit., p.73.

105. Annual Report on State High Schools for 1927, op. cit., p.42.

106. Ibid.

on the previous year.

There was a slight increase in the number of teaching periods per week for each teacher in 1929, ranging from an average of twenty six at Hobart to twenty eight at Devonport, whilst the teacher - pupil ratio varied from an average of 24.5 at Hobart to 19.1 at Devonport.¹⁰⁷

There was a more liberal allotment of staff in 1930, the teacher - pupil ratio ranging from 21.5 at Hobart to 16.0 at both Burnie and Scottsdale. The number of teaching periods per week remained fairly stable at twenty six to thirty.

Despite the necessity for the reduction of staff with the decrease in enrolments during the depression years, the former was not so drastic as the latter and consequently the pupils per teacher reached a very liberal level. This can be seen by comparing the ratios for the years from 1929 to 1934 in Table 21. Only Hobart High School did not follow the trend to 1932 as the year of most liberal staffing - a result of the greater demand for high school places in Hobart in this period and the consequent stability of enrolments. The number of pupils to each teacher was given in available sources in the following years :

107. Annual Report on State High Schools for 1929, op. cit., p.38.

Table 21. Pupils Per Teacher, 1929-41

	<u>1929</u>	<u>1930</u>	<u>1932</u>	<u>1934</u>	<u>1938</u>	<u>1941</u>
Hobart	<u>24.5</u>	<u>21.5</u>	<u>22.5</u>	<u>22.2</u>	<u>19.3</u>	<u>20</u>
Launceston	22.8	20.1	19.1	19.6	20.7	20
Devonport	19.1	18.2	15.7	16.7	18.5	18
Burnie	21.6	16.0	14.5	17.1	15.8	17
Scottsdale	19.3	16.0	10.0	13.0	16.8	15
Smithton					15.2	12
New Town					24.0	21
	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
Average	<u>21.5</u>	<u>18.4</u>	<u>16.4</u>	<u>17.7</u>	<u>18.6</u>	<u>17.6</u>

Despite an increased enrolment in 1941 on that for 1938 and a slight fall in the total number of high school teachers (See Table 19), there was a more satisfactory teacher - pupil ratio, presumably because of a more economical distribution of staff between schools.

Chapter 6

The Junior Technical Schools,

1922 to 41

1. Enrolments

Both the total aggregate enrolment and the aggregate enrolment at each of the three junior technical schools ^{are} ~~is~~ shown in Table 22.

TABLE 22 (PAGE 188)

Table 22. Junior Technical School Enrolments, 1922-41.

<u>Year</u>	<u>Total</u>	<u>Schools</u>		
		<u>Hobart</u>	<u>Launceston</u>	<u>Queenstown</u>
1922	253	117	88	48
1923	252	112	90	50
1924	260	110	95	55
1925	404	204	147	53
1926	425	208	143	74
1927	540	266	187	87
1928	589	262	230	97
1929	607	296	210	101
1930	582	270	209	103
1931	532	280	177	75
1932	392	196	135	61
1933	338	162	119	57
1934	414	192	150	72
1935	522	266	180	76
1936	533	266	190	77
1937	554	275	203	76
1938	553	255	212	86
1939	613	273	240	95
1940	657	284	273	100
1941	742	343	302	97

The sudden increase in enrolments at the beginning of 1925 was attributed to the adoption of the Scholarship Examination - as was the contemporary increase in high school enrolments.¹ However whilst ^{high school enrolments} ~~the latter~~ had fallen in the period from 1920 to 1924, enrolments in the junior technical schools had been slowly increasing, despite the existence of the local economic depression, thus indicating an increasing demand for technical education at the secondary school level.

However the demand was not sufficiently pressing to withstand the impact of the 1931 economic collapse with the subsequent imposition of fees, so that enrolments fell from a peak of 607 in 1929 to 338 in 1930, a fall of almost forty five per cent. The most serious drop occurred at the end of 1931 when fees were first imposed, the total enrolment falling from 532 to 392 or a fall of over twenty five per cent. In the Report on Technical Education for 1933 it was suggested that the fall in enrolments was also due to the difficulty of placing tradesmen.²

For 1934, enrolments increased twenty three per cent. on those for 1933, despite the fact that fees were not abolished until

1. For details of the Scholarship Examination, see below, pp. 210-24.

2. Vol. CXI , 1934 , Paper No. 6, Report of the Director of Education for 1933, op. cit., p.5.

the advent of the Labour Government in the middle of the year. An increase of 108 or twenty six per cent. occurred from 1934 to 1935, no doubt a result of the abolition of fees and improving economic conditions.

From 1935 to 1938, no significant increase in enrolments occurred. The rise from 522 to 553 was less than could be expected in a period of economic recovery and rising population. That a more rapid increase would have occurred was indicated by a report in 1936 that accommodation was stretched to capacity and that in Hobart the existing buildings were unable to cope with the numbers qualified for admission.³

Despite this statement, enrolments increased four per cent in 1937. It was then claimed that the number in the junior technical schools was expanded to a stage where any further increase could not be absorbed by industry.⁴ The advice that this was so was evidently heeded for the aggregate enrolment for the following year was one less.

3. Vol. CXVII, 1937, Paper No. 5, Report of the Director of Education for 1936, p.4.

4. Report of the Director of Education for 1937, op. cit., Report on Technical Education for 1937, p.6.

However by 1938, the increasing demand for technical education at the secondary school level was reasserting itself, so that in 1939 an eleven per cent. increase on what was thought to be peak enrolments occurred.

The impact of war and new industries aroused a demand for more junior technical education. This was evidenced in the rapidly rising enrolments from 1939 to 1942 :

Table 23. Percentage Increase in Junior Technical School Enrolments, 1939-42.

	<u>Aggregate Enrolment</u>	<u>Percentage Increase (approx.)</u>
1939	613	11.0
1940	657	7.5
1941	742	13.0
1942	783	5.5

The spectacular increase continued to a peak in 1944 when a temporary decrease in junior technical school enrolments occurred.

2. The Intermediate Certificate Examination

The Intermediate Certificate was the highest standard to which the junior technical school pupils could aspire in the period from 1922 to 1941, as the Leaving Certificate was not available in these schools.

In 1925, the last year in which it was still possible to secure an Intermediate Certificate after only two years, twenty eight of forty three candidates were successful, twenty five of forty candidates having gained the Certificate in 1924.

After the three year course was introduced in 1926, junior technical school pupils could sit for the Education Department's Proficiency Examination. ~~In 1928~~ this was replaced by the Junior Technical Certificate which was almost identical with its predecessor. The purpose of the latter examination was explained in the Report of the Superintendent of Technical Education for 1930, which was appended to the Report of the Director of Education for that year:⁵

"This examination is for the benefit of those who have completed either a two-year course in the junior school or a three year course, but are not deemed sufficiently advanced to be entered for the Intermediate Examination of the University. If a student passes in any six subjects of his course, he is granted a certificate."

5. Op. cit., p.6.

Results of this examination were not published regularly but the requirement of passes in six subjects meant that the Junior Technical Certificate demanded a fairly high standard from the pupils. This is indicated by the low percentage of successful candidates in the years from 1934 to 1937 :

Table 24. Percentage of Successful Candidates at the Junior Technical Certificate, 1934-1937.

<u>Year</u>	<u>Percentage of Successful Candidates</u>
1934	42
1935	61
1936	61.5
1937	67

There was a much higher entry for this examination than for the Intermediate which no doubt largely explains the higher failure rate. It is interesting that there was the same steady improvement in the pass rate as there was at the Intermediate Examination.

No figures for the Intermediate Examination in 1926 or 1927 were made available, presumably because of the effects of the changeover to a three year course. However in 1928, provision was made for technical subjects by the introduction of general and technical divisions of the Intermediate Certificate. As a result of this provision technical school pupils were encouraged to continue until the end of the third year.

The following table indicates the percentage of candidates who gained the Intermediate Certificate - technical division - for the years 1928 to 1938 :

Table 25. Percentage of Junior Technical School Candidates

Passed at the Intermediate Certificate (Technical Division),

1928-38.

<u>Year</u>	<u>Percentage Passed</u>
1928	69.2
1929	52.4
1930	40.9
1931	64.4
1932	79.7
1933	77
1934	77
1935	87
1936	83
1937	94
1938	90

A similar trend to that in the high schools of a steadily increasing percentage of successful candidates can be seen. The very low percentages in 1929 and 1930 were attributed to the performance in English in those years. The Superintendent of

Technical Education, in his Reports appended to those of the Director for those years, indicated that failures at the Intermediate Certificate Examination were largely due to "the wholesale slaughter in the subject of English".⁶

There may have been two reasons for the higher percentage of passes by junior technical school candidates than by high school candidates. Firstly, the examination standards in the technical subjects tended to be less rigorous than those in the alternative academic subjects, and secondly, with the granting of a certificate at the end of the second year it can be assumed that a much higher fallout occurred at this stage than at the same stage in the high schools and as a result only the more capable pupils would continue to the third year.

Just as the percentage of pupils qualifying for the Technical Intermediate Certificate increased from 1928 to 1938, so did the percentage of those qualifying for the general division of the Certificate. While in 1933 only two of forty seven successful candidates from the junior technical schools qualified for both divisions, by 1937 this number had increased to thirty of sixty six or 45.5 per cent., and in 1938 to forty two of seventy eight or 53.8 per cent. This rapid rise was not due to any change

6. Report of the Director of Education for 1929, op. cit., p. 6., and Report of the Director of Education for 1930, op. cit., p.6.

in the regulations of the Intermediate Certificate nor to a change in the curriculum of the junior technical schools. It seems likely that the prestige attached to the more difficult pass, and its greater value in gaining employment, attracted a rising percentage of pupils.

Though the percentage of successful Intermediate Certificate candidates from the junior technical schools was very high in 1937 and 1938, it was with satisfaction that the Technical Branch left behind the confining influence of the University examination authorities⁷

With the changeover to the Departmental Intermediate in 1939, the Junior Technical Certificate was dropped.

7. Supra., pp. 146-47.

3. General Developments

In 1921 the junior technical schools became the sole source of the industrial or technical course, as from that date it ceased to be provided by the Launceston or Hobart High Schools.

The Superintendent of Technical Education, in his Report for 1924, asserted of the junior technical schools :⁸

"They are all functioning successfully, in that they are fulfilling the purposes for which they were established, viz.:-

1. To give a thorough grounding in the preliminary work needed by boys who intend entering one of the skilled industries or trades - engineering, building, electrical &c.
2. To impart a liberal education in English, mathematics, art, and science.
3. To provide a valuable training in woodwork and metalwork for the lad whose future is to be spent on the farm.
4. To provide a preparatory training for entrance to one of the science or engineering courses in the Senior School of Engineering.
5. To let the boy, uncertain of the career he desires to follow, "try-out" various types of shop work. "

The statement of the second purpose implied that a liberal

8. Report of the Director of Education for 1924, op. cit., p.5.

education could not be achieved through the study of a technical subject. The Superintendent was obviously no disciple of John Dewey.

The third purpose for the junior technical schools was a surprising one as two of these schools were located in the cities of Launceston and Hobart and the third in Queenstown, a rugged mining area where farming was impossible. As there was no significant provision of hostel accommodation in any of these places it seems unlikely that more than a negligible number of country pupils would have entered these schools.

Though it was claimed that a purpose of the course was to provide a "try-out" for the boy uncertain of his career, this so-called "try-out" was subject to severe restrictions. Firstly, before undertaking a secondary schooling the pupil had selected, or by virtue of his lower ability been forced to select, the technical course. Having reached this decision, voluntarily or otherwise, the chance of his transferring to one of the alternative secondary school courses was very limited in practice. In the first year all pupils were able to undertake a full range of subjects, but at the end of that year they were to choose the technical subjects of the building trade or those of the engineering trade so that after that stage the varieties of bench-work were restricted to whichever trade field the pupil had chosen. Thus the subjects of the building groups were

Sheet-metal Work, Woodwork and Building Drawing, and those of the engineering group were Blacksmithing, Turning and fitting, Mechanical Drawing. The only feasible transfer would be from the subject of Blacksmithing to Sheet-metal work.

It was suggested, in the same Report, that there was "ample evidence to support their successful functioning in regard to 1 above". To justify this claim, the appreciation of the value of technical training for apprentices expressed at the conference of the Master Builders' Association, held in Launceston on 11 October 1924, was quoted. This was in the form of the following resolution passed by the conference :⁹

" That the conference affirm the present principle of indentures and technical training, and that it be an instruction to members of this organisation in future to inform directors of technical schools when apprentices are required, and seek their assistance in selection of such boys. "

It was claimed that this was "evidence of the existence of the element of vocational guidance in the work of the junior

9. Ibid.

technical schools". However, evidence of the interest of the other trade groups was not presented.

In 1925, the course of study in the junior technical schools was changed so as to be of three year's duration, instead of two as formerly, the first of the three year Intermediate Certificate candidates to sit for the examination in 1926. This was facilitated by the adoption of the Scholarship Examination and the practice of admitting pupils from Class V. The effects of the new practice were described as follows by the Superintendent of Technical Education : ¹¹

"There is considerable benefit in the new order, which employs the scholarship examination to enter students from the fifth standard into the Junior Technical school. The average age of entrance is 12.5 now against 13.5 formerly. This allows at least two years of the Junior Technical course to be undertaken before it becomes necessary to seek apprenticeship."

Further satisfaction with the functioning of the junior technical schools was expressed in the Report of the Superintendent of Technical Education for 1928 : ¹²

11. Report of the Director of Education for 1925, op. cit., p.6.

12. Report of the Director of Education for 1928, op. cit., p.5.

"It is of interest to record here that the instruction given in our junior schools is being appreciated. This is evident from the fact that the Industrial Department had inserted in 1928, as an amendment to the Wages Board Act, the remission of one year's service in the term of apprenticeship for those boys who have gained the Technical Intermediate Certificate of the University of Tasmania.

Prior to this amendment, which, incidentally, applied only to industries under State arbitration, pupils were no doubt discouraged from continuing their education beyond the compulsory school leaving age of fourteen by the knowledge that contemporaries who had left school a year earlier were one year more advanced in their apprenticeship.

The years 1929 and 1930 were chiefly remarkable for the low percentage of junior technical school candidates successful at the University examination. As noted in the previous section, this was largely a result of the stringent standards in English.

No developments of major significance took place in the junior technical schools between 1930 and 1938, apart from the fall in enrolments which resulted from the economic crisis, and then in his Report for 1938, the Director of Education administered a sharp blow to the apparent satisfaction of the Technical Branch with the brief statement that technical education in the State was " . . . below Australian standards and miles below English standards".¹³

13. Op. cit., p.2.

Then in his 1939 Report, the Director gave some intimation of the new emphasis which was to be placed on technical education by the advent of war-time conditions :¹⁴

" The immediate effect of the War was to bring home to all in Australia the urgent need for Technical Education, and to emphasise the dearth of technically trained men in the community."

In addition, the establishment of industries in Tasmania had led to the extension of technical work. Though the impact of this new demand on the junior technical schools or on technical training generally, was not to become fully apparent until after the Second World War, W. M. Gibson, in his Report on Technical Education for 1940,¹⁵ claimed :

"This continued increase [(of enrolments)] indicated that the introduction of new, large industries to Tasmania, and the necessity for a large number of mechanics to carry war operations to a successful issue, have influenced many parents towards junior technical education for their children at the post-primary stage."

Meanwhile, in 1939, the introduction of the Tasmanian Schools' Board Secondary Certificate to replace the former University Intermediate Certificate had led to a greater freedom for schools

15. Vol. CXXV , 1941 , Paper No.16. Report of the Director of Education for 1940, op. cit., p. 7.

to fix the scope of each subject.¹⁶

16. Supra, p. 147 for quotation on this development.

Chapter 7

Selection for State Secondary Education, 1913 to 1962

The methods of selection, whilst they had repercussions in the secondary schools, were also a reflection of both the changing concept of the role of secondary education and of the search for more efficient selection procedures. Thus from 1913 to 1962 there was a gradual change from the formal subject examination of the Qualifying Examination to the attempt to assess more general qualities of character and aptitude. Finally, in 1962, all pupils in a defined district entered a single secondary school without any previous selection examination.¹

In this chapter, the whole of the period from 1913 to 1962 has been covered as the changes in selection procedure can then be seen in more meaningful relationships, both to one another and to external developments.

The aim has been to describe the development of the processes of selection in a general way rather than to undertake a detailed statistical analysis of the efficiency of the various procedures described.

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1. The exceptions to this procedure were at Devonport, where pupils continued to be selected for the Devonport High and Devonport Secondary school in 1962 and in districts which were served by both an area and a high school.

1. The Qualifying Certificate Examination, 1913 to 1923.

(a) Regulations

In The Educational Record of August 15 1912, the following notice appeared under the heading, "The Qualifying Certificate" :²

"It is intended, in November or December of each year, to hold an examination of all Sixth Class pupils, for the purpose of testing their fitness to enter upon higher instruction. The examination will comprise written tests in English (spelling, composition, and grammar), mathematics, history, and geography, up to and inclusive of the standard prescribed in the Course of Instruction for the Sixth Class.

"All children who are enrolled in the Sixth and Seventh Classes will be examined at the close of this year.

"A certificate, to be called a qualifying certificate, indicating that they have satisfactorily completed the primary course, will be awarded to those candidates who pass the examination, provided that they have been regular in attendance, well-behaved, diligent in their studies, and are certified by the teacher as having satisfactorily completed the Sixth Class course in subjects other than those in which they are examined.

2. Op. cit., p.34.

"This certificate will have a twofold value. To the child leaving school it will be valuable, as evidence that he has satisfactorily completed the primary course. He may show it to a prospective employer who is in need of such evidence. But it will also denote the child's fitness to enter upon a secondary course."

-It seems likely that the influence of Peter Board was at work when the Qualifying Certificate was instituted for it had been established as the instrument of selection for post-primary education in New South Wales in 1911.

According to A. R. Crane and W. G. Walker, Board intended the Certificate to be an examination which qualified the pupil for higher instruction rather than one which marked the completion of primary school education. This purpose was inevitably misconceived and parents came to believe that the possession of a Qualifying Certificate indicated that their children were sufficiently educated.³

The Tasmanian Education Department was more ambitious and intended that the Certificate should fill this dual role.⁴ The feature of the Tasmanian high school system which encouraged the

3. Op. cit., p.125.

4. After the establishment of junior technical schools in 1919, the Qualifying Certificate examination was also used as a test for entrance to these schools, thus assuming a "threefold value".

promotion of a "twofold value" for the Qualifying Certificate was that pupils were not to be eligible for high school until they had completed the Sixth Class, a year later than in New South Wales where completion of the Fifth Class was required. As a result many pupils were close to or had reached the school leaving age by the time they had passed through this class so that there was no prospect of acquiring a certificate from the high school.

From 1920 onwards, considerably^e doubt arose as to the validity of such a test as a selector for high school education. The work of investigators such as Cyril Burt and Godfrey Thomson gave weight to these doubts.⁵

Conditions of the New South Wales certificate included the requirement that before a certificate could be issued to any candidate it was to be certified "by the principal of the school that such candidate has regularly attended and satisfactorily followed adequate courses of instruction in all other subjects specified in the syllabus".⁶ The purpose of such a condition

5. Tests devised by Cyril Burt were used in the Junior Scholarship Examination in Bradford in 1919. In 1923 he was asked by the Northumberland Education Committee to devise standardized attainment tests of English and Arithmetic and these were introduced for the first time in the Northumbrian selection procedure in 1925.

Godfrey Thomson devised an intelligence test, to be used as a selection instrument, known as the Northumberland Mental Test in 1920-21.

6. A. R. Crane and W. G. Walker, op. cit., p.126.

was to avoid the requirements of the Qualifying Certificate becoming prescriptive to a degree which would exclude the acquirement of a well-rounded primary education. The parallel clause in the conditions of awarding the Tasmanian certificate ("regular in attendance etc. and certified by the teacher as having satisfactorily completed the Sixth Class course in subjects other than those in which ^{they} were examined") was no doubt included with the same intent. Though it is not possible to acquire reliable evidence it seems doubtful that the activities of many teachers would long escape the restricting influence which prescriptive syllabuses attached to prestigious certificates invariably bring in their wake.

The Director of Education discouraged teachers from exercising their freedom when he appended to the above notice in The Educational Record of August 15, the warning : "This examination shall be regarded by teachers as the most important of the departmental examinations mentioned in Regulation 31 (d), which refers to the teacher's efficiency," and suggested that pupils should be given practice in this type of examination. The omniscience of the Qualifying Certificate was reemphasised in his Report for 1913, where he stated :⁷

7. Vol. LXXI, 1914-15, Paper No. 4, op. cit., p. 6.

"... The Qualifying Certificate Examination disclosed weaknesses in the teaching of spelling, grammar and mathematics. These results are regarded as a fair indication of the character of instruction given in a school and are viewed as such when estimating the efficiency of a teacher."

On September 15 1912, details of the marks to be allotted in separate subjects were published :⁸

Composition	100 marks
Writing and Spelling	100 "
Grammar	100 "
Mathematics	200 "
History	100 "
Geography	100 "

In the same notice it was indicated : "Candidates will not be disqualified for failing in any particular subject, but in order to secure a pass they will be required to gain at least 50 per cent. of the aggregate marks."

In 1920 a series of three articles by H. T. Parker entitled,

8. The Educational Record, op. cit., p.44. In The Educational Record October 15, the title 'Dictation' was substituted for 'Writing and Spelling' and 'English' for 'Grammar'.

"The Testing and Grading of Mental Capacity", appeared in The Educational Record, but they contained no explicit suggestion of using this method in selection for secondary schools.

There followed in the June 15 1921 issue, a review by C. E. Fletcher of The Measurement of Intelligence, the subtitle of which was "An Explanation of and a complete guide for, the use of the Stanford Revision and Extension of the Binet-Simon Intelligence Scale". It was written by Lewis M. Terman. The fact that the review of this book was written by the Inspector of High Schools and was included as an article in The Educational Record would seem to indicate that it was intended to have some special significance for future practice. However once again no suggestion that these methods should be used in selection for secondary schools was offered.

In the immediately succeeding years the Qualifying Examination continued as the sole selection procedure, though a series of minor alterations were made to the regulations. Three changes were included in "Circular to Teachers No. 9" which appeared in The Educational Record August 15 1912.⁹ The first was that candidates presented from schools in the First and Second Class, that is, the largest primary schools, were to get at least 375 marks whilst those pupils of other classes of schools were to gain 350 or fifty per cent of the total marks - presumably the extra weighting was to compensate

9. Op. cit., p.137.

for the more competent teaching available in the First and Second Class schools. Secondly, there was an increase of fifty marks in the ^{number}~~amount~~ to be allocated to English and a reduction of fifty in ^{that}~~these~~ to be allocated to Mathematics so that the allocation was to be :

	<u>Marks</u>
Composition	100
Writing and Spelling	100
English	150
Mathematics	150
History and Civics	100
Geography	100
	<hr/>
Total	700
	<hr/>

The third change was that twenty five marks were to be allowed for a Woodwork or a Cookery certificate.

Twelve months later notice of a further change was given. The new scale of marks to be assigned to each subject was as follows :

	<u>Marks</u>
Mathematics	150
History and Civics	100
English - first paper	150
English - second paper	150 xxx
Geography	100
	<hr/>
Total	650
	<hr/>

~~xxx~~ Composition 80, Spelling 40, Writing 30.

The twenty five marks for a Cookery or Woodwork certificate were still to apply.

On August 15 1924, notice was given of the first significant amendment to the regulations of the Qualifying Examination since this had been adopted for selection for entrance to State secondary schools. The following note appeared :¹⁰

"Head teachers in schools classified I to IV shall conduct an examination prior to the Qualifying Certificate Examination at a date to be fixed by the Department, and shall furnish recommendations in regard to children they consider qualified for admission to a State high school.

Inspectors will subsequently visit these schools for the purpose of reviewing and, where satisfied, confirming the recommendations of the head teachers concerned."

The Qualifying Certificate Examination was still to be applied to pupils in schools of Classes V., VI., VII, to bursary candidates, those competing for grants in aid of maintenance, and private school candidates.

However this method of accrediting was not to be applied for selection purposes, as following the recommendation of the 1924 Board of Enquiry, the Scholarship Examination was instituted in the same year.

10. The Educational Record, op. cit., p.100.

(b) Results.

As the Tasmanian Education Department refused to make available figures relating to the Qualifying Examination and subsequent selection tests, those included in the following table are derived from the Annual Reports of the Directors and from The Educational Record.

Table 26. Qualifying Certificate Results, 1912-22.

	<u>Candidates</u>	<u>No. Passed</u>	<u>Percentage Passed</u>
1912	885	514	59
1913	1024	477	46
1914	1198	486	40
1915	1337	686	51
1916	1403	772	55
1917	1460	899	61
1918	1459	968	66
1919	1427	981	69
1920	1583	886	56
1921	2183	1123	51
1922	1849	961	52

As all pupils in the Sixth and Seventh Classes were required to sit, and a number of private school candidates would do so, the number of passes in the examination was considerably greater than the number of pupils entering State secondary schools in any year.

The steady increase in the number of candidates was to be expected in a period of rising population. The drop in 1922 was probably due to the depressed economic circumstances previously described.

As early as 1915, in his Report for that year, the Director had suggested that the Qualifying Examination was having a beneficial effect on the schools :¹¹

"The steady increase in the number of candidates is a sign of increased interest in educational progress, and an indication that the children are remaining at school for a longer period in order to gain the certificate. It is quite certain that the examination is having the effect of raising the standard of work in the schools."

A reason for the wide range in the percentage of candidates passing the examination - from 40 per cent. in 1914 to 69 per cent. in 1919 - may be derived from the information supplied in the same report as to the percentage passes in each of the different subjects :¹²

11. Op. cit., p.11.

12. Ibid.

Table 27. Percentage Passes in Qualifying Examination

Subjects, 1913 and 1914.

	<u>1913</u>	<u>1914</u>
Dictation	23	8
Writing	99	88
Composition	63	61
Grammar	47	40
Mathematics	44	44
Geography	53	27
History	33	15

The large discrepancies in pass rates between subjects and between years for the same subjects suggest a great diversity of marking standards, whilst the exceptionally low percentage of passes in Dictation, Geography and History suggest a marking standard too severe. In this connection it may be significant that the percentage passes on the whole examination in these two years were lower than those in any other included in the table, so that these 'teething' troubles may have been overcome in subsequent years.

In 1915 the results for the first time determined the granting of junior bursaries. Of the candidates for junior bursaries in that year, 553 pupils were from State schools and

fifty nine from private schools, and of these, 279 and twenty seven respectively succeeded in passing the examination and bursaries were awarded to thirty State school pupils and one private school pupil. The large number entered indicates that there was little effort to select suitable bursary candidates.

It was indicated in the Report for 1916 that of 1589 boys who left the primary school in 1916, 334 had entered secondary schools, and of 1484 girls who left primary school, 243 entered secondary schools.¹³ Therefore of 772 pupils who had passed the Qualifying Certificate Examination, 577 or approximately seventy five per cent. proceeded to a State secondary school (including the junior technical schools).

The Director of Education suggested, in his Report for 1920, that the drop in standard from a pass rate of sixty nine per cent. in 1919 to one of fifty six per cent. in 1920 was due to a combination of the influenza epidemic and the Prince's visit.

It was stated in the 1921 Report that the policy of allowing Class V pupils to sit for the Qualifying Examination had been pressed in that year :¹⁴

13. Op. cit., p. 50.

14. Op. cit., p. 3.

"In view of the altered course of three years duration at the High Schools preceding the intermediate examination, the Department made a special appeal last year to teachers to do what they could to reduce the age of entrants to the High School by allowing the smarter children of Class V to 'qualify'. "

The result was that 2,183 pupils sat in 1921 compared to 1,583 in 1920 and though the pass rate dropped from fifty six to fifty one per cent., 247 more pupils passed the examination. This was the biggest increase from one year to the next in the number of candidates passed.

The fall in the number of candidates in 1922 may have been a result of the easing of this policy - as well as of those economic conditions mentioned above. However the entrance of Class V pupils for the Qualifying Examination became definite policy in 1924, on the recommendation of the Board of Enquiry.

Signs of dissatisfaction with the Qualifying Examination must have been evident by 1922, for in his Report for that year, the Director stated :¹⁵

"In view of the fact that criticisms as to the standard set in this examination have been heard in some quarters, it may be well to remind the public that the marks demanded for a pass are probably much higher than those in other States."

15. Op. cit., p.4.

However, whether due to internal criticism or to the influence of the Board of Enquiry, in 1924 the Qualifying Certificate Examination ceased to function as the means of selecting pupils for secondary education.

Further evidence that there was dissatisfaction with the Qualifying Examination was the decision to introduce a limited amount of accrediting in the process of secondary school selection in 1924.¹⁶ However this scheme was abandoned with the introduction of the Scholarship Examination.

2. The Scholarship Examination, 1924 to 1938.

(a) Recommendations of the Board of Enquiry, 1924.

The second of the terms of reference for the 1924 Board of Enquiry was that they should consider "The qualifications governing admission of pupils to State High Schools". The Report of the Board included a section entitled "Qualifications for Admission" and in this section was included a number of recommendations for the reform of the existing selection procedure.¹⁷

16. Supra, pp. 141-42 and p. 212.

17. Op. cit., p. 6.

Firstly, it was suggested that for pupils to stay at school for three years and yet be available to enter employment at sixteen years of age, it was desirable "that they should be admitted to the school by the time they are 13 years of age", that is, one year earlier than was the case at that time.

It was pointed out that the chief difficulty in selection was that the written examination was the only method available, and to overcome this it was proposed :¹⁸

" . . . Some of the objections to the use of an examination may be removed if the examination tests are formed so as to be tests of ability and intelligence as well as of knowledge."

No explicit advice as to how these two elusive qualities were to be found were proffered, though it was stated :¹⁹

" . . . the best method is to treat the right of admission to a High School as in the nature of a scholarship, for which pupils desirous of entering the High School should qualify, with the proviso that every scholarship winner must satisfy a certain standard of qualification. In determining the award of Scholarships full weight should be given to the reports on the previous year's work from the teachers of the schools they have attended."

18. Ibid., p.7.

19. Ibid.

The standard was to be set at a level appropriate to pupils of Class V or of thirteen years of age, but no maximum age limit was to be fixed as country education facilities were not regarded as equal to those of town and city and so a fixed age might debar a country pupil of equal ability who had received inferior instruction.

The formal recommendation by the Board on the mode of selection was :

" That the mode of admission be so arranged that the pupils most likely to benefit by High School instruction be required to qualify up to a definite minimum standard, as suggested in the report."

(b) The Regulations of the Scholarship Examination.

The regulations of the Scholarship Examination first appeared in The Educational Record on October 15 1924 and the first candidates for the examination sat in November of the same year.

Unlike the old Qualifying Certificate Examination it was intended that the Scholarship Examination should act as a selection instrument only and not be used for the purpose of marking the end of the primary stage of education. Thus the ~~title under which the new regulations appeared was~~ ^{under the title,} "Scholarship Examination for Admission to State High and Junior Technical Schools." 20

Pupils from Class V were to be admitted to a State high school on securing a scholarship at the Scholarship Examination but no indication as to the eligibility of pupils from other Classes was given. Successful candidates were to enter the schools in the January following their examination and a pass would not entitle a pupil to admittance in succeeding years - thus preventing any anomalies arising due to a change in standards occasioned by a reduction in the number of places available.

The Scholarship Examination was to be competitive for all eligible children in Tasmania which meant that the pupils of private schools could enter.

The Minister for Education was to determine from time to time the number of scholarships available and these were to be announced before the examination for the award of such scholarships.²¹ Holders were then entitled to admission to a State high school for a period of three years, and for a candidate to be allowed sit for the examination it was necessary for him to declare his intention to attend such school for a period of at least three years if successful. Though there was no commitment to provision of State secondary education beyond the third year, fees were not imposed for subsequent years - apart from the depression years in which fees were generally applied.

21. For details of the number of scholarships granted see below, p.261.

Though the word 'scholarship' was used, no monetary grants were to be paid solely for a pass at the Scholarship Examination - though grants in aid of maintenance and junior bursaries were retained. Holders of the scholarships were merely entitled to free admission to a State high school. This practice was in line with the procedure and terminology adopted in Great Britain since the turn of the century.

- Contrary to the suggestion of the Board of Enquiry, a maximum age for candidates was fixed. The Education Department evidently had less misgivings about the standards of education in country areas than did the members of the Board. Candidates for the examination were to be under the age of fourteen years on the 1 January of the year in which the scholarship was awarded, with the proviso that for the year 1925 children of fourteen years of age and over would be admitted to the examination.

- Regulation 204A indicated the subjects of the examination. Written tests were to be given in English (composition, writing, and spelling), mathematics and general knowledge. The last was no doubt a concession to the opinion of the Board, but the other subjects had been those of the Qualifying Certificate Examination. The parallel between the old and the new selection examination was further emphasised by the information : "The general knowledge paper may contain questions bearing on history, civics, geography, and nature study." On June 15 1926 a notice appeared amending this.

Civics and nature study were deleted from the general knowledge paper, though they were both to be taught. This increased the similarity with the Qualifying Examination as nature study had not been a subject of that examination. English, already a major component of the Scholarship Examination, was to be included in the general knowledge section in the stead of civics and nature study.²²

At the same time, Regulation 203 was amended to require that pupils were to be under fourteen on the day of the examination rather than on January 1 as previously, thus reducing the maximum age of entrants by two months.

By Regulation 1B the same conditions were to be applied to admission to the junior technical schools so that as with the Qualifying Certificate, the assumption was made that the one selection instrument was the most efficient means of allocating pupils to the two sides of secondary education. This assumption was probably a valid one given the efficiency of alternative selection tests at the time, but the weakness in the system was the failure to realise that no selection procedure then existing, or devised since that time, could successfully identify those capacities and aptitudes in a child at eleven plus which would indicate whether he was better suited to a technical or academic high school course.²³

22. Op. cit., p.87.

23. For further discussion on this point see Pedley, R., Comprehensive Education (London, Victor Gollancz Ltd., 1956) p.31.
Also Banks, O., op. cit., p.151.

The scale of marks to be assigned to each subject was as follows :

	<u>Marks</u>		<u>Marks</u>
Mathematics	100	amended in 1930 to : ²⁴	100
Dictation and Spelling	60		60
Writing	40		40
Composition	100		80
General Knowledge	<u>100</u>		<u>150</u>
	<u>400</u>		<u>430</u>

It was not compulsory to pass in any one subject and the pass mark for the whole examination was to be determined according to the number of secondary school places available in each year.

(c) The Limited and Unequal Provision of Places.

In his Annual Report on State High Schools for 1925, C. E. Fletcher indicated that entrance to high schools was restricted to 380 scholarships, "such number being determined by the available accommodation".²⁵ For 1926 there were 1171

24. The Educational Record, October 15 1930, p.41.

25. Op. cit., p.73.

applicants for 445 scholarships. This was welcomed as "a sign of very healthy competition for entrance".

The Inspector regarded the fact that high school teachers had ceased to mark the Scholarship Examination as 'unfortunate'²⁶:

" . . . the power of selecting their pupils by marking the Scholarship Examination papers has been sacrificed by the staffs of the respective high schools, though it is still retained by the junior technical schools. In my opinion this was an excellent system, as the responsibility was placed in the proper place, and no body of persons would be more capable of a just and careful selection than the prospective teachers."

Mr. Fletcher's arguments may have been instrumental in the reversion in the following year (1926) to the system of marking by the high school teachers.

In his Report for 1926 he observed that the 445 scholarships for 1171 applicants had represented provision for only thirty eight per cent. of those desirous of gaining a secondary school education, which led to the conclusion : " . . . accommodation is fully taxed, and in reality, . . only a small proportion of those desiring State secondary education are provided for in our schools."²⁷

26. Ibid.

27. Op. cit., p.38.

The implication was that this was an unsatisfactory state of affairs, which contradicted his statement made in the previous year, when referring to the same figures, that the low percentage intake was "a sign of the very healthy competition for entrance".

The Director of Education gave the new method of selection high praise when he stated in his Report for 1927 :²⁸

"Four years ago certain recommendations in reference to competitive entrance to the high schools were made by the board of enquiry. At that time, probably not even the Chairman of the Board realised what a marked effect the carrying out of the recommendation would have.

"A steady growth in attendance at every high school has resulted, and an awakening of interest which is astonishing when we remember that the last four years have constituted a period of financial stringency throughout the state."

It is likely that factors other than the change in the method of selection also contributed to the 'growth in attendance' and 'awakening of interest'. In a period of rising population, increasing educational awareness (1926 Hadow Report) and of stagnant secondary school accommodation facilities - due to a period of 'financial' stringency in the preceding years, though by 1927 a recovery had begun - it is not surprising that attendances grew and public interest awoke.

28. Op. cit., p. 3.

From 1927 to 1930 the chief problem associated with the Scholarship Examination was the lack of uniformity of selection opportunities between the various high schools and between the high and junior technical schools.

