THE DEVELOPMENT
OF
EDUCATION IN JAMAICA

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CHAPTER I

INTRODUCTION

As in most other systems, the development of education in Jamaica appears to have occurred without benefit of plan. In its present state it is an inadequate and amorphous conglomerate developing from the contributions of endowments, government grants, voluntary agencies chiefly religious, and private enterprise, the latter initiated for commercial rather than educational purposes. Educational facilities range from the youthful University College of the West Indies, inaugurated after years of investigation, study and careful planning, to the dame-school type of school where the alphabet and multiplication tables formthe entire curriculum. In fact, broadly speaking, nothing prevents anyone from opening a school, college or academy — the name signifies little — except the ability to provide the capital.

The myriad problems facing the educationalists are aggravated by even more pressing problems in the social and economic life of the people. These problems have become more prominent by reason of the decline of agriculture and the inability of young industries to provide a livelihood for a rapidly growing population, a large proportion of whom are illiterate and unskilled.

Until recently, lack of organization in administration under one central controlling body has acted as a deterrent to the comprehensive reorganization of education. The need for more, better and different educational facilities is still all too evident. The demand for more

secondary, vocational and technical education is great. But the most serious deficiency is the fact that elementary school education is for most a blind alley. This is, in the mid-twentieth century, somewhat less than satisfactory. Sir Richard Livingstone[1] included the following remarks in his observations on English education in 1941:

> But all this still leaves a vast gap - I had almost said a bottomless pit - in our national education. Some 70 per cent of the children of the nation are entirely withdrawn from any educational influence at the age of 14. But education which ends at that age is not an education. It might be plausibly argued that nearly all the money spent on elementary education is wasted, because the system is, on the face of it, absurd. If you taught a child the letters of the alphabet and then stopped, you would probably consider that you had thrown away time in teaching him the ABC. Yet that is what we do in our elementary education. Elementary education is not complete in itself. It is preparatory. It prepares the pupil to go on to something else and puts his foot on the first step of the ladder of knowledge. But in fact the vast majority go on to nothing else, they never climb higher on the ladder than the first step. How many pupils whose education ceases when they leave an elementary school maintain afterwards anything that can be called intellectual interest? How many think with any real seriousness on the problems of politics on which as electors they are expected to decide? How many read books worth reading? How many read books at all? What have they gained adequate to the vast sums spent on them? The chief uses of our present elementary educational system are to enable a minority to proceed to further education and the rest to read the cheap press. I am not criticising the elementary schools or their teachers or denying the necessity of elementary education for all. But unless it leads on to something else, it is as useless as a ladder which has no rungs beyond one or two at its bottom . . . To cease education at 14 is as unnatural as to die at 14. The one is physical death, the other intellectual death. In fact we have left the vast majority of the population without any kind of liberal education. We have provided for the minority who attend secondary school and university. We have shown the rest a glimpse of the promised land, and left them outside it. Aristotle may have gone too far when he said that the object of education was to help men to use their leisure

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[1] Livingstone, Sir R., The Future in Education, C.U.P., 1941, p. 2-5.

> rightly. But we have treated the majority as if they were to have no leisure, or as if it did not matter how they used what leisure they had. Art, music, science, literature were for the few. The rest were disinherited from some of the purest and highest pleasures. They might be machines or animals; men in the full sense of the word they could not be. This is the type of democracy with which we have been, and are, content ...
>
> For consider what a child has learned by the age of 14. He can read and write and do arithmetic. He has made a beginning in many subjects, and received a training which enables him to use an opportunity of learning more. But of history, except in a superficial sense he knows nothing; of the forces that affect the fortunes of the country, which as a voter he will help to determine, he knows nothing; economics, historical traditions, political theories are a closed mystery to him; he will have opened the great book of literature but he has had little time to turn its pages; of science he is even more ignorant. Most of my readers probably did not leave school at 14; many went to the university. Let them ask themselves how it would have fared with their intellectual and spiritual life if their education had ceased at 14. Would they be willing that their own children should leave school at that age? Yet that is the lot of the great majority of children in this country. And we have been singularly complacent about it. We take it calmly, because we are used to it, and human beings see nothing wrong in abuses to which they are accustomed. But our descendants will view it as we view the slave trade, or debtor's prisons, or child labour, which our ancestors accepted as natural or harmless institutions; and the sooner we anticipate the views of our descendants, the sooner we shall end a national disgrace

These remarks of Dr. Livingstone are quoted at length because they are particularly pertinent to the Jamaican dilemma. Statisticians estimate a literacy rate of over seventy per cent. How much of this is functional literacy? Educators suggest a much lower figure. There is urgent need for long-term programmes of improvement and enrichment at all levels of education which will provide for all children of school age educational opportunity according to their aptitude and ability.

In view of these shortcomings, and the recent efforts of other poor countries to remedy similar inadequacies, this study is an attempt

(a) to trace the development of education in Jamaica up to the present time concluding with a brief survey of the system of education as it is today;

(b) to consider its achievements and defects and to examine against a background of geographical, historical, economic, social and religious factors the programmes and measures adopted for the amelioration and diversification of educational facilities; and

(c) to try to determine how this background has affected the development of education and helped to mould its present pattern.

It must be emphasized that this study can be no more than outline and only significant details may be introduced.

In order to provide a background for this investigation it was thought necessary to discuss briefly each of the factors mentioned above and every effort has been made to include only essentials and to offer comment when its use might prove enlightening.

The prime difficulty facing anyone investigating education in Jamaica is the fact that no document exists in which information is categorised or summarised. Consequently, information has been gleaned from a variety of sources including books now out of print, circulars, Annual Reports and other publications of the Department of Education, as well as from material which includes a great deal of information wholly irrelevant to this study. Only two pamphlets have been published

on education in Jamaica exclusively. The first, published in 1911, Some Notes on Education in Jamaica by Frank Cundall, formed part of a report on education prepared for an English Inspector of Schools who visited the island in that year. This material was later included in the Handbook of Jamaica published in 1912. This work gives a short history of secondary education with particular emphasis on various trusts, endowments and bequests which are connected with some secondary schools. The second, Education in Jamaica by Mary Manning Carley, was prepared as a pamphlet for the Social Survey Series published by the Institute of Jamaica in 1942. It is a description of the provision for education at that time and includes a brief summary of educational development prior to 1942.

In order to give some idea of public awareness of, and opinion on, recent developments particularly in education, from time to time reference is made to The Daily Gleaner the only daily newspaper in Jamaica which enjoys island-wide circulation.

The writer of this study was educated in Jamaican schools, and taught in both private and grant-aided schools. She is therefore in a position to view the problems facing educators and the developments of recent years not with lessened objectivity, but with heightened appreciation of the difficulties and achievements of Jamaican education.

CHAPTER II

GEOGRAPHY, HISTORY AND SOME ASPECTS OF ECONOMIC AND SOCIAL DEVELOPMENT

GEOGRAPHY

Xaymaca, land of wood and water, is the Arawak name for the smallest of the Greater Antilles. The island is centrally placed in the Caribbean, lying south of Cuba and Haiti, and has an area of 4411 square miles, approximately twice the size of Prince Edward Island. Its surface is largely mountainous, uneven and rugged with the Blue Mountains in the east rising rapidly to 7,402 feet, and limestone plateaux and hills farther west forming a backbone of highland and interior valley regions flanked by narrow coastal plains. Some rivers develop cataracts and rapids which are too small to permit extensive development of hydro-electric power.

The climate is generally warm, pleasant and salubrious. No place is farther than 25 miles from the sea and the North-east Trade winds blow strongly all year round. The average temperature ranges from 75.8 degrees in January to 81.4 degrees in July. The highest rainfall occurs in the second half of the year during which violent hurricanes, storms and gales are common. In 1933 for example, when hurricanes brought disaster across the length and breadth of the island, there was a total rainfall of 116.53 inches as against the average rainfall of 86.89 inches. Usually the mountain slopes receive from 75 to 100 inches or more a year but the coastal plains especially the Liguanea Plain on the southern and leeward side of the island are very dry, receiving less than 35 inches annually.

HISTORY

Columbus anchored on the north coast on May 3, 1494, during his second voyage of discovery and from the harbour which he named Santa Gloria, took formal possession of the island in the united names of Ferdinand and Isabella of Spain. Jamaica remained a Spanish colony for 160 years and during this time the aboriginal Arawak population died out. They had numbered some 60,000 when the Spaniards came to the island.

In 1653, Oliver Cromwell sent Admiral Penn (father of the famous American) and General Venables to attack the Spanish Caribbean posessions. Failing to capture San Domingo they sailed on to Jamaica which surrendered May 11, 1655. British rule was necessarily military at first as the Spanish governor Don Arnoldi Sasi waged a desultory guerrilla war on the new settlers. He escaped to Cuba from Runaway Bay in 1658. Even then the British continued to be harrassed by attacks by the Maroons, the Spanish slaves who had escaped into the interior of the island.

Of these groups of people the Arawaks are the least important though probably the most interesting because so little is known of them owing to their rapid annihilation under the Spaniards. The Arawak aborigines, or more precisely the Tainos, had been progressively driven from the Lesser Antilles by the fiercer man-eating Caribs who might have completed their destruction had the Spaniards not intervened. Little remains of them except middens, caves and rock-carvings [I]

[I] Cundall, Frank, The Aborigines of Jamaica, The Institute, Kingston, 1934.

as well as specimens of tools and bones, some of which are on display in the British Museum in London and in the Institute of Jamaica (See Appendix I) in Kingston.

The Spanish settlers in Jamaica were apparently less hardy or adventurous than the others who made their home in neighbouring islands. Lured first by gold they subsequently settled to an easy, leisurely life using as slaves first the Arawaks, then Africans imported to work on the plantations. The captive Africans varied from the most primitive to members of the best organized tribal groups who felt their exile keenly, especially as the Spaniards initiated the policy of breaking up family and other groups as a preventitive measure against rebellion. The British continued this policy with the result that runaway slaves from time to time augmented the number of Maroons in the interior and these fugitives were 'after many years of irrepressible brigandage brought under control and granted lands in Trelawny and St. Elizabeth and settled in permanent villages.'[2]

In 1795 the Trelawny Maroons under gross provocation broke out in rebellion but were induced to surrender.