The latter discrepancy was first broached by C. E. Fletcher in his Annual Report on State High Schools for 1927. After indicating that of 1122 applicants for high school admission, 477 or forty two per cent. were to be given places, "such number being determined by the available accommodation", he stated that by comparison, "61 per cent. of those anxious to receive junior technical instruction" were to be admitted.²⁹ However the Department had made arrangements "for extending accommodation to meet this evident need" for it was recognised "that opportunities for entering on high and technical school education should be equal".³⁰

The variation in selection opportunities between high schools was first considered in the Report of the Director of Education for 1928. It was explained that though an increasing number of pupils were seeking entrance, accommodation in the north was satisfactory with high schools established at Burnie, Devonport, Launceston and Scottsdale. The position in the south of the state was less satisfactory :³¹

29. The Educational Record, February 15 1928, op. cit., p.42.

30. Ibid.

31. Vol. CI , 1929-30 , Paper No. 13, op. cit., p.4.

" . . . in the south, with the numbers taking the examination practically the same, there is but one High School. In 1928, 250 children who qualified were unable to continue their education because of lack of accommodation."

More detailed information on the position was supplied in the Annual Report on State High Schools for 1928. It was first pointed out that of 1240 applicants at the Scholarship Examination, 568 or forty six per cent. were accepted into high schools compared to forty two per cent. in 1927 and thirty eight per cent. in 1926. Inspector Fletcher then described those measures being taken to overcome the inequitable provision of high school places :³²

" . . . As the number of scholarships granted is mainly governed by available housing space, such a condition was made possible by the provision of added accommodation which consisted of four class-rooms at Hobart and a block of three rooms at Devonport. A new building was in course of construction at Burnie. Relatively speaking, the Hobart High School is still the most difficult to enter, as the smallest high school accommodation in proportion to the population is provided at the capital city."

32. Op. cit., p. 42.

Of 1484 applicants in 1929, 618 could gain places - forty two per cent. The percentage of available places was the same as in 1928 and the injustice of uneven provision of places was still a pressing problem, "the greatest demand being for entry to the Hobart High School, where 656 applicants attempted to gain the 200 places allotted", thus Hobart High School had room for only thirty per cent. of its applicants. In the Annual Report on State High Schools for 1929, notice was given of the need for correction of "this anomolous position" by "the provision of more adequate accommodation, so that the chances for secondary education" would be "nearly equal in all parts of the State".³³

The problem of the discrepancy between places in high and junior technical schools was reopened in the same Report :³⁴

" . . . at the same examination, places in junior technical schools were awarded to 72 per cent. of the applicants, as against 42 per cent. in State high schools. This wide discrepancy indicates that probably adequate accommodation has been made for housing pupils desirous of technical education, though sufficient provision has not yet been made for those seeking a more general secondary education."

33. Op. cit., p.38.

34. Ibid.

By 1931, in the Report on State High Schools for 1930, it was possible to suggest a substantial improvement in the selection
35
situation :

" The reduction of the number of vacancies at all centres, except Hobart State High School, has tended to remove the anomalies pointed out in my last report, and a greater measure of equality of opportunity to enter on secondary education now exists throughout the state. However, the chance of entry for each applicant has been considerably reduced, and it now approximates to uniformity at each centre."

Because of conflicting statements by Inspector Fletcher, it is difficult to ascertain the extent of the reduction in the accommodation available at the high and junior technical schools. He claimed : "Last year I stated that accommodation was available in high and technical schools for 42 per cent. of the applicants", when in fact in the 1929 Report this figure had been stated only with regard to the State high schools, the figure quoted for the technical schools having been seventy two per cent. However the position in 1930 was :

35. Op. cit., p.34.

36. Ibid.

" . . . Scholarships in high schools were offered to 34 per cent. of the applicants, and in technical schools to 42 per cent., which clearly indicates an improvement so far as equalising opportunities is concerned."

The accommodation available in the junior technical schools was therefore drastically reduced by rejecting thirty per cent. more applicants in 1930 than in 1929, whilst eight per cent. less applicants for high school places were to be admitted. On the average, thirty six per cent. of the applicants were to gain admission to the high and junior technical schools, as shown by the following table :

Table 28. Chance of Entry to State Secondary Schools for 1931.

<u>School</u>	<u>Applicants</u>	<u>Applicants</u>	<u>Vacancies</u>	<u>Chance of Entry.</u>
Hobart State High	616		200	.325
Hobart Junior Tech.		239	80	.335
Launceston S. H.	326		104	.319
Launceston J.T.		133	72	.541
Devonport S.H.	207		80	.386
Burnie S.H.	128		48	.375
Scottsdale District				
	69		32	.464
Queenstown School of Mines		60	30	.5
Totals	1346	432		.363

Launceston Junior Technical School and the Queenstown School of Mines were still considerably easier to enter than any of the other schools listed. It is interesting to note the great difference in demand for the two Launceston schools, and the correspondencing differences in the chances of entry. At Hobart on the other hand, though there was a corresponding distribution of applicants between the high and junior technical schools, the number of vacancies was more nearly adjusted to the proportion of applicants.

By the time the 1931 Scholarship Examination was held, the effects of the economic depression were manifest with a consequent reduction in the number of places available and a decrease in the demand for such places (no figures ^{indicating} ~~are available~~ of the number of applicants in 1931^{are available}).

(d) The Adoption of the Ability Test, 1932-to 1935.

In his Report for 1932, the Director mentioned the first stage of what was to be the next important change in selection procedure, the partial adoption of the Ability Test for pupils in the South. He stated that the Education Department had been "anxious to discover whether the ordinary examination method made anything like an accurate selection of the children likely to profit by further education".

In order to do this, after admitting all those pupils who had secured the necessary marks, a small group of eighteen pupils who had scored well on the Ability Test but not passed on the whole examination were selected for both high school and junior technical school.

The first official notice of this innovation had been given in The Educational Record of November 15 1932, under the heading,
38
"Scholarship Examination" :

" This year in connection with the Scholarship Examination an experiment is being made with a General Ability Test. The experiment is confined to candidates for Hobart High and Technical Schools. The test is being carried out in certain centres where a slightly altered timetable will be necessary."

The progress of the experiment in 1933 was described in a series of articles in The Educational Record for that year. The first appeared on February 15, and stated :³⁹

" The staff at each school has undertaken to watch the progress of the experiment, and the Department is hopeful that the results of the year's work may be helpful in determining to what extent such a scheme may be used to replace the present examination system."

38. Op. cit., p.157.

39. Op. cit., p.46.

A more detailed explanation of the nature of the experiment was given in an article which appeared on March 15, signed by G. V. Brooks, the Director of Education :⁴⁰

" For every child admitted the teacher possesses a record of his pass result, and also of his score in the ability test. It is hoped to check with these the results of the pupil's progress through the school in each case. This will enable us to form some estimate of the value to be placed on tests of this kind.

"It is possible that with the interest created up to the present we may next year extend the experiment in various ways."

⁴¹
Then on September 15, it was announced :

" The results have been so satisfactory that it has been decided this year to carry the experiment further, and all candidates to high or technical schools will be required to take an ability test in addition to the usual examination."

Of the eighteen pupils admitted on trial, only two failed to gain promotion at the end of 1933 and both of these came top of their class in the first term of 1934.⁴²

40. Op. cit., p.50.

41. Op. cit., p.149.

42. Cole, P. R. (ed.), op. cit., Ch. VII, Cunningham, K.S.,

"Admission Requirements, Tests and Examinations", p.255.

It was stated by the Director in his Report for 1933 that H. T. Parker, the Department Psychologist, was conducting further research on the combination of the Ability Test with the Scholarship Examination as this had sorted out some pupils who had not passed the latter examination in 1932.

K. S. Cunningham, in his chapter of The Education of the Adolescent in Australia, suggested that the Directors of Education in the various states were impressed by the evidence relating to the new selection procedure presented at the Director's Conference in April 1934.⁴³

In August 1935, the formal inclusion of the Ability Test in the selection procedure was made an accomplished fact when the following scale of marks for the Scholarship Examination was published :⁴⁴

	<u>Marks</u>
Mathematics	100
Dictation and spelling	60
Writing	40
Composition	80
General knowledge	150
Ability test	150
	<u>580</u>

43. Ibid.

44. The Educational Record, op. cit., p.121.

The adoption of the Ability Test may have been influenced by the prevailing tendency in selection in Great Britain : ⁴⁵

"The trends . . . in the 1930's were fairly clear : they were towards adding an intelligence test to the procedure, and dropping the traditional papers in English and Arithmetic (particularly essays and long sums), and to the adoption of the Moray House standardized tests of English, Arithmetic and Intelligence or similar tests devised and standardised by qualified examiners - usually psychologists."

That the Ability Test was regarded as an intelligence test was suggested by the fact that in speaking of "The Tasmanian Experiment", K. S. Cunningham stated that in 1932 "certain candidates were given an intelligence test in addition to the usual scholastic examination", and later claimed that the purpose of the experiment was to ascertain "whether in some or all of these cases the intelligence test gave a truer indication of the pupil's scholastic ability than was given by the ordinary examination."⁴⁶

45. Vernon, P. E., (ed.), Secondary School Selection,

(London, Methuen & Co. Ltd., 1957), p.26.

46. Loc. cit.

(e) The Accrediting Element in Selction.

Added to the Director's Report for 1935 was the Annual Report of Psychologist and Supervisor of Research for Year ending 31 December 1935.⁴⁷

This report consisted of little more than an outline of the matters investigated during the year. It was indicated that a study of the effects of coaching on the results of the General Ability Test had been undertaken, as well as an analysis of the results of the Scholarship Examination of 1934.

The results of these investigations were not published, but in the Report of the Director of Education for 1937, it was announced that the Government proposed to initiate a move for the abolition of examinations and the establishment of an accrediting system. Both the Merit and Scholarship Examinations were to be superseded,⁴⁸ and it was noted that difficulties in achieving this had been overcome after discussion between the Department and the Tasmanian Teacher's Federation.⁴⁹

It may be remembered that the proposal to adopt accrediting procedures to determine entrance to secondary schools was not a new one, as it had been proposed to adopt it in conjunction with the Qualifying Examination in 1924.⁵⁰

47. Op. cit., p.11.

48. For details of the Merit Certificate Examination, see below, p. pp.265-67

49. Op. cit., p.1.

50. Supra, pp.265-67. pp.141-42 and p.212.

In May 1938, the following notice appeared in The Educational⁵¹
Record under the heading, "Accrediting for Entrance to High Schools":

"1. Record cards, with necessary instructions for their compilation, will be issued to all State schools before the end of the first term.

2. There are two nomination forms -

A. For this year the first form must be completed by the end of the first term, and should be posted to your district inspector before 12th May. Names of all pupils in Grades VI. and VII., whom you consider capable of profiting from secondary instruction, and who will undertake to attend a post-primary school, shall be placed in order of merit on this list.

B. The second nomination form must be forwarded through the district inspector to reach the Education Office by 15th October. This form may vary in detail from the first nomination, but it must state clearly -

- (a) Names of pupils arranged in order of merit ;
- (b) Secondary school that each nominee desires to attend ;
- (c) That pupils are under 14 years of age on 1st January next following, or that official permission has been obtained in other cases ;

51. Op. cit., p.95.

- (d) All such, and only such, nominated pupils will be allowed to sit for the General Ability Examination in early November ;
- (e) That guarantee forms, duly signed by parents, must accompany this second nomination form."

The Department reserved the right to select entrants from those recommended when there were insufficient places available in the post-primary schools. This right had to be applied in 1938, the first year in which the new regulations were in force, as more than 250 pupils in excess of the 845 places advertised were nominated by primary school teachers as fit to attend a post-primary school.

For a pupil to be admitted to a post-primary school on the recommendation of the headmaster it was necessary that a cumulative report should have been kept through at least three years showing that the pupil had satisfactorily completed the work set out for Grade VI in the course of study.

Apart from the improvement in the efficiency of selection which it was hoped would accrue from the adoption of the new procedure, the cessation of the Scholarship Examination in 1938 meant that primary school teachers, especially those who taught Grade VI, were freed from the restrictions of the courses of study of the Scholarship Examination, and the opportunity was now

presented to broaden and liberalize the primary school curriculum. Inevitably, consciousness of the General Ability Examination still obtruded and made demands on teaching time, but it did not correspond to and therefore restrict the traditional subjects of the curriculum to the extent the subjects of the Scholarship Examination had done.

In his Annual Report on High Schools for 1938, C. E. Fletcher claimed that :⁵²

" . . . In the main the scheme worked quite satisfactorily, and may have been entirely so, had the full number of places for all nominated pupils been available. Most difficulty was found at the Hobart centre, where the minimum ability for entry varied with the different secondary school."

Of the 250 pupils in excess of the 845 places advertised, four-fifths were in southern Tasmania - despite the fact that the New Town Commercial High School had been opened in 1937. The old problem of unequal provision which had first been referred to in 1928 had evidently not been solved.

At the time these developments in ^{the} selection procedure~~s~~ were taking place in Tasmania, parallel changes were occurring in ^{that} ~~these~~ of New South Wales. Thus in 1938, though the High School

52. The Educational Record, op. cit., p.43.

Entrance Examination was retained in Sydney and Newcastle, all other schools were to adopt a procedure similar to that of Tasmania, with selection based upon performance on an I Q test and upon an assessment of the pupil's Sixth Grade performance. In 1940 this method was reduced to a formula and also applied to the High School Entrance Examination. 53

However, it is not being suggested that either State was influenced by the other in adopting this procedure. The trend to the use of intelligence tests has already been noted and it can be assumed that the advent of accrediting was motivated by both the general desire to liberalize educational procedures and the more particular desire to render selection procedures more efficient.

53. Report of the Committee Appointed to Survey Secondary Education in New South Wales, 1957, op. cit., pp.22-24.

3. The Classification Test and the End of Selection.

(a) Developments in the Selection Examination, 1938 to 1950.

In 1938 a threefold instrument of selection replaced the Scholarship Examination. This consisted of :

- (a) Nomination by the head teacher of the primary school in order of merit, and under certain conditions, accepted by pupils and parents.
- (b) A cumulative record card epitomising the school history of the pupil.
- (c) An ability test of objective type for which all nominated pupils sat.

The final selection was then made by district inspectors working in collaboration on this evidence.

The Educational Record of July 15 1943, carried notice of an "Amended Scheme for 1943" for the "Selection of Pupils for High and Junior Technical Schools". Selection was still to be on a three-factor basis, but in order to ensure full weight to the head teacher's recommendations and the cumulative record, as well as the results of the General Ability Test, each of the three factors was to be assessed on a thirty point scale with up to ten additional points allotted by the Education Officer for special features, making the maximum point score 100.

Details of the new procedure were as follows : ⁵⁴

"Head Teacher's Recommendations - In making recommendations, head teachers will be asked to assess the prospects of success for each nominee in accordance with the schedule below :-

<u>Description of Prospects.</u>	<u>Points to be Allotted</u>
Brilliant : success assured unless conditions prove very unfavourable	27 - 30
Very good pupil : with decidedly favourable prospects of success	21 - 26
May be expected to complete the course satisfactorily	11 - 20
Doubtful - outcome dependent on good teaching and assiduity	5 - 10
Very doubtful : moderate success possible if all conditions are very favourable	0 - 4

"In making the above assessments teachers should have in mind not so much the pupil's present attainments as the likelihood of pursuing the higher course satisfactorily.

"Cumulative Record - The Individual Record Card should be studied for the information it affords on the pupil's performance in school subjects. For this purpose the better assessments should be arranged in order of value (from A+ to E- and the middle

(i.e. median) rating noted."

The rating was then to be converted into points on the thirty point scale (points from 30 for A+ to 0 for D) and the number of points recorded on the nomination paper.

"General Ability Test - The general ability test will be given as usual, but the scores will be reduced to the same scale (viz., 0 - 30) as is used for the other assessments.

"Education Officers' Awards - Education officers will allot up to 10 additional points in consideration of the following supplementary factors, or any others which they consider merit notice :-

Very high ability in one subject.

Compensation for an evident accidental flop in one subject
or test.

Credit for all-round well-balanced ability.

Credit for more than one year in Grade VI. and/or Grade VII."

An amendment introduced in 1945 placed even greater emphasis upon the accrediting powers of the primary school headmasters⁵⁵

It was announced that a scale of 100 points was to be made up of two components, (1) the general ability test (50 points), and (2) the head teacher's assessment (50 points). The education officer's

55. The Educational Record, July 15 1945, "Selection of Pupils for High and Junior Technical Schools", p.114.

allotment of 10 points was to continue as before, but was not to be used to bring any candidate's score above the maximum of 100.

There was to be no separate allotment to be made for the cumulative record, but head teachers, in making their assessment, were to take the record into account (no doubt the head teachers had consulted the record cards in forming their assessments before this amendment).

A warning was issued to head teachers : ⁵⁶

"The tendency in the past has been for head teachers to be over-generous in their estimates of the suitability of their pupils for secondary school courses. Since only about one in four primary school pupils proceeds to a high or junior technical school, it requires better than average ability to qualify for courses that these schools provide."

The warning failed to account for two important weaknesses of the selection procedure. The first was that to expect the headmaster to select the one pupil out of four who could proceed with benefit to a high or junior technical school was demanding too much of his power to discriminate between pupils. The primary school headmaster could therefore be excused for the tendency to nominate all four pupils to ensure that the one

56. Ibid.

capable one was included. However, perhaps it was not modesty which prompted the headmaster to overestimate the capabilities of his pupils, for even if he was not judged by the Education Department on the number of pupils he succeeded in getting to the high or junior technical school, it was fairly certain he would be judged on these grounds by the parents in the district in which his school was located.

Consequently, it is not surprising that a report to The Educational Record in 1946 on "The Fundamental Skills Possessed By New Entrants to Post-Primary Schools" should have pointed to the overestimation of the capabilities of pupils.⁵⁷ Tests in elementary skills were given to new entrants in high and junior technical schools at the beginning of 1945 and 1946. In July 1945 a report of the first tests pointed out that in reading, spelling, handwriting speed, and arithmetic, a large proportion of the pupils were not well enough advanced to undertake post-primary school work; "they were, in fact, well below the level of Grade VI., although in all cases they had been recommended by the head teachers for admission to high or junior technical schools".⁵⁸

57. Op. cit., May 15 1946, p.76.

58. Ibid.

Precisely the same tests were given to new entrants in 1946. The following were the results :⁵⁹

Table 29. Standardised Test Results of Secondary School
Entrants, 1945 and 1946.

<u>Year</u>	<u>1945</u>	<u>1946</u>
Number admitted	1045	1081
Number tested	865	1004

Mean scores of the two years :-

<u>Subject</u>	<u>Mean Score</u>	
	<u>1945</u>	<u>1946</u>
Reading	14.2	13.4
Spelling	40.9	40.7
Arithmetic	9.8	9.8
Handwriting	34.8	36.8

The following conclusions were drawn from the results :⁶⁰

"These results point directly to the conclusion that the influence of the earlier report [of July 15 1945] was negligible.

"The attention of teachers is particularly drawn to the above report which is somewhat disturbing in as much as it

59. Ibid.

60. Ibid.

"suggests there has been, over the past few years, a lowering of standard in the qualifications of entrants for post-primary education."

The implication would seem to be that with the abolition of examination in the elementary skills as part of the selection procedure, had come a fall in standard in these subjects. However nothing was done about making the testing of the elementary skills part of the formal selection process of selection until 1950.

Meanwhile, on April 15 1949, the results of an investigation by H. T. Parker, the Education Department Psychologist and Research Officer, were published in The Educational Record under the heading, "Fundamental Skills in Pupils Admitted to High Schools".⁶¹

He asserted :

" . . . each year, secondary school teachers point out, a proportion of the newly admitted pupils are ill-prepared and unfit for the higher work. They cannot read with understanding, or they cannot express themselves in clear language, or they cannot calculate with accuracy."

As only three of every ten pupils who passed through primary schools were selected, it was pointed out that ideally, these should be the best three.

61. Op. cit., pp.68-69.

Scholastic standards in the secondary schools as revealed by standardized tests in reading, spelling, English usage and arithmetic were then suggested by the results achieved by pupils of the twelve to fourteen age group on these tests - applied in July 1948.

Table 30. Standardised Test Results of Secondary School Pupils of the 12 to 14 Age Group, 1948.

<u>Subject</u>	<u>Percentage of pupils scoring</u>				
	A	B	C	D	E
Reading	16.4	52.1	29.1	2.3	0.0
Spelling	15.4	44.9	35.7	4.0	0.0
English Usage	14.6	39.5	36.8	8.9	0.3
Arithmetic	11.2	36.2	39.3	12.8	0.4

Categories D, E, and a proportion of C were below standard.

The problem posed by these results was succinctly stated by H. T. Parker : ⁶²

"Arithmetic is obviously the most unsatisfactory subject.

Probably as many as one in four of the pupils lack the essential groundwork "

"We are not concerned here with the general level of arithmetic in the primary schools, but with the fact that

62. Ibid., p.69.

achievement in elementary arithmetic was not given much weight in selecting pupils for higher education There are some 1200 pupils in each age group in the primary school who make scores of A or B in elementary arithmetic; there are also some 1200 pupils who are admitted to high and junior technical schools each year. But less than half of the former group are included in the latter. Why is this? Are these good primary school arithmeticians so backward in other subjects as to be unsuited for high school, or have mistakes in selection been made?"

Despite the doubts thrown on the method of selection it was decided to retain the two-factor test (General Ability Test-50 points; head teacher's assessment - 50 points) for the end of 1949, though advice to headmasters on what questions they should keep in mind in making their assessments was offered in The Educational Record of August 15 1949.⁶³ These included questions of ability in the basic skills, the comparison of the individual's perception and understanding with that of the better half of his class, work habits and desire to succeed at higher studies, and his fitness, in the light of past performance, to undertake the more strenuous work of high and junior technical schools. Emphasis was also given to the need for the headmaster to decide which type of secondary education the pupil would be more suited to in the light

63. Op. cit., p.122.

of his linguistic, practical and arithmetical performance at primary school - a suggestion of doubtful validity in view of the difficulty of assessing aptitudes in pre-adolescent children. A significant item at the conclusion of the article was the advice that unless a special reason existed, children whose standard score was less than seven on the standardised test should not be recommended for high or junior technical school.

On November 15 1949, notice was given of an impending change in the components of the selection examination. In The Educational Record of that date it was indicated that at the examination to be held in November 1950, candidates would be required to "work an elementary test in the basic skills in addition to the General Ability Test".⁶⁴

On June 15 1950, the components of the new selection examination were listed :⁶⁵

"1. In addition to the general ability test, there will be a test of achievement in the basic elements of English and arithmetic.

2. The new test will be equally weighted with the general ability test and the headmaster's assessment; the Education Officer's mark of 10 will be retained. The scale of points will be :-

Test in English and arithmetic	... ..	50 points
General Ability test	... ..	50 points
Head teacher's assessment	... ..	50 points

(Education Officer's mark	... ..	10 points)
Maximum		150 points."

64. Op.cit., p.170

65. [See foot of page 252]

Further, Grade 5 pupils who were twelve and under thirteen years of age on December 31 1949 (i.e. all who were born in 1937) were to be allowed sit for the examination if they desired to do so, and if successful were to be admitted to high school.

The adoption of standardised tests in English and Arithmetic in addition to the established intelligence or General Ability Test, brought Tasmanian selection practices into line with those which it was suggested above, were prevalent in England in the thirties.⁶⁶

This selection formula which was called the Classification Test was retained as the means of selecting pupils for some high and technical high schools until the end of 1961 when the district high school principle was introduced for the whole State so that all pupils in a defined area were admitted to the high school of the district without being subjected to any selection test unless an area school and a high school were located in the same district. The only exception was in the Devonport district where pupils were selected for the Devonport High School or Devonport Secondary school in 1962.

65. [from page 251] The Educational Record, June 15 1950,

"Selection for High Schools", p. 90. It should be noted that from 1949 the term 'high school' also applied to those schools previously known as 'junior technical schools'.

66. Supra, p. 236.

Appended to the Report of the Director of Education for 1951 was the Psychologist's Report in which it was indicated that during the year the basis of selection had been broadened to include all pupils who had come to the end of their primary school period. Besides functioning for selection purposes, ^{He} ~~by~~ ^{of} testing ^{the} the total school population at the level of general and scholastic ability, ^{have} ~~an~~ ^{an} indication of the standing of each pupil in these respects ~~could be gained~~ and thus facilitated the education of these pupils at a secondary level.⁶⁷ This applied to pupils going on to modern and area schools as well as those proceeding to high and technical high schools.

In his Report for 1952 under the heading, "Selection for Secondary Schools", the Director suggested : ⁶⁸

"The experience of this and previous years has shown that the Classification Test, combining a test of general ability and achievement in elementary arithmetic, and English, has produced satisfactory results. The test given in this year was, in all essentials, similar to that of earlier years."

67. Vol. CXLVII, 1952 , Paper No. 19, op. cit., p.8.

68. Vol. CXLIX, 1953 , Paper No. 51, op. cit., p.9.

In the light of later evidence it appears doubtful that the results were in fact 'satisfactory'. After an investigation into the correlation between the Classification Test and Schools Board results, P. W. Hughes, published the following conclusions in an article in Tasmanian Education :⁶⁹

- "(a) the present selection methods are not satisfactory; they admit many who are unable to complete the course and almost certainly exclude others who could do so;
- (b) to supplement the present selection methods the following could be included :-
 - (i) tests to measure abilities in specific subjects;
 - (ii) tests to give an objective estimate of qualities of character;
 - (iii) the use of primary school records, teacher's estimates and personal interviews to supplement the above;
- (c) the need for further and more detailed investigation on correlations between Classification Test and Schools Board for other years and wider groups, and also for each of the high schools individually to check on differences caused by the variation of entrance marks and internal standards;

69. Op. cit., Vol. 13, No. 3, August, 1958, "Selection for Secondary Schools", p. 84.

(d) the need to investigate the background and records of those high school pupils who do not reach the School Board level."

Mr. Hughes also pointed out the discrepancy between the marks required for admittance to different secondary schools in the same year. "Thus, for example, in a given year a mark of 70 might be sufficient for Queenstown High School, 80 marks might be needed for Devonport High and 90 for Hobart High". This difference in entrance requirements is a reflection of that unequal provision of secondary school places which C. E. Fletcher had first mentioned in his Annual Report on State High Schools for 1927.⁷⁰

In assessing the efficiency of the Classification Test as a selector, Mr. Hughes sought to correlate the results on this test achieved by primary school pupils in 1952⁷¹ with the results of the same pupils at the end of their fourth year at high school, in this case in 1956. The experiment was limited to the high schools in Hobart and the high school at Devonport. The calculated correlation co-efficient was 0.30, a surprisingly low figure, especially if we accept the suggestion of William McClelland, who, in his book, Selection for Secondary Education "shows that a

70. Supra, p.227.

71. Tasmanian Education, op. cit., p.83.

selection test which correlates with later success to a degree of 0.3 or less is little better than a chance selection by picking names from a hat".⁷²

72. It is rather ironical that the year in which the Director had claimed the Classification Test results were 'satisfactory' was the intake which Mr. Hughes chose to examine and for which he found the Classification Test had been an inefficient selector.

(b) The End of the Classification Test.

The efficiency of the Classification Test rapidly became a merely academic question, however, for before correction of the weaknesses of the selection procedure could be undertaken, the first moves towards the abandonment of secondary school selection had been taken.

Thus it was reported in 1957 that comprehensive high schools had been established at Huonville, Deloraine and King Island and it was announced that plans for the extension of the comprehensive high school experiment to Burnie and Tarooma in 1958 were further advanced. The significance of this for the use of selection was described in the Director's Report for 1957 :⁷³

"The establishment of the Huonville, Deloraine and King Island High Schools on a district basis created further large non-selective areas."

As the Classification Test was no longer to be applied in these areas, some substitute had to be provided to give post-primary teachers a guide as to the aptitudes and abilities of new entrants." This involved the Branch (Psychology) in an exhaustive programme of internal testing, guidance and

73. Vol. 159, 1958, Paper No. 52, op. cit., p.11.

interviewing, aimed at providing the head teachers and staffs of the receiving schools with as much information as possible about the children."⁷⁴

In his Report for 1958, the Director announced that from 1960, the Classification Test was to be abolished in the Launceston district,⁷⁵ and in the 1959 Report, that district high schools "organised on a non-selective basis were further extended" to Clarence and Queenstown.⁷⁶

The Report for 1960 announced that "The gradual elimination of the Classification Test was continued and improved methods of selection by transfer committees and guidance procedures were increasingly adopted".⁷⁷

These Transfer Committees were set up in areas outside central Hobart to deal with the problems of selection in areas where the Classification Test no longer applied. The Committees were to be set up by the District Superintendent who was to act as chairman and were ^{usually} to ~~usually~~ consist of those Head Teachers involved in the pupil's nomination and in the choices available to him.

74. Ibid.

75. Vol. 161, 1959, Paper No. 45, op. cit. p.3.

76. Vol. CLXIII, 1960, Paper No. 26, op. cit., p.3.

77. Vol. 165, 1961, Paper No. 7., op.cit., p.3. (Details of the processes of admission to post-primary schools in 1961 were contained in The Educational Record, October 15 1960.)

The Committee was to make recommendations to the District Superintendent on the acceptability of each nomination and, where the recommendation was not acceptable, on the alternative post-primary school at which each pupil was to be enrolled. The Transfer Committee's recommendations were to be reviewed by the District Superintendent in the light of recommendations from other Committees.

The pupils eligible to be nominated for enrolment fell into two categories :-

- (a) Those who have completed Grade VI to the satisfaction of the Head Teacher and reached, by 1st January, the age of $11\frac{1}{2}$ years or such a stage of maturity and educational readiness as the Head Teacher ~~deems~~ to be at least equivalent to that of an $11\frac{1}{2}$ year old;
- (b) those who have ^{or}reached by 1st January, 1961, the age of 13 or such a stage of maturity as the Head Teacher deems to be equivalent to that of a 13 year old.

There may, in the future, be difficulties in separating in practice 'scholastic success' from the 'stage of maturity'.

Pupils nominated for a post-primary school which was the only one in the district which included their primary school were to be admitted without further selection. For 1961, the same applied to those nominated for Alb^{er}ra St., Elizabeth St. and Devonport Secondary Schools and to an area school or primary school with secondary classes. Pupils of the Hobart Proper

area, unless nominated for Albueria St. or Elizabeth St. Secondary Schools, were to be required to sit for the Classification Test.

In 1961, the last vestiges of the Classification Test disappeared when it was announced that the entire Hobart area was to be organised on a district high school basis in 1962. Selection continued to be practised in the Devonport area at the end of 1961, but the instrument employed was a variant on the Classification Test.

The sphere of selection for 1962 was therefore restricted to those areas where Transfer Committees were necessary, that is, where the following conditions apply :

- (a) a pupil is nominated for a High School in a district served by both a High School and an Area or Secondary School; or
- (b) a pupil is nominated for a High School other than the one whose district includes his primary school.

It is not possible to draw conclusive inferences as to the influences behind this abandonment of selection, but it is an interesting point that as early as 1943 in New South Wales, the Entrance Examination had been abolished and committees of inspectors and head teachers were made responsible for recommending entrants to the various types of State secondary schools.

4. The Number of Scholarships, 1935 to 1955.

The number of scholarships to be made available in each year was usually advertised in The Educational Record, with the total number broken down into those to be made available at each school. Generally the fluctuations in numbers reflected the exigencies of economic depression and war, the limited accommodation and the changing structure of the system of secondary education. However one striking feature is the relative lack of increase in the number of scholarships made available in the period from 1935 to 1955, as indicated by the following table :-⁷⁸

Table 31. The Number of High and Junior Technical School Scholarships, 1935 - 55.

	<u>1935</u>	<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>
Hobart S. H. S.	300	180	150	160	160
Launceston S.H.S.	195	180	160	150	180
Devonport S.H.S.	150	150	130	120	140
Hobart J.T.S.	150	120	180	144	170
Launceston J.T.S.	120	110	120	120	160
Queenstown J.T.S.	60	40	70	70	80
Burnie S.H.S.	90	100	90	110	150
Scottsdale S.H.S.	60	50	45	40	40
Smithton S.H.S.		40	40	40	70
A.G.Ogilvie S.H.S.	—	150	130	100	150
Total	1125	1120	1115	1054	1300

78. I have ignored changes in the names of these schools since they continued to serve pupils from the same areas and of similar abilities. Also, I have excluded Ulverstone H.S., established in 1954, since it was not in operation at the time of any of the other listed dates.

Thus, despite the smaller number of schools in 1935, there was a fall in the number of available scholarships in each of the years 1940, 1945 and 1950 though the estimated population at the end of each of the corresponding years showed a steady increase :⁷⁹

	<u>Population</u>
1935	233,108
1940	243,057
1945	250,281
1950	290,333
1955	325,801

Some explanation for the failure to make increasing provision for those eligible for entry may be found in the fact that a declining birth rate in the relevant years contributed to a lessening of the pressure on places which would have resulted had the birth rate of earlier years been retained. The average annual birth rates for the period in which eligible children were born were :⁸⁰

	<u>Birth Rate</u>
1921-25	25.84
1926-30	22.29
1931-35	19.96
1936-40	20.57
1941-45	22.23.

79. Commonwealth Year Book.

80. Ibid.

Two other factors contributed to the lack of increase in the number of scholarships. Firstly, due to the priority of the war effort, extensions to secondary school accommodation were extremely limited in the years from 1940 to 1950. At the same time, there was a growing tendency for pupils to remain at school in the senior classes, resulting from the demand for skilled employees which was in turn a consequence of scientific and industrial progress. This led to the raising of the school leaving age to sixteen in 1946 and the introduction of a four year Schools Board course. As a result, the upper sections of the schools took a greater share of the available space, thus from 1940 to 1950 the number of scholarships available fell from 1120 to 1054 whilst the aggregate enrolments in the schools rose from 2018 to 3111.

After 1955 the problem of providing a sufficient number of scholarships took on a new character as the demand for 'secondary education for all' gained momentum. Under the new system of secondary school organisation, the chief difficulty became the provision of sufficient new buildings to cater for the needs of all children of secondary school age.

Chapter 8

Provision for Non - Scholarship Pupils, 1919 to 1941

1. From 1919 to 1938

In the years from 1919 to 1935 there was rarely a mention of provision for those pupils of secondary school age who did not proceed to either a high or a junior technical school in either the Annual Reports of the Director or in the pages of The Educational Record, the official gazette of the Education Department of Tasmania. It can be assumed that this silence indicated Department and public satisfaction with the existing provision of education facilities for these pupils. During this time there was no significant change in the number of pupils twelve and over who did not proceed to a secondary school. Thus in 1919, almost 9000 pupils continued at school beyond the age of twelve and by 1935 this number had fallen to a little under 8,000, so that there was no pressure for alternative arrangements due to a rising number of pupils outside the high and junior technical schools.

Whereas the more centralized populations of the mainland States led to a greater concentration of post-primary pupils, in Tasmania, primary school provision tended to be more dispersed

to cater for a scattered population, and so the incentive to form separate schools for the small primary tops was not present.

It must also be remembered that the Report of the Consultative Committee on the Education of the Adolescent (The Hadow Report), was not presented in Great Britain until 1926 so that the 'modern school' of the tripartite system was still a thing of the future, and even if such expansion was envisaged by the Tasmanian Education Department in the late twenties, the economic crisis followed by the Second World War would have made the financing of such a move very difficult.

The 1924 Board of Enquiry, in recommending the reduction of the age of admission to high schools, had suggested that this would "have the result of leaving a number of pupils to complete a year or two in the primary schools". It therefore considered it necessary for "the Department to organise courses of instruction for the most profitable use of this period, especially keeping in mind the prospective careers of the children".¹

Probably as a result of this suggestion, a notice appeared in The Educational Record, February 15 1925, announcing the introduction of the Merit Certificate Examination ". . . In order to encourage children to continue in Class VI".²

1. Op. cit., p.3.

2. Op. cit., p.40.

It was to be held on the same lines as the Qualifying Certificate Examination of the previous year.³ Unlike the Qualifying Certificate prior to 1924, the Merit Certificate did not entitle the holder to either a State high school or a junior technical school education.

For those who had to take the written examination, that is, pupils in schools other than those classified I to IV, the following subjects were examined and marks awarded :⁴

	<u>Marks</u>
Mathematics	150
History and civics	100
English - first paper	150
English - second paper . . .	150
Geography	<u>100</u>
	<u>650</u>

Twenty five (25) marks were also allowed for a cookery or a woodwork certificate.

Fifty per cent. of the total marks constituted a pass.

3. Supra, §§141-142 and §.212.

4. The Educational Record, loc. cit.

Though this innovation may have resulted from the Board's recommendation, the composition of the examination suggests that the clause advocating that "the prospective careers of the children" should be kept in mind had not been heeded and apart from the meagre twenty five marks for a woodwork or cookery certificate, no subjects of a vocational character counted towards the Merit Certificate.