> The Maroons still maintain a certain traditional self-complacency in distinguishing themselves from the rest of the black people and enjoy partial exemption from taxes, but they tend gradually to be absorbed and assimilated, which is the best thing that can happen to them.[3]

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[2]Olivier, The Blessed Island, London, Faber and Faber Ltd., 1936, p. 15.

[3]Ibid. p. 16.

Attempts were made to colonise the island in the normal way. During the reign of ChalesII, Englishmen, mostly Cromwell's soldiers, settled on the island. They resisted interference with their affairs on the part of the Crown, and obstructed its demand for taxes. In 1841, after the abolition of the slave trade and slavery itself, African immigrants were brought in to work on the sugar estates. This practice was discontinued to be replaced by the importation of indentured coolies from India. To this the labourers vigorously objected and this policy was one of the causes contributing to the rising tension between planters and workers climaxed by the rebellion of 1865.

In addition to these major groups there have been lesser ingredients added to this Caribbean melting-pot. Early in the British period 1000 Irish girls and youths were sent as immigrants and the island was for some time used as a settlement for exiled convicts. Small groups of German and other European immigrants have arrived from time to time. Chinese from Hong Kong have taken over the grocery business and Syrians from Lebanon have appropriated the dry goods trade. The census of 1943 showed a popula tion of 1,237,063, of which over ninety per cent were of African origin. Intermarriage between persons of all races and shades of colour has been, and is, so frequent as to cease to be unusual.

Within Jamaica and other West Indian islands a gradual process of absorption is taking place. A new people is being created, a new culture formed of contributions from all the ethnic

groups, based on English traditions. A new nationalism pervades the Caribbean; a second emancipation as it were is releasing something which is intrinsically West Indian.

While its physical structure and climatic conditions make Jamaica a favourite tourist resort they prove formidable obstacles to the development of an efficient system of education. Not only do hurricanes, prolonged rainy seasons and tropical heat necessitate the construction of particularly durable and weather-resisting buildings, but they also make necessary a programme of constant repair and reconstruction. Irregular attendance is a consequence of these conditions which together with others delay the enforcement of compulsory education. In addition, owing to the rugged surface of the country small schools must be provided for secluded areas. Further educational problems arise because of the mores and outlook of the people for whom education is provided. These problems derive from the historical background as well as from poor economic and social conditions.

> The dividing-line between economic and social conditions in any community is not easy to discern, and the interaction of these two sets of conditions makes it difficult to consider them separately.[4]

This study will attempt to make some rough division between the two.

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[4]Wiseman, H.V., A Short History of the British West Indies, Univ. of London Press, 1950, p. 88.

ECONOMIC CONDITIONS

Jamaica is an agricultural country but during World War II pioneer industries began to develop. The effect of these two facts on the economy and in turn on education will be considered.

Jamaica is regarded as one of the more prosperous British colonies yet her revenue for the year ending March 1954 was estimated at £14,736,500 while her expenditures were £15,039,512. To put this picture in high relief a newspaper editorial states:

> It is not generally realized that although Jamaica has the largest population in the British Caribbean it is amongst the lowest in government revenue per capita, exports per capita, and imports per capita; is among the highest in the percentage of unemployed; as a natural consequence it has the highest illiteracy percentage except for the Windward Islands.[5]

The Spaniards introduced the sugar cane to the island, and at the same time slaves from Africa to tend the sugar plantations. These two factors have been interwoven into the pattern of Jamaican life and through them the social and economic life of the island have been linked. As Wiseman puts it: "It is not easy to separate the economic from the social consequences of sugar and slavery, nor can the interaction of these consequences be ignored."[6]

The island's economic progress has been traditionally slow. The economy is primarily agricultural, bases on the cultivation of such crops as sugar, bananas, cocoa, coconuts and citrus fruits for

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5 The Daily Gleaner, Kingston, December 19,1955.

6 Wiseman, Op. Cit. p. 55.

export. But, agriculture in Jamaica is particularly hazardous due to the high incidence of hurricanes, droughts and disease. Such was the case before the beginning of the nineteenth century when sugar was the chief product. The prosperity of the planter depended upon high sugar prices which were maintained in the first half of the eighteenth century largely because of the comparatively small acreage under cultivation but also because sugar from the Indies was accorded preference in English markets.

But in 1807 the slave trade was abolished and in 1838 slavery itself. The slave had been an important economic asset, not only because he had been a source of cheap labour but also from the fact that while the price of land was £5 to £8 per acre slave prices ranged from £25 to £50. There were 319,351 slaves in the country and the ratio of slaves to white settlers was approximately ten to one when the slave trade was abolished in 1807.

The beginning of the decline of the planter population dates from this time. For, since there were no new stocks to be had from Africa, slaves had to be treated in a more humane and therefore more costly fashion. By 1838 when slavery was abolished the collapse of the planter class was hastened by the fact that only a small part of the £20,000,000 compensation paid by the British Government came to them. The greater portion went to pay off British capitalists for goods supplied during the long depression or for mortgages on the land. And when in 1851 all colonial preferences were at an end the sugar market collapsed and the decline of the planter class was complete.

> . . . many estates had gone out of cultivation, the people were poverty-stricken, revenue could not easily be raised and there was no money in the Treasury. The British Government was compelled to lend Jamaica £300,000 to pay off the debts that had accumulated.[7]

The depressed conditions which followed did little to endear the new peasantry to their former masters. On the other hand, the latter became "lazy" and refused to accept trifling wages from persons who had so often treated them cruelly. Being unskilled, they were not qualified for other than agricultural work which paid low wages for hours of gruelling toil. In 1938, came the first decided attempt to tip the economic scale so weighted against the labourers. A series of riots on the sugar estates was led by the man who later became the first Chief Minister under the new constitution of 1944, and the second native Jamaican to be knighted for services to his country. Before World War II the labourer's average pay was one shilling per day. Today unskilled labour claims a minimum of six to seven shillings per day -- an extremely low wage when compared with conditions prevailing in other countries. However, between the years 1946-1951 wages rose by as much as fifty per cent.

The increase in wages has been one of the salutary effects of industrialization. War conditions were to some extent responsible for the establishment of local industries, most of them on a small scale; and some, such as plants for manufacturing matches, cigarettes,

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7 Roberts, E., and Taylor, S.A.G., The Gleaner Geography and History of Jamaica, The Gleaner Co. Ltd., p. 61

and condensed milk have since grown to considerable proportions. The recent establishment (1954) of a Bureau of Standards is an indication of the rapid strides being made towards industrialization.

At present the mining industry bids fair to become the most important of the new ventures. The precursor of this utilization of Jamaica's natural resources came with the beginning of what is now a flourishing cement industry. This has been outstripped by the mining of bauxite for aluminum under the supervision of Canadian and American engineers. In 1956, Jamaica produced approximately one and one-half million tons of bauxite and plans are underway for further expansion which the Chief Minister hopes will make Jamaica one of the two most important world producers by 1957. In addition, sizable deposits of gypsum, phosphates, copper, lead, zinc and manganese have been located. Regulations have been publicised for the issue of prospecting licences for oil, the most recent find. So optimistic are the hopes for the discovery of this mineral that a newspaper editor comments:

> "Nevertheless, the discovery of oil in any substantial quantity would enable our immediate acceleration of general agriculture and industrial development, and would give to the people at large a more heartening and remunerative stimulus to hard work and production since a substantial measure of general and individual improvement would be within more manageable reach."[8]

In the same vein public opinion lauds Reynolds (Jamaica) Mines Ltd. for ". . . successful combination of industrial agricultural operations including herds of cattle and pigs and poultry increasing and improving Jamaican stocks immensely."[9] However, the Mission

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[8]The Daily Gleaner, Kingston, Oct. 6, 1955.

[9]Ibid, February 7, 1956.

of the International Bank observes: "Compared to agriculture, mining is likely to make only a small contribution to primary production."[10]

Today the Jamaican economic situation is still precarious. The British West Indian region produces altogether barely two per cent of the world's sugar yet this constitutues one-half of the agricultural wealth of the British West Indies. Jamaica, in spite of reduced acreage, produced surplus sugar in 1955 and faced by severe competition must effect cutbacks during the year 1956. So that, the island possessing mainly an agricultural economy must keep the farms economically self-sufficient units by educating the farmer into more efficient methods of cultivation and conservation. Several schemes for land settlement have been initiated and community holdings pioneered with some success. The recent trend towards industrialization has raised optimistic hopes for the realization of a stable economy. But the obstacles to the development of manufacturing as a second industry must be noted. Industrial skills are lacking and transportation costs of both imports and exports are high. The International Bank[11] is of the opinion that Jamaica cannot expect to have access to a large and expanding market in spite of Commonwealth protective tariffs but must rely heavily on local demands.

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[10] International Bank for Reconstruction and Development, The Economic Development of Jamaica, Johns, Hopkins, 1952, p. 64.

[11] Ibid, p. 70.

SOCIAL CONDITIONS

The abolition of slavery brought the African to the fore as a social factor. The bulk of the present population is descended from persons among whom, as the Royal Commission[12] of 1938 noted, no attempt had been made to substitute any kind of social organization or moral standard for the somewhat elaborate tribal codes of their native land. Both the benefits of education and the institution of marriage were discouraged. In 1838 Jamaican society included a peasantry of unskilled, freed slaves, who so disliked the soil that they would toil at it merely for subsistence and would accept less lucrative work to evade the stain of dirt. They lived in what the Western world must regard as immoral abandon in barracks or rude dwellings. The materials for a middle class were former slaves, indentured workers or the illegitimate offspring of white landowners. The upper class consisted of the planters themselves. So evolved a society on the English pattern of class rather than on racial distinction -- the upper class being landowners, skilled, wealthy, European, the lower class impoverished, unskilled and African and in between was a struggling middle class whose hope of advancement lay in education.