In 1927 the examination was made separate from the Qualifying Examination, with question papers supplied to all Classes of schools by the Department. No notice was given of any change in the subjects of the examination. With the adoption of accrediting at the Schools Board level in 1938, a parallel change was made in the award of the Merit Certificate. It was to be awarded to pupils on the accrediting of their headmasters, subject to the approval of the district inspectors, after the completion of the Grade VII Course. This award inevitably failed to achieve the prestige of its more rigorous counterparts in the high and junior technical schools.

By granting to headmasters these extensive powers of accrediting for the Merit Certificate, the way was left open for the introduction of subjects more appropriate to the needs of those children not proceeding to a secondary school. The reform may have been prompted by ^asection of C. E. Fletcher's Annual Report on the Primary Schools for the Year 1935 which was devoted to the problem of catering for Grade VII pupils.

The extract began with the assertion : ⁵

"For several years now one of the most pressing problems in our primary system centres around Grade VII. At the end of the Grade VI year are selected by examination, pupils who are anxious to pursue a secondary type of education at one or other of the special schools established for that purpose. But in the schools is left a worthy residue of pupils who are not wishful to proceed with their education for another three years, as is required of those sitting for the Scholarship Examination. Yet these persons are desirous of continuing at school for another year or so, and, in fact, as they are under the age of 14 years, are obliged by the Act to so continue. What is to be provided for them?"

The same problem was presenting itself to education authorities in Great Britain and the mainland States of Australia. Much of the thinking on the subject had received impetus from or been crystallized by the Hadow Report of 1926. Though Inspector Fletcher did not explicitly advocate the adoption of a tripartite system, he did suggest that a break with the primary school

5. The Educational Record, February 15 1926, p.39.

tradition was necessary to provide adequately for these older pupils :⁶

"The Grade VII work, as at present planned, is not a suitable coping-stone to the primary school course. It is too much of a kind with the work of the earlier grades, is not suited to the official mentality of these particular pupils and is not developing those habits and facilities which pupils about to exchange school for life should develop".

He came closer to suggesting the creation of separate schools when he suggested :⁷

"In the larger centres some system of consolidation seems desirable, and the syllabus requirements should be made to meet the special needs. The subjects in such a syllabus should be framed so as to spill over naturally from school to life. They must satisfy the personal requirements of that age, and should enable him to enter into his social community with poise and fitness it is only experience which will determine for us a satisfying and complete scheme."

6. Ibid.

7. Ibid.

It was not until after the Second World War that such a scheme could be undertaken in the cities and larger towns though the planning for it commenced in the early war years.

Meantime, in the country, an experiment in the provision for pupils in primary tops had been established. This experiment was in many ways consistent with the ideals expressed by C.E.Fletcher.

2. The Area Schools, 1936 to 1941.

As with many aspects of Tasmanian secondary education, the starting point for discussion of the area schools is the Report of the 1924 Board of Enquiry. It was suggested by the Board that the existing provision of agricultural education as an alternative course of study in the high schools inevitably led to its neglect :⁸ "There is very little prospect of Agriculture being satisfactorily followed or of its being favourably regarded by either parents or pupils while it is merely a by-product of a school which has other aims to serve."

Then came the recommendation which, when implemented ten years later, was to prove such an outstanding success :⁹

" . . . Experience in other countries has shown that in order to make agricultural education effective, it must be given in schools organised for that special purpose. Such a school needs an area of land that will enable practical farming operations to be carried out on a scale that will be effective. Its scientific teaching needs to be directed to the problems of the agriculturalist, and the whole atmosphere of the school needs to be such as to arouse and maintain the interest of its pupils in agricultural pursuits. This is practically impossible in a school where agriculture is a mere alternative to other lines of study, and anything

8. Op. cit., p.7.

9. Ibid.

less than this will not suggest to either parents or pupils that the subject is one to be taken seriously. In other States the agricultural High Schools that have become successful are those in which one third of the pupil's time is given to practical field work, one third to the sciences in their relation to agriculture, and the remaining third to the continuance of a general education and their success has been the greater where they have been conducted as residential schools."

It is significant that the Board should strongly advocate the study of agriculture in a school whose purposes centred around this aspect of education, for in New South Wales, Peter Board, who was chairman of the inquiry, had seen the failure of the study of agriculture when this was provided as a mere alternative to other courses of study.¹⁰

The following year, 1925, Agricultural Science was included as a subject in the University Intermediate Certificate Examination. Seven pupils sat, and all passed. However the more grandiose proposals of the Board were ignored for the time being.

In a section headed "Agricultural Education", the Director, in his Report for 1924, stated that "careful enquiries", at the

10. For detailed discussion see A. R. Crane and W. G. Walker,

op. cit., Ch.XXI.

Directors' Conference, "into the work done in other States", suggested "that little had been achieved, and that the cost per head was very high. The difficulty encountered in every case seemed to be the high cost of suitable equipment and management".¹¹ In fairness to the vision of the Tasmanian Department, it must be remembered that the State was still feeling the pinch of an economic depression so that their qualms about the financial expediency of introducing chancy new measures were to be expected.

It was also pointed out that there was "the additional difficulty of relatively small numbers". The upshot was that the work was started "upon very modest lines in the primary schools". The extent of the experiment was described as follows :¹²

" Mr. Inspector Jones (an enthusiast in this matter) has arranged with certain selected teachers to begin work in their own centres. This work will be followed closely by the Department. A careful record of the results gained will be kept, and if these are satisfactory the possibility of extending this type of education will be considered."

However this first tentative attempt to establish an agricultural course soon faded away and received no further mention in the official publications of the Education Department in the next decade after which area schools organised on lines similar to those suggested by the 1924 Board were established.

11. Vol. XCIII, 1925-26, Paper No. 10, op. cit., p. 2.

12. Ibid.

The most probable source of inspiration for the move to establish experimental area schools at Sheffield and Hagley was G. V. Brooks' overseas visit to U.S.A., Canada and England in 1935, "for the purpose of inquiry into educational matters".¹³ Though he did not acknowledge indebtedness to any single overseas country for providing example, it is significant that in writing a preface to a book called, The Tasmanian Area School, published in 1942, he began :¹⁴

"After my visit abroad in 1935, and with the full and sympathetic concurrence of our progressive Government, Area schools were established in Tasmania to meet the urgent demand for orienting school instruction so that —

- (a) Such might better fit the district needs :
- (b) The curriculum in the schools might be vitalised for all pupils :
- (c) Any tendency to regimentation of educational ideas might be obviated. "

It was announced in the Director's Report for 1935 that Sheffield had been chosen as the centre in which to establish

13. Report of the Director of Education for 1935, op. cit., p.2.

14. The Education Department of Tasmania, The Tasmanian Area School, (Govt. Printer, Tasmania, 1942), p.2.

an experimental area school from the beginning of 1936 and that arrangements were made to cater for senior children in schools of the surrounding area. The children were to be supplied with bicycles - the provision of residential accommodation was evidently not economically feasible.

The following special classes were established : ¹⁵

- (1) For boys - instruction in woodwork, saddlery, tinsmithing, agriculture and farm practice generally.
- (2) For girls - instruction in cookery, laundry work, housewifery, needlework, and art work of various kinds."

A similar experiment was to be inaugurated at Hagley.

By the time of his Report for 1936, the Director was able to announce that the schools at Sheffield and Hagley were proving a great success. This claim was supported by the fact that demands from other areas for similar schools were being received. As a result, Cabinet decided in 1937 to provide one such school in each of Wesley Vale, in Wilmot; Ringarooma, in Bass; and Cygnet, in Franklin, that is, one in each of the county electorate areas not hitherto provided for. ¹⁶

It appears certain that the vocational flavour of the area schools appealed to the pragmatic tendencies of Tasmanian

15. Report of the Director of Education for 1935, loc. cit.

16. Op. cit. p.2.

country folk who, generally speaking, would not harbour ambitions for their children of a kind which could only be satisfied through study at an academic high school, but would expect their children to continue the farming tradition. This same attitude may not have been so widespread after the Second World War. However, in the five years from 1936 to 1940 the demand for area schools continued unabated, so that the record of establishment of these schools between 1936 and 1940 was :-¹⁷

- 1936 Sheffield, Hagley.
- 1937 Wesley Vale, Cygnet, Ringarooma.
- 1938 Mole Creek, Geeveston.
- 1939 Glenora, Oatlands, Forest, Lilydale.
- 1940 Huonville, West Tamar.

One of the bi-products of the acceptance of area schools was that the consolidation of smaller schools became necessary. The¹⁸ connection was stated as follows :

"At the outset, it was decided that the area school would be organized to meet especially the needs of the child of from 12 to 15 years. This necessitated either (a) the bringing in of senior pupils from the contributing schools, or (b) the closing of schools in the smaller centres. It was, however,

17. The Tasmanian Area School, op. cit. p.16.

18. Ibid.

agreed that during the experimental stage no school would be closed outright without the consent of the district parents."

Generally, though not universally, (b) was the alternative undertaken as is indicated by the following table : ¹⁹

Table 32. The Number of Small Schools in Tasmania, 1936-41.

Year (January)	Class of School		Totals
	VII (10 - 20)	VI (20 - 45)	
1936	137	194	331
1937	138	177	315
1938	123	167	290
1939	103	168	271
1940	89	150	239
1941	84	142	226

The Director suggested in the preface to Tasmanian Area Schools that pupils had been affected by the consolidation of schools : ²⁰

" . . . Under such a scheme of consolidation, resulting in the closure of many small schools, the social and psychological reactions on pupils consequent upon this centralising tendency have been of a marked and noteworthy nature."

19. Ibid., p.19.

20. Ibid., p.2.

Contrary to expectations, the cost of running the area schools did not prove to be excessive, so that in 1937 the Director indicated that while the cost of these schools was high, they were "not so high as those of any other form of²¹ extended education".

It was intended that, "The district or community, through the agency of School Advisory Councils, and in collaboration with its education officer", should propose and vary school curricula and determine "in a direct manner the matter of instruction suited to its district", so that each district was to develop "its school along its own lines".²² Thus it was indicated in the Report for 1937 that whilst Mole Creek was to emphasise dairying, the Geeveston Area School was to centre more on fruitgrowing.

Each School's Advisory Council was to be "composed of members elected by the various parents' associations - two or three from the local centre, according to the size of the school, and one from each of the subsidiary centres". In addition, the Education Department could elect one member to act as government representative. The Council usually elected its own executive officers with the headmaster usually, though not necessarily, secretary.²³

21. Loc. cit.

22. The Tasmanian Area School, loc. cit.

23. Ibid., p.33.

Though high hopes were held for the educational results of this lay participation, in fact, the laity proved less willing participants than was anticipated and the tendency was to defer decisions of professional content, such as curricula matters, to the educational authorities. The limited sphere of the Councils was suggested by the description of their functions in The Tasmanian Area School :²⁴

"As the name implies, the council acts in an advisory capacity only. Members are asked for advice and assistance on such matters as transport problems, &c., while suggestions for suitable district experiments in agriculture, ground improvements, and practical activities generally are often invaluable."

A difficulty was to provide all pupils, regardless of their standard in the primary grades, with the post-primary syllabus of work in the area school. This syllabus was planned for two years and designed to follow on from a six-year primary school course. The Education Department suggested that there were two²⁵ aspects of the problem :

- (1) A large proportion of children started school at six and graduated from the primary school at twelve, but attendance was not compulsory until seven and therefore a number of pupils were not ready to leave primary school at twelve.

24. Ibid., p.33.

25. Ibid., p.21.

- (2) Retarded children would miss out on the area school programme if they were retained at the primary level.

It was attempted to solve the problem "by providing a bifurcated scheme and permitting the retarded pupils to embark on the practical courses in the syllabus, while remaining in their own grades for the academic work". This scheme was supported by the now outmoded distinction between the "hand-minded" and "headminded" child : ²⁶

" to require the hand-minded child to attain a definite standard of proficiency in classroom subjects before taking the higher practical work would be futile. Almost without exception such a child undertakes the practical activities with definite success, and his development of interest and power in this sphere carries over to classroom studies"

If the weaker academic pupil was to undertake the practical activities with success it seems likely that the more capable academic children would not be extended by studying the same curricula.

The provision of a bifurcated course for those pupils over twelve and still in the primary school was the only change made to the normal course for Grades I to VI. Thus pupils who wished to continue their education at a high school rather than an area school were given the opportunity to qualify for admission.

26. Ibid., pp.22-23.

The main aims of the syllabus for the higher grades were tabulated, "In a general way", as :-²⁷

- "I. To consolidate and extend primary school work in formal subjects :
- II. To develop an appreciation of English literature, and promote a higher standard of intelligent and appreciative reading.
- III. By a co-ordinated group of social studies, to establish a background against which present day happenings may be more intelligently interpreted :
- IV. To provide an elementary commercial training that will raise the business ability of the future rural community :
- V. To afford cultural training with the object of raising the standards of home and community life :
- VI. To give such training in handicrafts as will develop that practical and constructive ability so desirable in the home and on the farm."

Evidently the implications of these aims were not regarded as affecting the traditional class-room studies, for the only modification to these for the senior classes in the area schools was that "farm book-keeping, and commercial principles" were included in the study of mathematics.²⁸

27. Ibid., pp.23-24.

28. Ibid., p.25.

However the unique contribution of the area school was more evident in the list of more localized studies :²⁹

"For boys, they are taught agriculture (including some agricultural science and animal husbandry), blacksmithing, elementary mechanics and craft work in wood, sheet-metal, leather, and concrete. For girls there is instruction in the domestic arts - cookery, needlework, housewifery, and home management, laundry work - as well as various crafts. Physiology and horticulture are also taught in some schools."

Despite the granting to head teachers of "discretionary power in planning courses", there was little actual variation between schools, the only difference being in the bias of some elements in the agricultural course towards the main agricultural pursuit of the district (as in the examples already cited of Geeveston and Mole Creek). However the trade courses were "drafted to³⁰ dovetail into the requirements of the farm plan" which was in turn centred upon the agricultural course chosen. By this means the trade work was given greater purpose.

The Area School Certificate was to be awarded to those pupils "who satisfactorily completed the work of Grades VII and VIII."³¹ The course was to cover six subjects, with English, arithmetic, and woodwork (boys) or cookery (girls) compulsory.

29. Ibid. p.26.

30. Ibid. p.27.

31. Ibid., p.28.

To ensure "The general equivalence of courses drawn up for the respective schools collaboration between the senior education officer, the district education officers and the head teachers" was provided for.³² There were no prescribed examinations and pupils were to gain "credits by consistent and satisfactory work", awarded on the recommendation of the head teacher and endorsed by the education officer. This provision was necessary, of course, to allow that freedom which it was intended should pervade the functioning of the area school.

By 1942 it was stated that there was difficulty in getting trained teachers in the vocational subjects, but with a teacher - pupil ratio ranging from one in twenty to one in thirty, the area schools were most favourably staffed as the average for the whole state was one in twenty five, which included a number of one-teacher schools with enrolments as low as ten pupils. The area schools may have benefited from the consolidation of smaller schools with the consequent relocation of teachers.

In claiming in his Report for 1942, that "We have now reached the stage when teachers everywhere are demanding and revelling in a freedom which is the very breath of life in education", the Director suggested that "the area schools pointed the way to a change of outlook".³³

32. Ibid.

33. Vol. CXXIX, 1943-44, Papers No. 12, op. cit., p.2.

Chapter 9

Financing the Secondary Schools, 1919 to 1941

1. Report of the Board of Enquiry, 1924.

The first of the Board's terms of reference was :

"Is the State receiving adequate value for the money expended on State High School education?"

The Board had probably originated from concern over the problem of 'leakage' of pupils and the belief that as a result, high schools were proving unnecessarily expensive. The Government had appointed the Board after pressure had been brought to bear in the Upper House.

As a result of their inquiries, the members of the Board were able to form the following comparison of expenditure on high schools in Tasmania with that in the other states : ¹

Table 33. Cost Per Head - exclusive of buildings for High School Education, 1923.

	<u>Per Pupil</u>		
	<u>£.</u>	<u>s.</u>	<u>d.</u>
New South Wales	19.	10.	10
Victoria	11.	8.	9
South Australia	15.	6.	9
Tasmania	20.	19.	5

It was concluded, therefore, that Tasmanian high school education was costing more to provide than was the high school education in other states, the contrast with Victoria and South Australia being especially striking.

1. Op. cit., Table III, p.3.

To assess the cost at the various high schools, the following table was compiled :²

Table 34. Cost Per Pupil in Each High School - exclusive of buildings, 1923.

	<u>Pupils</u>	<u>Per Pupil</u> £. s. d.
Hobart	303	20. 4. 5
Launceston	255	20. 4. 0
Devonport	165	21. 14. 11
Burnie	45	22. 10. 6
Scottsdale	38	26. 17. 4

Comparable figures collated by the Board indicated that the cost per pupil at Hutchins School, Hobart, was twenty four pounds, and at Sydney Grammar School, twenty eight pounds. The higher cost at the independent schools was to be expected in view of their desire to offer some 'special' features for their pupils whose parents would mainly be of an upper income group and also in view of the greater opportunity for standardisation and mass production of equipment etc. in the State high schools.

Significantly, the smaller the number of pupils enrolled in the school the higher was the cost per pupil. This was no doubt largely caused by the inefficient distribution of staff necessitated by the small number of pupils, and by a less economical utilisation of educational facilities.

To overcome this high cost in the smaller centres, it was suggested that the intermediate high school, "that is a school offering three years of secondary education", was "better fitted

2. Ibid.

for the circumstances of those town centres in which the number desirous of proceeding to higher stages is very limited".³

It had been pointed out that one reason for the high cost was that "the number of pupils extending their attendance into a fourth or fifth year" was "comparatively small".⁴ However the suggestion of the Board was an impractical one. Firstly, it did nothing to overcome the cost per head at Burnie and Scottsdale where expenditure per pupil was highest, and, secondly, it failed to recognise that the only three full time high schools were catering for pupils from widely separated areas of the State and for an expanding population. They suggested that a scheme of bursaries to enable senior pupils to attend at distant centres where there was provision for a full time high school would have been cheaper than the maintenance of three such schools.

A second suggestion for increased return on expenditure was that the age of admission to the high schools should be reduced by one year so that pupils would be able to proceed to the Intermediate standard before reaching the school leaving age, so that the rate of wastage in the earlier years would be considerably reduced. Further, it was claimed :⁵ "to secure the fullest value from High School education every effort should be made to secure three years' attendance at least from every pupil who is enrolled at the school."

3. Ibid., p.4.

4. Ibid., p.3.

5. Ibid., p.6.

The Board prefaced its concluding list of recommendations with the statement :⁶ "As a general conclusion the Board is of opinion that the High Schools are rendering a very valuable service," but to get the fullest possible value the implementation of the recommendations was considered necessary. The tone of the Report suggests that the charge of lack of economy in providing high school education was only justified to a limited extent.

However, one of the members of the Board of Enquiry, J. Madge Edwards, in a minority report, voiced some disagreement with the general conclusions of the Board, and suggested :⁷

" until the methods of management are improved, and a wider vision obtains at Headquarters, the State will never receive in return for the expenditure on State High Schools a value, monetary or otherwise, commensurate with such expenditure."

6. Ibid., p.9.

7. Ibid., p.11.

2. Significant Developments in Expenditure.

The expenditure shown in Table 35 refers only to State high schools, the title 'secondary' not being used in such a way as to include, technical or area school provision.

A striking feature is the much greater relative increase in the "Amount Expended on Secondary Education, exclusive of Cost of Buildings and of Repairs" than in the amount expended per scholar, an indication of a more economical utilisation of resources. Thus whilst the former increased fourfold the latter only increased between two and three times. The cost per scholar became especially high in the period of low enrolment in the twenties when the effects of the local economic depression were being felt. On the other hand, the cost per scholar became especially low in the two years immediately following the more catastrophic depression of the early thirties - a possible explanation being the imposition of more drastic economies and levying of fees at State high schools.

A sharp rise in overall expenditure occurred in 1937 with the construction of the sixth high school - the New Town Commercial High School. However this was not paralleled by a proportionate increase in the cost per scholar, since expenditure on buildings etc. was not included in the estimation of this figure.

The figures showing the "Amount Expended on Buildings for Secondary Education including Cost of Land" are most remarkable for the large variations from year to year. Quite naturally large increases were to be expected in each year in which additional high schools were constructed. It may be expected that constant additions would be undertaken with an expanding population, but depression periods twice brought expansion to a standstill and the consequent falling enrolments meant that there was no demand for such expansion. The onset of war was to have a similar effect, especially when the threat of Japanese invasion became ominous, so that in 1942, total expenditure on land and buildings was one pound eleven and sixpence.

Appendix VI of the Director's Annual Reports provided a "Summary of Expenditure upon Primary and Secondary Education as a Percentage of Total Expenditure", through the period under consideration.

Table 36 reveals a steady decrease in the percentage of expenditure allocated to primary education and a constant rise in that provided for State high schools. It may be significant that in the years 1939, 1940 and 1941 the percentage expenditure given to the latter remained fairly constant or decreased slightly whilst there was a sharp

8. Items other than those indicated in the table included: Ministerial Office; Inspection; Medical Inspection; Training of Teachers; Subsidised Schools; Cookery Schools; Woodwork Schools; Expenditure on School Premises. Other items were added and some of those listed removed in the period.

rise in the percentage allocation to technical schools. This was no doubt in response to the increased demand for technical education which occurred at the time.

The relative constancy of the percentages suggests that in times of economic stringency, economies were spread evenly over all items of the education budget.

The 1942 percentages revealed a continuation of the tendencies shown in the previous years - thus expenditure on primary education continued to fall to fifty per cent. of the total. High School figures rose to 8.5 per cent., whilst technical education rose to only 10.2 per cent. Thus the latter increased only 0.4 per cent. whilst the former rose 0.5, which was a change from the previous pattern and probably represented a temporary satisfaction of the comparative demand for technical education.

An interesting feature of the figures for 1942 was that the percentage of expenditure given to area schools was included as a separate item for the first time and it was shown that these received 10.5 per cent. of total expenditure, a higher percentage of the budget than either the high or technical schools were given. However, in 1942 there were thirteen of these schools, compared to six high schools and three junior technical schools.

3. Comparison With Other States.

For the financial years 1915-16 to 1927-28 (after which year the information was excluded from The Commonwealth Year Book) the amount Tasmania spent on education as an item of total state expenditure compared favourably with the percentage of total state expenditure spent on education in other states. The following figures are indicative of the trend through these years :⁹

Table 37. Expenditure on Education as a Percentage of

Total State Expenditure, 1915-16 to 1927-28

<u>Year.</u>	<u>Tas.</u>	<u>N.S.W.</u>	<u>Vic.</u>	<u>All States</u>
1915-16	9.43	8.97	10.07	8.50
1919-20	9.76	7.76	9.29	8.12
1923-24	10.20	9.80	9.28	9.26
1927-28	11.05	9.62	10.24	9.42

Not only do these figures reveal that the Tasmanian Government spent a higher percentage on education than other states, but also that in all states, education improved its position relative to that of other items of expenditure.

9. The Commonwealth Year Book.

On the other hand, Tasmania tended to lag behind the other states in the amount expended per head of population until the advent of the Labour Government in 1934 when there was a rapid improvement in Tasmania's relative position, though the exalted position she achieved for 1934-35 was not retained for the remainder of the period.

Table 38. State Expenditure per Head. 1917-18 to 1941-42

<u>Year</u>	<u>Tas.</u>	<u>N.S.W.</u>	<u>Vic.</u>	<u>All States.</u>
1917-18	13.10	1. 0. 9	17. 3	19. 6
1921-22	1. 5. 5	1.15. 0	1. 5. 0	1.10. 6
1925-26	1. 7. 5	1.14. 6	1. 8. 1	1.12. 0
1929-30	1.10. 7	1.19. 5	1.13. 5	1.16. 8
1933-34	1. 2. 1	1. 8. 7	1. 6. 7	1. 8. 1
(1934-35	1.11. 4	1.10. 1	1. 8. 0	1. 9. 5)★
1937-38	1.11.10	1.17.10	1.13. 3	1.15. 6
1941-42	1.16. 9	2. 1.10	1.13. 2	1.17. 8

★ The year in which Tasmania compared most favourably with other states.

The increase in expenditure per head in Tasmania paralleled the rate of increase in other states, however the figure for expenditure per head in Tasmania was slightly inflated by the fact that there was a larger percentage of children of school age in the total population of Tasmania than in other states.¹⁰

10. Waddington, D.M., Radford, W.C., Keats, J.A., Review of Education in Australia, 1940-48, (A.C.E.R., Melbourne University Press, 1950) p.241.

In this section the figures shown have referred to total expenditure on all the various items of education, however they are relevant to a consideration of the financing of secondary education, especially as in the previous section it was shown that this formed a fairly constant percentage of total expenditure on education.

Whilst an increasing percentage of State expenditure was being devoted to education so too was an increasing percentage of this amount being allocated to secondary education (see Table 36), an indication of the rising demand for and prestige of this level of instruction.

Chapter 10

A General Review of State Secondary Education,

1919 to 1941

The outlines of the system of State secondary education which had been established between 1913 and 1920 and included the high and junior technical schools remained relatively unaltered to the end of 1941. However within the general framework adjustments were made to organisation and procedure.

The most important educational event in the period was the 1924 Board of Enquiry. As evidence of the influence of the Board, the Director, in his Report for 1924 pointed out :¹

" . . . the announcement by the Honourable the Minister for Education in the House that the whole of the findings of the Board, save one, would be given effect to was received without comment an indication that public opinion was in accord with the findings."

A more valid assessment of the influence of the Board can be gained from consideration of the extent to which the explicit recommendations contained in the Report were subsequently adopted.

1. Op. Cit., p.2.

The first recommendation was that pupils should be admitted a year earlier to the high schools. The important influence which the adoption of this change had has been discussed in previous sections. Secondly, there was the suggestion that the entrance procedure should be changed, and as a result the Scholarship Examination was introduced. A suggestion that parents should offer a money deposit to ensure the attendance of their children at high school for a definite period was the only one explicitly rejected, however the parents were required to enter into agreement to keep their children at school. Fees were not to be charged, though the influence of the Board could not be regarded as instrumental in achieving this for it was already accepted practice. They pointed out the impossibility of inspecting the high schools adequately with only one inspector, however C. E. Fletcher remained the sole inspector for some time. Home Science became a compulsory subject for girls though this was never rigidly enforced. Recommendations with regard to agricultural education, primary pupils who were not proceeding to high school, and hostels for country children, eventually came to be accepted, but not until over a decade later. The long delay may have been occasioned by the local and world-wide depressions.

Perhaps even more influential than the recommendations of the Board was the approval implicit in its Report of the existing system of high and junior technical school education. Apart

from the internal changes suggested by the recommendations, the Board concluded :² "the high schools are rendering a very valuable service."

Crane and Walker suggest^{ed} that the Chairman, Peter Board, who, in the words of the Tasmanian Director was "the first educationalist in Australia",³ was instrumental in framing the Report and "In effect, . . . gave his blessing to the continuance of a plan that was in fact based on his own".⁴

Board's influence extended beyond the stamp he placed upon the findings of the Board of Enquiry, for Inspector C. E. Fletcher, who was Inspector of High Schools throughout the period, "admitted that from his appointment to the Tasmanian service in 1917 until his retirement in 1951 he set out to follow the philosophy, academic ideals and administrative policy of Peter Board".⁵

2. Op. cit., p.9.

3. Report of the Director of Education for 1924, op. cit., p.2.

4. Op. cit., p.302

5. Ibid. This opinion was founded on a letter which the authors, Crane and Walker, received from C. E. Fletcher.

However it is possible to make too much of Board's and the Board of Enquiry's impact on Tasmanian education. If we look beyond the field of education to the broader Australian social environment we find that the period between the two wars was marked by its conservatism **rather** than a proclivity for experiment.

Speaking of the twenties Greenwood states :⁶

"No doubt the transition from the emphasis upon social experimentation to a concentration upon material development has much to do with the unexciting cultural performance of the twenties
. Even as social experimentation and creative political experiment declined in the twenties, so in education, art and literature, there was often aridity, a lack of works of first-class imagination and a lack of passionate purpose on the part of those who wrote or painted
. The culture of the times mirrors an uncertainty about values apart from an emphasis upon utilitarian goals. In education at least this was destructive of quality performance, as may be seen from the lack of innovation and experimentation in both secondary and university education."

6. Australia : A Social and Political History, op. cit., pp.298-9.

A similar picture of the thirties is painted by A. G. L. Shaw
in The Story of Australia :⁷

" . . After the disillusionment caused by the pricking of
the bubble of the twenties and the suffering of the
depression, development virtually ceased. It was not only
that immigration ceased, that the birth rate fell so low that
demographers forecast an early fall in the population, and
that low prices of primary products discouraged the further
opening up of the country but that few
improvements were made where they would have been profitable
or were socially very desirable. City transport, slum
clearance, education, public health, social services of all
kinds came practically to a standstill. Hospitals and
schools were not built. The universities were starved."

In this atmosphere it is not surprising that in the
twenty inter-war years, Tasmanian secondary education underwent
no revolutionary changes. However, towards the end of the
period the spirit of change began to manifest itself and for
the first time elements of educational organisation which were
to dominate discussion in this field in the post-war years
began to obtrude.

7. Op. cit., p. 244.

The area school experiment, begun in 1936, was the first attempt to make special provision for post-primary pupils other than those who were proceeding to high or junior technical education, and the outstanding popularity of these schools no doubt encouraged post-war experimentation in the provision of special secondary education for city children.

From 1921 all pupils desiring to follow a technical course had to attend a junior technical school as the appropriate subjects were no longer offered at the high schools. This change was in line with the grammar - junior technical organisation of secondary education in England. However, characteristically, the Tasmanian Education Department made a further concession to the claims of vocational training when the New Town Commercial High School was opened in 1937, a school, as the name implies, orientated towards training pupils for careers in commerce. This was not a new form of secondary education, since as early as 1911 Junior Commercial Schools had been established in New South Wales, though under Board's successor, S.H.Smith, these schools gradually lost their special character.⁸

By providing technical and commercial courses in schools separate from the academic high schools it was possible to cater

8. Crane, A.R., "Changes in the Secondary School System of New South Wales under the Directorship of S. H. Smith, 1923-30", The Australian Journal of Education, Volume I, No.2., July 1957, pp.109-113.

for a larger proportion of children of the eligible age group. This tendency to provide for a greater number of pupils was related to the earlier move to keep the door to higher education open - reflected in the introduction of compulsory language study for all high school pupils in 1929 - and was, in the following twenty years, to grow through the tripartite form of secondary school organisation to its culmination in the district high school system which was accepted throughout Tasmania in 1961. From 1941 to 1961 the development of Tasmanian secondary education centred around the provision of "secondary education for all".

Part III. "Secondary Education for All".

Chapter 11

Prelude to the Tripartite System

1. Introduction - Developments in England.

From 1940 until the present day the subject of the provision of secondary education for all pupils of eligible age was to dominate educational discussion. It arose as part of the upsurge of social feeling which Australia, in common with many other countries, experienced, and which A. G. L. Shaw described in the following words :¹

"The familiar pattern of 'boom and bust', followed by a long and difficult process of readjustment, had been played out and by 1939 the country seemed about to gather its strength for further advance. There was growing criticism of the conservative political regimes which had held political power since 1931 or 1932 There was renewed agitation for further social progress towards a 'welfare state'." These feelings showed themselves in various ways, including " the wish to try to ensure greater social security in the post-war world together with a higher standard of living for the 'average man'."

1. Op. cit., pp.252-253.

In Tasmania, the Committee on Educational Extension set up in ¹⁹⁴²~~1924~~ was a manifestation of this feeling. There was no organised demand from the Tasmanian population for the provision of extended education but the post war social climate was such that measures to expand State secondary education were readily accepted. No doubt developments in the United States and Great Britain had an important influence in shaping the opinion of the State education authorities on these matters.

As early as the 1890's in Great Britain, "secondary education for all" had been the expressed policy of the Trades Union Congress (T.U.C.). At their Annual Conference in 1905 at Liverpool, the Labour Party were asking that primary, secondary, and technological education should be free and placed within the reach of every child by the granting of bursaries and maintenance scholarships to all children. In 1907 they put forward the following demand, using the same words as the T.U.C. had done the previous year :²

" . . . that secondary and technical education by an essential part of every child's education, and secured by such an extension of the scholarship system as will place a maintenance

2. For further discussion see Banks, Olive, Parity and Prestige in English Secondary Education, op. cit., pp.116-122.

and

Dent, H. C., Secondary Education for All (London, Routledge & Kegan Paul Ltd., 1949), pp.51-59.

scholarship within the reach of every child, and thus make it possible for all pupils to be full-time day pupils up to the age of sixteen."

However pressure was not only forthcoming from working class ranks for in 1915 a series of leaders, editorials and letters were published by The Times Educational Supplement pressing for universal secondary education.³

In 1922 Dr. R. H. Tawney restated the policy at length in Secondary Education for All : A Policy for Labour, and on April 8 1925, the House of Commons resolved without a division, on the motion of Labour member Mr. R. Richardson :⁴

" . . . local education authorities should be called upon to prepare schemes by which within a reasonable period adequate provision may be made for secondary or some form of full-time post-primary education for all children up to 16 "

The Hadow Report

By the time this motion was framed, the Consultative Committee of the Board of Education was already engaged in the compilation of a report which was to give great impetus to the demand for universal secondary education.

In 1924 the Labour Party had come into power for a short time. "One of the first acts of Sir Charles Trevelyan, the new

3. Dent, H. C., op. cit., p.59.

4. Ibid.

President of the Board of Education, was to ask the Consultative Committee to consider the points which had been raised" in the Labour Party programme with regard to secondary education for all.⁵

Despite the fact that a Conservative Government succeeded Labour in the autumn of the same year it was decided that the work of the Committee under the chairmanship of Sir Henry Hadow should continue and in October 1926, the Report on the Education of the Adolescent was issued.

In the introduction the Board stated their "desire to abolish the word 'elementary' and to alter and extend the sense of the word 'secondary'". By redefining the terms 'primary' and 'secondary' they showed their desire to make secondary education available to all :⁶

" . . . We propose to substitute (for the word 'elementary') the term 'primary', but to restrict the use of that term to the period of education which ends at the age of eleven or twelve. To the period of education which follows upon it we would give the name 'secondary', and we would make this name embrace all forms of post-primary education, whether it be given in the schools which are now called 'secondary', or in central schools, or in the senior departments of the schools now termed 'elementary'."

5. Curtis, S. J., and Boultonwood, M.E.A., op. cit., p.184.

6. Board of Education, op. cit., (London, H.M.S.O., 1927), p.xxi.

Before all children could be regarded as benefiting from post-primary education, however, more than a change of nomenclature was necessary. To call the senior tops of 'primary' schools, 'secondary', did not necessarily entail a change in the educational fare offered.

The Report did recommend that the secondary schools should fall into two main groups - the grammar school and modern school types. The former were to follow the traditional academic curriculum whilst in the latter, the curriculum of the first two years was to be such as to facilitate transfer from one type of school to the other whilst in the later years of the modern school course, a more practical and non-academic approach was to be introduced.

The Spens Report.

The Hadow Report made no recommendation with regard to the future of the junior technical schools. The Spens Report of 1938 rectified this omission and suggested a tripartite organisation of secondary schools into grammar, modern and technical, with some, but not all of the existing junior technical schools absorbed into the new class of technical high schools.

In 1933 the Board of Education had instructed the Consultative Committee :⁷

7. See H. C. Dent, op. cit., pp. 72-73.

"To consider and report upon the organisation and inter-relation of schools, other than those administered under the Elementary Code, which provide education for pupils beyond the age of 11 plus; regard being had in particular to the framework and content of the education of pupils who do not remain at school beyond the age of about 16."

The Consultative Committee, meeting under the chairmanship of Sir Will Spens, Master of Corpus Christi, Cambridge, " . . . insisted that the education given in modern schools, although differing in kind, should not be looked on as being in any way inferior to that provided in the traditional secondary schools. There should, be, therefore, parity between all types of school within the secondary system."⁸

The 'parity of prestige' which the Committee sought in Great Britain and which eluded capture, as it did under the tripartite system in Tasmania, was an impossible goal in the existing social environment. Amongst others, the following factors operated in such a way as to differentiate between the status of the three types of school :

(a) The grammar schools had a much longer established tradition and had been, in the past, the source of education for the children of the wealthy and privileged classes. In Tasmania, as the high schools were more imitative of these schools than either the junior technical or modern schools, they inevitably inherited some of the prestige of this tradition.

8. Curtis & Boulwood, op. cit., p.190.

(b) Associated with this was the higher prestige attaching to academic as against practical or vocational studies. The distinguishing mark of the education of a majority of the wealthy and privileged classes in the eighteenth and nineteenth centuries had been that it had consisted of instruction in studies available only to those with ample leisure time, ~~—especially the classics—~~ a tradition extending at least back to the days of Plato.

Though Australian social values had a more pragmatic orientation, there has always existed the tendency to siphon off the best brains into the field of academic studies whilst the remainder have been guided to learning which was more directly pre-vocational.

(c) Selection procedures were so applied in both Great Britain and Tasmania that prospective secondary school pupils were sorted into a rough scale ranging from the brightest at the top to the dullest at the bottom, and, according to the amount of space available in each, these were drawn off, in order, from the top, into the grammar (or high) schools, the junior technical schools, and, lastly, the modern schools. Given existing social values it was inevitable that that school receiving the brightest pupils was accorded most prestige whilst that receiving the dull remainder received least.

(d) Employers saw plainly the implications of the working of the selection procedure and so the more lucrative and prestigious employment was automatically offered or won by those pupils who had supposedly demonstrated superior intelligence by winning

their way into the grammar or high school.

The rather dubious assumption underlying the Spens Report is that there are three types of mind relevant to secondary school education, and that these can be distinguished as early as the age of eleven plus. Unfortunately this assumption was buttressed by its explicit formulation in the Norwood Committee Report published in 1943. There were the grammar school pupils who were "interested in learning for its own sake"; the technical school pupils "whose interests and abilities lie markedly in the field of applied science or applied art"; and those pupils suited to the modern school, who "deal more easily with concrete things than ideas". The Norwood Committee in effect gave its tacit approval to the existing organisation of secondary education.

Olive Banks made the following pertinent comment on the findings of the Committee :⁹

"The evidence for the existence of these 'groups of capacities and interests', as they called them, was not taken from psychology; indeed they disclaimed any necessity to question their psychological validity, but was based on 'general educational experience', which had in practice recognized the existence of these types of mind. Any discussion of 'groups of capacities and interests', however, in spite of the denial of the Norwood

9. Banks, Olive, op. cit., p.132.

Committee, is a clear excursion into the sphere of psychology, and the mistrust with which the psychologists have received this confident typology does much to undermine the theoretical framework of the principle of tripartitism."

2. The Committee on Educational Extension, 1942 to 1943.

Though the Consultative Committee under Sir Cyril Norwood had not presented their Report when the work of the Tasmanian Committee was undertaken it seems certain that the work of the latter was strongly influenced by the earlier Hadow and Spens Reports. The attempt, which the Committee was intended to guide, to extend and diversify the provision of secondary education, can only be interpreted in the light of the wider and earlier fermentation in Great Britain, which achieved its initial formulation in the two above-mentioned Reports.

Legislation was passed in 1942 "providing that, on the cessation of hostilities, at a date to be proclaimed, the leaving age shall be raised to 16".¹⁰ In view of this legislation the Government set up a Committee on Educational Extension, appointed by the Minister for Education in August, 1942.

The following were the "Terms of Reference of the Committee" : ¹¹

10.

Vol. CXXIX, 1943-44, Paper No. 12, Report of the Direction of Education for 1942, p.2.

11. Education Department of Tasmania, Report of the Committee on Educational Extension, (Tas. Govt. Printer, 1943), p.iii.

"1. To consider —

(a) The general lines on which education is to be carried on through the three or four year period up to the leaving age of sixteen years; and

(b) The type or types of pupils to be educated during that period.

2. To furnish —

(a) A full statement of educational objectives ;

(b) A general indication of the nature of the work required to realise these objectives —

in respect of the additional years of school life."

The personnel of The Committee on Educational Extension ^{Were} ~~was~~ chosen "to include as wide a representation of qualified opinion as possible, about one-half of the members being professionally engaged in education". G. V. Brooks, the Director of Education, was Chairman, and H. T. Parker, Secretary. Nineteen individuals took part, though only fourteen of these for the full period, and these included "representatives of various educational, religious, commercial and rural interests".¹²

Fifteen meetings were held between 16 September 1942, and 10 December 1943, with the more detailed work carried on by sub-committees. The Premier and Minister for Education, Robert Cosgrove, in his foreword to the resulting report, made the following summary of the findings :¹³

12. Ibid. p. v.

13. Ibid.

"This is not a report of schoolmen. It says nothing of narrow scholasticism, or of examinations and certificates. No doubt they will continue to have a place in our educational system, but the main purpose of the schools has been rightly interpreted as to teach our youth how to live, and not how to gain diplomas. And, as the Committee has properly insisted, if the schools are to do this, they must themselves become places to live in."

(a) Psychological Assumptions and Their Implications

The Committee began by indicating that ". . . the nature of the child's interests and associations changes with development, and the educational programme needs to be adjusted to them", and suggested that "growth proceeds normally through the stages of infancy, childhood, and adolescence, each with its fairly distinctive physical, emotional and social pattern".¹⁴ The age ranges for each respective stage were listed as 0 to 6 or 7; 7 to 12; 12 to 16 or 18 or beyond. It should be noted that the imprecision of the age of transfer from one category to another was acknowledged for all except that age when it was considered convenient to transfer pupils from primary to secondary school.

Each period of growth was further divided into an earlier and later phase.¹⁵

14. Ibid., p.1. (A categorization reminiscent of that postulated in Rousseau's Emile.)

15. Ibid.

" . . . adolescence also has its two phases, the earlier of which is associated mainly with social and intellectual readjustment, the latter with preparation for a definite place in society, both vocational and avocational."

The implications of this assessment for adolescent education were described as follows :

" . . . it is the changed social outlook and behaviour which most markedly separates the adolescent from the child . . . the main trend of education in the Senior Schools will be towards social and cultural relations, and distinctions of academic proficiency must yield to those of social maturity and understanding."

As this "change in outlook comes to the mentally gifted and the dull", it was suggested pupils should be admitted to senior schools on the basis of age and for the same reason class units were to contain "pupils varying widely in intellect and school performance, but meeting on common ground because of their emotional and instinctive development". Here was expounded a similar educational theory to that later put forward by the more extreme advocates of the comprehensive high school. However it must be remembered that the Committee was here only referring to pupils in the senior schools, later named modern schools, and not to those selected pupils who proceeded to high and junior technical schools. Even at the senior school level the following proviso was added :¹⁶

16. Ibid. p. 7.

"Where the teaching is definitely instructional and especially where it aims at bringing the pupils up to certain minimal levels of achievement, the grouping must take into consideration the factors of ability and proficiency."

In practice it became very difficult to categorize any teaching as non-instructional.

The Committee's formal recommendation was that all pupils of a common age group should proceed from the primary to the secondary stage :¹⁷

"This report calls for the transfer of all pupils from the primary school at the age of twelve. They should therefore, as far as possible, complete the primary school course before that age. For this to be done, classification by age must be adopted in the primary school, and the practice of retaining pupils in the lower grades until they have reached a prescribed standard of scholastic achievement must be superseded."

There was no suggestion that either the high or junior technical schools should be modified except to provide for additional places resulting from the extra two years in their courses. The implication was that the existing organisation and provision of these schools was satisfactory, though it was suggested :¹⁸ " a considerable

17. Ibid. p. 26.

18. Ibid., p.3.

number of pupils enrol at high schools because there is no alternative educational provision for them, but they would attend schools of other types if provided."

(b) Estimated Extent of Additional Provision

It was estimated that about 16,000 places were required for the education of pupils from twelve to sixteen, based on the estimate that 3800 pupils passed through the State schools in each year. According to the Annual Report for 1942, 8,289 of these places were already occupied by pupils in this age range - 6,474 of these being in primary schools and 1815 in high and technical schools. The assumption that the length of the high school period would be four years was based on the observation that the average age of admission, which was twelve and one half years, was "falling gradually at the rate of about a month a year."¹⁹ This was to mean doubling the then existing average length of the high school period of two years.

The Committee suggested that :²⁰

"The increased quotas of State secondary school pupils will probably justify the establishment of additional high schools, and an extension of accommodation in those already in existence, with a full complement of about 4000 places, as compared with 1815 at present. This will mean that provision of a new type or types of school will need to be made to accommodate about 12000 pupils who are between the ages of 12 and 16 years and are

19. Ibid., p.3.

20. Ibid., p.4.

unsuited to the types of education now available in State high and technical schools. Of these 12000, rather more than half (6474) are now attending State primary schools."

The provision of adequate buildings and a sufficient number of qualified staff was to remain one of the chief problems in the field of secondary education in the years following the adoption of the sixteen year old leaving age in 1946.

(c) The Senior Schools

Assuming the satisfactory performance of the existing schools, the Committee devoted the major portion of its Report to a delineation of the proposed third element in the secondary system, the 'senior schools'. Though the area schools were by 1942 proving a great success and were providing for that age-group which was to be regarded as post-primary, they were not classified as 'secondary' by the Committee.

(1) The Range of Ability and Aptitude

It was acknowledged that the 12,000 pupils additional to the selected 4,000 would reveal a very wide range of types. These were, however, expected to consist of two main categories:²¹

(a) " . . . a middle group of about 8000, more or less uniform in respect of educability, except that they will include a proportion of intellectually superior pupils who, for one reason or another, do not elect to enrol at the regular high or junior technical schools."

(b) ". . . a group of about 4000 who prove less suitable to undertake academic courses. They form a complement to the scholastically minded pupils who are normally admitted to the present post-primary schools."

21. Ibid., p.5.

The postulation of the second category suggests the psychology of the Norwood Report, whilst the suggestion that the middle half of a normally distributed school population of 16000 would be "more or less uniform in respect of educability" denied that respect for the individual which is advocated elsewhere in the Report.

In a section entitled "Provision Should be Made for Special Talents and Varying Temperaments", the Committee claimed : "the past tendency has been to disregard it [special talent] except in so far as it has contributed to academic success," but the Senior Schools should aim at encouraging and developing "such qualities as musical, artistic, literary, mathematical and mechanical ability" as well as "narrow rational or literate qualities, both because of the contribution it can make to social and vocational efficiency, and because of its value in developing in the individual the sense of well-being through personal achievement".²²

(ii) Courses of Study

How were courses of study to be arranged to enable this provision to be made? Surprisingly, the Committee on Educational Extension did not join with the Spens Report in describing the Senior or Modern School type as he or she who "deals more easily with concrete things than with ideas", but suggested that the central group of 8,000 would be "capable of continuing studies of a definitely intellectual nature, through the remaining four years of school life".²³

22. Ibid., p.6.

23. Ibid., p.5.

No section of the Report was devoted to discussion of the place^{of} the more practical, pre-vocational subjects.

The final 4,000 would "not have compassed the work prescribed for the primary school" although it was not proposed "that their transfer to the Senior Schools should be deferred on that account". It was regarded as desirable that these pupils should attend the senior school if possible and that " . . . it should be the aim of the Senior School to develop its studies and activities on so broad a basis" that it would "find room for as many as possible of the backward pupils".²⁴

The school studies and activities which the programme of the senior school was to include were listed in the Report of the Committee. These could be summarised as :

- (1) Physical education, formative, corrective and informative;
- (2) Experiences in (i) the mother tongue, (ii) the major fields of art, (iii) biological or physical science, and (iv) mathematics;
- (3) Social studies, appreciative and informative ;
- (4) Experiences in social function ;
- (5) Religious and moral education ;
- (6) Forum discussions;
- (7) Practice in the essential techniques of (i) language, (ii) recording and accounting, and (iii) selected crafts.

24. Ibid., p.6.

The study of "concrete things" as distinct from "ideas" was given a lowly place on the curriculum.

Over-riding all these was the general purpose of education in the senior schools which was described as follows : ²⁵ " . . . The primary purpose of education during the 12 to 16 period is the development of citizenship. Good citizenship involves both individual and social competence."

(iii) Methods of Teaching

Methods of teaching in the senior schools were to be vital to the achievement of the goal of good citizenship, and a new approach was called for : "To this end formal teaching must be curtailed, and child activity allowed far greater scope."

The child was to be allowed differ from the teacher and taught "A respectful manner of presenting a divergent opinion". To "develop such positive qualities of citizenship as initiative, co-operation, social discipline and self-government", it was "essential that the school should be organised in such a way as to provide for the pupils' acceptance of a growing measure of responsibility". This was to apply to both "the general management of school affairs and to the ordering and prosecuting of classroom activities". In addition to pupil councils and tribunals as a means to achieving the main purpose, it was suggested that " . . . it should be the practice to adopt research, discussion and corporate judgment as

25. Ibid., p.8.

normal methods of study.²⁶

Whether or not such teaching standards were widely achieved in the modern schools cannot be stated definitively, but it appears that the final result was a tendency to accept both a method and curricula which fell somewhere between that of the traditional primary and high schools, without transcending either. It seems likely that the prestige of academic achievement, the demand for certification and the fact that the modern school staffs were ^{frequently} ~~often~~ displaced primary school teachers often combined to nullify the expressed aims of the Committee of Educational Extension with regard to teaching content and methods.

26. Ibid. p.9.

Chapter 12

The Establishment of the Modern School

1. The Waiting Years

In 1942, before the Committee on Educational Extension had completed its investigations, two special post-primary groups were established for experimental work at Elizabeth St. Practising School and Moonah School with the purpose of 'trying out' some proposals. The Report of the Committee undoubtedly gave added impetus to the move in this direction, though it was not until war-time finances were available and the school leaving age had been raised that further significant developments occurred.

The Director of Education, in his Report for 1943, speaking of the Committee Report published in that year, observed : "The question of age-grade classification, an important feature emphasised in the report, has already provoked a good deal of comment." Notice was given that the five practising schools and fifteen area schools had undertaken to accept this classification and that the experiment was being watched. The opinion was expressed : "It will certainly result¹ in much more individual work and a great lessening of 'lecture' methods." However, in the Report for 1944, though the system of age-grade classification was pronounced successful, it was also announced that the system could not be adopted, as the necessary accompanying

1. Vol. CXXI, 1944-45, Paper No. 8, op. cit., p.2.

small classes could not be organised due to the shortage of staff, therefore, in 1945, the old promotion scheme based on achievement was to be reintroduced.²

On 22 July 1942, Section 8 of the Education Act had been amended by substituting the word 'sixteen' for the word 'fourteen', with the proviso that this change should operate on a day to be fixed by proclamation. On 16 November 1943, Section 8 was further amended to reduce the minimum age from seven to six, and in the same amendment Section 7A was inserted to provide for exemption at age fifteen, the minimum age of exemption being still thirteen at this time, as the date of proclamation had not yet been determined. It was not until two years later, on 24 January 1946, that the statutory provisions for raising the school leaving age were proclaimed to operate from 1 February of the same year. Any children who had reached the age of fourteen before 1 February 1946 could leave school on reaching that age if their parents so wished.

With the automatic increase in the number of pupils of secondary school age the way was ^{now} ~~not~~ open to implement the designs of the Committee on Educational Extension.

2. Vol. CXXXIII, 1945-46, Paper No. 1, op. cit., p.2.

2. The Years of Development, 1946 to 1952.

(a) Initial Problems

It was announced in the Annual Report of the Director of Education for 1946 that "... For the last quarter of the year Mr. D. H. Tribolet, B.A., was seconded from field work to organise the modern schools - those classes providing for children until 16 years of age".³

Unfortunately, the programme was undertaken before adequate accommodation or staffing arrangements had been made. This was acknowledged in the same Report :⁴

"As accomodation was fully taxed, arrangements were made to hire halls &c., and the appointments of part-time trade and craft teachers were made in order to meet the requirements of the broadened curriculum until such time as employment of a full time staff was justified."

As in Great Britain the modern school was never given the opportunity to prove itself with new buildings and adequate staff to foster the experiment. H. C. Dent estimated that by 1956, of 3,650 secondary modern schools in Great Britain, fewer than 600 were in new buildings.⁵ Comparatively, Tasmania was little

3. Vol. CXXXVII, 1947, Paper No. 10, op. cit., p.2.

4. Ibid.

5. Dent, H.C., Secondary Modern Schools, (London, Routledge & Kegan Paul Ltd., 1958), p.143.

better off, the five modern schools established in 1946 all being housed in old primary school buildings.

The extent of the committment to the new type of secondary school was indicated :⁶

"Nuclear modern schools of an experimental type were conducted at Albeura St., Elizabeth St., and Moonah in Hobart and Charles St. and Invermay in Launceston. At these the new courses of study for children were tried out, and the general results were promising though difficulties in obtaining books and materials and in orientating methods of teaching and study will take some time to overcome."

Special efforts were being made to overcome these difficulties :⁷

"Schools of method were held in Hobart and Launceston, where were demonstrated new techniques of study and the different approach necessary when dealing with older children, if the aims for their education were to be attained. At these schools of method discussions were held and demonstrations were given by teachers, education officers, and lecturers, and they should have very practical effects during the coming year."

The year 1947 saw a continuance of the difficulties which had plagued the modern schools from the beginning :⁸

"Throughout the year the two main difficulties in implementing the raising of the school leaving age to 16 remained as heretofore :

6. Ibid. p.4.

7. Ibid.

8. Vol. CXXXIX, 1948, Paper No. 53, Report of the Director of Education for 1947, p.5.

- (a) lack of accommodation, and
- (b) shortage of staffing.

The Senior Education Officer, R. H. Warner, commented in The Educational Record of June 15 1947 :⁹

"Lack of staffing and accommodation and shortage of all types of equipment have made the launching of this venture difficult, though problems of adjustment, supply and housing are not peculiar to the realm of education."

A brighter observation in the 1947 Report was that "The teachers gained experience in interpreting the activity curriculum".¹⁰

A point of interest was that area schools and modern schools were considered together and it was acknowledged that area schools had "already pioneered this class of education", a fact which the Committee on Educational Extension had not formally recognised in their report. A comparison between area and "Large Town Schools" was drawn in the following table :

Table 39. A Comparison of the Number of Pupils Enrolled in Area,

Large Town and Smaller Centre Schools, 1947.

<u>Grade</u>	<u>Area Schools</u>	<u>Large Town Schools</u>	<u>Smaller Centres</u>	<u>Total No. Pupils</u>
VII	625	714	475	1814
VIII	370	329	272	971
IX	132	13	22	167

9. Op. cit., "Modern School Classes", p.102.

10. Loc. cit.

Thus the "Large Town Schools", despite the fact that the modern schools had been in operation for only two years and so had few pupils eligible for Grade IX, were already catering for thirty six per cent. of post-primary pupils other than those attending high and junior technical schools.

¹¹
In 1948,

" . . . reports received during the year clearly revealed that a larger proportion of children were staying on at school to a higher age than previously, e.g., the average age at the end of the year for Grade IX pupils at 16 area schools and 5 modern school centres was 15 years 6 months, ranging from 15.1 to 16.1 for over 200 children at the former and 140 at the latter."

The high rate of application for exemptions which had inevitably accompanied the initial extension of the school leaving age had eased : ¹²

" . . . the largest number came either from pupils at schools where no facilities have so far been available or from children over 15 years of age, some of whom had passed through Grade IV and had reached the compulsory standard."

The building shortage continued. "Modern school education was mainly provided by segregating pupils at selected schools in the

11. Vol. CXLI, 1949, Paper No. 60, Report of the Director of Education for 1948, p.4.

12. Ibid.

towns", though this was but "a temporary expedient", and it was recognised that "This type of secondary education would "be adequately met only when these pupils", were "housed in separate and distinct buildings, specially and attractively designed and erected to supply the full requirements of their own curriculum".¹³

It was observed : "Launceston is the one centre where the Department has established the required set up, though other buildings for modern schools will not necessarily be planned on the same model." This school was set up in 1947 and in 1948 officially opened and named the G.V.Brooks Community School.

Free from the legacy of ancient buildings, it came closest to reflecting the aims of the 1942-1943 Committee. Pressure for such a school had been crystallized through the work of the Progressive Education Group, whose purposes were expressed in an article by Mrs. M.McIntyre in the Tasmanian Education of December 1946, though as early as 1942 "a group of Launceston educationalists" had "recommended the establishment of a school on area school lines within the city and accessible by tram".¹⁴ In the 1946 article it was indicated that the Group had proposed "the establishment of one experimental Community School based on the extension of the Area School principle".¹⁵

13. Ibid.

14. Op. cit., p.2.

15. Op. cit., Vol. I, No. 6, p.1.

A grant of 120 acres of land on the outskirts of Launceston was made as a site for this school. Classrooms were to be single and separate units and to be supplemented by a fully equipped workshop and community hall which was to be the core of the community. A library, craft centre for girls, health clinic, sports ground and swimming pool were all planned.

The hope was expressed :¹⁶

" . . . that the curriculum will fuse the theoretical with the practical, so that it will be a community actually living in an almost ideal environment, and basing its life upon understood principles of good citizenship."

The Education Department accepted the site and the ground plans submitted by the Progressive Education Group, but rejected their suggestion that the school should receive a non-selective, comprehensive intake. Almost fifteen years later, this suggestion too was accepted in practice, though the purpose of the school was changed with the adoption of the comprehensive intake.

In other centres the modern schools were less liberally provided for. Thus in 1949 :¹⁷

"Instruction in modern classes and modern schools progressed as well as accommodation and supply problems allowed, but the opinion

16. Ibid., p.2.

17. Vol. CXLIII, 1950-51, Paper No. 62, Report of the Director of Education for 1949, p.3.

steadily grew that this particular work will be more effectively managed when special schools have been built."

The "special rooms for craft, art, science, and library work" required "so that the curriculum" could be "effectively taught and the special problems suitably met" were never to be provided in most of the modern schools.¹⁸

(b) Courses of Study

(i) Policy Foundations

In his Annual Report in 1947, C. E. Fletcher, as Director of Education, reiterated as aims for the modern school those expressed by the Committee in 1943 :¹⁹

"In these schools a special orientation of education is envisaged, which aims at developing the powers and gifts of children, rather than in drilling them along traditional academic lines in specific subjects. Methods of instruction will be so evolved and modified as to develop virile and thoughtful citizens, trained to face up to actual and current problems with intelligence, judgment, and decision, wholeheartedly accepting their responsibilities and carrying out their specific duties."

18. Ibid.

19. Loc. cit.

A more extensive account of his attitude towards the new type of school was contained in an article in The Educational Record of June 15 1946, under the title, "The Modern School". He claimed : ²⁰

"Our secondary schools already meet the need of the academically-minded child only the high I.Q. children are suited to such types of schools, but then there are others, and they are in the majority, for whom quite different courses of study are essential. They may be referred to as the more practically-minded group, those for whom learning is not so much gained from books but from actual situations in life and from everyday problems of a diverse nature."

There is a suggestion here of a belief in the 'head' and 'hand-minded' dichotomy, an assumption evident in the Hadow, Spens and Norwood Reports, implying that any child with a high I.Q. is best taught by the study of more abstract, academic matter, whilst any child of an I.Q. below a certain level is best suited to the study of practical subjects.

In justice to Mr. Fletcher's breadth of vision, in a quotation from the Hadow Report which followed the above statement, it was claimed that the universal secondary education we adopt should be such

that, "if it remembers handwork, does not forget music, and if it cherishes natural science, fosters also the linguistic and literary studies". The curriculum of the modern school was to be neither narrowly practical nor narrowly academic.

To achieve this it was suggested that the area school, with its "education developed in close relation to the actual environment", should be looked to for example. In these schools, "a much more practical form of education" had been developed, one which embraced "all types of crafts and skills on an adequate background of knowledge and learning". In a sentence, "What many city children need ~~is~~ an urbanized area school".²¹

The Course of Study for Modern Schools issued in 1947 by the Education Department, was presumably intended to contribute to the creation of this "urbanized area school".

In the period between the establishment of the first modern schools and the issue of this course, the Department had prepared a modern school course to guide Mr. R. G. Brett, who was to supervise curricula in these schools. In the issue of The Educational Record following that containing Mr. Fletcher's article was another by Mr. Brett under the heading, "Some Problems of the Modern School Curriculum".²²

21. Ibid.

22. Op. cit., July 15 1946, p.117.

At the outset he indicated that until "promotion by social maturity" could be adopted "the period of Modern School education" would be "restricted to three years", and this was to be kept in mind in considering the curriculum. However, his opinion on the suitability of this period of schooling was as follows :

"Three years is too short a period to allow full scope for the development of the subjects required for an adequate course. There will consequently be a danger of crowding too much into those three years."

He suggested, with regard to the degree of specialisation in the content of the course : " . . . some such provision is urgently needed during the final year of Modern School education, whether it be the last year of either a three-year or a four-year period."

As regards standards, he pointed out : " . . the post-primary group is not affected seriously by the demands of future education for professional or technological careers," so that an unprecedented opportunity to "discover talent and encourage it to flower abundantly" was present. The warning was given not to "aim at impossible standards in this subject or that activity". He cited as an example of a practical goal the introductory note to the syllabus in mathematics, which, while stressing the need for accuracy, did so in terms of the application of mathematics in everyday tasks.²³

23.

Ibid., p.118.

Though he welcomed the lack of externally imposed standards, he advocated the granting of a certificate at the end of the modern school course. It was considered that the following type of pupil would gain a certificate :²⁴

"A high proportion who have done Grade VII work in the past have succeeded in gaining a Merit Certificate. Pupils of this type will make the intellectual core of the Modern School whether a three-year or a four-year course is contemplated. At this point I must remind you that the nature of the curriculum will largely be determined by whether or not there is maturity grouping In a four-year course pursued by children selected for intellectual ability there will need to be at least three sub-courses in each subject. But it must be clearly borne in mind that the normal Grade VII group will play a big part. We must recognise the ability of this group and not hesitate to reward its achievements by certificates. Then again we must foster these bright pupils. To them we must look for inspiration. At all costs let us save our Modern Schools from becoming dreary institutions, as they undoubtedly will if in them we fail to encourage ability and scholarship."

Finally, after exhorting industry, parents and public to work for the success of the Modern School, he urged " . . all those . . . concerned with Modern School classes, to avoid the mistake of thinking

24. Ibid., p.119.

of this post-primary group as belonging to a sort of super-primary school". "Never before had the chance of seriously influencing the whole of the adolescents in this State" existed, and to utilise it fully, a "new outlook" and a "fresh evaluation of basic skills was required".²⁵

The modern school course of 1946, which superseded the Grade VII syllabus, served in the interim until the issue of the Course of Study for Modern Schools, 1947.

A commentary on this course appeared in The Educational Record of September 15 1946. Four main points were stressed :²⁶

- (1) Each syllabus was framed to allow the teacher a maximum of freedom "to follow the subject along the lines of his own interests and those of his pupils".
- (2) "With academic demands reduced to bare essentials, cultural and social values" were stressed.
- (3) The whole curriculum was unified by "the central themes of home and community".
- (4) Success was dependent on the pupil discovering "the relationship between each subject and the needs of his own life".

During 1947, a series of articles by Education Officers, reiterating aims expressed by the Committee on Educational Extension and suggesting desirable teaching aims and methods were published in The Educational Record.²⁷

25. Ibid.

26. Op. cit., p.146

27. Op. cit., June 15, "Modern School Classes", R.H.Warner, p.102.
" " July 15, "The Development of Special Aptitudes and Capacities", V.R.Long, p.111.
" " August 15, "The New Challenge", W.L.Grace, p.127.

In this environment of challenge and change, The Course of Study for Modern Schools, 1947 was issued by the Education Department.

(11) The Course of Study for Modern Schools, 1947.

Preparation of the course had been undertaken by syllabus committees for each of the separate subjects. ^{These committees were} ~~nomi~~nated by the Tasmanian Teacher's Federation and appointed by the Advisory Board of Modern School Studies on June 7 1946. The draft syllabuses which ^{they} ~~these committees~~ prepared were then submitted to the Board for approval.

28

In the Foreword to the published course, the Director of Education, C. E. Fletcher, indicated that it was intended to be "a tentative yet suggestive curriculum a guide rather than a prescription for the teacher". He promised the modern school teachers : " in working out the new schemes the Education Department will support their [the teachers'] efforts as freely as practicable. Adopt and adapt are the key words." However the concluding note of the Foreword suggested the limits of this freedom :

"Teachers are asked to consult closely with their education officer, to discuss their plans with him, and to call for his

28. Education Department of Tasmania, The Course of Study for Modern Schools, 1947 (Hobart, Govt. Printer, 1947), p.5.

assistance in interpreting the principles so carefully

limned in the basic Report, from which all are working"

The Report referred to was no doubt that of the Committee on Educational Extension.

It was pointed out in the Introduction that the course of study would not be revised before the end of 1948 when criticisms and suggestions would be considered by the syllabus committees. Such periodic revision of details took place throughout the period of the modern schools. It was also announced that "The general framework" had been "laid down in accordance with the recommendations of the Report on Educational Extension which was issued on December 16 1943".²⁹

The following was prescribed as the schedule of subjects : English, Social Studies, Mathematics, Business Principles and Practice, Science, Art, Music, Home Arts, Agriculture, Health and Physical Education, Religious and Moral Education. English and Social Studies were to be the core subjects :³⁰

"English and Social Studies are basic, and any modification of the programme or special provisions to meet the needs of individual pupils must not be made at the expense of the courses in these subjects. The head teacher should therefore seek the advice of his Education Officer before making any fundamental alteration to the general plan."

29. Ibid., p.7.

30. Ibid.

Further restrictions on the head teacher and his staff were indicated in the following statement on page eight :

"The broad outline of each syllabus or syllabus and course of study combined is prescriptive, but each course of study³¹ embodies suggestions illustrating a possible development of the subject content. Teachers are thus free to follow schemes of their own planning".

The concession of freedom to follow their own scheme was limited by a statement of the time to be allotted to each subject and there was no indication of possible variation on this time-table. The following was the complete programme, the figures referring to the weekly time allotted to each subject in half-hour units - though it was advocated that these should be extended to forty minute units at "the centres of consolidation in the cities"³² :

<u>First Year</u>			
English	6	Music	4
Social Studies	6	Home Arts A & B	13
Mathematics	4	Home Arts C	6
Science	4	Agriculture	7
Art	4	Health and Physical Education	5

31. 'Course of Study', was here defined as 'a method of interpreting or treating the content of a syllabus'.

32. Op. cit., p.8.

Second and Third Years

English	6
Social Studies	5
Mathematics, Business)	5
Principles and Practice)	

Other subjects as for the first year.

English, Social Studies, Home Arts and Agriculture shared the largest allocation of time, Mathematics and Science being placed on a level with Art and Music and given less periods than either Health or Physical Education. Mathematics was given an additional period in the second and third years.

As a result of "the social maturity grouping scheme" adopted in area and practising schools, the average age of children enrolled in Grade VII was "between twelve and thirteen years at the beginning of the school year", which meant that a four year post-primary course was needed. To overcome this problem it was suggested that the subjects of the three year course should simply be extended into the fourth year.³³ This denied that specialisation in the final year which Mr. Brett had strongly advocated. Another striking omission was the absence of the study of any trade subjects for the boys of the city schools, though these were later introduced.

33. Ibid., p.9.

After special mention of the need for the frequent use of visual aids, especially the film-projector, and the need to cater for lower ability pupils, it was stated : ³⁴ " . . . the Course has been planned to carry out the first experiment in Education for Citizenship ever attempted in this State." One of two possible inferences could be drawn from this sweeping statement :

(a) Previously, courses for post-primary pupils had not included training for citizenship as one of their aims;

or

(b) the Course of Study for Modern School, 1947, was more absolutely concerned with training for citizenship than previous secondary courses had been.

If the latter was the intended meaning then it is surprising that the subjects in the tentative programme should have been almost entirely traditional ones.

That inference (b) is the correct one is supported by the statement : ³⁵ " . . . a wide measure of freedom unhampered by the pull of traditional subject lines has been achieved."

In 1949 a more liberal element was introduced into the course. The following statement appeared in The Educational Record of April 15 1949 : ³⁶

34. Ibid., p.10.

35. Ibid.

36. Op. cit., "The Award of the Modern School Certificate", p.65.

"It has been generally agreed that the present compulsory curriculum does not sufficiently allow for the development of special interests and talents. All pupils are compelled to take a three year course in a wide range of subjects. This had developed an attitude of passive resistance to some studies. The Course has therefore been divided into a compulsory core curriculum of basic subjects and an optional curriculum allowing freedom of choice within the limits of staffing and facilities at each school."

It was decided to introduce into the optional curriculum the subjects of Mathematics I, Mathematics II, and a combined subject composed of Shorthand and Typewriting, and English divided into English Expression and English Literature.

The compulsory core curriculum of the basic subjects was to consist of :

English Expression)	
English Literature)	
Social Studies	)	three years
Mathematics I)	

Science - first year course

Health and Physical Education - three years

Home Arts A or)	
" " B or	)	three years
" " C and Agriculture))	

Business Principles and Practice	-	first year course
Art - stressing appreciation	-	" " "
Music - stressing appreciation	-	" " "

Of these, only English, Social Studies, Mathematics I, Home Arts A, B, C and Agriculture could be counted as basic³⁷ subjects for the certificate.

The optional curriculum embraced the following subjects :

Mathematics II - three years

Science A or B or C - three years

Business Principles and Practice - two years

Typewriting and Shorthand - two years

Art - three years

Music - three years

Forestry A or B - two years

Whilst the provision of a wider choice was a welcome innovation, the contribution it made to overcoming 'passive resistance' was weakened by the lack of diversity and variety in the range of optional subjects, and the fact that five subjects of a maximum of ten studied, remained compulsory throughout the three years of the course.

A further expansion of the modern school curriculum was announced³⁸ in the Report of the Director for 1951 :

37. For details of the Modern Schools Certificate see below, pp.348-51.

38. Op. cit., p.5.

"The most important advance in Modern School education was the decision to provide more pre-vocational studies during the third year of the course, and facilities will be provided for an extension of commercial education."

It was probably the acute building shortage and lack of workshops etc. which had prevented this being implemented previously, rather than any lack of desire or design on the part of the planners, though the 1947 Course had not stressed this aspect of modern school education.

(c) Special Bodies to Administer the Modern Schools

Added to the explanatory section of the 1947 Course was a description of The Advisory Board of Modern School Studies, which the Minister for Education had appointed on 28 March 1946, "To assist³⁹ in the onerous task of preparing this curriculum". The chief point of interest in the composition of the Board was that in addition to members of the Education Department, representatives were to be "nominated by government departments, public bodies and associations".

All members of the Board, other than the four Education Department representatives who were appointed ex-officio, were to be appointed by the Minister for Education on the recommendation of the Director of Education as Chairman of the Board.

39. Op. cit., p.11.

According to the Constitution the membership was to be made up as follows :⁴⁰

"The Board shall consist of not more than 20 members of whom
The Director of Education (who shall be Chairman),
The Secretary for Education (who shall be Deputy-Chairman),
The Education Officer for Secondary Schools, and
The Senior Education Officer
shall be members ex-officio,

Two Education Officers shall be nominated by the Director,
Five representatives shall be nominated by the Teacher's Federation,
Not more than 9 additional members nominated by government
departments, public bodies and associations."

This last innovation was a liberal concession to lay opinion for it meant that these nine members carried greater voting strength than either separate administration representation or teacher representation. The nominating bodies in addition to the Education Department and the Tasmanian Teachers' Federation were as follows : Conservator of Forests, Secretary for Agriculture, Chamber of Commerce, Australian Broadcasting Commission, State Library Board, Hobart Trades Hall Council, Tasmanian Council of Parents' Associations, Tasmanian Council for Mother and Child.

40. Ibid.

The duties of the Board were listed as follows :⁴¹

- "(1) The Board shall discuss all matters relating to general planning, curricula and courses of study for Modern Schools.
- (2) The Board shall advise the Minister through its Chairman on courses of study submitted for its approval.

After eight meetings were held in 1946, it was suggested :⁴²

"The valuable work already accomplished foreshadows an interest in the problems of secondary education extending beyond the ranks of the teaching profession to the community itself."

Unfortunately, the deliberations and findings of the Board were never made public and as time passed the initial enthusiasm which it had engendered began to wane. The work of the Advisory Board of Modern School Studies was in effect taken over by two committees appointed in 1948 and 1949, The Modern School Advisory Accrediting Committee and The Modern Schools Board. Both were appointed by the Director and both consisted entirely of members professionally engaged in education. These two, plus the syllabus committees, usurped any real power which the lay representatives on the Advisory Board had possessed, and rendered hollow the following statement of the Director in the Annual Report of the Director of Education for 1950 :⁴³

41. Ibid., p.11.

42. Ibid.

43. Op. cit., p.3.

"Throughout the year advisory boards and special committees composed of both lay and professional members have met keeping modern school development on sound lines."

Equally hollow was the statement :⁴⁴

". . Educators and the informed public readily realize that high and modern schools are different in type, but have 'parity of esteem' when it is a question of training a pupil according to his talents and gifts."

This was an echo of the hope expressed in the Spens Report.⁴⁵

(d) Examinations

From 1946, the Merit Certificate, previously awarded to pupils on the completion of the course in Grade VII, was discontinued as a consequence of the raising of the school leaving age. As early as mid-1946 Mr. Brett had advocated the granting of a certificate to signify the successful completion of the modern school course.⁴⁶ In The Educational Record of

44. Ibid. For discussion of factors working against "parity of esteem" see ^{above} supra., pp. 307-309.

45. Supra, p. 307.

46. Supra, p. 336.

October 15 1948, there appeared the following announcement
under the heading, "Modern School Certificate" : ⁴⁷

"At a meeting held on 13th June, 1947, the Advisory Board of Modern School Studies recommended that a certificate be issued to Modern Schools. This recommendation has been adopted by the Director of Education, and the first certificates will be awarded at the end of 1948."