An analysis of the social problems confronting Jamaicans is completely beyond the scope of this study. The writer has therefore chosen for review those conditions and problems which appear to influence

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[12] Report of the West India Royal Commission, London, 1945. (Moyne Report. See Chapter VI)

education directly. They are the problems arising from the size and composition of the population, housing, health, labour relations and political development.

Problems Arising from the Size and Composition of the Population

Jamaica presents the picture of an under-developed country. The Report by a Mission of the International Bank for Reconstruction and Development (1952)[13] recorded a low standard of living. The Report stated that in order to reduce the percentage of the unemployed labour force to five per cent jobs would have to be found for 210,000 persons. Wages are low when compared with industrialized countries.

Because of these low wages, unemployment and other adverse economic conditions, Jamaicans are constantly alert to possibilities for social and economic improvement. One of these is temporary emigration for job-seeking. From time to time thousands have emigrated to Panama, during the construction of the Panama Canal; to Cuba for work on the sugar estates during the early part of the twentieth century, and currently the trek continues to Britain. Unskilled labourers are doomed to disappointment, exploitation and frustration. There have been desultory attempts at a 'back to Africa' movement such as the comparatively recent flow to Liberia which has proved a grave disappointment to many participants. The McCarran-Walter Immigration and Nationality Act of 1952 stemmed the flow to the United States from 1000 to 100 persons per year and other countries have been slow to open their doors to West Indian immigrants.

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[13] International Bank for Reconstruction and Development, The Economic Development of Jamaica, Baltimore, The Johns Hopkins Press, 1952.

Indeed, one of the problems of West Indian federation is the fact that British Honduras, British Guiana and Trinidad fear that union would attract too many other islanders to their shores in search of employment.

Probably the most serious social problem is that of a rapidly-increasing population with a high illegitimacy rate. The latter is a direct result of economic and living conditions persisting since slavery and the masses have yet to be educated into the idea of smaller families, especially as birth control is still frowned upon. Dora Ibberson Reports:

> Much of the labouring class is still at the stage of regarding a child as a proof of fertility, an economic asset and an insurance against old age. To move onwards to see the child as a creature in its own right entitled to be planned for before conception is perhaps the most important advance to be made in social thinking.[14]

The birth rate in 1954 climbed above 35 per 1,000. so that emigration has failed materially to affect the position. A newspaper editorial states:

> In 30 years the population will be about two and one-half millions, and about two-fifths will constitute the labour force . . . So long as people believe that having children is a special blessing from Heaven, or a proof of personal merit, or a means of getting cheap labour, so long the birth rate will rise with any improvement in living conditions.

On the other hand, the Senior-Manley report on migration to England suggests:

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[14] The Daily Gleaner, Kingston, August 2, 1955.

[15] Ibid, July 4, 1955

> . . . it is likely that we are losing the cream of our skilled workers and this can hardly be a matter for satisfaction to a country which has embarked on a programme of industrial development, a country where there is pressing need for raising the levels of industrial skills.[16]

Housing

Low wages, and a low standard of living are accompanied by bad housing conditions. The census of 1943 showed that 80 per cent of the housing in the capital, Kingston, consisted of one room usually 10 feet by 15 feet with an average of three occupants. This poor housing and overcrowding is present in all walks of life. A 1951 survey of the Kingston and St. Andrew (Corporate Area) showed that middle class persons earning from £300 to £800 were living in dwellings housing as many as 7 or 8 persons. Until recently the Central Housing Authority was the principal organization responsible for housing. Its activities were superseded by the Hurricane Housing Organization established after the devastating hurricane of August 1951. However, even this organization has not been able to provide houses for the thousands made homeless during the 'big blow' of 1951. Changes have been made in its programme so that it may make full use of financial assistance from the United Kingdom. This will lapse in March 1957, and Jamaica unaided is incapable of financing a comprehensive housing scheme. The World Bank suggests that an expenditure on housing of £4,000,000 for a period ending 1961-62 would be well worth while.[17]

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[16] Ibid, Dec. 8, 1955.

[17] International Bank for Reconstruction and Development, The Economic Development of Jamaica, Baltmore, Johns Hopkins, 1952. p. 126.

Health

Early settlers in Jamaica suffered from repeated attacks of yellow fever, cholera and malaria. But today, though diseases such as tuberculosis and vomiting sickness still take many lives, great strides have been made in the improvement of health. Yet, it is a fact that many thousands of persons exist in a state of physical debility incurred by poor nutrition, insanitary and crowded living conditions as well as polluted water. The incidence of dental caries is remarkably high even among children of school age. There is still only one doctor to 4000 people and many hospitals complain of serious overcrowding. There is need for an intensive preventitive policy and the expansion of hospital facilities both on the specialised and general levels.

Labour Relations

The improvements in wages since 1938 are due not only to increased productivity but also in great measure to the efforts of effective Trade Unionism. In 1938, when riots took place on the sugar estates, of the total wage-earning labour force of 319,400 only 80 persons, 0.04 per cent belonged to trade unions. By 1950 membership had increased to 21.09 per cent. The Bustamante Industrial Trade Union and the Trade Union Congress are the chief unions. A Labour Adviser, a civil servant of the Labour Department, was usually advised when dispute threatened. He took action. In case of failure to arrive at a settlement he was expected to take further steps at reconciliation. The Labour Department has now been replaced by the Ministry of Labour but it has done real service in establishing negotiation as the first

step in employer-employee relations. From these two trade unions the first bi-party system of politics developed in Jamaica.

Political Development

For the first two years Jamaican affairs were controlled by Commissioners. When in 1658 Governor D'Oyley arrived he governed by martial law until the colonists could elect a council to assist him in the government of the Colony. But later this council was nominated by the Crown on the Governor's recommendation in a situation similar to the early government of British Canada.

In 1663-64 the first elected House of Assembly consisting of 20 members met and passed 45 laws.

> Soon after this the Council had a dual existence as a Privy Council and while the Assembly sat, as a Legislative Upper Chamber. The Council was often recruited from the Assembly and not infrequently a patriot left the assembly and became a King's man in the Council. There was constant jealousy between the Board (Council) and the House (Assembly).[18]

Though interesting, the tribulations of Jamaican constitutional history are irrelevant to this investigation. Today the island is governed under a constitution proclaimed by Order-in-Council, April 1953. This gives her control of her internal affairs subject to the veto of the Privy Council the members of which include the Colonial Secretary who acts in an advisory capacity to the Governor. The Executive Council under the chairmanship of the Governor is the principal instrument of policy and prepares the Annual Estimates of Expenditure. The Legislative

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[18] Handbook of Jamaica 1953.

Council considers legislation passed by the House of Representatives while the latter consists of 32 members elected by universal suffrage for a five-year period. Of these six sit on the Executive Council and are Ministers-with-portfolio. The present House of Representatives seats a two-party membership with a few independents. There have been two main parties since 1938. The Labour Party led by Mr. William Alexander Bustamante (now Sir William) which had a majority in the House from 1944 to 1954

> . . . started as a radical trade union group in the late thirties, and most of its members are still organized in the same Union, now known as the Bustamante Industrial Trade Union. This group was, in the early years, a part of the People's National Party. . . . Its leader, Mr. Norman Manley, Q.C., is a former Rhodes scholar, and one of the most distinguished of the many able coloured lawyers in the B.W.I. . . . He has given his party a philosophy and programme, both closely resembling that of the British Labour Party; and he has succeeded in developing an island-wide party organization to keep his following together. . . . The P.N.P. supports the project of B.W.I. Federation. . . .[19]

Mr. Manley and his Party now hold the majority of seats in the elected House. As Chief Minister and also head of the recently created Ministry of Development his social and economic programme is being watched with keen interest at home and abroad. He proposes to set post-primary education on a merit basis, fees being based on a sliding scale depending on the income of the parents. His awareness of the problems facing workers in this field is of heartening and significant importance to all educators.

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[19]Proudfoot, Mary, Praeger, N.Y., 1953, Britain and the United States in the Caribbean, pp. 158-159.

Jamaica's economy is primarily agrarian. Here lies both her strength and her weakness. A one-crop economy brought her prosperity then depression when the sugar market prospered and collapsed. Today, there is a struggle to make farms self-sufficient units and to diversify agricultural exports. It is important that the economy be stabilised for social conditions are influenced by economic considerations. At the same time education must be directed towards the improvement of the social life of the island, particularly in relation to nutrition, health, living conditions and family life. But the financial means are inadequate. It is hoped that industry will provide the key to both problems, not only by increasing wages and reducing the number of unemployed thus raising the standard of living, but also by enabling the Government to provide institutions required for the education of a rapidly-increasing population. Jamaica's problems are extremely complex since social demands grow more pressing while the economic problems continue to elude her best efforts to work out a permanent solution.

CHAPTER III

RELIGION AND EDUCATION

One of the most important influences which aided the social development of the masses was the Christian Church particularly the dissenting denominations. The Church came to Jamaica before slavery, but the Spaniards who introduced christianity tried sometimes to coerce rather than to convert. Church membership was never really large though the island was visited by such dignitaries as His Most Rev. Lordship the Bishop of Cuba.[I] In 1611 the Abbot estimated the population of the island as 1510 on the basis of the number of persons attending confession. Only 120 were Spaniards, the rest were negro slaves.

With the arrival of the English, Roman Catholicism was forbidden and its representatives departed not to return till 1792, but the seven Puritan clergymen who came with Admiral Penn remained. General D'Oyley, the first Governor of the island, was commissionned to encourage the Protestant religion according to the Church of England and so the first Anglican church was built in the capital, Spanish Town. Church building went on apace, parsons were paid by the parish and also received from individuals considerable sums for more secular services. By about 1681 no licensed minister could be rejected by a parish without due cause. Today there are nearly 400,000 Anglicans and 80,000 Roman Catholics in the island. The religious bodies in Jamaica are numerous. After the abolition of

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[I] Delaney, F.X., The History of the Catholic Church in Jamaica, B.W.I. 1494-1929, New York, Jesuit Mission Press, 1930, p. 20.

slavery indentured Indians brought the Moslem belief and the Chinese, Confucianism, but many of the descendants of these persons now profess the Christian faith. It is of the dissenting churchmen we must speak when we first begin to discuss the influence of religion on education. Reference has already been made to the absence of education and marriage among the negro slaves. It was compassion that brought the missionaries to the island; they came to help the slave but they stayed to fight slavery and help the newly-freed through the difficult years of apprenticeship and freedom.