The rules and conditions governing the award of the certificate were drafted by a sub-committee appointed from members of the Board. These were :- ⁴⁸

- (1) only candidates who have satisfactorily completed the Modern Schools course, i.e. those who have satisfactorily completed Grade IX. in the three years' course, or Grade X. in the four year course conducted in some area schools, are eligible for certificates :
- (2) In addition to completing satisfactorily the course of study, a candidate must reach pass standard in English Expression and in any two other subjects of the course.

From the start, the new certificate was bound to suffer from comparison with its high and junior technical school counterpart, the Schools Board Certificate. This comparison was emphasised

47. Op. cit., p.154.

48. Ibid.

by the fact that the syllabuses of many of the modern school subjects were but pale reflections of the subjects of the more rigorous Schools Board course rather than charters of a new approach to education.

It was decided that the certificate would be awarded on "the results of internal accrediting and not by external examination". "In Area Schools and in the consolidated Modern School classes in Hobart, Launceston, Burnie, Devonport, and Queenstown" accrediting was to be carried out "by Head Teachers with the assistance of the District Education Officers". In other Modern School classes it was to be conducted "by the Head Teachers with the assistance of Education Officers and Group Leaders appointed by the Education Officers in each district".⁴⁹

In the same notice it was announced that on the recommendation of the Advisory Board of Modern School Studies, the Director of Education had appointed a Modern School Advisory Accrediting Committee, "to assist all those concerned with accrediting and accrediting records of pupils following the Modern School course and to advise on all matters relating to the award of Modern School Certificates". Membership of the committee was to be the exclusive preserve of the officers of the administration and the Director's appointees and was to be constituted as follows :⁵⁰

49. Ibid.

50. Ibid.

- (a) The Secretary for Education, the Senior Education Officer, the Education Officer for Secondary Schools, and the Curriculum Officer;
- (b) Five Head Teachers nominated by the Director of Education.
- (c) The Secretary of the Advisory Board of Modern School Studies, who shall be secretary.

On April 15 1949, in the same source, it was announced that a further committee, The Modern Schools Board, had been created and was "charged with the duty of awarding certificates and maintaining uniform standards of attainment in all examinations and assessments concerned with the award of certificates".⁵¹ Of the three committees it was the only executive body. It consisted of the Secretary of Education (chairman), The Senior Education Officer, The Education Officer for Secondary Schools, The Curriculum Officer and the District Education Officers, all of whom were members ex-officio, plus one Group Leader from each district (who retired on the 31 December of each year, but was eligible for renomination), and one member of the Teacher's Federation who was not in a school presenting candidates for Modern School Certificates (he was to retire at the end of three years but was eligible for re-nomination).

In the same notice, a new points system for the award of the certificate was announced. As all subjects were not of equal

51. Loc. cit.

52. Ibid.

importance and the same time not devoted to each, the following
⁵²
 scheme of weighting was decided on :-

(a) Basic Subjects

(b) Optional Subjects

English Expression	- 1 point	* Mathematics II	- 2 points
English Literature	- 1 point	Science A or B	- 2 points
Social Studies	- 2 points	Science C	- 1 point
* Mathematics I	- 1 point	Business Pr. & Pr.	- 1 point
Home Arts A or B	- 3 points	Typing & Shorthand	- 1 point
Home Arts C	- 2 points	Art	- 1 point
Agriculture A or B or C	1 point	Music	- 1 point
		Forestry A or B	- 1 point

* Mathematics I and II could not both be counted as subjects for a certificate.

There was a tendency to emphasise the practical in examination to a greater extent than was the case in the high schools. Thus in Social Studies, fifty per cent. of the marks were to be given for project work and fifty per cent. for a test in general knowledge. Similarly in Mathematics I, the test in arithmetic was to contain "questions on simple, practical, commercial arithmetic suitable for all schools, and questions on arithmetic suited to the district".⁵³ In most of the other subjects a fair proportion of marks were to be allotted for practical work.

52. Ibid.

53. Ibid., p.66.

Three terminal examinations were to be held in the first two years and two in the final year.

The new requirements for a certificate were as follows :⁵⁴

"In order to obtain a certificate a candidate must -

- (a) satisfactorily complete a balanced course of study, [i.e. study the 'compulsory core curriculum' of 'basic subjects.']
- (b) have been recorded with 90 per cent. of full attendance over the three years of the course; [with provision for sickness etc.],
- (c) pass in English Expression,
- (d) gain at least seven points, of which four must be from subjects in the basic group. "

Separate subject certificates could be issued to pupils who failed to secure a full certificate.

The requirements for the Modern School Certificate were almost identical to those for the Schools Board Certificate. The first examinations were held in 1948 and the first Modern School Certificates issued by the Modern Schools Board at the end of 1948, the same year as that in which the first full scale examination for the Schools Board Certificate was held. The Educational Record of September 15 1949, included the following table showing the results of the examination :⁵⁵

54. Ibid., p.67.

55. Op. cit., "Modern Schools Board", p.148

Table 40. Results of Modern School Certificate Examination, 1948.

<u>Subjects.</u>	<u>Credits</u>	<u>Passes</u>	<u>Failures</u>	<u>Percentage Failures</u>
English	40	162	48	19
Social Studies	33	150	69	27
Mathematics	64	116	73	29
Business Principles & Practice	3	7	3	23
Science	50	126	61	26
Music	12	19	7	18
Art	12	53	31	32
Home Arts A	51	65	12	9
" " B	9	33	6	13
" " C	18	42	19	24
Agriculture	9	31	6	13

1. Number Examined = 259

2. Number qualified for Certificate = 195

3. Percentage of 2 to 1 = 75

4. Number passed in Eng.Exp.
only = 63

Undoubtedly the most striking feature of the table was the very low failure rate, both in single subjects and for the whole examination.

That the Board was aware of this is evident from the comments accompanying the table. Firstly, "After considering the results from each school the Board concluded that examination standards varied too widely in some subjects". A reminder was given that

"the maintenance of reasonably uniform standards of performance throughout the State" was "one of the most important functions of the Modern Schools Board". It was therefore imperative that Headmasters should "strictly supervise the setting and marking of all examination papers and the accrediting of practical work".⁵⁶

Secondly, though it was too early to predict what the percentage of candidates qualifying for a certificate would be on the average, "The result of 75 per cent. for 1948 was partly owing to a relatively high proportion of above average children in some schools, and partly to faulty accrediting".⁵⁷

Finally, the following warning was offered :⁵⁸ "It should be clearly understood that recommendations for certificates or passes in any subject will not be automatically approved by the Board." This may have been meant to imply that teachers should take more care with their accrediting.

Unfortunately, examination statistics were not made available in subsequent years, except that it was announced in the Annual Report for 1950 that 312 Modern School Certificates were awarded in 1949 and 427 in 1950, indicating increases of 53 and 115 respectively.

A further development was the instigation of "an investigation on tests and assessments more suitable than the traditional post-primary school tests to measure both the progress made and the capacity of

56. Ibid.

57. Ibid.

58. Ibid.

pupils in the many sided curriculum prescribed for Modern Schools".⁵⁹

This was followed by a brief description of developments in this sphere in the Annual Report of the Director of Education for 1952 :⁶⁰

" The most important development in the curriculum of modern schools was the carrying out of an experiment in methods of testing and making assessments in Grades VIII and IX. Ten schools were selected from various parts of the State to put the scheme into operation. It was hoped by this means to gain information about examining techniques which would be more suitable for modern schools than those traditionally used in high schools. By the end of the year, some valuable reports were presented. It was then decided to continue the experimental work in these schools during 1953."

Notice of reports presented to The Modern School Advisory Accrediting Committee by the schools conducting the experimental work was given in the Annual Report for 1953. Though the explicit nature of the findings was not indicated, it was suggested that they would be likely "to influence the methods of testing and assessment in the future".⁶¹ No further reference was made in the published reports of the Department to the nature or extent of this influence.

Reports on the provision of separate Certificate and Non-Certificate courses were presented by the Superintendent of Primary and Modern

59. Annual Report of the Director of Education for 1951, op.cit., p.5.

60. Op. cit., p.5.

61. Vol. 151, 1954, Paper No. 68, op. cit., p.6.

Schools and the Superintendent of High Schools. As a result, "In almost every subject, plans were made to meet the needs of two major streams discernible in Tasmanian modern school classes". No discernible changes in modern school practice resulted from the two reports. Nor was further comment offered on any change of "the methods of testing and assessment".

As early as April 1950, criticism of the influence of the Modern School Certificate on the education offered, had been made by the Head Teacher of the Devonport Modern School.⁶² He claimed that "the chief end of the educational process in these schools" was, "The development of children crammed with facts in order to secure the Modern School Certificate". This tendency was being accentuated by the fact that teachers were being judged "on their capacity to obtain these factual ends".

Related to this was what he regarded as "the second peril", which he called 'verbalisation' - "the using of lectures, oral lessons, text books, and words, words, words, as a means of producing the factually complete child".⁶³

62. Tasmanian Education, Volume 5, Number 2, April, 1950, "Modern School Education", Roy B. Burke, p.109.

63. Ibid., p.110.

(e) Enrolments.

In the appendices to the Annual Reports for 1948, 1949 and 1950, the following enrolment figures for those post-primary classes affected by developments in the organization of modern schools were recorded :⁶⁴

Table 41. Enrolments in Post-Primary, Modern and Area Schools, 1948-50.

		<u>Primary</u>	<u>Modern</u>	<u>Area</u>	
1948	VII	637	753	546	
	VIII	163	523	486	
	IX		135	226	
	X		2	26	
		<u>800</u>	<u>1413</u>	<u>1284</u>	<u>3497</u>
1949	VII	259	1227	730	
	VIII	75	646	497	
	IX	11	247	272	
	X			33	
		<u>345</u>	<u>2120</u>	<u>1536</u>	<u>4001</u>
1950	VII	289	1385	902	
	VIII	104	715	607	
	IX	14	322	320	
	X		1	25	
		<u>407</u>	<u>2423</u>	<u>1854</u>	<u>4684</u>

As was to be expected there was a large fall in the number of pupils entering Grade VII at the primary school after 1948 and a proportionate increase in the number of pupils entering the

64. Prior to 1957, Grades VII, VIII, IX in Primary Schools with Modern Tops (later called Secondary) were counted in with Modern School (Secondary) enrolments, whilst, the enrolments under Primary refer to those in schools without Modern or Secondary tops.

corresponding class of the modern schools. It was in taking up this group of pupils that the modern school Grade VII made a much greater proportionate increase than did the area schools, in 1949. The following year, the two types of school made parallel increases, though the area schools' was slightly greater proportionately.

The steady rise in the total enrolments in these schools was the accompaniment to a steadily rising population :⁶⁵

Estimated Population at the end of the Year

1945	...	...	...	...	...	...	...	250,281
1950	...	...	...	...	...	...	...	290,333
1955	...	...	...	...	...	...	...	325,801

However, the rise in the number of pupils of post-primary age had not yet become particularly pressing, as the children were those of the years of low birth-rate from 1930 to 1940.

In 1951 there was even a slight fall in modern school Grade VIII. enrolments from the 1385 of 1950 to 1347, whilst the area school Grade VII. enrolments rose only twelve to 914. Surprisingly, the numbers in primary Grade VII. rose from 289 to 329. Pressure on buildings may have brought this situation about so that a proportion of the natural increase in enrolments had to be housed in those primary school buildings which had previously catered for all non-area school Grade VII. pupils.

65. The Commonwealth Year Book of Australia.

Whether this supposition is true or not, the following year the primary Grade VIII. enrolment fell 120 to 209 whilst that in area schools rose forty two to 956 and in modern schools, jumped from 1347 to 1537, an increase of 190 pupils.

Due to the granting of a certificate after the completion of Grade IX. in the modern schools, no significant number of pupils continued beyond that class, whilst in the area schools, where age-grade classification was more universally applied, a number of pupils continued to Grade X, though over the three years shown there was no tendency for the numbers thus continuing, to increase.

The Grade VII enrolments for the years 1948 to 1952 shown in Table 42 indicate an increasing utilisation of modern and area schools education and a falling off in the number of post-Grade VI. primary school pupils. The tendency was clearly towards acceptance of a separate and special post-primary education.

Table 42. Grade VII. Enrolments, 1948-52.

	Primary	Modern	Area
1948	637	753	546
1949	259	1227	730
1950	289	1385	902
1951	329	1347	914
1952	209	1537	956

Chapter 13

The High Schools, 1942 to 1952

1. Enrolments

Statistics arranged in a standard form were not published in the appendices of the Annual Reports after 1950, though some similar information given in a different form was made available. As a result the relevant figures to 1950 are set out in the table and then, where necessary, any additional statistics which show important developments have been considered.

Table 43. High School Enrolments, 1942-50.

	<u>Total No.</u>	<u>Hobart</u>	<u>Ogilvie</u>	<u>Launceston</u>	<u>D'port</u>	<u>Burnie</u>	<u>S'dale</u>	<u>Smithton</u>
1942	1940	496	375	459	270	195	76	69
1943	2155	548	402	509	301	221	95	79
1944	2329	592	418	554	331	249	104	81
1945	2439	610	420	594	366	257	112	80
1946	2420	614	436	578	353	259	106	74
1947	2504	654	423	610	336	270	100	111
1948	2840	719	505	636	412	331	105	132
1949	2998	751	529	653	450	339	115	161
1950	3111	765	497	657	475	386	117	174

A continuance of the steady increase in the total aggregate enrolments was reflected in the numbers entering high schools in the three years, 1950 to 1952 :

1950	-	936
1951	-	994
1952	-	1049

This increase was made without any addition to the number of high schools in the State. It can be assumed that the additional numbers were provided for by extensions to existing buildings and the construction of new ones on existing sites.

That the rise in numbers was not meteoric was probably due to the low birth rate in the period 1930 to 1940, and in the later part of the period to the establishment of the modern schools.

The slight decrease in total enrolments in 1946 was not a localized affair as a fall occurred in four of the seven schools, and in the other three, increases were small.

A surprising feature of the table is that the raising of the school leaving age to sixteen from February 1 1946 did not have a more marked effect on enrolments. Evidently before this date a large number of high school pupils stayed on until they were fifteen or sixteen to complete their Intermediate Certificate. The largest rise in numbers occurred in 1948 when the four year Schools Board Course was adopted and as a consequence 336 more pupils attended in 1948 than in 1947. - the greatest difference between any two other years had been 174 pupils in 1945 over the number in 1944.

It was noted in the Annual Report on High Schools for 1952,
under the sub-heading, "Accommodation" :¹

1. The Educational Record, February 15 1953, p.7.

"The accommodation pressure in all the high schools has been steadily increasing over the last few years, a period in which limited building extensions have been made to meet the conditions of overcrowding which is now a serious problem in every high school."

The perennial problem of insufficient financial provision for buildings was prevalent in the high as well as the modern schools.

This description was followed by the claim :

"The most serious effect of the accommodation pressure is the restriction of activity work which should play an important part in the teaching of every subject. Libraries and laboratories often need to be used for formal lessons and their effectiveness is thereby seriously reduced."

The following comment suggested that the aim was to keep the number of pupils entering high school relatively stable, presumably to ensure that those selected for such schools would be suited to the demands of an academic course :

"The policy of admission has been influenced by the fact that facilities for modern school education are not yet fully developed. The effect of this has been to admit a percentage of children who in the opinion of experienced high school teachers and the administrative staff would be better suited by modern school courses."

From 1943 to 1950² the number of pupils in the various years of the high school course, on 1 July of each year, was as follows :

Table 44. High School Enrolments According to Year
(1 July), 1943-50

	Total No.	1st Year	2nd Year	3rd Year	4th Year	5th Year
1943	2112	758	604	456	169	125
1944	2207	805	621	484	177	120
1945	2318	777	700	505	183	153
1946	2331	804	647	533	208	139
1947	2382	834	686	497	252	113
1948	2650	915	718	513	358	146
1949	2776	983	779	519	342	153
1950	2874	936	919	544	347	128

In 1951 the number of pupils entering their first year at high school rose to 994 and to 1049 in the following year, thus continuing that steady increase in enrolments which was characteristic of each of the first four high school years throughout the period. There was a marked increase in fourth year enrolments with the complete adoption of the Schools Board course in 1948.

2. Figures for 1942 were not made available.

The number of pupils enrolled in the fifth year did not show the same tendency to rise, suggesting a temporary fall in the percentage of State high schools pupils seeking to gain Matriculation.

During the war years, as was to be expected, there was no increase in the percentage of pupils twelve years and over in the high schools. However, even after the war, when funds were again available there were no new high schools established and the increase in places in these schools just managed to keep abreast of the increase in the total number of pupils twelve and over in all State schools. The increased provision of modern schools may have postponed rapid expansion in other post-primary fields.

Table 45. High School Enrolments as a Percentage of Enrolments of All 12+ State School Pupils, 1943-50.

<u>Year</u>	<u>2</u> <u>Total No.</u>	<u>1</u> <u>High School</u>	<u>1 as a %age of 2.</u>
1943	9633	2112	21.9
1944	9623	2207	22.9
1945	9241	2318	25.1
1946	9607	2331	24.3
1947	10761	2382	22.1
1948	10882	2650	24.4
1949	11527	2776	24.1
1950	12443	2874	23.1

Comparable statistics are not available for 1951 and 1952, however there was a slight increase in the percentage of Grade VI pupils who entered high school in 1952 over those who did so in 1951. Thus of 4,149 State school pupils in Grade VI in 1950, 994 or 24.0 per cent. entered high school in 1951 and 1049 or 25.1 per cent. entered high school the following year.

The stability of high school enrolments was paralleled by that of the area, modern and technical high school enrolments. The spectacular developments in secondary school and especially high school enrolments, were yet to occur.

2. Courses of Study and Examinations, 1942 to 1952.

(a) Reforms to Avoid University Domination and Early Specialisation.

In his Report on High Schools for 1942, A. L. Meston, while praising "The abolition of an external examination at the intermediate stage, and the substitution of an accrediting system", made the following criticism of the existing examination arrangements :³

" . . . The requirements of the Leaving Examination and matriculation still dominate the study courses to a great extent, even in the intermediate schools, for it seems to be tacitly assumed that all pupils will proceed to a university course."

He claimed :

"The assumption that all pupils entering a high school are potential university undergraduates is well illustrated in the study of foreign languages. Pupils with no aptitude for a foreign language (in which a definite skill is demanded from university undergraduates) are compelled to struggle with the subject, however unsuccessfully, throughout their school career. The consequences are not only harmful to themselves but detrimental to the progress of their fellows. At the end of the first year, when the disability is obvious, the course of study should be revised."

3. The Educational Record. April 15 1943, op. cit., p.67.

This claim was in flat contradiction to C. E. Fletcher's argument for the retention of language study in high schools, ⁴ though it was in accord with his desire to avoid university domination of State high school courses.

By 1944, reorganization of the examination system to avoid the dominance of university requirements over the earlier years in the high schools, with consequent pressure for specialisation, was being undertaken :⁵

"The most important event in secondary education for the year was the adoption of the report issued by a committee set up by the University Council to enquire into the too early specialisation forced upon secondary pupils by the existing examination machinery. The report suggested a reorganisation of secondary education to prevent the evils of the early specialisation which existed and to provide a liberal education for all. It advised the abolition of the intermediate certificate, the granting of a schools' certificate at the end of the fourth year of secondary education, and the establishment of a secondary schools' board free of University control."

4. Supra., pp. 167-68.

5. The Educational Record, April 15 1945, Report on High Schools for 1944, p. 77.

It was intended that by providing the opportunity for pre-university specialisation in the fifth year, the previous four years study would be left to develop according to the needs of all pupils, not just those of a small group of potential university students. This was suggested by the following statement from the Report of the Director of Education for 1944 :⁶

"The main purpose of this new arrangement is to allow the students who desire to matriculate and proceed to the University, to do a further year to the Matriculation standard set by the University. In this final year the number of subjects studied will be limited and a definite amount of concentration will be possible according to the course of University study which the student proposes to follow."

This purpose was elaborated in the Annual Report for 1945 :⁷

"Considerable freedom was allowed the schools, with definite basic requirements - some subjects will be regarded as fundamental for all schools and others will be optional in accordance with the needs of the pupil or the type of school. This scheme should counteract tendencies to too early specialization, should free free schools from alleged university domination, and should allow for real secondary education as distinct from cramming. Only in the fifth and final year will those desirous of attending the

6. Vol. LXXXIII, 1945-46, Paper No. 1, op. cit., p.2.

7. Vol. CXXXV, 1946, Paper No. 7. op. cit., p.3.

University specialize for university entrance and matriculation. This final year can provide for changed methods of teaching, and should be of a preparatory nature to ease the transition from school pupilage to university undergraduateship. Much is expected of these new arrangements. As University authorities have agreed to accept certain subjects at the school certificate level, whatever specialization may be required for matriculation purposes will be limited to other subjects, not many in number."

It is difficult to assess the extent of the influence of this changed arrangement, however it seems likely that whilst the high schools remained selective and academic, they were bound to be university orientated to some extent for it was in this direction that most prestige lay. So despite the reform of the examination system, early specialization in languages, mathematics and science remained necessary to ensure adequate pre-university preparation in these fields.

Due to inadequate selection it was (and still is) impossible to decide which pupils would be destined to undertake university study so that to ensure that no potential graduates were passed over a large number of pupils who were never to enter university were affected by its requirements. However, in the Annual Report of the Director of Education for 1949, it was claimed that the four year course

with a fifth year for specialisation was "heartily approved".⁸

(b) The Schools Board of Tasmania

Until 1938, the Intermediate Certificate was awarded by the University on the results of a public examination. This was then replaced by two independent certificates, one awarded by the Department of Education, the other by the Associated Public Schools. The University continued to conduct a public Leaving Examination,

" . . . which was used to serve two distinct and unrelated purposes - as a test of five years' general education and as a test of ability to begin a course of study for a University Degree. The need to separate these two functions was the chief reason for creating a Schools Board".

The way in which the Schools Board was to be constituted was described in Part IVA, paragraph (2) of The Education Act, 1932 :

"(2) The Schools Board shall consist of twelve members appointed by the Governor, of whom —

(a) four members shall be persons nominated by the Council of the University of Tasmania;

(b) four members shall be persons nominated by the Director; and

(c) four members shall be persons nominated by

8. Op. cit., p.3.

principals of such schools registered as secondary schools under Part IV as are specified in the by-laws [i.e. the independent schools] : Provided that the first nomination of persons under this paragraph shall be made by the Association of Head Masters and Head Mistresses of the Public Schools of Tasmania. "

One of the aims in founding the Schools Board had been to overcome university influence on the first four years of secondary schooling, however, by granting the Council of the University the right to nominate four members, that body was given a considerable say in the functioning of the newly constituted Board. Further, the University retained a considerable influence over instruction in the first four years through its representation on syllabus committees and by virtue of the fact that it frequently supplied examiners for the external Schools Board.

It was intended that the Schools Board be responsible for testing general education and awarding an appropriate certificate to be called the Schools Board Certificate; the University was to be responsible only for the examination of candidates for Matriculation.

The new scheme was to be implemented in 1946 - the year in which the minimum school leaving age was to be raised to sixteen, making possible four years post-primary education for the average boy or girl.

The Schools Board Certificate was to be awarded to candidates who had ^{either} ~~either~~ passed at the external or accrediting examination.

An article on the "Conditions of Award of Schools Board Certificate", was printed in The Educational Record of May 15 1945.

Candidates for the certificate were to give evidence of having pursued for four years "a course comprising at least four 'Basic' subjects", to which would "usually be added about three 'Optional' subjects". About sixty per cent. of the school timetable was to be divided equally between the Basic four subjects.

The Basic subjects were described as follows :⁹

" (1) English, which is divided into two subjects, English Expression and English Literature, (2) Social Studies, which replaces History, Geography, and Civics, (3) General Science, which may in later years have a bias towards either Physics and Chemistry or Biology, (4) Mathematics, which provides a general course and a more specialised course for those requiring Mathematics for University study."

It was possible to gain two points for each of these subjects. To gain the Certificate it was necessary to gain seven points including a pass in English Expression and at least a further three points from the Basic subjects. The three points could be gained through points awarded for either full passes or lower passes (worth one point) in this group. However there was no 'lower' in either English Literature or Expression.

9. Op. cit., p.87.

Of the Optional subjects, some were to carry two points and some one point - in two-point subjects a lower pass was to be worth one point. Two point, Optional subjects included the languages (French, German, Latin and Greek), Music, Home Arts and Crafts, Fitting and Turning, Applied Electricity, Woodwork and Sheetmetal Work, Technical Drawing. One point was awarded for a pass in Art, Commercial Practice, Typewriting, Shorthand, Blacksmithing and Welding, Applied Geometry, Agricultural Practice.

The Board intended to prescribe a limit to the number of subjects that could be studied. As the Basic group was worth seven or eight points, the limit set determined the number available from the Optional group.

Candidates for the certificate were to be tested in one of two ways :¹⁰

" . . Some schools will apply to the Board for the right to 'accredit' their pupils. These pupils will, if the application is approved receive the certificate when the Accrediting Committee is satisfied that they have pursued the prescribed course and have reached the required standard. Such schools would be inspected by the Board's officers and the Board would have to be satisfied as regards methods of teaching and of keeping pupils' records. On the other hand ordinary examinations will be held to test candidates from schools that prefer this system."

10. Ibid.

Almost without exception, the Independent schools opted for the latter and the State schools for the former method of examination.

Already, in 1946, 127 gained the fourth year certificate issued by the Schools Board, though it was still subsidiary to the three year course which was successfully completed by 524 pupils. The second accrediting examination of the Schools Board was held in 1947 and eight of the ten accrediting schools were examined. No candidates were presented at the Launceston Junior Technical School nor at Smithton High School. Mr. Brett, in an article in The Educational Record, observed that "The examination in 1947 marked the end of the interim period allowed by the Schools Board for the complete establishment of the four year course".¹¹ Notice was given that with the end of this period single subjects in the basic group were to cease to be examined - Social Studies was to take the place of History and Geography and General Science A and B to replace Physics, Chemistry and Biology.

Included in the article was the following table which shows the number entered from each school and the number who gained certificates (a) at the October Accrediting, (b) at the December Internal Examinations :

11. Op. cit., February 15 1948, "The Accrediting Examination", p.43.

Table 46. "Return Showing Number of Candidates Entered for Accrediting Examination and Number Who Qualified for Certificates", 1947.

	(a) <u>At the October</u> <u>Accrediting</u>		(b) <u>At the December</u> <u>Internal</u> <u>Examination</u>		<u>Total</u> <u>qualified</u>
	<u>No. entered</u>	<u>No. qualified</u>	<u>No. entered</u>	<u>No. qualified</u>	
Hobart High	124	30	107	24	54
A.G.Ogilvie	14	8	13	1	9
Hobart Tech.	6	3	5	2	5
Launceston H.	59	45	34	8	53
Devonport H.	42	27	38	6	33
Burnie H.	30	19	23	7	26
Scottsdale H.	6	6	2	...	6
Queenstown Tech.	6	4	4	1	5

The overall result was that seventy six per cent. of the candidates so examined gained Certificates.

As Mr. Brett pointed out, the accrediting examination was "still in the experimental stage". He suggested : ¹² "Although much was learned from the experience of accrediting in 1947, many improvements of existing methods are needed."

The large differences in the failure rates for the various schools suggests that there were unequal standards applied by the teachers responsible for accrediting. However, "the numbers presented in some schools" had "not yet reached typical values" and as a result it was not possible to draw precise conclusions as to what future pass rates would be,

12. Ibid., p.44.

though the high failure rate in the large sample of pupils at Hobart High suggests that more rigorous standards were applied at that school than at Launceston, Devonport or Burnie.

One year later, in The Educational Record of February 15 1949, R. G. Brett, in an article entitled "Education in High and Junior Technical Schools" made further general comments on the functioning of the Schools Board. He suggested that the opportunity for reform which had come with the freedom from university control had not been availed of in many subjects :¹³

" English, mathematics, art, and home arts and crafts are still strongly influenced by the formal and systematic learning which dominated the whole curriculum. This generalization is suggested by a review of the work in the accrediting schools as a whole "

He acknowledged that it was difficult to give a complete answer as to "whether the courses being followed" were meeting "the varying needs of secondary school children", but he suggested :¹⁴

" The choice of optional subjects must necessarily be governed by the staff available in each school, and in the last few years the prevailing shortage of teachers has seriously hampered efforts to explore the potentialities of the curriculum. In many schools however the courses have not been organised to the best advantage.

13. Op. cit., p.44.

14. Ibid.

Moreover some subjects such as music and the art of speech are not receiving the attention they deserve, and, the lack of suitable handwork courses for boys following an academic curriculum is a disability. Finally, the use of audio-visual aids needed to widen the appeal of many subjects awaits development."

Lack of teachers and facilities and the conservatism of the former were evidently preventing a full realisation of the potentialities of the newly established Schools Board.

The following year, A. L. Meston, in the Annual Report on High Schools for 1949, pointed to inadequate facilities :¹⁵

"Accommodation is overtaxed and, throughout the Schools Board Course, classes in the basic subjects are large, an average enrolment in the first two years being from forty to fifty. Such large classes make individual attention very difficult and ~~the~~ ^{the} teaching load burdensome, the supervision of written work and the provision of adequate practical work in the science laboratories being a severe tax on the teachers responsible for the various subjects."

In such a situation formal teaching was likely to be the norm and the chances for experimentation extremely limited.

Unlike Mr. Brett, he claimed that the "wide and varied curriculum" which the Schools Board provided was being fully explored, and he

15. The Educational Record, May 15 1950, op. cit., p.85.

confined his criticism to the fact that handwork as a subject was
"denied all boys but those attending the technical high schools . . .".¹⁶

Of 423 pupils who sat for the Schools Board Examination, 324 or seventy seven per cent. were successful, virtually the same percentage of successful candidates as in 1947. The Matriculation result was also of interest in providing evidence of the success of the separation of the Leaving Examination from Matriculation. Though it was claimed requirements for the latter had stiffened, sixty eight per cent. of entrants from State high schools were successful.

By 1952 the number entering for the accrediting examination of the Schools Board of Tasmania had risen to 552, and of these, seventy eight per cent. qualified for certificates in the October Accrediting and the December Internal Examination, thus suggesting a consistent standard had been maintained, the percentage of successful candidates in 1947, 1949 and 1952 having been seventy seven and seventy eight respectively.

The consistency of standard between schools in 1952 was
¹⁷
suggested by the following table :

16. Ibid.

17. The Educational Record, February 15 1953, Report on High Schools,
1952, p.7.

Table 47. Return Showing Number of Candidates Entered for Accrediting Examination and Number Who Qualified for Certificates, 1952.

<u>School</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	
A	70	22	42	60	<u>Key.</u> 1. Entered for Certificate 2. Completed Certificate in October. 3. Completed Certificate in October and December. 4. Percentage of 3 to 1.
B	110	70	87	79	
C	57	32	46	81	
D	97	60	72	74	
E	34	27	30	88	
F	47	35	41	87	
G	71	63	69	97	
H	28	18	20	71	
I	18	14	15	83	
J	20	16	16	80	
	<u>552</u>	<u>357</u>	<u>438</u>	<u>78</u>	

Apart from the extreme results at schools A and G, all schools obtained between seventy and ninety per cent successful candidates. However it was suggested that "the discrepancies between the December and October results revealed by a comparison of columns 2 and 3 "indicated" an urgent need for overhauling accrediting methods in some subjects".

The old hobby-horse, "The lack of handwork for boys", was again brought up, and in this connection it was noted : "A technical high school course was established at the Burnie High School last year [1952] and similar courses at Devonport and Ulverstone will come into operation from the beginning of this year [1953]."

The freedom which the adoption of the Schools Board had been intended to facilitate was being utilised. In the Annual Report of the Director of Education for 1952 it was indicated that the establishment of the technical course at Burnie High School was "expected to serve the double purpose of providing --

- (a) a full scale technical high school course for boys entering trades and industry, and,
- (b) a handwork subject for boys following the general academic¹⁸ course".

This innovation was a reflection of the changing conception of the function of the high school, from seeing it as university orientated and cast in the image of the rigidly selected grammar school of Great Britain to regarding it as providing for the needs and aptitudes of a much wider range of pupils. Though the existence of the Schools Board was not a cause of this change it is likely that it facilitated it since as the examination was no longer the prerogative of the University authorities, it was easier to implement the new approach in the curricula and organization of the high schools. The academic tradition tended to be less cherished by the newly created Board than by members of the University staff. The change of conception was manifested in the following announcement in the same section of the Annual Report :¹⁹
18. Op. cit., p.5.

19. Ibid.

"The decision at the end of 1952 to establish a comprehensive high school at Ulverstone was a significant forward move in high school education. Two full courses to cater for both high and modern school pupils will be introduced. This will be the first post-primary school designed to cater fully for the educational needs of a district."

A less satisfactory aspect of the functioning of the Schools Board course was observed in the Report on High Schools, 1952 :²⁰

"It is rather disturbing to realise that of those who enter high schools in any year only about one half stay at school to complete the fourth year of the Schools Board Certificate Course. This serious situation should cause all those concerned with high school education to wonder whether we are catering sufficiently for a large number of pupils, even when it was realised that some places are filled by children who would better profit by a modern school course."

The concern that should have resulted never became evident in the form of any public investigation, though in an article, "Problems in Selection Based on a Study of Public Examination Figures", P. W. Hughes undertook a statistical analysis to demonstrate the existence of a related problem, the inefficiency of the selection procedure which was aimed at choosing those pupils most likely to

20. Loc. cit.

benefit from the study of the Schools Board Certificate course.

He calculated a correlation coefficient of 0.30 between the Classification Test and Schools Board results, at which level the result was little better than would be obtained by random selection. This inefficiency of selection was in effect a strong argument for the adoption of the comprehensive high school principle, for if all pupils from a district entered the one post-primary school the numerous pupils who had previously been wrongly rejected by the Classification Test could be more readily saved.

3. The High Schools in 1952.

There were three high schools in Hobart in 1952, each of which undertook the provision of a specific course, thus Hobart High School was responsible for the education of those taking a general or professional course, A. G. Ogilvie High School for those studying the Commercial course, and the Hobart Technical High School for those boys wishing to study a technical course. Though Hobart High School was more explicitly concerned with Matriculation and university preparation than either of the other two, foreign language study was available in them too, so that pupils who wished to matriculate from these schools could do so. Also, Mathematics III and Science A, which were the subjects studied by those wishing to pursue a university science degree or follow a career in a connected technological vocation, were available in each of the schools, being offered as alternatives to other subjects at the beginning of the third year. Therefore the only subjects not available to all pupils selected for one of the high schools were those which were specifically aimed at providing commercial or technical training - though a wider range of languages was available at Hobart High than at the other two schools.

In Launceston a slightly different situation existed, as there was no counterpart to the A. G. Ogilvie High School, though there was a technical high school. As a result the Launceston High School offered a commercial and a professional course. An article in

Tasmanian Education explained the way in which the two courses
were differentiated :²²

"In the second year, specialization begins with the
introduction, as optional subjects, of --

Shorthand and Commerce, for students desiring to enter
upon a commercial course; and

A second foreign language, for those planning to take
a professional course.

The third year brings further opportunities for
specialization - General Science A (with its Physics - Chemistry
bias) and General Science B (with a Chemistry - Biology emphasis)
are extensions of the General Science of the earlier years ;

Mathematics III is offered to children who require to continue
mathematics to the end of the fifth year.

Mathematics I is available for those students of the
Commercial Group who find mathematics difficult. (These students
have also the opportunity of studying typewriting instead of either
General Science B or French, though dropping French debars them from
the opportunity of matriculating at the end of the course).

The fourth year carries on the work of the third year. "

22. Education Department of Tasmania, Op. cit., Vol. 7, No. 3, June
1952, "Tasmanian High Schools : The Launceston High School",
p.241.

That specialization which it was hoped the adoption of the Schools Board would overcome was still plainly in evidence -- especially after the end of the second year. Furthermore, if the language of the extract was indicative of the attitude of the Education Department, then the advent of specialization was not regarded as an unfortunate necessity, but rather as a desirable procedure, thus : "The third year brings further opportunities for specialization."

With regard to the selection of pupils for ^{the} various courses it was stated :²³

"The selection of the course taken depends, in theory, upon one or more of the following factors --

1. The bias and ability of the child, his ambitions and aptitude.
2. The wishes and ambitions of the parents. These are frequently influenced by economic considerations.
3. The advice given by the Headmaster, by members of the staff, and by the visiting psychologist and guidance officer.
4. The openings which occur in the professional, commercial and industrial world."

There was no compulsory segregation of pupils into one course or the other, though the majority of girls, for obvious vocational

23. Op. cit., p.242.

reasons, tended to gravitate towards the commercial course.

As there was no technical high school at either Devonport or Burnie both these high schools came to offer all three types of course, though the technical course was not made available at Burnie until 1952, or at Devonport until 1953. Apart from the provision of the additional course, the organization of subjects was substantially the same as that for Launceston High.

An advantage in the organization of both these schools, and one which was to apply even more extensively to the district high schools, was pointed out in the third article in the series on Tasmanian high schools, that dealing with the Devonport High School :²⁴

"A happy feature of this school is that all these courses are provided in the one organization. It is, therefore, easy to transfer students from one course to the other, and so lessen greatly the wastage occasioned by wrong choice."

As in the separate high schools in Hobart, so in the Burnie and Devonport High Schools there were optional subjects available in both the commercial and technical courses for any pupils in these who wished to matriculate, though the general course was the one which specifically provided for potential matriculants.

24. Op. cit. Vol. 7., No. 4, August 1952, p.337.

In the article describing the Burnie High School, there appeared one of the few evidences of organised lay opinion influencing a reform in Tasmanian secondary education. It was stated :²⁵

"For some years the Parents' and Friends' Association sought woodwork for boys as a subject parallel to Home Arts for girls. This not eventuating, there then arose from various bodies a request for Technical Training. In 1951 this was agreed to."

In 1952, all first year boys were to study the four basic subjects of English, Social Studies, Mathematics and General Science and also Metalwork, Woodwork and Technical Drawing. "One class, as possible matriculants (selected by the school, and as far as possible in accordance with the wishes of parents)", did French as well, from the outset — time for this being gained by combining Metalwork and Woodwork.

For 1953, there were to be three courses available to second year boys who could change from a technical course to a general or a commercial one.

In addition to the four basic subjects the following optional subjects for the various courses were provided :²⁶

25. Ibid., p.355.

26. Ibid.

1. Technical (Boys)

- | | |
|-------------------|--------------------|
| (a) Trade | (b) Professional |
| Metalwork | French |
| Woodwork | Wood and Metalwork |
| Technical Drawing | Technical Drawing |

2. Commercial (Boys and Girls)

French or Art
Shorthand
Commerce

3. General (Boys and Girls)

French
Home Arts or Commerce
Art or Latin

Typewriting continued to be taken in place of General Science in the third and fourth years, and under the new arrangement, Mathematics III could be taken in place of Woodwork or Metalwork.

A substantially similar organisation of subjects was made at Devonport in 1953, and at Smithton in 1955. At the latter school there was a slight modification of the curriculum - the provision of Agriculture - to meet the needs of the locality.

The English grammar school, with its attendant prestige, had no doubt been an important model for the shaping of the high schools in the Australian States, though its importation had from the start resulted in modifications to the original model to suit the pragmatic tendencies of a young nation.

By 1952 the Tasmanian high schools had ceased to have

as their sole purpose the training of a highly selected academic élite and their doors were opening ever wider to cater for the demands of an increasingly industrial and commercial community.

Chapter 14

From Junior Technical to Technical High School, 1942 to 1952.

1. Enrolments

We have already seen that there was a great expansion in the provision of technical education through modifications to the courses made available in the high schools towards the end of the period. Probably as a consequence of this innovation there was no increase in the number of junior technical or technical high schools.

The aggregate enrolments at the schools at Hobart, Launceston and Queenstown for the years 1942 to 1950 were as follows :

Table 48. Junior Technical School Enrolments, 1942-50.

	<u>Total No.</u>	<u>Hobart</u>	<u>Launceston</u>	<u>Queenstown</u>
1942	783	394	287	102
1943	874	476	294	104
1944	961	507	316	138
1945	880	438	301	141
1946	844	375	313	156
1947	899	391	336	172
1948	1046	457	384	205
1949	1085	481	397	207
1950	1131	520	392	219

Though no new junior technical schools were established between 1919 and 1952, over the nine years shown in Table 48 there was in fact a slightly greater percentage increase in the enrolments in the junior technical schools than in the high schools - 69 per cent. in the former and 62 per cent. in the latter. This was probably due to the increased demand for technical

training both during and after the war years.

The 1951 first year enrolment was 464, an increase of 27 on 1950, but in 1952 it fell to 442 and stayed at the same number in the following year. A possible reason for this fall in first year enrolments was the extended provision of the modern schools, plus the increasing tendency for technical pupils to stay at school for a longer period, thus resulting in a decrease in the number of places available for the first year intake.

However, this was not the first time there had been a fall in the first year enrolments, as the following table shows :

Table 49. Junior Technical School Enrolments According to Year

(1 July), 1943-50.

	Total No.	1st Year	2nd Year	3rd Year	4th Year.
1943	875	423	277	175	
1944	934	415	301	218	
1945	912	354	295	218	45
1946	855	342	269	207	37
1947	838	353	284	184	17
1948	987	390	298	188	111
1949	1000	402	327	171	100
1950	1054	431	316	201	106

The fall in first year enrolments in 1946 and 1947 may have resulted from the establishment of modern schools in these years. This was the first sign of a relaxation of that pressure on junior technical school places which had resulted from the increased demand in the war years for technical training. In the Annual

Reports on Technical Education it had been stated that the following percentage increase in enrolments on each of the previous years had occurred :

1941	13 per cent.
1942	6 " "
1943	12 " "
1944	10 " "

And in his Report for 1945 the Superintendent of Technical Education indicated that the technical schools "were full to overflowing" and consequently it had been necessary to reduce the numbers at Hobart.¹ Again in the 1946 and 1947 Reports it was stated that the junior technical schools were virtually full, suggesting that in 1943, '44 and '45 they had been overcrowded.

A marked feature of Table 48 is the sharp rise in the number of pupils completing a fourth year in 1948, the year in which the four year Schools Board Certificate was fully adopted.

1. Annual Report of the Director of Education for 1945, op. cit., p.9.

2. Courses of Study and Examinations, 1942 to 1952.

Despite the rapid increase in enrolments in the years from 1941 to 1944 inclusive, which indicated an increased demand for education with a technical emphasis, it was not considered necessary to alter the nature of the courses available in the existing junior technical schools. As a result, the Reports on Technical Education for those years carried no comment on courses of study and examinations.

However the advent of the new four year Schools' Board Certificate course in 1945 occasioned extensive comment from the Superintendent of Technical Education in his Report for that year.

Preparatory measures were being taken :²

"Following on the first bi-annual conference of school staffs held for many years, staff committees prepared new syllabuses in technical subjects and co-ordinated with work conducted through the new School's Board, experimental courses were introduced in the junior technical schools during the year to obtain experience before the introduction in 1946 of the new four year courses under the Schools' Board

The experiment in 1945 proved valuable. It showed the advantages of providing a broader technical education and a more extended general education."

2. Ibid.

This last sentence was indicative of a change from the conception of the junior technical school as a mere apprentices' training ground to seeing it as a source of training for broader, technological pursuits, to meet the changing conditions of modern industry.

There followed a brief outline of the available courses :³

"The first two years are exploratory; in each subject the syllabus provides introduction to basic knowledge, ideas and techniques. The capabilities and interests of each boy are tested, enabling him to select one of the three courses offered in the third and fourth years. In addition to technical and basic subjects, there is provision for cultural education through such subjects as applied art, musical appreciation and hobby work. Physical education is compulsory and each school provides for religious instruction and organised group activity, Each school is free to follow minor variations in the general plan to suit its particular requirements."

At this time the three courses referred to were all of a technical bias. No language study was provided for potential matriculants. The three courses were offered with a group of

3. Ibid.

compulsory basic subjects - English, Social Studies, Mathematics and General Science - with an optional bias towards the building, mechanical or electrical courses. Technical Drawing was also studied by all pupils. The provision for 'cultural education' was not so generous as might appear from the above statement, for Art was not introduced into the technical high schools as a Schools Board subject until 1951, and musical appreciation and hobby work were at best only peripheral activities. However in this respect, the technical schools were no worse off than their high school counterparts.

The year 1947 was the 'transition period' between the old Intermediate and the new Schools Board Certificate, however "a number of pupils availed themselves of the opportunity to continue, after gaining their Intermediate Certificates, for a further year in order to qualify for a Schools Board Certificate". The provision of a "broader general education" and the system of two years trial and two years of a more specialised technical course, was "already proving of value".⁴

The following statement in the Report on Technical Education for 1948 suggested that industrial employers were pressing for holders of the Schools Board Certificate : ⁵ "Secondary industries are crying out for apprentices and it is hoped that more and more pupils will complete the full courses."

4. Annual Report of the Director of Education for 1947, op.cit., Report on Technical Education for 1947, p.10.

5. Vol.CXLI,1949,Paper No.60, Annual Report of the Director of Education for 1948, p.11.

In 1949, a foreign language (Schools Board French) was made available at the Hobart Technical High School. Significantly, the name of the three schools was changed from 'junior technical' to 'technical high school' in the same year, thus indicating a conception of the high school as a source of academic study and university preparation. In his Report for 1950 the Superintendent of Technical Education pointed out that the technical high school courses were not intended merely to supply a preparation for apprenticeships, "but also a sound general secondary education". He also stated :⁶

"The experiment begun in 1949 by providing a foreign language (Schools Board French) at Hobart Technical High School, so that pupils could, if necessary, satisfy the University's Matriculation requirements, proved a success. The selected group of pupils made good progress in the language and the provision of this was extended to the Launceston Technical High School."

The curriculum was further extended with the introduction of Art I at Launceston in 1951. It will be remembered that the curriculum of the high schools was also being expanded at this time - the technical subjects being introduced at Burnie High School in 1952.

6. Vol. CXLV, 1951-52, Paper No. 34, Annual Report of the Director of Education for 1950, pp.8-9.

Meantime, no great expansion in the number of pupils successfully completing the Schools Board Certificate took place between 1948 and 1952, seventy nine qualifying in 1948, ninety two in 1950, and ninety four in 1952. However a substantial increase to 128 successful candidates occurred in 1953.

Despite this increase in the number of pupils gaining the Schools Board Certificate, it was noted by the Australian Council for Educational Research in its Review of Education in Australia, 1948-54, that though there was a leaving age of sixteen, there was a considerable leakage from technical high schools, only about thirty per cent of the annual intake for each year in this period completing the Schools Board course. As was to be expected, the fall-out rate had a selective effect so that a high proportion of the thirty per cent. who stayed on were successful.⁷

3. The Technical High Schools in 1952.

In 1952 there was a technical high school at Queenstown, Launceston and Hobart. At the Queenstown school there was provision for the education of females, whilst the Launceston and Hobart schools accepted an exclusively male intake.

7. McDonald, R. M., Radford, W. F., Staurenghi, P. M., op. cit., (Melbourne, Brown, Prior, Anderson Pty. Ltd., 1956) p.338.

Perhaps the most important innovation in 1952 was the introduction of a fifth year matriculation class --at the Hobart Technical High School. This was also adopted by the Launceston school in 1954. There was no matriculation class established at Queenstown. The establishment of the 1952 class was made possible by the introduction of French in 1949, as the study of a foreign language to Schools Board standard had been a pre-requisite for University entrance. In an article on the Hobart Technical High School printed in Tasmanian Education, it was suggested that one of the great advantages of the new arrangement was that "technical school students who wished to matriculate", no longer "had to continue their studies after their fourth year in surroundings strange to them" at Hobart High School or in night classes at the Technical College.⁸ However the greatest disadvantage of the previous arrangement was not pointed out. This was ^{that} the failure to provide a language at the junior technical school level which meant that those pupils from these schools who wished to matriculate had to undertake additional study to either catch up or keep up with their high school contemporaries.

Pupils at Hobart Technical High School had for the first time in 1949 been divided into 'professional' and 'technical' courses,

8. Op. cit., Vol. 7, No. 2., April, 1952, "Tasmanian High Schools", p.172.

one first year and one second year 'professional' class being established in that year. The study of French was restricted to the two 'professional' classes. The group of 1949 second year boys reached fourth year Schools Board standard in French in 1951 and in 1952 formed a matriculation class of eleven.

In the article mentioned above, attention was drawn to the fact that non-language students could also enter A Class to attempt Matriculation Mathematics, Chemistry and Physics - subjects which would "considerably shorten their course to a Technical College Diploma". Not many pupils availed themselves of this opportunity as the more capable pupils tended to gravitate into the 'professional' course anyway. However after 1958 an increasing number did so as part of a new scheme for training teachers of technical school subjects.

Speaking of the "professional course", the writer of the article, presumably the headmaster of Hobart Technical High School, observed :⁹

"The number of parents who foresee the advantage of a technical education of this type as a preliminary to a professional career or a University course appears to be increasing. Thus the numbers of first-year boys electing to enter the professional course have risen from 24 in 1949, to 48 in 1950, 52 in 1951, and 77 in 1952."

9. Ibid.

This was a much greater proportional rate of increase than that of the total enrolments over the same period. His estimate that the demand for this type of education was increasing was borne out by the creation of the opportunity for all boys at the Burnie and Devonport High Schools to study technical subjects.

Transfer between 'professional' and 'technical' courses was possible, though most traffic was to be from the former to the latter as pupils found they were unsuited to language study or lacked the ability or energy to go on to matriculation. Transfer the other way did occur, though it was much less frequent as it meant that the pupil transferring from the 'technical' course had to make up time lost on language study.

English, Social Studies, Science and Mathematics received the same emphasis as in the high schools. These, plus Technical Drawing, Woodwork and Metalwork formed the common course of the first two years. On the technical side, a process of specialization was begun in the third year - towards Woodwork, or Applied Electricity, or Metalwork, whilst Technical Drawing was divided into 'A' (Building Drawing) and 'B' (Engineering Drawing). Art was also available as an optional subject. As in the high schools, Mathematics III was available as an alternative in the third and fourth years. Substantially similar courses were adopted in each of the technical high schools except at Queenstown where provision was made for girl pupils and there was no matriculation class.

By 1952 both the high and technical high schools were offering a curriculum which was considerably expanded on that of 1942, though each was expanding in a different and complementary direction, that is, academic subjects were being added to the technical course, whilst technical subjects were being added to the academic course of the high schools.

The tendency was clearly towards catering for a wider range of aptitude and ability, a tendency which was to lead to the adoption of the district high school principle. The first move in this latter direction was made in 1953 when the Ulverstone High School was opened and accepted the enrolment of all the pupils in the district.

Chapter 15

Finance, 1942 to 1950

A number of changes were made in the method of recording educational expenditure in the years from 1942 to 1950, and after 1950 relevant figures were no longer made available in any accessible publication - other than in the broad terms of the Annual Budget to Parliament. It has therefore been necessary to restrict discussion in this section to the nine years from 1942 to 1950.

The appendix to the Annual Report which provided a "Summary of Expenditure upon Primary, Area and Secondary Education" was retained until the end of 1946.¹ From 1942 to 1946 the percentage which the amount expended on area schools formed of the total expenditure was included.

Table 50. Expenditure on Primary and Secondary Education
(As a Percentage of Total Expenditure), 1942-46.

	<u>Primary</u>	<u>Area</u>	<u>High</u>	<u>Technical</u>
1942	49.6	10.5	8.5	10.2
1943	49.5	11.5	8.7	10.2
1944	45.6	10.6	8.6	13.4
1945	48.2	10.7	9.4	10.1
1946	43.3	9.6	9.7	9.9

Some of those tendencies noted in the allocation of expenditure in the period 1919 to 1941 were also evident in the years shown in Table 49. Thus with the exception of 1945,

1. Supra., p. 65 , for a more detailed description of this appendix.

there was a steady decline in the percentage spent on primary school education whilst that devoted to high school education continued to rise, despite the fact that no new high schools were opened in this period.

Fluctuations in the percentage amounts allocated to area and technical school education make it difficult to identify positive trends, though there is a suggestion of a falling off in the percentage allocated to each. In the case of the area schools, this may have resulted from a fall in the demand for new schools and from the increased efficiency of these schools. The percentage of expenditure shown for technical education included that for senior technical schools. It is possible that the fall in percentage expenditure on this type of education in 1945 and 1946 was due to a temporary satisfaction of needs as a result of the heavy expenditure which had been undertaken in this sphere with the rapid increase in the demand for technical education in the early war years.

The following table indicates the effect the war effort had on the building programme of the Education Department :

Table 51. Expenditure on Buildings, Additions, Repairs &c.

(in pounds) 1940-46.

	<u>Primary.</u>	<u>Area.</u>	<u>Secondary.</u>	<u>Technical.</u>	<u>University.</u>	<u>Total</u>
1940	59765		9294	15907	243	84966
1941	52247		2577	14036	306	68860
1942	19583	7217	764	10610	146	38174
1943	28274	8441	3661	2722	60	43098
1944	50266	9424	2426	6692	436	68808
1945	57005	7732	5711	3731	624	74179
1946	79520	15957	22479	17284	656 565	135240

There was a tremendous rise in the total expenditure of this nature in 1946 over that for 1945. By far the greatest proportional increases in 1946 occurred in the fields of secondary and technical education, a manifestation of the demand of a more industrial, education-conscious community.

(See Page 405 for Table 52)

There was a rise in the gross amount expended, inclusive of capital expenditure, for each of the types of secondary education throughout the four year period shown in Table 52. The following factors contributed to this situation : (1) the parallel rise in the mean population of Tasmania; (2) the inflationary tendency in the economy; (3) the need to bridge the gap left in educational provision by the diversion of public money to war-time priorities; and (4) a greater consciousness of the need for a highly educated public.

The greatest proportional rise in gross expenditure was at the technical high school level, but most of this occurred in 1950 when new school buildings were being constructed at Hobart to cater

Table 52. Expenditure on State Education, 1947-50.

Level	Year	Average Daily Attendance (approx.)	Mean Population of Tasmania	Gross Amount Expended Inclusive of Capital Expenditure (approx.)	Amount per Scholar		Net amount Expended Exclusive of Capital Expenditure	Amount per Scholar	
					Average Daily Attendance	Mean Population		Average Daily Attendance	Mean Population
Primary	1947	23700	257819	510860	£. 8. 4. 21.11.1	£. 2. 4. 1.19.7	£. 465939	£. 8. 3. 19.13.2	£. 8. 4. 1.16.1
	1948	24300	264579	654340	26.18.7	2. 9. 5	571120	23.19.1	2. 3. 2
	1949	22500	272649	771800	24. 6. 0	2.16.7	648569	28.16.6	2. 7. 7
	1950	29340	282269	914410	32. 5. 5	3. 4. 9	760100	26.16.6	2. 2.10
Area 2 ⁺	1947	3720	257819	133879	25.19. 3	0.19. 4	114149	22.13.2	0. 6.10
	1948	3580	264579	151639	29. 2. 2	0.11. 5	124699	22.13.6	0. 2. 7
	1949	3370	272649	243509	76. 9.11	0.17.10	174130	52. 5.5	0.19. 9
Modern	1950	3600	282269	392370	81. 3. 9	1. 0. 9	215469	59.11.2	0.15. 2
High	1947	3265	257819	101920	45. 9. 0	0.19.10	99909	41. 0.3	0. 7. 2
	1948	3530	264579	122820	48. 9.19	0. 9. 3	108810	42.13.2	0. 8. 3
	1949	2660	272649	135760	50.19. 2	0.10. 0	127100	47.14.2	0. 9. 4
	1950	2790	282269	154170	55. 7. 4	0.10.11	144920	50.19.4	0.10. 1
Junior Tech &	1947	790	257819	53320	67. 4. 9	0. 4. 8	47460	59.15.4	0. 3. 8
	1948	930	264579	90030	96.12.10	0. 6.10	76220	81.17.8	0. 5. 9
	1949	960	272649	91010	94.10. 2	0. 6. 8	54410	60.13.1	0. 4. 3
Tech. High	1950	1000	282269	149010	148.19. 1	0.19. 7	65430	65.18.1	0. 4. 8

⁺ In 1949 'Modern' replaced 'Area' and no further information was given of expenditure on area schools.

⁺ In 1949 the name 'Technical High' was substituted for 'Junior Technical'.

for the rapid increase in the number of pupils. The second greatest was that in the 'Area' and 'Modern' school section. Most of this rise occurred in 1949 and 1950 when the figures were changed from indicating the expenditure on the former type of schooling to that of the latter. This rise was due to the recency of the establishment of modern schools so that there was a strong demand for new buildings, facilities etc. For both the primary and the high schools the amount expended increased at a fairly uniform and more conservative rate.

A feature of the figures for the "Amount Per Scholar Reckoned on Average Daily Attendance" is the much greater cost of educating the modern and technical school pupils and the sharp rise in the amount spent on the former compared to that spent on the area school pupil in the previous year. The cost per scholar is of course related to those factors mentioned in the previous paragraph. Thus the average amount expended on the technical high school pupil shows a sharp rise in the same year as did the gross amount inclusive of capital expenditure for that type of education.

The "Net Amount Expended Exclusive of Capital Expenditure" shows a more steady rise, due to the fact that a major part of this expenditure could be debited to teachers' salaries, the cost of which remained fairly constant. As could be expected, the greatest

proportional rise was in the modern schools where, with increasing provision, there was an increasing allocation of staff. This tendency to uniform increase was reflected in the "Amount Per Scholar" column.

How did this expenditure compare to that being undertaken in other states? Unfortunately, The Commonwealth Year Book did not keep a consistent record of the "State Expenditure per Head", however the following figures were given during the period :

Table 53. "State Expenditure on Education per Head of Population",
1941-42 to 1951-52.

<u>Year</u>	<u>N.S.W.</u>	<u>Vic.</u>	<u>Tas.</u>	<u>All States.</u>
1941-1942	2. 1.10	1.13. 2	1.16. 9	1.17. 8
1942-1943	-----	-----	-----	-----
1943-1944	-----	-----	-----	-----
1944-1945	2. 6. 1	1.19. 8	2. 7.10	2. 2.10
1945-1946	-----	-----	-----	-----
1946-1947	2.19. 2	2.11. 2	3. 4. 0	2.15. 2
1947-1948	-----	-----	-----	-----
1948-1949	3.14. 6	3. 8. 6	4. 5.10	3.11. 6
1949-1950	-----	-----	-----	-----
1950-1951	4.18. 7	4.15. 2	5.12. 6	4.16. 8
1951-1952	6. 4.10	5.15. 0	7. 2. 3	6. 0. 1

Until 1944-45, apart from the financial year 1934-35, Tasmania had spent less per head than all States on the average, and also less than New South Wales and Victoria, with the exception of 1940-41 when Tasmania spent more than Victoria.

From 1944-45 until 1958-59 (the last available figures), Tasmania remained well ahead of the average for all States and also ahead of her more wealthy neighbours, Victoria and New South Wales. It was suggested in the A.C.E.R. Review of Education in Australia, 1940-48, that a possible reason why Tasmania had begun to spend more per head of population than other states was that prior to 1937 she had spent far less. Further, she was the state least affected by the war, and, finally though considerably ahead in the amount spent per head of population, she was only just ahead of the other States in the amount spent per child in average attendance due to the fact that a higher percentage of the total population of Tasmania were children of school age.

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2. From 1942 to 1952 little change was made in the system of awarding bursaries except that in the Report for 1945 it was announced that four year and one year bursaries were to be substituted in lieu of those of two and three years, and that more money was to be awarded.

Chapter 16

Secondary School Staff, 1942 to 1952

In The Educational Record for January of each of the years 1940, 1945 and 1950, the following was shown as the number of teachers of academic subjects employed in the high schools. The qualifications shown were drawn from the same source.

Table 54. High School Staff - Number and Qualification, 1940-50

	<u>No. of Schools</u>	<u>Total No. of Teachers</u>	<u>No. With Degrees</u>	<u>Type of Degree.</u>		
				<u>B.A.</u>	<u>B.Sc.</u>	<u>B.Com.</u>
1940	5	74	49	38	6	5
1945	6	103	63	47	9	7
1950 *	6	127	93	65	19	9

* Excluding the technical high schools - the junior technical schools having been classified as such in 1949.

In the period shown in Table 54 the number of teachers increased by seventy per cent. At the same time the aggregate high school enrolments rose only fifty per cent., so that by 1950 there had been some improvement in the staff - pupil ratio in the high schools. Though there was no significant increase in the percentage of high school teachers who held degrees, a slightly greater percentage of teachers had graduated in science and commerce. The small number of science graduates in 1940 and 1945 may have been a result of the enlistment of men thus qualified and of some of those who were undergraduates in this field.

A prediction of staffing problems in the post-war years was made as early as 1943, when the Director stated in his Report :¹ "When hostilities cease, and we wish to undertake the education of children to 16, we shall have no trained staff for the work."

In the Report for 1944, notice was given that though the experiment with the age-grade classification in connection with the area and proposed modern schools had been successful, it could not be adopted as the system for promotion as the "necessary accompanying small classes" could not be organised, "due to the shortage of staff". As a result, the old promotion scheme was reintroduced in 1945.

The shortage of staff existed in the high schools as well. This was indicated by the following statement by A. L. Meston in his Report on High Schools for 1944 :³ "In the larger schools there was a small but appreciable increase in the enrolment of the senior classes, with consequent staffing difficulties."

The problem of large classes, which was to become increasingly pressing with the advent of the 'bulge' birth-rate of the immediate post-war years, was mentioned in the Report on High Schools, 1946 :⁴ "Many classes in the first three years are large. Classes of forty one are frequent and sometimes a class of fifty is found." This was again commented on in the Annual Report on High Schools for 1949.⁵

1. Op. cit., p.2.

2. Op. cit., p.2.

3. Op. cit., p.77.

4. Op. cit., p.53.

5. Supra, p. 318.

The most important development in 1946 was undoubtedly the introduction of a new scheme of teacher training. Previously the Teacher's College, though on the site of the University of Tasmania, had been owned and staffed by the Education Department. In 1946 this system was altered and a Department of Education within the Faculty of Arts, administered as part of the University, was set up to provide the teacher-training for those students who had matriculated. The new department was to be responsible for the training of prospective teachers at all levels. Generally, prospective primary schoolteachers were to take a two year university course, the second^{year} of which was to be undertaken within the Department of Education. The intention was that prospective secondary school teachers should complete their degrees and then spend a final year of teacher training in the Department of Education. The shortage of teachers was to necessitate that some students who had not succeeded in procuring a degree should be trained for secondary school teaching. Provision was also made for those teachers who had been denied the opportunity of completing their degrees with full time study under the previous training system to return to the University to do so - with the proviso that they had shown promise as teachers.

Problems of staffing in connection with the raising of the school leaving age to sixteen and the consequent broadened curriculum of the modern schools were noted in the Annual Report of the Director of Education for 1946, and in an endeavour to help overcome the problem, "appointments of part-time trade and craft teachers were made".⁶

In the 1949 Annual Report on High Schools one of the most pressing of the perennial problems of the staffing of these schools was discussed :⁷

"The shortage of highly qualified teachers, particularly in science and mathematics threatens to have serious consequences in high schools. There is often no one offering to fill the places that inevitably fall vacant from time to time If the man with high academic qualifications is to be attracted to teaching there must be some additional incentive both of status and salary."

The increasing demand from industry and government for highly qualified scientists and technologists saw the Education Department unable to match other employers in providing incentives to graduates thus qualified and as a result, the numbers entering the field of secondary teaching continued to be insufficient.

6. Op. cit. p.2.

7. Loc. cit.

In the Director's Report of 1952, notice was given of a new role for the teacher :⁸

"During the year the title Education Officer was replaced by Superintendent. The change was intended to herald an altered relation between the officer and teachers, the stress being taken from inspection to guidance and advice . . .

"The tendency in a centralised education system is always towards a concentration of authority, but the need for a reverse development towards greater freedom to administration, teachers, and ultimately pupils, is generally recognised."

However experience was to show that old habits and old channels of authority die hard. Certainly not all the blame for authoritarian decisions lay with the administration, for if the teachers showed themselves interested in salary rises, the vast majority showed little interest in contributing constructively to thought on matters of educational theory. This was brought home in the years after 1952 when the comprehensive high school issue was broached.⁹

8. Op. cit., p.3.

9. Infra, pp.418-19.

Chapter 17

The Search for Equality of Educational Opportunity, 1953 to 1962.

1. Introduction

The Report of the Committee on Educational Extension presented in January, 1943, had indicated acceptance of the view that secondary education should not be the education of a select minority, but of all adolescents in infinite variety. This attitude had previously been expressed in the Hadow Report of 1926 and the Spens Report of 1938. The means of providing for all adolescents, suggested in 1943, was through a tripartite organization of secondary education along the lines of the system proposed in the Spens Report. From 1946 to 1952 this idea was implemented, but by 1953 a new means of providing for the "infinite variety" of adolescents was gaining ground. The suggestion was that all pupils of post-primary age should proceed automatically, that is without having to pass any selection test, into a single high school catering for the children of a defined district. This was advocated from a mixture of social and educational motives. The implementation of this form of organization was to be the chief issue of State secondary education for the decade from 1953 to 1962.

In this section it is not intended to follow the procedure of previous sections but rather to describe in more general terms the advent of the district high school in Tasmania and the

associated process of the amalgamation of the various forms of post-primary education.

Towards the 'Comprehensive'.

The Launceston and Hobart High Schools established in 1913 had, in the first years of State secondary education, catered for three main groups of pupils : those following an academic course; those pursuing a commercial course; and those following the technical course.

Under the impact of industrial demand and the example of the English secondary school system, junior technical schools had been established in both these centres so that educational provision in the two high schools had been confined to the academic and commercial courses. With the establishment of the Ogilvie High School in 1937, each of the three courses was provided for in separate schools in Hobart.

However, immediately after the Second World War there was a movement in the opposite direction, that is towards provision of a greater variety of courses within the one high school. As a result, at Burnie and Devonport, centres where numbers did not warrant the setting up of separate, specialised schools, the three above-mentioned courses were established in the one school. Parallel with this was an expansion in the function of the junior technical schools at Launceston and Hobart. Whilst

retaining the traditional technical subjects, these two schools began to take over some of the functions which had previously been confined to the academic courses of the high schools. Thus a language was made available at Hobart Technical High in 1949 and at Launceston Technical High in 1950. Both of these schools were therefore able to provide an academic as well as a technical course - though those pupils pursuing the academic course were able to continue study in some technical subjects. Similarly at Devonport and Burnie, pupils who studied some technical subjects were not thereby excluded from studying a language and matriculating, nor were pupils who followed a commercial course. The trend was obviously towards an expanded and more flexible arrangement of courses in the high schools.

A further step towards catering for the complete range of post-primary pupils was announced in the Report of the Director of Education for 1952 :¹

" The decision at the end of 1952 to establish a comprehensive high school at Ulverstone was a significant forward move in high school education. The full courses to cater for both high and modern school pupils will be introduced. This will be the first post-primary school to cater fully for the educational needs of a district."

The initial enrolment of 348 pupils was divided into 'modern school' and 'Schools Board' streams. Of the total, 237 pupils were allocated to the former and divided into two first year and

1. Op. cit., p.6.

two second year classes. Pupils in the latter group were those who had passed the Classification Test.

Referring to the establishment of the school in his Report for 1953, the Director stated : ^{2a}

"It is anticipated that in the near future the two streams will approach equality of numbers, and it is for this reason that Ulverstone High is especially significant in the development of secondary education in Tasmania."

Why the approach to "equality of numbers" should have special significance was not explained further. Perhaps it was thought that the opening of the Schools Board to a wider range of pupils was a step warranting special remark. Certainly the housing of the two streams in the one school was a significant development.

As at Burnie and Devonport High Schools so at Ulverstone technical courses were provided. At Ulverstone this involved an important innovation in that the technical facilities in the one school were used by pupils in both the 'Schools Board' and 'modern' streams.

2a. Op. cit., p.6.

Smithton and Scottsdale High Schools were subsequently organised on similar lines to the Ulverstone High and the newly established New Norfolk High School followed the same pattern.

All this had been accomplished before 1955 when progress towards the adoption of the district or comprehensive high school was given a great boost.

2. The Director's Report, 1955.

As early as December 15 1946, an article - presumably taken from an American journal - by Frank M. Earle and entitled, "The Content of Education : Multilateral School Problems", had appeared in The Educational Record. The practice of admitting all pupils of an appropriate age to a single secondary school serving a specified district had been inaugurated in 1953. A sub-committee of the Teachers' Federation was appointed in 1951 to investigate trends in secondary education. Its report was tabled in 1953 and approved by Conference in 1954. The report recommended that there should be no segregation of pupils into separate schools according to ability but rather that district schools, both rural and urban, of a multi-lateral character should be established. In the editorial of The Tasmanian Teacher, October 15 1953, the "vital choice " before Tasmanian teachers was described as being "whether to segregate children in different schools High (of various types in the larger centres) and Modern - or within schools, under some form of multilateral

or comprehensive organization". The editorial finished with the invitation :

"The subject is worthy of the fullest debate and exchange of opinion among teachers. The most effective way to achieve the latter is for Associations and teachers to air their views in this paper. Articles and letters will readily be published."

Though no letter or article on the subject was published in the magazine in the following twelve months, the above examples show that by 1955 the 'comprehensive high school issue was not a new one.

In 1955 was published the first official statement of the attitude of the Director on this matter. This statement appeared in a pamphlet entitled, Observations on Secondary Education in England, Scotland and the U.S.A., which was written by the Director, "After four months of intensive observation and careful inquiry" in these countries.^{#2}

It seems fair to assume that subsequent commitment to the 'comprehensive' or 'district' high school principle was largely founded upon the arguments and assumptions expressed or implied in this document. As it has this 'cornerstone' quality, a fairly detailed analysis of its contents has been undertaken.

He was " . . . struck forcibly by the fact that secondary education" was "in a state of critical transition", and he saw that, "Emerging concepts of secondary education appear to be mainly inspired by the central problem of how to design an adequate programme for all youth".³ Much of what followed was intended both as an evaluation of existing designs and as an outline of a plan to solve the problem for Tasmanian secondary education.

2b. Tribolet, D.H., (Director of Education, Education Department of Tasmania), op.cit., (Tasmania, Govt. Printer, 1955), p.1.

3. Ibid.

A rather confusing yet revealing statement was made in the opening paragraph :⁴

" the idea of secondary education for all youth is largely an American contribution of quite recent origin. This new conception is still almost exclusively limited, at least in practice, to the United States."

If "the idea of secondary education for all youth" was American, it could not have been of "recent origin" unless that term was meant to include a period longer than half a century, for the ideal had been part of the policy of the British Labour Movement at the turn of the century. Further, the "new conception" was no longer limited "in practice" to the United States for the 1944 Balfour Act had made secondary education compulsory for all children in England and if some children were still in upper primary classes their numbers were rapidly dwindling and the conception was being implemented as well as expressed in theory.

The only explanation of the Director's claim for America is that he was using the term 'secondary' as synonymous with 'non-selective high school', for in this respect alone was America unique. In Tasmania, as in England, secondary education, if taken in the normal sense of the word, was being provided for all youth, the difference from the American design being that it was being provided in a variety of schools, i.e. area, technical, modern and high schools.

4. Ibid.

That he was using 'secondary' in the limited sense suggested is supported by his statement in the same passage :⁵

" . . . we stand somewhere between the traditional secondary education designed for a selected few and the development of a new secondary education designed for all members of youthful society,"

since by 1955, secondary education was being provided "for all members of youthful society" in Tasmania, if the term is taken to include modern and area as well as high schools.

By using the word 'secondary' in the narrower sense the Director made it appear that the goal of 'secondary education for all' was identical with the goal of 'high school education for all' when the real issue was not whether we should adopt the former principle, but in what form, i.e., should all post-primary schools be high schools, or should there be a variety of types of secondary school? Later in the pamphlet the term 'secondary' was used in the conventional sense. The fact that it was used in the above manner in this opening passage suggests commitment to the adoption of the comprehension high school principle on the basis of the false assumption that as 'secondary education for all' is desirable, 'high school education for all' must be desirable.

5. Ibid.

After suggesting that " . . . not a few of our educational weaknesses derive in part from the attempt to graft on to our system of education an artificial veneer borrowed from other times and other places",⁶ he warned :⁷

"I cannot over-emphasize our professional responsibility in developing a more sensitive educational awareness and a keener perception as we adapt and adopt from the experience of other countries. The basic problem of Tasmanian secondary education is to create a truly indigenous secondary school committed to the task of serving the needs of all Tasmanian youth in terms of the kind of Tasmanians we want to make."

To counteract the assumption that some different kind of secondary school organisation peculiar to Tasmanian needs was required it should have been stated that it was possible that forms adopted elsewhere could well have been the most suitable available. It appears likely that the "kind of Tasmanian" it was desired to make differed little, if at all, from the sort of product aimed at in any of the western democratic countries. Further, the assumption implicit in the above statement was that one

6. Ibid. p.2. It appears likely that "our system of education" was entirely composed of borrowings from "other times and other places".

7. Ibid.

type of school would be the kind wanted to cater for the needs of all the youth of post-primary age - though this was not a necessary assumption it lent weight to the argument for the adoption of the comprehensive high school system.

"The heart of the problem" was seen as "the question of educational values" :⁸

"I cannot help feeling that our schools are inadequately accepting their national responsibility in helping to reflect and develop those things characteristically and typically Australian. As a young, immature nation we are only beginning to create an "Australian way of life". We are not at all sure about the real values underlying our national life - and our schools reflect this uncertainty. Any "solution" of our problems of secondary education in Tasmania must use as its framework of reference a clear understanding and appreciation of the basic values and legitimate aspirations of the Australian people."