The Moravians were the first to arrive, and founded a Mission in 1754. Their presence and their teaching, however, inevitably operated as influences destructive to the toleration of slavery, and this the local planters could not fail to discern. The slaves were dominated by African witchcraft and the overseers constantly obstructed the activities of the Brethren whose work was so effective that in 1831 when the slaves rebelled the Moravians were arraigned as the dangerous sectaries who had promoted the rebellion. The Moravians introduced social improvements of a practical nature. They were the first to provide a public water supply for a drought-stricken area by constructing the first reservoir in Jamaica.

In 1782 American freed slaves of the Baptist faith, George Lisle and Moses Baker, went to the island and in 1789 the Methodist Missionary Dr. Coke accepted the invitation of some local proprietors to found a mission. The English Baptist Missionary Society sent out their first missionaries in 1813 at the request of American Baptists who had arrived earlier.

The missionaries attacked the dual evils of illegitimacy and illiteracy, not only as ends in themselves, but also as a means to the uplifting of a degraded portion of the human race. The clergy of the established church did not appear to consider the slaves worthy of their ministrations, nor were the slaves unduly attracted by Anglican restraint. As a matter of fact and interest though some overseers were reported to be adventurers without principle, religion or morality they were often rewarded with cures for good service. The historian Long[2] describes such persons as "much better qualified to be retailers of saltfish or boatswains to privateers than ministers of the gospel." Slaves were generally forbidden to marry, the bondservants who married without the permission of their masters were punished by additional years of servitude; while the planters' coloured offspring were numerous. In their zeal to promote abolition the missionaries were not unmindful of the problems which this would create, and used education as their effective tool.

In 1864 the Baptist Mission celebrated 50 years of successful work in Jamaica. It congratulated itself on having helped to effect a change in morals, to abolish slavery, to christianize the slaves and to found a flourishing centre of religious workers, a mission of 70 churches, 30,000 members and 41 parsons, to solve many great problems and to establish the manhood of the negroes. The Mission reported that "Missionary operations in Jamaica. . . have raised its black and coloured inhabitants to an equality of social rights with the most favoured of the sons of Britain."[3] They were able to

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[2] Long, History of Jamaica, London, 1774.
[3] Clark, Dendy, Phillippo, Voice of Jubilee, 1863, p. 14

refute charges that "it was impossible to educate the black man; that it was useless thing to seek his social elevation and intellectural improvement; that he was incapable of attaining to the refinement and civilization of European nations."[4]

Both the Baptist and the Moravian educational efforts were centred in the western end of the island -- Westmoreland and St. Elizabeth, Manchester and St. James -- and proceeded along the same lines. Both societies directed Sunday and day schools. Only free children (children of freed slaves included) could attend the day schools; attendance was rarely more than twenty. At first little was taught except the reading of texts of Scripture and hymns. Evening classes were arranged for the children of slaves, but study became a burden rather than a privilege as both children and adults alike were too tired after a hard day's work to benefit by instruction. Sabbath schools were more successful. Later, during the apprenticeship years, 1833-38, children six years and under were free to be educated in day schools. Moravian schools in 1837 numbered 25 catering to more than 1000 children.[5] The Moravians and Baptists were successful because they mingled with the slaves and adapted instruction to the capacity of the bonded or newly-freed negro. They emphasized hometruths rather than theology. The Wesleyans tried to instil the doctrine of brotherly love and this so infuriated the planters that

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[4] Ibid, p. 4

[5] Buchner, The Moravians in Jamaica, London, 1854

laws were passed prohibiting the instruction of slaves and forbidding attendance at chapels. So hostile were the laws that the Scottish Missionary Society, whose first missionaries arrived in 1802, failed. Many other missionaries were imprisoned on trumped-up charges. In 1826 a law was passed forbidding the teaching of a slave without permission from his owner and from the magistrates at quarter sessions. Anyone found breaking the law was liable to a whipping and hard labour.[6] Fees were forbidden. Finally, the Home Government instructed the Governors to withhold consent to all religious acts until they were approved by the Crown.

As a result of this persecution religious education was undertaken with renewed vigour, and the efforts of planters to remove their slaves from the influence of the missionaries were redoubled. Indeed, Buchner[7] recalls that in order to keep his slaves from the dissenting chapels one slaveowner had the Anglican rector of the Parish baptise his slaves at a charge per head followed by festivities, the minister himself playing the fiddle for the singing and dancing. But Olivier records that there were those, who though opposed to abolition

> 'conspicuously behaved in other respects as one would have expected honourable and intelligent Englishmen in their position to do; who refused to forbid their slaves to be educated or converted, refused to convict missionaries vexatiously prosecuted, and punished outrages on them; who refused after emancipation to combine with their neighbours in 'Macaroni' or 'Sixpenny Plots' to underpay and oppress their labourers. These men like the missionaries acted as civilized and intelligent Europeans of good character, and the fact that they did so accentuates the abnormal and subhuman iniquities of the class among whom they stood out as exceptional'.[8]

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[6] Gardner, W.J., History of Jamaica, London, 1873.
[7] Buchner, J.H., The Moravians in Jamaica, 1754-1854, London, 1854.
[8] Olivier, The Blessed Island, London, 1936, p. 22.

In spite of these adverse conditions when in 1837 Mr. Latrobe was sent out by the British Government to inspect the schools to which Parliamentary aid was given, his report reflected creditably on the work of the missionaries. He was surprised to find that the shortage of schools was due more to the difficulty of obtaining sites than from lack of enterprise. And he gave a favourable report on elementary education run largely by missionaries. Writing, arithmetic and memory work were extraordinarily good. Three-quarters of the children were those of apprenticed slaves, others were free negro children or sons and daughters of the Maroons. In support of these statements, Phillippo records that the report of a gentleman visiting one of these schools in 1830 ran as follows:

> After reading portions of the Holy Scriptures and the "History of Greece", they were minutely interrogated on those portions and their answers were so correct that I could scarcely help blushing at my own ignorance. Their facility in arithmetic was surprising - sums in Reduction, Proportion, Practice, Fellowship and Vulgar Fractions, were worked with such rapidity, that the examiner could scarcely keep pace with them. In the sciences of geography and astronomy the whole school appeared enthusiastic; the whole world, as it were in a moment, was divided into continents, islands, oceans, seas, lakes; zones, longitude and latitude, the twelve signs of the zodiac, motions of the earth and its distance from the sun were all described with an expertness and accuracy I could scarcely have believed. Upon the whole, it surpassed all that I ever saw in England.[9]

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[9] Phillippo, Jamaica - Its Past and Present, London, p. 194

Another point of view is presented by Buchner, the Moravian missionary. He comments that perseverance, simplicity and patience were necessary because as the negro intellect had been forced to remain dormant during the years of slavery its thoughts embraced no other objects but bodily wants. The children were docile and obedient but found it impossible to comprehend a historical event or even to understand the first principles of gospel truth. Yet he noted great diversity of talent in the negro; in his opinion the negro's excellent powers of memory surpassed those of the white children but the negro was at that time not capable of the highest degree of cultivation. There was marked deficiency in things that call for thought but there was proof that the black man was capable of a high degree of culture.

Details of the circumstances of education in Jamaica during the years before and after the abolition of slavery have been carefully noted by Rev. W.J. Gardner, a missionary of the Congregational Church. He came to the island in 1849 and published a history of the colony two years before he died in 1875 having "contributed a great deal to the moral and social improvement of the island."[10] There seems not the slightest doubt that it is to these dissenting organizations that Jamaica owes its foundation of elementary education and by their activities they did much to prevent the chaos that would otherwise have convulsed the island after abolition, notwithstanding the preceding six years of semi-freedom or apprenticeship as it became known. The churches are still making a significant contribution to education in Jamaica.

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[10] Gardner, W.J., Op. Cit. Preface.

CHAPTER IV

THE DEVELOPMENT OF EDUCATION

The development of education will be considered in three periods as follows:

1655-1865 - a period during which education was promoted by missionaries, philanthropic bequests and Government grants. While there was some intervention and supervision on the part of the Government there was little control of individual effort.

1865-1938 - a period during which the Government assumed increasing control of education but between 1900 and 1938 there was little educational activity owing to the reduction of Government expenditure.

1938-1955 - a period during which important reforms were proposed and initiated and a surge of activity was symptomatic of a keen interest in the educational programme.

1655 - 1865

There were no schools in Jamaica during the early years of British rule therefore the planters began the practice of sending their boys and youths to be educated in English schools and universities. This policy was continued among the upper classes throughout the seventeenth and eighteenth centuries, declining in the early half of the nineteenth and disappearing almost completely in the second half of the nineteenth century when, for the most part, only university training was sought overseas.

The planter's daughters received some formal education at home. Large families hired English governesses. By the end of the

eighteenth century a few boarding schools were established in private homes where the curriculum consisted of reading, writing, arithmetic, needlework and music, but for the most part, the girls were tutored at home.

The Government took no major part in the educational programme except to offer grants from time to time, and to pass minor legislation. Two examples are included. In 1671 a law was passed appropriating £500 to be paid by the Government for the services of five ministers, or four ministers and one teacher. In 1685 an attempt was made to bring all educational efforts under the control of the clergy as only clergymen were licensed to teach. These orders were not strictly enforced but few beside the clergy were employed in teaching. Some planters paid a salary to parsons who taught. The pupils were the sons of small settlers.

Because of the inadequate provision of educational facilities for all sections of the community, various philanthropic persons from time to time bequeathed or donated large sums for the construction and equipment of schools for the children of free and bonded persons. As the law forbade the bestowal of goods or property on slaves, and allowed no more than £1,200 to any negro, bequests to these persons provided for the establishment of schools.