As we are a "young and immature nation . . only beginning to create an 'Australian way of life'", surely it is not surprising that our schools should "reflect this uncertainty", in fact it is proper, since "values" and "aspirations" are not yet fixed and we are "not at all sure about them".

8. Ibid.

Having suggested that Tasmania should create "a truly indigenous secondary school" it was proposed that the critical problem of the "basic pattern of organization resolves itself into a consideration of the merits and demerits of comprehensive organization as developed in the United States of America and tripartite organization as practised in England and to some extent characteristic of Tasmania". The term 'secondary' was here used to include forms of post-primary school other than the high or grammar school.⁹

It was claimed that arguments in favour of one or other of these systems could be subsumed under three main headings :

- (a) Social Issues.
- (b) Intellectual Issues.
- (c) Organizational and General Issues.

A number of arguments were then discussed under each heading in turn.

- (a) Social Issues.

The Director depicted the traditional argument of the "Advocates of the comprehensive school", who "point out that selective distinction based on intelligence, social class, or economic status is not in the best interest of national unity

9. Ibid., p.3.

and social harmony", and suggest that by underlining "a 'commonality' of heritage, humanity and responsibility for all youth in the local community", the comprehensive school "helps to make possible that social mobility and fluidity characteristic of a free society".

This was followed by a description of the arguments against tripartism put forward by the comprehensive high school protagonists and an account of his own impression of the working of tripartism in England :¹⁰

"My visit to England leaves me with considerable misgivings as to the social effects of tripartism. The supporters of the secondary modern school contend that they are evolving a 'distinctive' type of secondary education. Ironically, this 'distinctiveness' would seem to be the very source of its basic weakness. The modern schools have failed to achieve parity of esteem in the eyes of the public, teachers and students alike. My general opinion is that they are regarded as a depository for 'left-overs' and something 'that only those children 'last on the bus' would wish to be associated with."

The aspect of this appraisal which demanded elaboration was the disapproval of the "distinctiveness" of the modern school. The modern schools were intended to cater for the needs of those children

10. Ibid. pp.5-6.

unsuited to an academic training and therefore their success was dependent on the application of an approach different to that of the grammar or high schools. The failure of the modern schools both in England and Tasmania appears to have been due to the fact that they came to be pale reflections of their more prestigious academic counterparts, i.e. they failed to develop a "distinctive" pattern of education, or where they did this there was a failure of the educational authorities to express their professional opinion to the public in such a way as to bring a full realisation of the value of the modern school.

The Director, in the light of his observations in England, made an assessment of the prestige of the 'high' and 'modern' school levels in Tasmania :¹¹

" we cannot claim that parity of esteem and prestige is present between the different types of secondary schools existing in Tasmania - and this in spite of the devoted and highly praiseworthy efforts of the teachers who serve in our modern schools. Even at the G. V. Brooks Community School in Launceston, where special efforts have been made in this direction and where exceptional advantages in staffing, facilities and equipment are available (the per capita expenditure is now some 20 per cent. greater than at the Launceston High School), real 'high school standing' has not yet been achieved."

11. Ibid. p.6.

In this final expression lies the crucial clue to the eventual abandonment of the modern school in Tasmania, despite the fact that the "high school standing" by which the modern schools were measured was contrary to the purposes for which these schools were set up.

The modern school tended to be measured by the high school's own standards and whilst this tendency existed, it could never acquire "parity of esteem and prestige" with the latter.

His observation on the multi-lateral schools in Great Britain was an interesting one in view of the fact that it was this variety of the 'comprehensive' system which was adopted in almost every Tasmanian high school :¹² "This intra-school selectivity struck me as being probably more undesirable than the inter-school selectivity of the tripartite organization."

He warned that the American comprehensive high school was no "bed of roses" but its concern for social objectives had achieved "admirable results in its real concern for the social objectives of education", especially in welding a conglomerate of immigrant peoples, an aspect of importance to contemporary Australia.

(b) Intellectual Issues.

A note of caution was sounded :¹³

"We in Tasmania are rightly proud of the high academic achievement levels of our selective high schools and in

12. Ibid.

23. Ibid. p.8.

making any changes in our system of secondary school organization we must move with extreme caution, so that full opportunities for high intellectual achievement are not only maintained but improved."

It was stated that whilst supporters of tripartism claim comprehensive schools inevitably lead to scholastic mediocrity, tripartism is criticised because it categorises children into three inflexible moulds, yet at eleven plus, aptitudes are not clear, and promotion of pupils depends largely on such incidental circumstances as available space and facilities.

Care was to be taken to see that the intellectually gifted students were adequately served. However, "While advocates of tripartism point to the intellectual achievement of the selective high school, supporters of non-selective secondary education point to the social achievement of the comprehensive high school". The Director came out on the side of the latter for it could contribute to overcoming a deficiency in contemporary civilization, which, it was claimed, "is suffering not from lack of deep reservoirs of knowledge and technical skill but from a simple lack of human understanding"¹⁴. The implication was that by bringing all children from a district into the one school human understanding or tolerance could be increased.

14. Ibid., p.9.

However a lack of human understanding is not simply due to intolerance brought on by a lack of proximity between people. It is also a result of insufficient knowledge. This was indicated in the next sentence :¹⁵ "The social sciences have not caught up with the natural sciences and we are somewhat hastily giving much-needed attention to the basic subject of human relations." It can therefore be assumed that the communication of knowledge as well as physical "mixing" is a vital element in social training.

In pressing the claims of the comprehensive school as a source of social training he put forward the argument :¹⁶

"Americans are proud of the fact that they have never really had an intellectual elite - their intellectuals have gone to school with 'real people' and have not lost the common touch. It is suggested that it is no mere coincidence that today the United States occupies a position of world leadership while France, for example, which has long had great faith in the development of an intellectual elite has become a monument of instability and uncertainty. The sharp contrast in the educational values and school systems of both countries is surely of significance."

15. Ibid.

16. Ibid.

It seems likely that over-riding economic factors are more important in deciding world leadership than social training. Ironically, many Americans now see their position of world leadership to be dependent upon the training of an intellectual élite in the sciences. No doubt the contrast in "educational values" and "school systems" has significance but it is doubtful that this lies in the contribution they have made to either country becoming a leading power.

In deciding between the comprehensive and the tripartite systems it was emphasised that we must be clear what standards we judge by :¹⁷

" . . . In our preoccupation with the achievement of 'standards' (and the word is constantly on our lips in Tasmania) we may well deny our students educational experiences of great value. There is such a thing as false standards. My trip abroad has confirmed my feeling that we in Tasmania are paying far too much attention to the accumulation and examination of facts in the traditional subject areas."

Unfortunately, when the comprehensive high school system was subsequently adopted the Schools Board Examination, with its rigid division of subjects and formal examinations was extended to an even greater number of pupils.

The American comprehensive high school programme of "Common Learning" for all was praised and considered "to have considerable

17. Ibid. p.10.

significance for our own schools". The Director felt that "what the comprehensive high school . . . [was] . . . losing in the way of intellectual 'standards' [was] being more than compensated for by significant social gains". "Common understanding" and a "common language of discourse" had resulted from a common learning programme. This was not meant to imply uniform method and content, but rather these "adapted to individual needs and abilities". Experience in the common learning was to be "followed by individual specialization through the choice of electives from a highly differentiated and generous curriculum".¹⁸

(c) Organizational and General Issues.

Size was to be no obstacle to the establishment of comprehensive high schools :¹⁹ " . . my experience in the United States suggests that large schools are not necessary I visited schools with enrolments of 100 to 1500 and saw schools operating under enrolment conditions that pertain in Tasmania." To the criticism that equipment of selective school standard cannot be supplied to comprehensive schools it was replied : "This is an operational difficulty rather than a difficulty of principle and it is one that can be overcome."

18. Ibid., p.11.

19. Ibid., p.12.

The importance of staffing was stressed and in service training, courses in educational administration, guidance and teaching techniques were advocated. Greater autonomy to headmasters and relaxation of inspection, democratization in administration, policy making participation and promotion of equality for women were all proposed. It is difficult to assess the degree to which many of these had been implemented by the end of 1961 though some steps had been taken towards achieving each without any major reforms being enacted.

To conclude, he stated that his "specific mission" had been "to enquire into secondary school organisation", and in his report he had "tried to present the various issues objectively", and to indicate his observations. The marked lack of evidence of an objective nature on such features as selection, university preparation etc., was noted by the Director :

20

"Very little research and empirical evidence is available as to the relative merit of tripartite or comprehensive organization The only way to replace opinion with fact is to experiment with the new type of school and subject it to the searching and objective appraisal of open minds in the light of clearly defined objectives and criteria."

The experiment must have been regarded as satisfactorily completed by the end of 1961, for in that year the district high school principle was adopted, with the exception of a number of smaller area schools and the Devonport district, for the whole state. Meanwhile there had been no publication of the results, academic or otherwise, achieved in these schools in the years since 1955.

It was recommended that "experimental comprehensive high schools" should be established, possibly at Tarcoona and King's Meadows. "Varied types of internal organisation" were to be tried in such schools. A special Superintendent to control the experiment was to be appointed. R. L. Whitford, fresh from study in America and enthusiastic for the comprehensive high school, was subsequently given this job. Despite his enthusiasm for this educational design he was also made Superintendent of Modern Schools.

The reason for his dual role may have been given in the second last paragraph of the report which stated :²¹

21. Ibid., p.15.

"It seems desirable also to experiment with the establishment of more advanced courses at some of the present modern schools, as an intermediate step in the possible conversion of such schools to secondary schools of the comprehensive type. Advanced courses could be considered, too, for some of the larger area schools. The direction of experiments of this nature would be the responsibility of the superintendent."

The introduction of the comprehensive high school 'experiment' was to be accompanied by the introduction of courses in the modern and area schools which were intended to facilitate the "possible conversion" of these to "secondary schools of the comprehensive type".

3. Adoption of the 'Comprehensive' Principle

In 1956 "the first steps were taken to implement some of the recommendations made in . . . Observations on Secondary Education in England, Scotland and the U.S.A.". The following description of these steps was given in the Annual Report of the Director of Education for 1956 : ²²

" . . . it was decided to introduce first-year high school classes next year at the Huonville, Deloraine and King Island

22. Vol. 157, 1956-57, Paper No. 66, op. cit., p.3.

Area Schools. These classes will be organised on comprehensive lines and no entrance test will be required. Entry will thus be on a non-selective basis and the Classification Test will be abolished. This development marks a significant step forward in the extension of high school opportunity to rural centres and the experiment will be watched with great interest. Plans for the new Tarooma High School which is expected to open in 1958 were advanced a stage further. In the belief that lay people can make a much more vital contribution to education in Tasmania than they have been accustomed to making in the past, a lay advisory council called the Tarooma High School Advisory Council was formed during the year and already much useful preliminary planning has been accomplished in connection with the new school which will provide the first full scale experiment on comprehensive lines to be undertaken in Tasmania."

It can be assumed the experiment at Tarooma was regarded as a "full-scale" one because it was intended that this school should provide the full five year course. Previous comprehensive high schools had not done this.

In 1956, the President of the Tasmanian Teachers' Federation had written an article in The Tasmanian Teacher indicating the perspective which the teachers had of the changes which were taking place. The Director had made it clear "that departmental policy would be to favour 'comprehensive' organisation in schools designed for post-primary education" but then ". . . Teachers were left wondering what was to happen to their 'high' schools, their 'modern' schools and themselves."²³

Before Dr. Whitford's appointment and return in 1956 it was announced that New Norfolk High School was "to provide an experiment in comprehensive organisation". The President claimed :²⁴
". . . it is doubtful whether so far either equipment or staff have been sufficient to lead to any useful conclusions on the type of organisation."

The article contained reference to two addresses to teachers intended to elaborate details of the comprehensive high school experiment. Dr. Whitford had addressed the executive of the Tasmanian Teachers' Federation, and though he gave "a great deal of interesting information on education in the U.S.A.", the hope was expressed that he would "give the executive more detailed impressions of the features and possibilities of comprehensively

23. Op. cit., Vol. VII, No.6, 1956, "These Comprehensive Schools",

K. R. Hudspeth, p.2.

24. Ibid.

organised schools", in a later meeting.

Both the Director and Dr. Whitford had also addressed "a crowded meeting arranged by the Hobart branch of the New Education Fellowship Teachers present were disappointed that at this time no clearer indication could be given of probable changes in Tasmania. However, they did hear the Director clearly define three principles to be observed —

- (1) Secondary education for all.
- (2) The gifted minority must be permitted full development.
- (3) Early segregation must be avoided. ^{"25}

These three principles had been stated in the original report. However it was suggested : " . . . even within Tasmania a uniform pattern will not prove possible or desirable." This was contrary to the implication of the 1955 Report.

The Director indicated in his Report for 1957 that a successful feature of the experimental comprehensive high schools at Deloraine, Huonville and King Island was the growing lay participation :²⁶

25. Ibid.

26. Vol. 159, 1958, Paper No. 52, op. cit., p.9.

" . . The wider educational opportunities provided are appreciated by parents, and the spontaneous local support forthcoming has been an outstanding feature of the scheme to date. It is already becoming apparent that a new era of lay participation in educational planning has been opened up."

The first year classes at the three schools were established on a heterogeneous basis. All pupils followed "an exploratory core of studies" based on Schools Board courses in English, Social Studies, Science, Mathematics, Home Arts and Crafts, Woodwork, Metalwork, Technical Drawing, Art and Music. French was available at each of the centres and there were "interesting variations in the way this new subject was offered to the pupils".²⁷

As the courses were based on those prescribed by the Schools Board, the freedom of headmasters was circumscribed to this extent. Freedom from traditional subject boundaries, advocated by the Director in 1955, was also limited, as was the influence of lay advisory bodies, since the curriculum of the Schools Board Certificate was outside their control. However, in accordance with the policy of lay participation, "At all stages of the first year course, pupil guidance was an essential feature, and close consultation was maintained with parents in preparation for suitable differentiation of courses to meet individual needs and abilities".²⁸

27. Ibid.

28. Ibid.

Notice was given in the same report of the establishment of a Council of Secondary Education representative of the University, the Teachers' Federation and the Education Department and intended to provide "guidance and advice in the development of secondary education throughout the State".²⁹

The initiative for the establishment of this body appears to have come from the 1956 Annual Conference of the Federation. At first the Director had claimed the time was not appropriate for the establishment of such a body,

" . . . but following later approaches by the Federation executive he agreed to exploratory meetings between Federation representatives and superintendents. The result was a recommendation that a "Council" be established representative of the administration (4), the Federation (4) and the Tasmanian University (2)."³⁰

The Federation's motive in pressing for the consultative body had been the "feeling . . . that the experience and opinions of teachers, expressed through their representatives, should be available to the administration when vital changes were under consideration". There was also the desire "that teachers should be

29. Ibid.

30. The Tasmanian Teacher, op. cit., Vol. No. 9, 1957, p.10.

kept informed, and it was the surprise announcement late in 1956 of the imminent establishment of three district high schools that led the executive to re-submit to the Director the request for a joint consultative body".³¹

The decision to establish a junior high school at Burnie "had been reached without the opinions of the Council", but it was able to consider the position in Clarence. It was recommended to the Director that a district high school should be set up in the area and that a second school should be set up "in a very few years".

In his Report for 1958, as in that for 1957, the Director again referred to the increasing place of lay participation :³²

" . . This intelligent concern was especially evident at the post-primary level where parents clearly showed their desire for the increased availability of high school opportunities suited to the needs and interests of their children."

At the beginning of 1958 non-selective district high schools were established at Burnie and Tarooma. "At both centres the high quality of parent-teacher co-operation in establishing these schools and working towards their objectives was noteworthy."³³

In May 1958, a pamphlet entitled "The Comprehensive High School Experiment in Tasmania - Some Background Notes" was issued

31. Ibid.

32. Vol. 161, 1959, Paper No. 45, op. cit., p.3.

33. Ibid.

by the Tasmanian Education Department. The term 'comprehensive' had been so bandied and misused in argument that it was no surprise that the discourse should open with a statement of " the working definition upon which the Tasmanian experiment in comprehensive high school organisation is based:"³⁴

"A comprehensive high school is simply a high school that provides secondary education for all youth within a given area. It is comprehensive from two main points of view :-

1. Its entry is comprehensive. That is, it admits all youth from a given area on a non-selective basis. This is in contrast to the selective academic high school.

2. Its educational programme ~~is~~ comprehensive. Since its entry is 'comprehensive' it follows that the educational programme must be equally 'comprehensive' - that is, the curriculum must be sufficiently broad and diverse to meet a wide range of needs and abilities."

This was followed by a description of the distinction between a 'comprehensive' and a 'multi-lateral' high school :³⁵

" . . The multi-lateral high school tends to 'stream' pupils rather rigidly in separate course groupings often on an academic or non-academic basis. In the comprehensive high

34. Op. cit., p.1.

35. Ibid., pp.1-2.

subject offerings and courses are much more flexible and provision is made especially in the first and second years for a good deal of common association of all types of pupils in mixed, composite classes."

It was pointed out that post-primary schools had been divided into selective academic high schools and non-selective modern schools - renamed 'secondary schools' since January 1957.

Between 1952 and 1955 a variation on this pattern was introduced at Scottsdale, Smithton, Ulverstone and New Norfolk. These schools served areas with municipal populations ranging from 3,500 to 10,000. They were bi-lateral in design, but they were recognised as representing a forward step towards complete 'comprehensiveness' : ³⁶

" . . . the fact that all post-primary pupils in the area served by them are attending the one high school represents a notable step forward in the implementation of comprehensive principles and the experiments at these schools are furnishing valuable guide-lines for further developments in secondary education."

Then following the Director's 1955 recommendation the three rural comprehensive high schools at Huonville (Municipal population

36. Ibid., p.2.

5,520), Deloraine (Municipal population 5,630) and King Island (Municipal population 2,720) were established. Area schools leading to the Secondary School Certificate (the previous Modern School Certificate) were already functioning at these places, but in 1957 all first-year pupils were admitted to high school classes, which were "composite in type", "no rigid divisions being made into academic and non-academic 'streams'". After the exploratory first year, "course differentiation [was] increased through a wide range of electives and optional subjects" in the second year. For the two years there were 330 pupils in the high school classes at Huonville, 180 at Deloraine and 159 at King Island.³⁷

It was announced that approximately 200 pupils were admitted to first year high school classes at Tarooma in 1958 "on a non-selective basis from primary schools in a specified intake area". It was intended to provide the full five year course leading to matriculation, however this was not to be - due to a decision to establish a central matriculation school to serve the Hobart area from 1962.

37. Ibid. p.3.

At Burnie "a different pattern of experimentation" was to be tried. A junior high school was to receive all first year post-primary pupils from the district to act as a sieve for the "sorting out of pupils into the courses best suited to their needs and abilities". In effect, selection was postponed for a year and was not based on a single examination, but rather on an assessment of the year's work and the potential of the pupil. The more academically capable pupils were to transfer to the Burnie High School " . . . to continue studies of a more academic type leading to the Schools Board Certificate and Matriculation". The remainder were to remain at the junior school and proceed towards the Secondary School Certificate. The latter information was not included in the pamphlet. The year after this account of the development of the comprehensive high schools was written, it was decided that the last vestige of tripartism or bipartism at Burnie was to be annulled, and the district intake principle was adopted for the two high schools serving the municipality.

In 1959,

"District high schools organised on a non-selective entry basis were further extended and a new high school of this type was opened at Clarence to serve the steadily increasing population of the Eastern Shore of the Derwent while the

new R. M. Murray High School at Queenstown also became a district high school."³⁸

High School classes were established on the same principle at the George Town Area School.

It was on the recommendation of committees established at Burnie and Launceston that arrangements were made to establish district high schools at these centres in 1960. The committees, appointed by the Education Department and representative of both administration and teachers,

" were established to investigate the development and organisation of secondary education in those areas and in both cases a large number of Parents and Friends Associations and other lay and commercial organisations interested in education readily availed themselves of the opportunity to present evidence and put forward their viewpoints."

38. Vol. 163, 1960, Paper No. 26., Report of the Director of Education for 1959, p.3. In 1959 the term 'district' high school replaced 'comprehensive' and 'multi-lateral' - presumably because this was a more general term to cover the variety of practices in the various high schools.

The committees recommended that the four post-primary schools in Launceston and two at Burnie were to admit pupils on a non-selective basis from specified districts. It was further suggested that high school classes should be established at Wynyard in 1960. They were also commenced at St. Mary's in the same year.

The Director's Annual Report for 1960 stated :³⁹

"The demand for the extension of secondary education facilities continued and the vigorous public concern for and support of improved opportunities in this field were features of the overall educational pattern of the state." If the public was vigorous in its concern it never demonstrated this by public debate of the "district high school" principle. It is likely that its ready acceptance was a result of a combination of felt need, acquiescence and apathy.

A Committee on Secondary Education in the Hobart Area, similar to those which had met in Launceston and Burnie, issued a report in 1960. Presumably guided by the findings of this committee, the Director recommended to the Minister for Education that Rose Bay, Claremont, and Robert Cosgrove Secondary Schools should become district high schools in 1961. The first two were newly constructed schools whilst the latter was to be gradually converted from its previous state as a 'modern' or 'secondary' school.

39. Op. cit., p.3.

It was also stated in a summary circulated by the Director to contributors to the Committee on Secondary Education that he had proposed the deferment of the establishment of further district high schools in the Hobart area until the following conditions were satisfied :

" . . . those already established are given the opportunity of developing to a stage where valid comparisons can be made with the achievements of the older established schools and until suitably qualified staff can be made available to provide adequately for the needs of pupils requiring academic programmes of study."

Entrance to Hobart High School, Hobart Technical High School, A. G. Ogilvie High School, Elizabeth St. Secondary School and the Albeura St. Secondary School was to continue on the basis of the Classification Test. The same criterion was to apply to admission to the Devonport High and Devonport Secondary Schools.

The next year, 1962, the special conditions applying at Hobart ceased to operate and all schools in this area were organised on a non-selective, district basis. Presumably the Hobart area district high schools, which had been established for periods varying from one to four years, had "reached a stage where valid comparisons" could be made with "the older schools" and the "suitably qualified staff", not employed in 1961, were now available.

By 1962 the district high school principle had been adopted for all the urban areas in the State, with the exception of Devonport. Most of the larger area schools had also been converted to district high schools.

There were some minor variations on this general theme. The Hobart Technical High School, renamed the New Town High School, was to enrol boys only, whilst the A. G. Ogilvie High School, serving the same district, was to be exclusively for girls. From 1962, all matriculation pupils in the Hobart area were to proceed to Hobart High School, which was to be gradually converted to a school catering only for pupils at this level. The Launceston High School was to serve a similar purpose.

4. Amendments to the Schools Board Certificate

In the July 1959 issue of Tasmanian Education, Mr. T. E. Doe, Chairman of the Schools Board of Tasmania, wrote a brief account of the functioning of the Board since its inception in 1944.

He indicated that in the early stages the policy of the Board had been founded on a consideration of "the needs of pupils in the seven existing State high schools and the private secondary schools which had previously submitted candidates for the Intermediate and Leaving Certificate examinations". As well as accepting responsibility for certification and examination,

" . . . the Board adopted the attitude that it should consider itself as responsible for the general nature of the secondary curriculum. To this end, it specified certain subjects which should be considered as basic and to which a definite proportion of school time should be allocated, and demanded a measure of success in these subjects for certification. In addition the Board offered a wide range of optional subjects."⁴⁰

It was recognised that "the rapid extension of comprehensive high schools had raised problems of curricula and certification". To meet these problems, the Board, after having "considered submissions from many organizations", made major changes in curriculum, certification and examination, presumably to cater for those high school pupils who would not have been selected in the old system.

The curriculum was to be widened by the introduction of several new one point subjects including English I, Social Studies I, Technical Drawing I, German I, and a one-point subject allied to science, leaving Latin, Greek, Shorthand and two technical subjects as the only ones not offered at this level. Four years^{study} of English and Social Studies and two of Mathematics and Science were to be

40. Op. cit., Vol. 14, No. 1, "The Schools Board and Secondary Education", p.2.

necessary at either the one or two point level.

To ensure certificates for almost all pupils it was decided to issue these at three separate levels. A Schools Board Certificate endorsed 'A' was to be awarded on satisfaction of the conditions that had obtained in the past - except that for 1960 a pass in English was no longer compulsory. However in 1960 the regulations were amended once again to indicate that a pupil should "obtain at least seven points, including --

- (i) a pass in English II, together with another basic subject, , of the value of two points ; or
- (ii) a lower pass in English II or a pass in English I, together with two other basic subjects "

The Certificate endorsed 'B' was to be granted to those gaining seven points or more but without the appropriate subject passes to gain an 'A' Endorsement, and finally, a basic certificate was to be awarded to any pupils who completed an approved course and obtained at least one point in the examination.

Special consideration was to be given to candidates who failed by a narrow margin to gain basic points necessary for Endorsement 'A'.

It was announced : ⁴¹

41. Ibid.

"All existing approvals for accrediting will be revoked at the beginning of 1960, and applications for approval as accrediting schools will be granted after consideration of staffing and the results of Schools Board candidates from the school over the previous three years."

This was necessitated by the changing system of secondary education which resulted in changes in the size and nature of both the pupil intake and the staffing allocation.

The Independent schools continued to utilise the external examination and a number of the district high schools were forced to do likewise. Under the new conditions this was restricted to a single examination to be held in November of each year.

Some vestiges of the Secondary School Certificate remained in the area schools and district high schools in 1961, but it tended to be a last resort for the least able pupils.⁴² The Schools Board Certificate, in one form or another, had

42. In "The Educational Record", June 15 1960, p.34, there appeared a notice stating : "Upon the recommendation of the secondary schools Board, it has been decided to continue examinations for the Secondary School Certificate at least until 1966".

become the educational goal of almost all post-primary pupils in the State. Just as the modern schools of Great Britain had come to look to the General Certificate of Education, so the modern schools in Tasmania, in the last years of their existence, had come to look to the Schools Board Certificate, the educational goal with public prestige, and this tendency was continued when those pupils previously allocated to the modern school were enrolled in the district high schools. Unfortunately, the one point subjects introduced for the benefit of these pupils were normally watered down versions of their two point counterparts which were intended for a selected group of pupils supposedly suited to the study of academic subjects.

Because of prestige values the vast majority of pupils were to be dragged in the wake of these few. One of the prime virtues of the modern school had been its class-teacher system whereby one teacher was responsible for a class, and that teacher taught his class for three or four subjects of the curriculum. The result was that the teacher could get to know his pupils individually and the opportunity was provided, though too seldom availed of, to break down rigid subject boundaries. In the district high school on the other hand, pupils were divided into classes and taught a curriculum divided into separate academic subject compartments with a separate subject specialist teaching each compartment.

This system had proved an inefficient one even for the selected group of pupils in the past. It was not likely to prove an effective one for the whole range of pupils of post-primary age. This inefficiency had been suggested in an article published in The Tasmanian Teacher, 1957 : 43

"In a city high school in 1956, out of 202 pupils who enrolled in 1953, only 151 were left to face the final examination for the certificate. Of the 51 who left (25.2 per cent. of the 1953 entrants) by far the greater number had simply failed to cope with the course, had not gained promotion, or had just dropped out by gaining exemption. Therefore the percentage of those gaining the certificate in December, 1956, of the number who commenced the course, was 50.9 per cent. *Of the 204 pupils entering in 1952, 64 (31.3 per cent.) left before the completion of the course; 79 gained the certificate (38.7 per cent of entrants). This indicates a very serious wastage - firstly of those who fail to reach the fourth year and of those, who, having completed the fourth year still fail to gain the certificate".

43. Op. cit., Vol. VII, No. 4., "Pupil Certificates in Secondary Schools", p.13.

5. Evidence of Increasing Demand

(a) Enrolments

The following table suggests the transformation which took place in the organization of Tasmanian secondary education in the ten years, 1951 to 1960 : ⁴⁴

Table 55. [SEE PAGE 455]

Unfortunately, figures for 1961 were not available at the time of writing the thesis, but nevertheless, a number of clear trends can be seen.

There was a strong rise in the primary school Grade Six enrolments. Probably as a result of the high birth rate of the immediate post-war years, these rose at a more rapid rate than the total population.

The same trend was apparent in the Grade Six of the area schools until 1958 after which there was a slight tapering off, probably due to the tendency for rural families to move to urban centres and to the conversion of some area schools to district high schools with a consequent renaming of the primary schools previously attached to the former.

44. Prior to 1957, Grade Seven enrolments at primary schools with secondary tops were counted under 'Secondary', but from 1958 these figures were included under the heading, 'Secondary Top and Area' - here referred to as 'Area Gr.7.'.

Table 55. Grade Six Primary and First Year Secondary Enrolments, 1951-60

Year	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960
Primary Gr. 6.	3183	3260	3482	3500	3750	3666	4003	3880	4551	4654
Area Gr. 6.	842	950	938	1098	1271	1291	1431	2287	2145	1986
Primary Gr. 7.	329	209	190	158	67	48	47	35	43	81
Secondary Gr. 7.	1347	1537	1610	1582	1635	1888	1808	756	972	858
Area Gr. 7.	914	956	1080	1162	1413	1521	1265	2087	1561	1461
1st Yr. High	994	1049	1031	1106	1088	1259	1473	1988	2906	3944
1st Yr. Tech. High	464	442	442	501	495	474	472	510	471	252

A sharp fall in the number of pupils enrolled in Grade Seven of the primary schools is also discernible, a result of the endeavour to provide secondary education for all pupils.

Another effect of the same policy was to increase the numbers enrolled in Grade Seven of the secondary schools until 1958. However the fall in numbers in that year was not due to a change in policy but to a change in the classification of enrolments (see footnote 44) which resulted in a rise in area school Grade Seven enrolments. Up to 1960 the district high school movement had not drastically affected secondary Grade Seven enrolments, for most of the new high schools were located in rural areas. For this reason it is surprising that the area school enrolments were not more drastically reduced prior to 1959. Evidently the change-over to high school organization was compensated for by the increase in the remaining area school Grade Six enrolments. This explanation is suggested by the figures in Table 55. The fall in secondary school Grade Seven enrolments in 1960 was occasioned by the adoption of the district high school principle at both Launceston and Burnie.

After remaining fairly stable for the five years to 1955, the first year high school enrolments increased almost fourfold in the six years from 1955 to 1960, a clear representation of the speed with which the change from selective to district high schools took place.

As in Great Britain, technical high school enrolments tended to stagnate and it is amazing how little these schools entered into argument about the adoption of the comprehensive high school principle. However all the district high schools incorporated technical courses in their curricula. The sharp fall in first year enrolments from 1959 to 1960 was a result of the conversion of the Launceston Technical High into a district high school. The slight decrease from 1958 to 1959 was due to the opening of the R. M. Murray High School at Queenstown.

Omitting consideration of those repeating their first high school year, of 4,025 pupils in Grade Six in 1951, 1491 or thirty seven per cent proceeded to high school, whilst of 6,696 in 1959, 4,196 or sixty three per cent. did so.

(b) Examinations

Though the pressure for increased secondary education seldom became very vocal, examination figures for the period give an indication of the increased emphasis placed upon certification.

Thus the percentage of pupils from the first year intakes who proceeded to a fourth or "Schools Board" year at high school for the years 1951 to 1957 were as follows :

Table 56. Percentage of Pupils Who Reached Fourth Year
and Passed Schools Board, 1951-57.

1951	-	18	(14)	*
1952	-	18	(14)	
1953	-	20	(15)	
1954	-	22	(17)	
1955	-	21	(18)	
1956	-	23	(17)	
1957	-	27	(18)	

* Figures in brackets indicate the percentage of successful candidates.

There is a clear indication of a rising demand for more extended education, probably due to a growing belief in the need to gain a Schools Board Certificate for employment purposes. This may in turn have resulted from a greater appreciation, especially on the part of employers, of the benefits of a longer period of secondary education. The figures in brackets show that despite the increase in the percentage of pupils proceeding to a fourth year, there was a slight rise in the percentage of successful candidates, suggesting that either the examination standards were becoming less rigorous or that many potential pass candidates had dropped out in the earlier years.

45. These figures were compiled by P. W. Hughes, Superintendent of Curriculum Research in the Education Department of Tasmania.

The same trend towards a greater demand is indicated by the corresponding percentages for Matriculation :

Table 57. Percentage of Pupils Who Reached Fifth Year and Passed Matriculation, 1951-56.

1951 - 6 (4)

1952 - 6 (4)

1953 - 7 (4)

1954 - 9 (5)

1955 - 8 (4)

1956 - 9 (5)

However, ^{here} there was a less noticeable increase in the percentage of successful candidates.

There was the same rise in the percentage proceeding to the third year at the secondary modern school and undertaking the Secondary School Certificate :

Table 58. Percentage of Pupils Who Reached Third Year and Passed Secondary School Certificate, 1951-58.

1951 - 31 (20)

1952 - 32 (22)

1953 - 36 (25)

1954 - 40 (27)

1955 - 43 (27)

1956 - 42 (28)

1957 - 36 (21)

1958 - 30 (25) (7 of this 25 per cent in high schools)

There was a steady rise in the percentage of successful candidates until 1957 when the variation on the pattern in that year and 1958 was probably due to an increasing number of pupils seeking the Schools Board Certificate rather than the Secondary Schools Certificate once the former was made available to them in the district high school.

With the advent of the comprehensive high school came a tremendous increase in the number of pupils entering and obtaining Matriculation. However it is likely that this was less a consequence of the changed system of secondary school organization than an increased awareness of the need for educational qualification in seeking high status employment. The increase is demonstrated by the following table :⁴⁶

Table 59. Matriculation Candidates and Percentage Passed,
1950, '55, '60.

Year.	No. entered.	Passed		Total	%age passed.
		Dec.	Feb.		
1950	211	100	25	125	59.1
1955	379	174	61	235	62.0
1960	717	288	78	366	51.0

As was to be expected, with the rapid increase in candidates there was an expansion in the range of ability of entrants and a consequent fall in the percentage of successful candidates.

⁴⁶ These figures include Independent School Matriculation candidates.

(c) Staffing

The rapid increase in overall enrolments was not matched by the rate of acquisition of staff. This shortage was to have marked repercussions in the district high schools where it was necessary to employ many teachers who had not qualified for a degree. A substantial proportion of the modern school staffs were, of necessity, transferred to district high schools along with the pupils. Of 127 high school teachers of academic subjects listed in The Educational Record in 1950, 93 or 73 per cent. held degrees. In 1955, 133 of 177, or 75 per cent. of high school teachers, had graduated. In 1960, of 580 such teachers employed in district high schools and the three remaining secondary schools, 200 or only 34.5 per cent, held degrees.

In the first term of 1958 the Teachers' Federation conducted a survey of primary and post-primary schools to amass information with regard to class sizes, accommodation needs and priority needs of schools. The findings were published in The Tasmanian Teacher and the following figures were obtained for secondary schools :⁴⁷

47. Op. cit., Vol. 18, No. 6., 1958, "Class Loads and School Conditions", p.9.

Table 60. Percentage of Secondary School Classes of Various Sizes, 1958.

Under 20	20-24	25-29	30-34	35-39	40-44	45-49	50 and over
2 (2)	5 (2)	11	18(4)	21(5)	12(2)	8(1)	5(2)
2.4%	6.1%	13.5%	21.9%	25.6%	14.6%	9.8%	6.1%
56.1%							
30.5%							
15.9%							

Secondary and High Schools :-

Survey covered 15 schools; 212 classes.								50 and over
	Under 20	20-24	25-29	30-34	35-39	40-44	45-49	over
1st. yr.		1	4	13	20	20	7	1
2nd. yr.	1	-	1	7	16	20	7	4
3rd. yr.	1	1	2	12	15	13	4	6
4th. yr.	2	6	1	3	11	2	-	-
5th. yr.	5	1	-	2	3	-	-	-
Total	9	9	8	37	65	55	18	11
	4.2%	4.2%	3.8%	17.5%	30.7%	25.9%	8.5%	5.2%
70.3%								
39.6%								
13.7%								

N.B. (1) Majority of classes under 20 are matriculation classes.

(2) 7 out of 11 classes over 50 are one school.

Thus almost forty per cent. of the pupils in secondary high schools were in classes containing over forty pupils. Though these figures cannot convey an impression of increasing demand they do indicate a pressure on staffing and accommodation resources which could not be conducive to efficient instruction.

6. General Comment on Developments in Secondary Education, 1942 to 1962.

In the twenty years from 1942 onwards, in common with the progress of educational change throughout almost the whole western world, Tasmanian secondary education was subject to far more sweeping reform than had been achieved in the previous thirty years of its existence.