Because the conditions of slavery prevented the slaves from benefiting from these bequests, education developed along a pattern in which endowed schools usually taught the children of white settlers. But after the abolition of slavery these schools gradually opened their

doors to the children of all free persons. The schools operated by missionaries provided education for the children of slaves. The curricula and the standard of instruction of both the endowed and the mission schools were fundamentally the same although some endowed schools taught the Classics and the mission schools emphasized religion. Thus, though the endowed schools developed into secondary schools and the mission schools laid the foundation for the present elementary school system, no differentiation except of teachers, pupils and finance existed until about the middle of the nineteenth century. In the nineteenth century the Government continued to pass legislation in order to ensure the proper expenditure of bequests as well as to found institutions and to make grants to schools for specific purposes.

Therefore, it seems feasible to consider the development of education between 1655 and 1865 according to its sources of support as follows:

A. The bequests of philanthropists

B. The efforts of religious denominations

C. Government Control and Expenditure.

A. The Bequests of Philanthropists

Between 1667 and 1736, 218 legacies were made churches, to benefit the poor and to found schools. Cundall[1] has listed all these bequests. A few of the more significant ones are mentioned below. In 1675 the first bequest to education was made by a Quaker, John Coape,

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[1] Cundall, Some Notes on Secondary Education in Jamaica, Kingston, 1911

one of the earliest Custodes. He contributed £100 a year to help establish a free school. In 1694 Raines White left his estate to the poor. Its proceeds provided the foundation of today's important Vere Trust. Manning's Free School, to which the testator contributed half his estate and is one of the oldest schools in existence, was founded in 1710. In 1721 Charles Drax made a bequest to establish a school on Shelton Estate for four boys and eight girls. The development of this school will be traced in subsequent chapters.

In 1835 a Board of Trustees was provided for the Titchfield School which was established to avoid the necessity of sending children to school in England. The most outstanding of these bequests from an educational point of view is that of John Wolmer, a goldsmith, in whose name a free school was founded near Kingston in 1736. In 1830, it gave instruction to 1000 pupils in day and evening classes, and "though the corporation of the city was not very remarkable for its wisdom either in educational or religious matters, it had made such changes in the management of the charity as the times required."[2]

As an example of the diversity of persons, and their reasons for, making bequests, that of Martin Rusea in 1769 is cited. He donated £45,000 towards the founding of a free, non-denominational school in Lucea, Hanover, as a token of gratitude for the hospitality extendéd to him during his visit to the island.

These bequests were as generous as they were numerous. Between 1667 and 1700, endowments produced on the average £1,100

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[2] Taken to mean a school for children of freed negroes.

[3] Gardner, W.J., History of Jamaica, London, 1873, p. 371.

annually. In 1737 it was estimated that bequests totalled £9,000 a year, not including land and property. There were, however, two grave causes of dissatisfaction with the administration of these bequests. Funds were too often misappropriated and usually mismanaged, and the standard of education was unsatisfactorily low.

The charge of misappropriation of funds and of mismanagement appears to have been serious, for in 1791 a Committee of the House of Assembly led by the historian Bryan Edwards investigated it and gave a gloomy report of gross abuse and neglect. The larger portion had been lost, lain dormant or misused and the only tangible evidence of such bequests remained in Vere, St. Ann, St. Andrew and Westmoreland. The Wolmer's Trust appears to have been the only one satisfactorily administered. An example of misappropriation is that of the Drax bequest which was misused by William Beckford. He was forced by law to surrender some £52,000. It was judged necessary to institute a similar investigation in 1805. "It is painful to find that though there were several well-endowed schools in the colony they did very little to elevate the educational status of the people."[4] Gardner's observation in 1873 supports the validity of the second complaint.

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[4]Gardner, Op. Cit. p. 371.

B. The Efforts of Religious Denominations

The first missionaries to come to Jamaica were those of the United Brethrens' Church (Moravians) who in 1754 founded the first Mission in St. Elizabeth. The first Sunday and day schools were aided by the Ladies' Association for Promoting the Education of the Black and Coloured Inhabitants in the West Indies. Three new schools were opened in 1829 but Buchner[5] reports the difficulty of finding regular teachers in spite of the fact that the only qualifications were good character and the ability to read, since the curriculum consisted of scripture texts, hymns and reading. Schools had only 20 or 30 pupils in regular attendance and the school week was usually three days long. The number of Moravian schools grew with the increase of chapels and stations. These institutions included a Female Refuge School founded in 1832, where orphans were instructed by Moravian Sisters. In 1837 there were 25 schools inclusive of evening schools. By 1854, 100 years after the founding of the mission, there were 13 stations, 45 schools, with 3,940 persons regularly in attendance, and approximately 13,000 church members.

The efforts of the Baptists, Congregationalists and Presbyterians were equally noteworthy. Other Protestant denominations founded schools later in the nineteenth century. The Roman Catholics on their return in 1792 began to found institutions which are still making a significant contribution to education. Mention has already

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[5]Buchner, J.H., The Moravians in Jamaica 1754-1854, London, 1854.

been made of the limited activities of Anglican clergymen. When in 1824 a Colonial Diocese was created in Jamaica the Anglican Church began to take part in education for slaves and free persons so that today the large majority of voluntary, elementary schools are Anglican. In 1856 a Government proposal to levy an education rate was rejected by the missionaries on the grounds that it was detrimental to religion. Proposals to enforce a uniform system of education were also discouraged because of political as well as religious considerations, the latter being disagreement between the Church of England and the Non-conformist Churches. This delay in organizing education in a uniform system is at the root of some educational problems of today.[6]

C. Government Control and Expenditure

The Government played a minor role in education during the years 1655-1834, yet it was always ready even in the earlier period of development to exert some kind of control. Earlier in the chapter mention has been made of payment to Anglican clergymen who taught, of legislation to establish trusts, and of investigations of misappropriation of funds and the standard of instruction, in endowed schools. The missionaries resisted any suggestion of government control but as the nineteenth century progressed, especially after the abolition of slavery, it became clear that the Government should play a more active role. When the rebellion of 1865 occurred no doubt remained that Government action was imperative.

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6 Simey, T.S., Welfare and Planning in the West Indies, Kingston, 1946.

The Government often intervened to rescue endowments so as to fulfill the spirit if not the letter of the testators' wills, as for example in the case of the Drax bequest. In 1822 the money recovered from William Beckford was given by the Government to aid a free school established in 1795 by the Vestry of St. Ann. This school was renamed Drax's Free School. In 1806 the trustees of this school purchased premises at Walton for £11,000. The school was enlarged and renamed Jamaica Free School.

Beginning with apprenticeship in 1834 Government participation became more active because the newly-freed slaves took a great interest in learning. Wolmer's School alone gave instruction to more than 1000 pupils in day and evening classes. Pupils at Wolmer's clothed and fed themselves on the proceeds of fees ranging from three pence to one shilling per week, for teaching three to six adults in the evenings and on Sundays. About 1,500 persons were being taught by these pupils as well as by itinerant teachers.

Because of this great desire for education in the Colonies the British Government voted £30,000 annually to bespent on education during a five-year period. This assistance would then be gradually diminished. The grants continued till 1842 when they were reduced to £6,000 and ceased altogether in 1846. More than eighty schools in Jamaica were aided by these grants. Mr. J.C. Latrobe, British Parliamentary representative to Jamaica in 1837 reporting on the use of these funds, found that there was a high standard of writing and

arithmetic in these schools but there was some overlapping in the work of the denominational groups as each worked independently. He also found that there was difficulty both in obtaining sites for schools as well as the materials for buildings and that geographical conditions produced a tendency to build schools around the coast to the neglect of less accessible interior areas. Existing fees were largely optional. There were 183 schools in operation, with an enrollment of 12,580 though the average attendance was approximately 78 percent.

Vocational Training

Although Jamaica is an agricultural country vocational training is still in its infancy. Educators very early realised its usefulness among persons who would inevitably labour with their hands for a livelihood. The historian, Long[7] noted that in the curriculum for a proposed school at Old Woman's Savannah in 1756 side by side with music, dancing and fencing were such subjects as surveying, mechanics and agriculture.

> Before emancipation, there was on the sugar and coffee estates practically a universal system for training a regular succession of masons, carpenters, blacksmiths, coopers and workers in other similar trades. A practical knowledge of handicraft was thus widely diffused and there were artisans everywhere in sufficient numbers to perform all the work of this sort required. The subsequent breaking up of the large estates had the effect of stopping the normal supply of skilled mechanics.
> For many years after emancipation a system of apprenticing boys to trades was in vogue in Jamaica as in England. By this means training in handicraft was fairly effectively supplied but it has almost entirely ceased.[8]

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7 Long, History of Jamaica, London, 1774.

8 Annual Report of the Department of Education, Kingston, 1939, para. 5, p.2.

It was to meet this need that thought was given to the establishment of a number of industrial schools. With this in mind prize was offered for the best essay in The Best Mode of Establishing and Conducting Industrial Schools adapted to the Wants and Circumstances of an Agricultural Population. A book was compiled including the best six of these essays. The first prize winner broke down the objectives into three parts:

1. To combine early habits of bodily labour with the appropriate measure of mental exercise;

2. To onstruct agricultural youth in just such a sufficiency of mental knowledge as shall be best suited to the position of life into which they are born;

3. To pass forward for higher mental cultivation such as shall evince an evident capacity for something beyond the labouring sphere of life.

   The schools would thus produce master craftsmen to improve colonial cultivation and act as a stimulative reward to rural intelligence.[9]

Though these ideas were not put into effect immediately they were considered along with other recommendations for the reorganization of the educational programme.

Teachers and Teacher-training

The earliest educational efforts of the missionaries were curtailed by lack of teachers even when the only qualifications a teacher need have were a good character and the ability to read. Mr. Latobe reported in 1837 that there was a shortage of teachers and that though the religious denominations supplied some good teachers from England about two-fifths of the teachers

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9 Evelyn, H.E. et al, The Best Mode of Establishing and Conducting Industrial Schools, Cowie, Jolland & Co., 1845.

consisted of coloured persons including pupil teachers who had no opportunity for training.

In much the same way as missionaries, private persons and the Government combined their efforts to provide educational facilities so from the very beginning they worked together to provide teachers to operate these institutions.

In 1833 the British Government voted £30,000 to assist in the building of schools in the West Indies. Jamaica received £2,000 of this sum for building Normal schools.

The Baptists in 1842 established Calabar College to train a native ministry. This was followed closely by the founding of a Moravian Normal school at Fairfield for students thirteen to twenty-one years old. Education here was to be 'solid but plain'. Neither mathematics nor languages were taught but the school failed because the students were too young and unprepared. In 1855 the Baptists founded another Normal school and Sir Henry Barkly, Governor from 1853 to 1857, named the Presbyterian Adademy as the most creditable institution offering training for the ministry and scholastic professions during his administration. The Moravians founded a College for Women at Bethabara in 1861.

The most important of the institutions founded by private persons was the Mico Institution established in 1836. This was a valuable addition from a bequest which Lady Mico had left some 100 years before 'to be appropriated in purchasing the liberty of Christians held in bondage by the Algerians. The victory of Lord Exmouth and the liberation of all captives rendered such an appropriation of the funds impractical.

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[10]Gardner, W.J., Op. Cit. p. 319.

On the initiative of Lord Brougham and others, an order-in-council caused the use of property valued at £100,000 to be used in educating emancipated slaves. Some schools were established but the plan of operation was changed and normal schools for training teachers were built in Jamaica and Antigua. "The Mico College assisted in training the first post-emancipation teachers and set a pattern for women's colleges."[11] The Trustees of Taylor's Charity built a new Normal School in 1852. They had previously assisted the Moravians in building one in 1850.

During the middle years of the nineteenth century the grants of the local Government totalled approximately £3000 spent almost exclusively on the payment of teachers. A Board of Public Examiners was set up in 1860 to inspect all schools receiving Government grants. In addition, an examination for school masters was instituted in 1863 in an attempt to raise the standard of teachers, a large number of whom were untrained pupil teachers.

In 1864 an Inspector was appointed to report on education because

> it had become increasingly apparent that early enthusiasm following emancipation had given way to apathy due to some disillusionment at not seeing immediate returns and also to lack of organization and good teaching.[12]

Mr. Savage, the Inspector, discovered that only 25 of the 289 schools visited could be called efficient; education was poor in

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[11] Annual Report, Department of Education, Kingston, 1949.

[12] Carley, Mary M., The Development of Education in Jamaica, the Institute of Jamaica, Kingston, 1942, p. 4.

quality and limited in extent; Government inspection was inadequate; the majority of the staff was ill-trained and often ignorant and ill-clad; and dishonest proprietors sometimes claimed grants for fictitious schools. There were few really good private schools for middle and upper classes and certainly no education available at collegiate level. The number attending school had decreased considerably.

In 1865 the working class rebelled against the extremely deplorable social conditions then existing. The Morant Bay Rebellion emphasized the need for the reorganization of educational facilities revealed by the findings of the Inspector appointed in 1854. As a result extensive reforms were effected and a period of increasing Government control followed. Although religious bodies and private persons continued to take part in education from this point on Government supervision and expenditure became paramount in education, for the Government had no alternative but to assume the responsibility of shaping educational policy if a further decline were to be avoided. The next chapter will describe the efforts of the local Government to meet this need.

CHAPTER V

THE DEVELOPMENT OF EDUCATION 1865-1938

In 1866 Sir John Peter Grant came to Jamaica as Governor and his interest in education stimulated rapid progress during the eight years of his administration. He strongly supported Mr. Savage, the newly-appointed Inspector in his efforts to re-organize education.

As a result of Mr. Savage's report a scheme for the supervision and regular inspection of schools was drawn up and was embodied in the law of 1867. A Code of Regulations was to be written allocating grants to those schools that met Government requirements after 'rigid' examination and periodical inspection. Grants were to be based on the merits of the school and the numbers in attendance. Schools receiving grants were divided into three classes. A sum of £10 was awarded to schools of the third class, £15 to those of the second class, and £20 to first-class schools, annually. In addition, there was a capitation grant in the same grading of four, five and six shillings respectively. No grant was given to schools whose attendance was less than 20 and the school year less than 180 days. Collection of fees was made obligatory.[1] The inspection of schools was to be supervised by a Superintending Inspector of Schools who was to administer the affairs of the schools through an Education Department.

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[1] Carley, M.M., Education in Jamaica, Kingston, Institute of Jamaica, 1942, p. 5.

In 1867 when the system of grants began there were 379 schools, mostly under the supervision of clergymen and missionaries. Nearly half of these were connected with the Anglican Church, some Non-conformists having previously refused Government assistance, and only later fell in with the plan when non-interference was guaranteed. In 1868 only 45 schools out of 262 examined failed. By 1870 nearly 400 schools were inspected.

In the same year a law was passed which provided that where there was insufficient accommodation a School Board under the control of the Education Department should be formed with power to raise money from school rates. This revolutionary step produced the first Government elementary schools.

The grants were later increased but remained small: £54 to first class schools, £34 to t hose in the second class and £20 to those in the third class. In 1873 a total of £20,000 was allocated to educational grants.

Special efforts were devoted to reorganizing the endowed schools which then numbered 29. The improvements were usually effected by teachers imported from Britain, thus the schools developed along the pattern of English Grammar Schools. To provide an institution of Collegiate nature in 1870 Governor Grant founded a University College which failed for lack of public support.

Sir Anthony Musgrave, Governor of Jamaica 1877-1883 was as intensely interested in education as his predecessor Sir John Peter Grant had been and continued to encourage the local Government to give increased attention to educational problems.

In 1877 a small commission dealing with juveniles' problems reported that the scheme of 1867 providing for rigid supervision and inspection had worked well. There had been a steady rise both in the number of schools and in average attendance though progress was retarded when the hurricane of 1881 caused destruction of schools and a consequent decline in attendance and efficiency. Schools for elementary and secondary education had clearly emerged and the organizational achievements were to be amplified to meet the needs of a growing population. The promise of non-interference made to the Non-conformists was subordinated to the need for uniformity, improvement and a central controlling authority.

Elementary Education

In 1892 a law was passed which created a Board of Education whose chairman would be the Superintending Inspector of Schools now to be called the Director of Education. This Board would administer the affairs of elementary schools. In addition it would act in an advisory capacity to the Government. However, without its recommendation no new schools would receive aid and the Code of Regulations would not be changed. Fees were to be abolished and an education tax imposed. In addition to the proceeds of this tax, the Government gave further grants to elementary schools. Schools which received special grants for manual training were called Industrial Schools. Education was made compulsory but enforcement of the law was possible only in areas where accommodation was adequate. A number of small scholarships from elementary to secondary schools was established. The elementary school age was to be six to fifteen years.

Dissatisfaction with this educational system caused another investigation to be made in 1897. The chief causes of complaint were that the curriculum set up by the Board of Education was unsuited to the needs of the people and that the cost of education was too great. The Commission found that there was still a good deal of waste and overlapping because of duplication in communities with a number of denominational schools. As a result of the recommendations of this commission, the Legislative Council in 1899 amended the Education Law and the Code of Regulations. The Law lessened the powers of the Board of Education and stated that provision was to be made for kindergartens and infant schools; that a model elementary school established in 1896 by the Board of Education was to be entirely devoted to kindergarten and manual training and the Hope Industrial School was to be the nucleus of a system of Farm Schools throughout the island; that elementary schools were to be amalgamated in order to avoid overlapping and no new denominational schools were to receive Government aid; that the enforcement of compulsory education was to be attempted; that the elementary school age was to be from seven to twelve instead of from six to fifteen; that attention was to be paid to the training of teachers but the training programme was to be simplified; and that all scholarships were to be suspended, except the Jamaica Scholarship for university training created in 1881.

Although the provision for kindergartens and manual training was a sign of progress the suspension of scholarships, the simplification of the training college programme and the reduction of the elementary school age constituted a retrograde step. Owing to the amalgamation of small schools provided for by the law of 1899 the number of schools was considerably reduced. (See Appendix II).

However, the Education Law was amended from time to time, for example in 1914, 1924 and 1926, but the laws of 1867 and 1892 formed the basis of elementary education as it exists today.

By 1900, 757 elementary schools received government grants on the basis of an annual examination. The 1912 Handbook of Jamaica reports that the schools were marked out of a total of 84 marks. All those gaining 56 and over were in the first class, 42 to 56 in the second class, 30 to 42 in the third class. Grants were allotted according to the class into which the school fell as well as the average attendance. Grants were also given for special features such as sewing and needlework, practical agriculture and manual training. In addition, special building and sanitation grants were provided. From time to time, immediately after hurricanes, it became necessary to grant sums specially for rebuilding.

At the annual one-day inspection the schools were examined in the special elementary subjects — reading and recitation, writing and English, and mental and written arithmetic, as well as for organization and discipline. Other subjects examined were Scripture and morals, drawing and manual occupations, geography, history, elementary science, singing and drill. Except for minor changes this curriculum ramained in force till 1938.

Secondary Education

In 1879, the Government created the Jamaica Schools' Commission for the purpose of placing endowed schools under suitable management. These had come to be regarded as secondary schools and from now on will be regarded as such. One of the first acts of the Schools' Commission was to establish a Jamaica High School with which Drax's free school was merged. This new school was placed wholly under Government control. Under the supervision of the Commission pupils began to sit the University of Cambridge Oversea Examinations in 1882 and nine years later those of the Unibersity of London, England.

The Schools' Commission, in turn, appointed a commission in 1885 to consider and recommend changes in education. The commission presented a report in 1886 but it was not until 1892 that a law was passed expanding the Education Law of 1879 to permit improvement in the organization and administration of secondary schools. The law stated that on the recommendation of the Board of Education (administering the affairs of elementary schools) the Government would establish secondary schools to be managed by a local committee under the supervision of the Board. Cornwall College was established under this law in 1896. Further, the law provided that the Schools' Commission should recommend improvements for the various schools under their control according to their locality, needs and condition. The Jamaica High School was remodelled and removed to Hope, near Kingston, where it was merged with an off-shoot, University College (1888-1903) and remained Jamaica College, a secondary school under the direct control of the Schools' Commission.