It is impossible to abstract from the conglomeration of forces the exact causes of the changes which were brought about. The position in Tasmania is even more difficult to analyse than that in larger societies which by virtue of their size tend to be more directly representative of vast social forces. In a state as small as Tasmania the process of educational change becomes much more personalized, that is, it is more likely to be the result of the opinions of a strategically placed individual or group of individuals. This situation is emphasised by the existence of a centralised and powerful administration. As a result it is difficult to assess whether the advent of "secondary education for all" or

of "high school education for all" was a result of a consciously felt social need or of the educational experience of the contemporary Directors. It seems likely that the latter was the case.

Both G. V. Brooks and D. H. Tribolet travelled overseas not long before the two policies mentioned above were introduced. The latter in the report he wrote in 1955 openly acknowledged his indebtedness to overseas example, whilst the former, who travelled abroad in 1935, when "secondary education for all" was a very live issue in Great Britain, seems certain to have been influenced by this experience and by such documents as the Hadow and Spens Reports. It is to Tasmania's credit that she had determined on the policy of universal secondary education almost two years before Britain did, though the commitment of the latter was undoubtedly delayed by the exigencies of war. No doubt acceptance of the principle was facilitated by the growing realisation, occasioned by the Second World War, of the social and national advantages of an educated population.

This same realisation was also to contribute to the acceptance of the comprehensive high school. Though no pressure for the implementation of this mode of secondary school organisation arose spontaneously from Tasmanian society, it is certain that if the system proposed by the Director had been totally unsuited to the felt needs of that society, it would have been rejected.

Acceptance of the comprehensive high school may have been facilitated too by the post-war tendency for Australia to look less fixedly for example to Great Britain. This change in attitude was described by P. H. Partridge in the final chapter of Australia : A Social and Political History :⁴⁸

" . . . By the military disasters of 1941 and 1942 Australia was not thrown on her own resources, but she was at any rate brought to the point where it was clear that she could no longer look confidently to Britain for either guidance or protection. This was one of the corner-stones of social thought and action which was knocked down. It was perhaps the greatest challenge to the initiative and determination of the political parties and the public that they had ever been required to encounter."

The selective, academic high school had been founded on the model of the English grammar school and the break with that tradition could be more readily undertaken in the post-war social environment. Comprehensive high schools had of course already been established in Great Britain when Mr. Tribolet went overseas, but the secondary school system, as in Tasmania, was basically organized on tripartite lines, i.e. grammar, modern and technical.⁴⁹ The break with British tradition probably

48. G. Greenwood, (ed.), op. cit., p.344.

49. In the Minister's Report, Education in 1958, H.M.S.O., 1959, it was stated that of pupils aged 14 years registered in maintained schools in England and Wales in January 1958, 63.3 per cent. were in Modern Schools, 19.2. per cent. in Grammar Schools, 4.4 per cent. in Technical Schools and 2.5 per cent. in Comprehensive Schools.

made possible the more ready acceptance of a type of secondary education which Mr. Tribolet regarded as American.

It has been claimed too that the comprehensive high school fitted the Australian's egalitarian beliefs. However this is not borne out by the experience of other states where there has been greater reluctance to renounce the selective high school. Besides, experience in Tasmania has shown that the more extreme comprehensive form of organization is not accepted here and almost all Tasmanian comprehensive high schools 'stream' their pupils according to ability, at the very latest by the end of the first year.

Increasing emphasis on industrial and technological progress and competition, amongst other causes, has brought a reaction against education for 'social adjustment' if it involves too heavy a price in terms of intellectual achievement. The social underdog was catered for with the advent of high school education for all youth, and though there were and still are those ready to oppose differentiation between pupils on grounds of intellectual capacity, the new cause is bent on ensuring that the capable pupil is given a maximum opportunity to extend his powers.

Reaction against the extreme form of comprehensive organisation was already beginning in the U. S. A. by 1955, and in Tasmania, high school staffs never demonstrated united support for it, so that it was not surprising that by the time the district high school was established throughout the State, modifications tending to the multi-lateral principle were already well under way.

Appendix I

The Curriculum of The Tasmanian Secondary Schools, 1911 to 1960.

The prevailing conception of the role of the secondary schools has always been expressed through the curriculum or variety of subjects they have offered. Thus in the 1860's, Mill, Spencer, Huxley, Arnold, Ruskin and others argued as to whether education disciplined the mind, whether it should be useful or ornamental, and whether it developed the moral and cultured gentleman. The viewpoint taken was often crucial in determining the subjects advocated by the protagonists for inclusion in the curriculum.¹

E. L. French suggested "that the rise of the state secondary school . . . brought the problem of the education of the non-matriculant more insistently to the attention of the educational legislators."² The repeated demands of C. E. Fletcher that these pupils, forming a majority of those in the high schools, should be accorded greater recognition, was a manifestation of this trend in Tasmania.

State high schools were established largely as a result of the growing demand for semi-skilled and skilled workers from a society

1. For discussion of this controversy see Kazamias, A.M., "What Knowledge is of Most Worth", Harvard Educational Review, Vol. 30, No. 4, (Fall, 1960).
2. Price, A. G., (ed.), The Humanities in Australia, French, E. L., Ch. 3, "The Humanities in Secondary Education", (Sydney, Angus & Robertson, 1959), p.47.

which was becoming increasingly industrial. It was likely, therefore, that some provision should be made for vocational subjects.

Opposition to the demand for vocational subjects was weakened by the findings of experimental psychology :³

"At the time these trenchant demands for technical training were first made experimental psychology began to throw doubts on the psychological foundations of the nineteenth century conception of a liberal education as a diversified mental discipline. It criticized the validity of the psychology of faculties and the idea that there was any significant transfer of the various kinds of intellectual discipline the loss of confidence in the old propositions weakened the theoretical opposition to the advance of an insistent industrial and commercial utilitarianism."

Tasmania led the way in Australia in answering the vocational call when the University introduced Shorthand in both the Junior and Senior Public Examinations in 1903 and this was followed by the introduction of the practical science subject of Agriculture in 1907.

3. Ibid.

The efforts of the public examination boards to cater for non-matriculants is reflected in the expansion of the number of subjects offered. Thus at the Junior Public in 1911 there were only 18 examinable subjects, whilst at the Senior Public there were 20 subjects offered. Shorthand and Physiography were available only in the former whilst Ancient History, Economics, Trigonometry and Agricultural Science were unique to the latter. Thus the maximum number of subjects available in both examinations was 26. At the 1960 Schools Board Examination there were 46 subjects offered. Most of this expansion took place after the establishment of universal secondary education in 1946. This is demonstrated by the fact that at the last full-scale Intermediate and Leaving Certificate Examinations, the successors to the Junior and Senior Public, 27 subjects were available in the former and 23 in the latter. This was in 1938 and 1945 for the respective examinations.

The rise in the total number of subjects was due less to an introduction of new subjects than to the offering of traditional subjects at two or three levels. This was no doubt due to the increasing emphasis on the non-matriculants and to the broadening of the range of ability of the pupils being admitted to Schools Board courses consequent upon the gradual abandonment of selection. Thus the new subjects which the Schools Board Certificate embraced in 1960 were Art of Speech, Religious Knowledge I and II, Typewriting

and Social Studies, the last of which replaced four subjects ~~under~~ the previous system. However French, Art and Music, previously offered at only one level, were offered at two in the Schools Board, as was Commercial Practice. Mechanical and Building Drawing (two subjects) were replaced by Technical Drawing I, IIA, IIB and IIC. Both Woodwork and Metalwork were offered at two levels and the additional subject, Wood-Metalwork included. Domestic Economy was replaced by or included in Home Arts and Crafts, I, IA and IB. The tendency to diversification was therefore especially pronounced in the technical subjects. English was divided into Expression and Literature - and from 1960 into English I and II. However both the mathematics and sciences tended to be consolidated into more general units whilst being offered at a greater variety of levels, thus Algebra, Geometry, Applied Maths. and Trigonometry became Mathematics I, II and III, and in place of Physics, Chemistry, Geology, Botany and Physiology were offered Science I, IIA, IIB and IIC.

In the following pages the significant curriculum developments in the period 1911 to 1960 will be described using the same subject classification as that of E. L. French, namely : -

1. Humanities - English, Latin, ~~Greek~~, History, German, French.
2. Social Sciences - Geography, Economics, ~~Scoial~~ Studies.
3. Mathematics - Arithmetic, Algebra, Geometry, Trigonometry,
Maths I, II, III, Maths. A., Maths. B.
4. Sciences - Physics, Chemistry, Biology, Geology, Agricultural
Science, Botany, General Science, A, General Science B,
Science A, B, C, and Science I.
5. Commercial Skills - Commercial Principles and Practice,
Shorthand, Typing, Bookkeeping.
6. Technical Subjects - Domestic Science (H.A.C.), Agricultural
Practice, Technical Drawing, Woodwork, Metalwork,
Arts and Crafts.

Unfortunately, apart from the years following the adoption of the Schools Board Certificate, separate figures for State and Independent schools are not available and discussion of examination statistics other than those pertaining to the Schools Board has therefore been based on the composite figures.

1. Humanities

English was a compulsory subject of the Junior and Senior Public, the Intermediate and Leaving Certificates, and the Schools Board Certificate, and therefore the number of candidates attempting it rose constantly with the increase in the secondary school population.

Until the introduction of the Schools Board Certificate in 1948, the four languages, Latin, Greek, French and German were subject to a constant demand. The number of pupils taking Latin and/or French increased throughout the period at a rate parallel to the increase in English candidates whilst Greek and German were never studied by any but an insignificant few, seldom exceeding 10 in number. The failure rate in Latin was uniformly high. L.H.Lindon, in his report on the Intermediate Examination in Latin for 1935, recorded :⁴

"Making full allowance for the conditions of this year's examination, it would appear that all is not well with the teaching of Latin in this State. The subject requires a liberal allowance in the time-table, to be taught by teachers fully qualified to deal with it, and to be taught only to those who are fit to benefit by such teaching. Apparently not all these conditions obtain in the majority of our schools at the present time; until they do, the results of the examination are not likely to improve materially."

4. The University of Tasmania, Manual of Public Examinations, 1936, p.48.

However, as the following table suggests, performance in French was no better.

Table 61. Percentage Failure - Rate in Latin and French at the Junior Public and Intermediate, 1915-35.

	<u>Latin</u>	<u>French</u>
1915	66	33
1920	37	61
1925	57	48
1930	38	49
1935	60	34

Latin and Greek, until 1917, occupied top position on the scale of marks used for scholarship purposes, but in that year, at the Senior Public Examination, English was given equal standing and at the Junior Public, a slightly higher allocation of marks. This was continued with the adoption of the Intermediate, the only change being that in 1932, the modern languages, French and German, were brought to the same level as Latin. At the Leaving Examination, however, Latin was given equal top marks until 1941 when all subjects were given the same award. All subjects other than English and the foreign languages had been lower on the scale prior to 1941. No scale of marks for scholarship purposes was published by the Schools Board, though it can be assumed that the practice of equal allocation for all subjects was continued.

Though Latin continued to hold a following in the Independent Schools - probably due to both their religious and their English public school tradition - the number studying it at State schools

fell far behind the rise in total enroûments. Thus in 1950, 59 candidates attempted Latin at the accrediting examination, in 1955, 58, and in 1960, only 31. By contrast, the number attempting French II rose from 247 in 1950 to 547 in 1960, whilst another 116 pupils sat for French I in the same year.

A significant rise occurred in the number of pupils attempting the Schools Board examination in German. As late as 1950 only 25 candidates sat for German II, but by 1959 this number had grown to 155.

From 1911, History candidates for the various examinations rose steadily, though as it was not always compulsory less pupils studied History than studied English. Ancient History was included as a subject in the Senior Public, presumably in deference to the classical tradition and this was continued under the Leaving Certificate, however the largest number of pupils to sit for the examination was 16 in 1941.

With the advent of the Schools Board, Modern History and Ancient History were amalgamated with the two social sciences, Geography and Economics, into the subject Social Studies, for which more candidates entered from 1948 to 1960 than for any subject other than English.

2. Social Sciences

Throughout the years of both the Junior Public and the Intermediate the number of candidates taking Geography paralleled those in History, however in the Senior school there was a greater ^{reduction} ~~falling off~~ in the numbers sitting the former than ~~in~~ the latter - it no longer being the practice to make compulsory the study of both disciplines. Geography may have suffered ^{more than} ~~relative to~~ History as a result of the longer tradition of the latter subject which was also felt to be more fundamental to the acquisition of social understanding than was Geography.

Economics, the second subject listed as a "Social Science", was made available only at the Senior Public. After a very chequered existence - in 1912, '13, and '14 there was only one candidate, and in the last two of these years he failed - its popularity gradually grew until in 1921 there were 30 pupils who sat for the subject at the Examination. Its rise in popularity continued during the time of the Leaving Certificate, especially from 1926 on when there was a growing awareness of the importance of economic matters. By 1945 there were 82 examination candidates in the subject.

With the advent of the Schools Board, as mentioned above, Geography, Economics, and History were subsumed under the title, Social Studies. The number examined in this subject was equal to that

in English. It was invariably taken by all pupils as one of their basic subjects. A marked feature of the results in the subject was the uniformly low failure rate. Not until 1959 did a failure rate of 20 per cent. occur and then in 1960, probably as a result of the examination of a wider range of pupils, it reached an all time high with 22 per cent. failures. By contrast there were frequent failure rates of 30 per cent. and over in both General Science A and General Science B.

E. L. French suggested that the introduction of more general subjects such as Social Studies, General Science and General Mathematics was a conscious attempt to make a more suitable provision for the non-matriculant student. He also claimed that this movement gained strength from the increasing emphasis on "appreciation" which grew in the thirties and resulted in the replacement of 'Drawing' by 'Art', and the addition of Craft-work and Musical Appreciation.⁵

With the change to Social Studies in Tasmania the tendency was to rearrange the old History and Geography courses under the new title with little real effort to introduce a new and more flexible subject. Little study of the economic aspects of contemporary society was included in the syllabus.

5. Op. cit., pp.48-49.

3. Mathematics.

For the Junior and Senior Public, the traditional divisions of mathematics were retained for examination purposes, viz., Arithmetic, Algebra and Geometry with Plane Trigonometry added at the Senior Public level. A pass in Arithmetic was compulsory at both levels, and therefore enrolments in the subject were equal to those in English. Algebra and Geometry were only slightly less in demand at the Examinations but Plane Trigonometry attracted a considerably smaller number of candidates, being taken only by those pupils wishing to undertake more advanced study in mathematics. Thus in 1921, the last year of the examination, the number of candidates from combined Independent and State schools for Arithmetic, Algebra, Geometry and Plane Trigonometry at the Senior Public were 179, 155, 159 and 93 respectively.

The same subject divisions were retained under the Intermediate and Leaving Certificates, though Trigonometry was included with Geometry in the former, whilst the demands of an increasingly technological age were reflected in the addition of Applied Mathematics in the Leaving Certificate. Arithmetic was not offered at this level and was not compulsory for the Intermediate Certificate - it had been for the Junior Public. However, probably because it was considered of more utilitarian value and because it was considered the easiest of the mathematics subjects, it continued to attract the greatest number of candidates. Thus in 1938, 639 sat for Arithmetic compared to 571 and 532 for Algebra and Geometry.

Applied Mathematics remained a rather exclusive subject, averaging between 25 and 35 candidates until 1938 when there began a rise in numbers as indicated by the following list showing the number of candidates from 1935 to 1945 :

Table 62. Candidates in Applied Mathematics at the Leaving Examination, 1935-45.

1935	-	20
1936	-	21
1937	-	22
1938	-	33
1939	-	35
1940	-	47
1941	-	48
1942	-	47
1943	-	47
1944	-	66
1945	-	68

This may have been due to the increasing emphasis on technology resulting from the manpower demands of the Second World War.

General Mathematics was introduced as a subject of the Leaving Certificate in 1941, but by 1945 it had only 46 entrants and it was dropped under the Schools Board as the three mathematics subjects offered were more broad in their treatment than had been their predecessors.

Under the new arrangements operating from 1948, Mathematics I, II, and III replaced the older, more specialized subjects. Mathematics I,

II, and III replaced the older, more specialized subjects. Mathematics I was intended to cater for the weaker pupils and consisted mainly of Arithmetic. Mathematics II embraced all branches of the subject and was taken by the majority of pupils. Mathematics III was intended for the more capable pupils, those likely to attempt Matriculation Mathematics. This was taken in addition to Mathematics I. The first and last of these were worth only one point, whilst Mathematics II was a two point subject. The mathematics were not divided into the three levels until the third year.

Since 1954, Mathematics III has retained a constant proportion of Mathematics II candidates - between one third and one half, though before this it had not reached this proportion. This increasing demand has arisen despite a failure rate of between 45 and 60 per cent. since 1950, and reflects the rise in prestige of the science courses.

4. Sciences.

A striking feature of the number of candidates attempting the various science subjects at the Junior Public was the tremendous increase in entrants for Physics and Chemistry and the comparative decrease in those attempting Physiography, Botany and Physiology. Thus in 1911 there were 12 candidates in Physics and 37 in Chemistry. By 1921 the numbers had risen to 232 and 281 respectively. By contrast, Physiography fell from 81 to 63, Botany from 34 to 30, and Physiology from 81 to 63.

At the same time, at the Senior Public level, the number of candidates in Physics rose from 16 to 110, in Chemistry from 42 to 69 whilst in Geology there was a fall from 27 to 3, Agricultural Science was no longer offered after 1916, Botany, which began in 1914 with one candidate was examining three in 1921, whilst in Physiology there was a fall from 9 candidates to 7. The same relative emphasis continued under the Intermediate and Leaving Certificates.

Agricultural Science was reintroduced in 1926, this time at the Intermediate Examination. Though 20 to 30 candidates entered it in each year in the thirties, it was never in great demand - probably because Scottsdale was the only truly country high school

until the establishment of Smithton in 1942. Geology, Botany, Physiology and Hygiene and Biology entered only a small number of candidates throughout the period.

As already noted, the Schools Board brought with it the substitution of General Science A and General Science B for the various specialized branches of the subject. For the first two years of high school, a common General Science course was followed and a choice between Science A, B or some other subject such as Typing was made at the start of the third year. General Science A was biassed towards Physics and Chemistry whilst General Science B was centred on Biology. The former course continued to attract the larger proportion of pupils, only one half to one third as many entering for General Science B in the years up to 1958.

In 1957, a new arrangement of science options was introduced, the previous two subjects being divided into Science A, B and C. The following year this system was adopted for all candidates. As before, a choice was made at the end of the second year. Those pupils intending to matriculate in Science were to study Science A, which in contrast to the old General Science A included equal portions of Biology, Chemistry, Geology and Physics, and pupils were to choose any two of these.

Science B was intended for non-matriculants and whilst it included elements of the four branches mentioned above, it aimed at a broader treatment. However the course was designed so that pupils taking it would not be at a serious disadvantage if they subsequently decided to specialise in Science in their fifth year. Science C was also intended for non-matriculants and was accented towards Biology. All three were two-point subjects. In the three years 1958, 1959 and 1960, Science A proved the most popular course with a slightly smaller number of candidates taking Science B, whilst approximately one third of the number in each of the other two divisions attempted Science C. For the three years ^{candidates in} the subjects were in the approximate ratios, 6 : 5 : 2. In 1960 a new subject, Science I, was introduced to cater for pupils of lower ability. This was a one point subject.

5. Commercial Skills

It will be remembered that the University of Tasmania had introduced Shorthand into the curriculum of the Junior Public as early as 1903. However it was not until ten years later, in 1913,

that the number sitting for the subject exceeded ten. The increase in that and subsequent years was a result of the establishment of the State high schools which provided a commercial course. In 1921, 85 candidates entered for the subject — in 1919, 120 had done so.

In 1916, Book-keeping and Shorthand were added to the list of Senior Public subjects and in 1921, 27 and 19 entrants sat the respective examinations. The same year saw the admission of Book-keeping and Business Practice to the list of Junior Public subjects and by 1921 they had become firmly established with 144 and 140 candidates respectively.

With the introduction of the Intermediate Certificate, Commercial Principles and Practice replaced these two subjects and was added to Shorthand, and in 1937 the number of examinees in these subjects were 163 and 105. The following year the numbers fell to 103 and 84 but this was due to a fall in the overall number of examination entrants, not to a fall in demand relative to other subjects.

Meanwhile, at the Leaving Examination, Commercial Practice had replaced the Senior Public subjects, Book-keeping and Shorthand. It never became a very popular subject, the number of candidates varying between 15 and 25 in the period from 1922 to 1945, only twice rising above 25 in the years 1931 and 1932, probably as a result of an increased demand for vocational preparation.

Typing was added to the list of subjects with the introduction of the Schools Board and both Commercial Practice and Shorthand were offered at two levels as either one or two point subjects. Shorthand I was abandoned after two years. Of Commercial Practice I and II, the latter proved much the most popular option, presumably because most pupils taking commercial subjects would be doing so for vocational reasons, not merely to pick up additional points towards the Schools Board Certificate. Normally, Commercial Practice, Typewriting and Shorthand were studied together so that the numbers of candidates in Typewriting was approximately equal to the combined number for Commercial Practice I and II and Shorthand entered only slightly less candidates - as a result of a small number of boys taking the commercial course including some option other than Shorthand.

6. Technical Subjects.

Drawing was the only technical subject which was accepted at the Junior and Senior Public. It was undertaken by 76 candidates at the former level in 1921, but by that year it was in much less demand at the Senior Public examination. Only nine pupils attempted the examination and only three had done so in the previous year, though 52 had sat in 1913.

As a subject in the Intermediate Certificate, Art, which had replaced Drawing, retained the numbers entering for the latter at the Junior Public. At the Leaving Certificate level it continued the meagre existence of its predecessor until 1935 when the number of examinees exceeded 20 for the first time and by 1945 there were 51 candidates. It became firmly established as a Schools Board subject and was offered at two levels as Art I and Art II and by 1960 there were over 100 candidates at each level.

Meanwhile, with the introduction of the Intermediate had come a more conscious effort to cater for pupils unlikely to matriculate, and there was a consequent expansion of the number of technical subjects offered - prompted by the need of pupils following the technical course in the junior technical schools. In 1922, Building Drawing, Mechanical Drawing, Applied Geometry, Woodwork and Metalwork were made eligible subjects, and in 1930 Electrical Work was added to this list.

No development of comparative magnitude took place in the curriculum of the Leaving Certificate, it evidently being considered that there was no need for the study of these subjects at the more advanced level. The one concession to technical demand was in the subject of Mechanical Drawing, however the highest number of candidates entering for this subject was five, and in many years there were no entrants. It was not offered as a subject of the examination after 1939.

The growth in the demand for the technical subjects was not great, as shown by the following figures which indicate the number of candidates examined in these at the Intermediate Examination in 1922 and 1938 :

Table 63. Number of Candidates in Intermediate Technical Subjects, 1922, '38.

	<u>1922</u>	<u>1938</u>
Building Drawing	20	32
Mechanical Drawing	19	40
Applied Geometry	40	72
Woodwork	24	35
Metalwork	17	11
Electrical Work *	22	29

* Introduced in 1930.

(Figures for 1931 have been included as these would be more normal).

The reasons for this lack of increased demand may have been, firstly, that Tasmania was not a highly industrialised state and therefore

openings were limited, and secondly, there was little expansion of technical school facilities in these years to provide for larger intakes.

It was in the years immediately following 1938 that the pressure for most extensive provision of technical education was exerted, but in those years the Education Department was running its own Intermediate Certificate Examination and unfortunately statistics of this were not made available.

With the introduction of the Schools Board Certificate there was a marked expansion in the range of the technical subjects, not so much due to the introduction of new subjects as to the offering of subjects at two levels.⁶ With the advent of the district high schools, all of which offered technical subjects, there was ensured a steady increase in the number of pupils taking these at the Schools Board Examination. By 1960, no subject nor separate level of any subject was attempted by less than 50 pupils and three, Technical Drawing B, Woodwork I and Metalwork II were entered by well over 100 pupils.

Meanwhile, this same diversification had occurred in the field of Home Arts and Crafts so that in 1960 three separate branches of the subject were offered at the Schools Board Examination. These

6. Supra. pp. 469-70.

replaced the old subject, Domestic Economy, which had been introduced in the last year of the Junior Public and continued under the Intermediate. Referred to as Domestic Science in the Reports of the Inspector of High Schools, the number of candidates sitting for it rose rapidly after 1923 in which year the State high school girls for whom it had been made compulsory, sat the examination. By 1938, 148 pupils were entered for this subject. Under the Schools Board it went under the name of Home Arts and Crafts (H.A.C.) and the number of examinees continued to rise. Established as Home Arts and Crafts I and II in 1948 it became H.A.C.I, IA and IB in 1960.

Agricultural Practice was introduced as a Schools Board subject but up till 1960 only 10 to 20 pupils had attempted the subject in each year.

Art of Speech was also introduced and by 1960 50 State high school pupils had entered. It proved far more popular with Independent school candidates.

Music long remained relatively unattempted, though it was available in the Junior and Senior Public and the Intermediate and Leaving Certificate Examinations. However from 1926, when 11 pupils sat for the subject at the Intermediate, it was ⁱⁿ increasing demand until in 1938, 55 attempted it at the Intermediate Examination.

It experienced a less rapid rise in popularity at the Leaving Certificate level, reaching a peak of 24 candidates in 1945.

Under the same pressures as other subjects, Music became Musical Appreciation I and II and Music Practice I and II in the Schools Board Certificate. The State high schools no longer examined the latter subject after 1954, though by 1960 approximately 50 candidates were presenting themselves for examination in Musical Appreciation, this number having been fairly constant since 1954.

Summary

There appear to have been six major developments in the secondary school curriculum in the fifty years of State secondary education in Tasmania.

1. From being comparatively minor subjects in the curriculum of both the Junior and Senior Public, Physics and Chemistry were in ~~every~~-increasing demand as the subjects regarded as best fitted to provide the scientific and technological background to employment in an industrial society. Mathematics would have received a similar impetus had it not already been regarded as a major subject, though it had achieved its position for the contribution it could make to 'mental discipline' rather than as an instrument of scientific studies.

2. The vocational motive also lay behind the increasing provision of commercial subjects, the second major development in the period. It has been suggested that this was a consequence of the growing concern to cater for the majority of pupils who were not going to matriculate.
3. This was followed by the admission of technical subjects to the curriculum. These subjects were first introduced in quantity with the establishment of the Intermediate Certificate in 1922, however they were not at that time considered appropriate subjects of study at the Leaving Certificate level. This conception had changed by the time the Schools Board was established and the technical subjects were given parity of status in terms of the award of points with the other subjects of the curriculum. This was probably a result of the increasing demand for technically qualified personnel during World War II, and a greater awareness of the importance of technical training in producing material prosperity. However older values have lingered on and there is still a tendency to look to the academic studies as being of more educational value than the later commercial and technical arrivals. It is consistent with the relative status of 'white-collar' and 'overall' occupations that those subjects providing vocational preparation for the former should have been admitted to the curriculum first.

4. With the advocacy of 'Secondary education for all' came an expanded provision of what E. L. French has called the 'appreciation' subjects. These included Art, Musical Appreciation and Art of Speech. With the admission of all social classes to secondary education there grew the feeling that those finer tastes which had in the past been the ~~ex~~clusive preserve of the leisured classes should be extended to all pupils. An increasing emphasis on vocational preparation in education may have led to a rearguard action on the part of the "culture-conscious" to ensure that some subjects were provided to balance the commercial and technical studies.
5. Associated with this reaction was the growth of more 'general' subjects to ensure a broad education before the specialisation of later youth was undertaken. General Science, Social Studies and General Mathematics were examples of this trend. The division of Science into three fields in 1958 furthered this aim as General Science A and B had centred round particular branches of science whereas the new subjects, Science B and C aimed at providing a more diverse background to give those pupils other than potential matriculants a broad enough scientific knowledge to have some understanding of most of those fields they were likely to encounter in post-school life. However the introduction of Science A reversed this trend by increasing the specialisation of those pupils likely to matriculate in science, presumably to provide a more adequate background for advanced study in one of the science subjects.

There has ^{therefore} been some reaction to this movement, especially in science, in relation to which some have claimed that early specialisation is necessary for the brighter pupils if they are to reach the frontier of any field. In Social Studies there has been a demand to reintroduce separate History and Geography on the grounds that this is the only meaningful way in which the subject matter of man in his environment can be successfully studied.

6. Finally, with the pursuance of 'secondary education for all' to the stage of the district high school, there has grown an accompanying ^{attempt} ~~provision~~ to provide for the whole range of adolescent abilities and aptitudes. The solution to this problem has not been sought in the provision of new subjects - the assumption having been that the difference is one of ability rather than aptitude - so much as in the extension of the older subjects to two or more levels, as harder or easier variants on the old theme. Perhaps a future innovation will be in the development of a greater variety of subjects or of subjects with more flexible boundaries than those at present being studied so that the particular needs or aptitudes of the variety of pupils will be more adequately catered for.

Appendix II

Matriculation, 1947 to 1960

Until 1947 the Matriculation Examination had been decided upon the results of the Leaving Examination - and earlier of the Senior Public - but with the introduction of the Schools Board it was decided to establish a fifth year for Matriculation so that the effects of this examination on the first four years of secondary schooling would be minimized, another manifestation of the desire to cater for the increasing proportion of non-matriculant secondary school pupils.

The following table showing the number of candidates in each subject in 1947 and in 1960 gives some indication of the tremendous rise in the number of pupils going on to study for Matriculation :

Table 64. The Number of Matriculation Candidates in Each Subject, 1947, '60

	<u>1947</u>	<u>1960</u>
English Expression	161	303
English Lit.	192	361
Modern History	105	329
Ancient History	5	181
French	120	126
German	17	40
Latin	24	29
Maths. A.	144	428
Maths. B.	23	161
Applied Maths.		22
Physics	127	403
Chemistry	122	355
Biology	31	238
Geology	22	109
Geography	96	359
Economics	33	15
Art		54
Music		53

English Expression, after a rapid decline in the number of candidates entering the subject, ceased to be offered after 1955. English Literature, though entered by more candidates in 1960 than Modern History, had not experienced a comparable rise in popularity. The former had less than double the number of examinees it had in 1947 whilst there was a threefold increase in Modern History. Ancient History had an even more meteoric rise, and this is probably explained by the fact that the combination of English Literature, Modern History, Ancient History and Geography became fashionable for students intending to take an Arts degree. There was little increase in the demand for French, German or Latin and this too may have contributed to the rise in the popularity of Ancient History. In Mathematics A and Mathematics B there was a tendency for more candidates to enter, but Applied Mathematics was not offered in the majority of schools and so the number sitting the examination in this subject remained small. Physics and Chemistry continued to attract an increasing number of adherents and the other science subjects - Biology, Geology and Geography began to make up the ground they had lost to these two subjects from 1910 onwards. Geography was usually taken as part of a course biased towards the literary side. Economics fell in popularity towards the end of the period. Study of this subject at Matriculation was not encouraged by the Faculty of Commerce and was actively discouraged by the very high failure rate, which was as follows for the five years 1956 to 1960 : 63, 43, 70, 50 and 72 per cent.

Art was commenced in 1951 and Music in 1957 and by 1960 these were both firmly established as Matriculation subjects.

In comparing the difficulty of the science and the arts subjects, P. W. Hughes calculated that "Science subjects have a lower pass rate than arts subjects, the order of difference being at least 10 per cent".¹

Before 1962, three subjects of the Schools Board, one of which was to be English Expression, could be counted as lower passes at Matriculation, three higher and three lower passes being the compulsory requirement - with a pass in Schools Board French or Mathematics II and English Expression. To further the separation of the first four years of secondary schooling from the requirements of the University Matriculation, qualifications for the latter were to be entirely divorced from the Schools Board Certificate Examination from that year. As a guarantee against over-specialisation in the fifth year, a pass at ordinary or advanced level in either a foreign language or Mathematics was made compulsory whilst a pass at either level in two subjects from the humanities and one from the science subjects - excluding Geography - was also required.

1. Hughes, P. W. Academic Achievement at the University,

(Hobart, University of Tasmania, 1960), p.20.

Appendix III.

Progress Towards "Equality of Educational Opportunity".

One of the purposes in establishing State high schools in 1913 was to provide a greater number of adolescents of adequate ability with the opportunity of matriculating and passing on to University. The obstacle to achieving this purpose was the lack of scholarships available to finance a tertiary education for any but a small number of the more brilliant pupils.

Interesting comment on the progress towards this goal was offered in 1942 in a research monograph written by B. M. Gibson and entitled "Equality of Educational Opportunity". This is now held by the University of Tasmania Library.

The schools from which candidates sat for the Leaving Certificate were divided into the three systems :- State, Private and Roman Catholic. Gibson indicated the number of pupils from each school system who had gained the Leaving Certificate over the five years from 1936 to 1940.¹ On an average, for this period, State school pupils obtained 62 per cent. of the total number of the Certificates granted and yet in the period from 1930 to 1940 supplied only 38.6 per cent. of all university graduates. The inequality of opportunity was most pronounced in the Faculty of Law in which 82 per cent. of the graduates come from Private schools and 9 per cent. from each of the other two systems. The only degree

for which ex-State school pupils exceeded their Leaving Certificate average was in Arts in which they supplied 66 per cent. of the graduates. This was due to the high incidence of State school pupils who entered University on student teacher scholarships - the only means by which many could afford a tertiary education. As a result they remained in a relatively low income group and were unable to afford tertiary education for their own children.

The State schools had a much higher fall out rate than did the Private schools before Leaving Certificate graduation. Thus in 1942 the State school population in Tasmania formed 96 per cent. of the total school population under 14 years (the leaving age). However of the total school population 16 years and over, only 50 per cent attended a State school. This failure by State school pupils to extend their secondary education to a more advanced level was reflected by the percentage which the number in the age-group 16 years and over formed of the total numbers in each school system. For State schools this was 0.87 per cent, for Private 13.6, and for Roman Catholic, 8.93.

There was a slight improvement in the relative position of the State schools by 1956. Thus the A.C.E.R. enrolment statistics for 1956² revealed the following position :

2. A.C.E.R., Australian School Enrolments, Melbourne, 1959.

Table 65. "Percentage of Age Groups in Different Types of Schools",
1951 and 1956

<u>Age</u>	<u>1951</u>		<u>1956</u>		
	<u>Govt.</u>	<u>Non-Govt.</u>	<u>Govt.</u>	<u>R.C.</u>	<u>Other Non-Govt.</u>
	%	%	%	%	%
6	84.7	15.3	84.1	13.1	2.8
17 & over	49.4	50.6	53.8	23.7	22.5

The holding power of the Private or Non-Government schools remained far superior to that of the State schools. However, though the latter were enrolling a slightly smaller percentage of six-year-olds, there had been a significant rise in the percentage of State school pupils in the 17 and over group. The figure of 50 per cent. quoted by B.M.Gibson referred to pupils 16 years and over so it can be assumed that the percentage for pupils a year older would have been smaller.

There had been a similar improvement in the proportion of State school pupils graduating.

The following table gives the percentages of pupils from each of the three types of school system who graduated in one of the faculties of Arts, Law, Science and Engineering in the periods 1930 to 1940 and 1950 to 1955.³

3. Figures for 1950 to 1955 were derived from statistics supplied by

Hughes, P.W., op.cit. These did not include comparable information for the Faculty of Commerce.

Table 66. "Percentage Distribution of Graduates" According to School System, 1930-40 and 1950-55.

Percentage Distribution by Faculties.

<u>Year</u>	<u>Arts</u>			<u>Science</u>			<u>Engineering</u>			<u>Law</u>		
	S	P	RC	S	P	RC	S	P	RC	S	P	RC
1930-1940	66	28	6	42	48	10	45	40	15	9	82	9
1950-1955	63	23	6	67	18	1	55	25	5	21	43	0 *

* These percentages do not add up to 100 as P.W.Hughes included the additional category, "Others".

A slight fall in the percentage of State school pupils graduating in the Arts faculty was probably a result of a greater spread of students from these schools through the other faculties.

The large increase in the percentage of Science graduates coming from State schools was partly attributable to the more liberal provision of Education Department scholarships. Under the previous system only a few subjects of a degree could be studied full time. Whilst this was not so difficult to circumvent in Arts, the practical work in Science made graduation in that faculty extremely difficult for teachers. Other factors contributing to the increase were the greater emphasis upon science, and the more generous provision of scholarships generally.

These last two influences were no doubt instrumental in the increase in ex-State school Engineering graduates. The greater relative rise in the Science Faculty may have been because no prospective teachers could enter the engineering course.

Despite the greatly improved performance of State school entrants in the Law degree, the Private school products continued to dominate the field, probably due to tradition and to the heavy expense of becoming an articulated clerk.

Though equality of educational opportunity was steadily approaching realization, it must be remembered that in 1956 84.1 per cent. of six year olds entered State schools in Tasmania, and yet only 51 per cent. of the graduates in the period 1950 to 1955 came from this system.

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| A.C.E.R. | Australian Council for Educational Research. |
| H.M.S.O. | His Majesty's Stationery Office. |
| T.U.C. | Trade Union Congress (Great Britain). |
| U.N.E.S.C.O. | United Nations Educational, Scientific, and Cultural Organisation. |

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