Government grants to secondary schools were continued. A commission appointed in 1897-1898 recommended that as it appeared desirable at that time for the Government to aid private institutions, capitation grants should be extended to all children of secondary school age, that is, those who pass a specified examination annually. In the opinion of the Commission, 'failure to make adequate provision for placing such education within the reach of those who need it for their own benefit and the service of the State is unfair to them and injurious to the State'.[2] The Commission again recommended that the Government assume the responsibility of building secondary schools. The recommendations were neglected, primarily because of lack of funds, as the precarious finances of the country made it necessary for the annual educational expenditure to be kept below a fixed sum.[3] As a result, Government control of education, though paramount in elementary schools, was comparatively slight in secondary schools, even in matters of curriculum. Each secondary school prepared pupils for the various Cambridge and London examinations and all earlier training was preparatory to such work. The undesirable effects of this system will be discussed in a later chapter.

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[2] Cundall, F., Some Notes on Secondary Education in Jamaica, Kingston, 1911.

[3] Annual Report, Department of Education, Kingston, 1950.

In 1911, Mr. H.H. Pigott, an English Inspector of Schools, visited Jamaica. He came at the request of the Jamaica Schools' Commission to inspect the endowed secondary schools and to consult with the educational officers. Following his visit all secondary schools were placed under the control of the Jamaica Schools' Commission. Not until 1924 did the Government begin to subsidize secondary schools and a number of schools which had been founded by the Churches was also recognized and given grants-in-aid.

Vocational Training

The law of 1867 which followed the report of Inspector Savage provided for sewing grants to elementary schools and for special allowances to schools offering manual training. The latter would then be called 'industrial schools'. The industrial schools failed because of their unpopularity and also because of the lack of trained teachers. The grants were withdrawn in 1877, though government assistance was still available. However, aid was not requested because of the expense of the equipment involved.

The law of 1899 established the Kingston Technical School previously a model elementary school founded in 1896 (See Page 47) and the Hope Industrial School became the first Farm School, now the Jamaica School of Agriculture.

Manual Training Centres have been attached to the elementary schools in the chief towns and Practical Training Centres came into existence in rural areas following the aims outlined above but with the emphasis on agricultural education. The first of the Practical

Training Centres began operation in 1936. At the same time all schools were required to provide practical, agricultural training. Sewing and handicrafts were organized for the girls. Both these activities were encouraged by special Government grants. It is significant of the trend to adapt education to local needs that the Commission investigating education in 1898 recommended that manual and agricultural training might form part of the curriculum of secondary schools but little was done in this direction.

Teacher-training

To provide additional facilities for teacher-training the local Government established two new normal schools and in 1880, teachers were registered for the first time. The limited facilities for teacher-training, and the resulting paucity of trained personnel, gave rise to many abuses which even now remain the bane of elementary education. By 1877 the pupil-teacher system had become firmly established and pupil teachers were examined individually on the day of the school examination by means of printed cards containing the questions which the candidates answered in writing. In 1882, pupil teachers -- persons who had completed elementary school and wished to enter the teaching profession -- might sit annual examinations, first, second and third year, to prepare them for admission to the Training Colleges. Thus they would enjoy an extended period of tuition and at the same time learn the craft of teaching at first hand. This system was abused in several ways. Firstly, a pupil teacher aged sixteen might be placed in charge of a class of sixty or more. Secondly, the student often had too little time for study.

Thirdly, this system attracted persons who were in many ways unsuitable to the profession and large numbers of volunteers sat the examinations as a means of academic promotion notwithstanding the name, Pupil Teachers' Examinations. As a follow-up of this system training colleges offered external examinations to teachers who were unable to enter these institutions because of the small number of places available.

The Shortwood Training College for female teachers was opened in 1885 as a Government institution. In the same year the Moravian College at Bethabara was moved to Bethlehem near Malvern.

The Law of 1899 reduced the number of years in training colleges from three to two years in line with the criticism of the Commission of 1897 that simplification was necessary as the programme was too ambitious. The Shortwood College was reorganized in that year.

In spite of the shortage of female teachers, up to 1938 only three institutions existed for the training of female elementary school teachers: The Shortwood and the St. Joseph's (Roman Catholic) Training Colleges in Kingston, and the Bethlehem (Moravian) Training College in St. Elizabeth. The Mico Training College alone provided training for male elementary school teachers. All four together accommodated approximately 200 persons.

In the case of secondary education there were no teacher-training facilities whatsoever. Graduates from the Mico Training College found places in these schools and the few trained secondary

school teachers received their preparation abroad, usually in England and more recently in the United States. The scarcity of well-trained teachers still poses a threat to the reorganization and proper development of education in Jamaica.

During the period just reviewed the Government assumed the responsibility for all phases of education being provided. Voluntary bodies continued their efforts but the Board of Education and the Jamaica Schools' Commission controlled and directed education throughout the island.

CHAPTER VI

DEVELOPMENT IN EDUCATION 1938 - 1955

Towards the end of the nineteenth century the economy of the colony became so precarious as to cause the Government to curtail expenditure in all its departments. Following this reduction in expenditure the island experienced a period of reduced activity which accentuated the deficiencies and inequalities in its social and economic structure. Dissatisfaction among the producers in the banana industry prompted them to form a Banana Growers' Association in 1927 but conditions remained unsatisfactory. On the recommendation of a Banana Commission sent out by the Colonial Office in 1936 the Association opened negotiations with the fruit companies which bought bananas for export. During the course of these negotiations the United Fruit Company and the Standard Fruit and Steamship Company repeated an offer of financial assistance which the fruit companies had previously made. They were ready to donate one penny per bunch of bananas exported from Jamaica, not merely for temporary relief, but for long-term cutlural improvement of the working-class. As a result of this donation, Jamaica Welfare Ltd.[1] was founded and received its legal constitution in 1937. Since then it has been expanded and reorganized so as to participate more fully in social welfare work in Jamaica.

In 1938, discontent among the workers on the sugar estates culminated in riots and strikes. This dissatisfaction in the banana and sugar industries, the mainstay of the island's economy, prompted

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[1] Marier, R., Social Welfare Work in Jamaica, UNESCO, 1953, p. 14, 15.

the British Government in 1938 to send out a Commission chaired by Lord Moyne to investigate the conditions which led to the disturbances. The conditions revealed by the Moyne Report were so deplorable that it was not published in its entirety until the end of World War II. However, plans were laid for the implementation of its recommendations at the earliest possible date.

> The Moyne Report recommended that an annual grant be made from the United Kingdom exchequer for a period of twenty years, and that the administration of this fund should be undertaken by a Comptroller, working in the B.W.I. and assisted by a number of advisers.[2]

In 1940, when the first Colonial Development and Welfare Act was passed by the British Government, the British West Indies were included with the Empire as a whole. However, the special recommendations made by the Moyne Report were retained for the British West Indies. These included the appointment of a Comptroller with his staff of Advisers. The Development and Welfare Organization, as the Comptroller and his Advisers became known, acted in an advisory capacity to the local governments. The advisory function of the Organization was emphasized in the Development and Welfare Act of 1945.

> The aim has been to provide the local governments with the necessary expert advice in the drawing up of their schemes and then to assist financially in their implementation.[3]

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[2] Proudfoot, M., Britain and the West Indies in the Caribbean, New York, 1953, p. 19.

[3] Ibid. p. 19.

The initials C. D. and W. have become symbolic of progress and assistance in education and other areas of social development. The Comptrollers' reports, especially those for 1940-1942 and 1943-1944 offered valuable suggestions for educational reform.

Educational facilities usually reflect the economic and cultural prosperity of a country and in 1938 the picture was most discouraging. In 1942 the report of Sir Frank Stockdale,[4] Comptroller for Development and Welfare in the West Indies, gave "a careful and critical examination of educational needs." Three short paragraphs from his report tersely but clearly describe education in Jamaica at that time:

> 252. In the primary schools there is insufficient accommodation even for the children who attend them. The existing accommodation is, on the whole, in a very poor state of repair and the provision of water and sanitary conveniences at the schools is still inadequate. The number of teachers employed are insufficient for the work which they are called upon to perform, their training is largely defective and the standard of teaching, in consequence, leaves much to be desired. The curricula in the schools are over-elaborate, and lack touch with the lives and occupations of the people, Attendances at the schools are relatively poor, particularly at ages above twelve.
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> 253. In most of the secondary schools, examination worship is still the basis of the instruction called for and given, and the number of free places for the brightest pupils from the primary schools is still too small.
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> . . . . . .

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[4] Stockdale, Sir Frank, Development and Welfare in the West Indies, 1940-42, London, 1943, p. 64, 65.

> 257. . . . The first real need, however, is the reform of the existing system of education, the improvement of buildings and staff and a modernization of the teaching in order to provide the foundations of an education which will fit the children for wider community interests and activities when they grow up.

Apart from the recommendations included in the periodic reports of the Comptrollers for Development and Welfare in the West Indies, others were proposed in the reports of two investigations of post-primary and higher education. These reports were the Kandel Report on Secondary Education, 1945, and the Report of the West Indies Committee of the Commission on Higher Education in the Colonies, 1945. In addition, Mr. B.H. Easter, Director of Education until 1949, had carefully considered the problems in primary education.

Both the Kandel Report and Mr. Easter's findings confirmed the observations of the Comptrollers' Reports, and endorsed the recommendations of the former, particularly stressing the necessity of providing technical and vocational training for the large majority of children who never attend secondary school and have no recourse but to swell the growing ranks of the unemployed, or to become unskilled agricultural workers.

A Secondary Education Continuation Committee was appointed to consider a plan for post-primary education based on the recommendations of the Kandel Report. The Committee proposed comprehensive changes and reform in administration, curriculum and standards, teacher-training and grants-in-aid but gave priority to the establishment of a Central Education Authority, better teacher-training

and the provision of new kinds of post-primary schools, as well as improvements in the existing types.

The Report of the West Indies Committee of the Commission on Higher Education in the Colonies noted among the arguments in favour of a university, the efforts of individual West Indians to obtain university training; the need for a cultural centre as a focal point for the development of a West Indian outlook; and the need for leadership and for research. The plans which the Committee submitted have not been substantially changed. The University College of the West Indies, located at Mona in the hills of St. Andrew has a Faculty of Medicine, of Natural Sciences and Arts, including a Department of Education and a thriving Extra-Mural Department. This institution diffuses its cultural influence throughout the entire British West Indian Community.

The reforms which these reports recommended were included in The Ten-Year Plan of Development,[5] - a comprehensive description of the improvements the Government of Jamaica would attempt to accomplish in the decade 1946-1956. The proposals for educational reform were particularly ambitious. The cost of these reforms had been carefully considered with the help of Bulletin Number 15,[6] a pamphlet on the cost of education and published by the Development and Welfare Organization.

According to the Ten-Year Plan Jamaica would attempt

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[5] A Ten-Year Plan of Development for Jamaica, Kingston, 1947.

[6] Development and Welfare in the West Indies, The Cost of Education, Bulletin No. 15, Kingston, 1945.

To provide a basic primary education lasting for five or six years for as many children as possible between the ages of six and twelve,

To rpovide diversified education for as many children as possible for another three years, up to fifteen years of age,

To provide more advanced education - academic, vocational, agricultural and technical - for a more limited number of children up to eighteen years of age.[7]

The plan elaborated further:

The first need is more and better school buildings. While therefore, not losing sight of the necessity for improved and extended training of teachers, the Plan provides for an extensive building programme . . . assistance (by grant and loan) to enable Secondary Schools to improve and extend their accommodation, a new Technical School, an Art and Science School and improvements to the Practical Training Centres at which the curriculum is principally vocational . . .

It has been represented that an attempt should be made to provide sufficient school accommodation during the next ten years to receive 90% of all children between the ages of 6 and 12 years and 50% of all children between the ages of 12 and 15 years and that compulsory education for these age-groups should be enforced . . .

The provision in the Plan contemplates also the construction of open-air classrooms as a quick and cheap method of relieving present congestion and providing places for additional enrolments.[8]

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7 A Ten-Year Plan of Development for Jamaica, Kingston, 1947, p. 11.

8 Ibid, p. 11.

Many of the schemes projected proved to be very extensive and because of limited funds could not be carried out as quickly as had been envisaged. As a result, some modification became necessary and a more modest Five-Year Plan was put into effect between 1950 and 1950. At present a second Five-Year Plan for the years 1956-1961 is being considered.

Building Programme

Under the Ten-Year Plan the Department of Education in 1945 began a building programme to increase the number of elementary schools. The cost of labour and materials which had risen during the war continued to rise so that the Department was compelled to resort to more economical building plans. At the beginning of the programme a building officer had been appointed to assist religious bodies in the repairing and building of schools. This was done so efficiently and economically that the programme was expanded with full Government control. There was experimentation with a new design in which one-third of the school would be enclosed and two-thirds open. The enclosed area would give protection during thunderstorms and windy weather. Otherwise, the furniture was built to withstand the weather. Cheap supplementary schools were built with only the windward sides enclosed.[9] In 1950 building costs ranged from approximately £13 to £20 per place for voluntary and Government schools respectively. Supplementary classrooms were erected at approximately £7 per place. During the past decade more than 200 schools have been built providing accommodation for 50,000 pupils. (See Appendix III for old and new schools or extended facilities.)

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[9] Annual Report, Department of Education, Jamaica, 1950. p. 15.

Total expenditure on school buildings between 1944 and 1954 was more than £1,200,000[10] which includes contributions from Colonial Development and Welfare funds and a grant of £150,000 from the Imperial Government.

Connected with the school building programme has been the provision of cottages for principals of elementary schools. This was felt to be indispensable in order to provide constant supervision of school property. Approximately fifty cottages have been built during the past decade at an average cost of £1,650 each.

The Department's plans for new post-primary schools were much less fortunate. It was found impossible to finance the building of new secondary schools but it was decided that the number of scholarships available for graduates of the elementary schools should be increased. The extension and expansion of the Government Technical School was proposed and the building of a new Technical School considered.

> A request will be made shortly to the British Government for a proposed allocation of £440,000 from Colonial Development and Welfare funds for the immediate improvement, expansion and re-equipment of the Kingston Technical School, construction of four rural schools and the establishment of a Technical College.[11]

The Practical Training Centres for boys in rural areas were increased to three. In addition, there are three Apprentice Training Centres and three Students Farmers' Settlements attached to the Training Centres. These institutions help to fill the gap between

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[10] A Review of the Development in Education and Social Welfare in Jamaica 1944-1954, Kingston, 1954, p. 7.

[11] Gleaner Editorial, Kingston, July 13, 1955.

elementary school and the Jamaica School of Agriculture. Although designed primarily for agricultural education they also provide instruction for other skills and trades.

> The World Bank Mission saw need for the development and the further expansion of this type of work. . . . They emphasized the great need for proper staff training and for better provisions to attract more qualified staff. . . . ' An institution with an admirable objective which needs every possible encouragement in the interest of Jamaica's economic development.'[12]

The Jamaica School of Agriculture is to be transferred to a bigger and more suitable location at Twickenham Park, near Spanish Town. Its present quarters at Hope, near Kingston, are being reserved for educational and other conferences.

Teachers and Teacher-training

In elementary education plans have been c ompleted for a new Training College for Teachers. The Mico and Shortwood Training Colleges are to be combined and their facilities expanded. The Department of Education of the University College is in the fifth year of operation, providing for the first time locally-trained teachers for secondary schools. In spite of these combined efforts the shortage of trained teachers, especially at the primary level, is still acute. In the face of the inability of the island's economy to meet the expense of training teachers to supply the demand, and following the recommendations of the Stockdale Report,[13] steps have been taken to improve the Pupil-Teacher system. The Comptroller included the following statement in his report:

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12 Annual Report , Department of Education, Jamaica, 1952, p. 12

13 Stockdale, Sir Frank, Development and Welfare in the West Indies 1940-1942, London, 1943

> The pupil-teacher system has been condemned on its abuses rather than its uses, with no adequate means of replacing it. There is nothing to be said for a system which may put a pupil-teacher aged 16 or 17 in charge of a class of 60 or more children. But there are worse ways (some of which can be found in training colleges and universities) of learning the art and craft of teaching, than by the immemorial method of learning any art or craft, namely, by apprenticeship to an experienced practitioner of it. The essential condition is that the pupil-teacher should be pupil as well as teacher and should have adequate time and opportunities for study and continuing his own education under experienced guidance. Where the situation requires it, therefore, it is being recommended that the number of pupil-teachers should be increased to the point at which none will have to teach for more than half of the day, the other half being spent in supervised study. This study will be principally in the charge of supervising teachers, who will be responsible also for vacation courses and for the observation work of secondary school pupils intending to be teachers.[14]

These recommendations have been accepted in principle but have not all been put into practice. Yet, an attempt was made to discourage the custom of sitting the Pupil Teachers' examinations time and time again. These examinations were renamed Jamaica Local Examinations.

Curricular Reforms

In the limited space available it will be possible to review only items of particular significance. After several years of planning, the Code of Regulations was revised and the new Code which came into force in 1938 showed the effects of a more realistic outlook on education. The Code is revised from time to time to bring it more in line with new ideas.

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[14]Stockdale, Sir Frank, The Development and Welfare in the West Indies, 1940-42, London, 1943, p. 73.

The content of the curriculum in the upper classes of elementary schools has been vitally changed. The introduction of mathematics, not merely arithmetic, of languages other than English and Home Economics, is evidence of sincere effort to widen educational horizons, to make education real, practical and useful. Both books and content are becoming more interesting, more meaningful, "Jamaicanised." The Department edits a Jamaican novel specifically for use in Jamaican schools. Pupils use textbooks called Glimpses of Jamaican Natural History, Jamaican Public Health and a Geography of the West Indies. Drawing becomes Art and Crafts. Teachers are encouraged to avail themselves of the facilities of the Jamaica Natural History Society. Through the efforts of the Jamaica Library Service (See Appendix I) a number of free libraries have been established throughout the island and the Pioneer Press produces books of a decidedly West Indian flavour.

Effots have been made to raise the level of the Jamaica Local Examinations so that they qualify persons generally, as well as specifically, to give them a certain recognized standard. Examinations for a new Jamaica Certificate of Education were introduced in 1955. Item (2) of the Education Bulletin on the Jamaica Certificate of Education[15] states in part:

> Eligibility to sit the Second Examination will depend on possession of the First Jamaica Certificate of Education or a pass Certificate for the Second or Third Jamaica Local Examination, or a recommendation from the Principal of a recognized Secondary School that the pupil had done good middle school work.

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[15]Director of Education, November 1, 1954.

Two major trends arise from these regulations. The first is the movement away from the stereotyped, purely formal content of the Jamaica Local Examinations, the second and the more significant, is the fact that the Jamaica Certificate of Education provides a move towards integration of both school systems and the ultimate adoption of an 'ecole unique'. There is also an incentive to regular attendance up to the Sixth Standard of Elementary School.

One regulation makes the following provision:

"A candidate may take four optional subjects but failure in two will not adversely affect his chance of passing."

This is a far cry from the regulations of previous examinations in which failure in one subject denied the candidate a pass in spite of good work in other subjects. Other regulations outline plans for the continuation of the Jamaica Local Examinations for a number of years, and for the establishment of Educational Centres at certain selected schools where whole-time tuition for the Certificate of Education will be offered up to 18 plus. The Second Jamaica Certificate of Education may in time be regarded as adequate qualification for entering the Civil Service and the number of years in the secondary school may in the future be shortened for holders of the first Jamaica Certificate of Education.

The implications are tremendous. They constitute a forthright, practical and economical attempt to extend post-primary education to those persons who cannot afford to pay for secondary education. The Jamaica Certificate of Education is an attempt to bridge the gap between elementary and secondary schools.

Other Areas of Development

Another sign of the revolution which is taking place is the change in the emphasis on, and the attitude to, learning. The child is becoming the hub of education. "The School is organized for the benefit of the children who should be given every opportunity for self-development to the fullest extent".[16] As a result three ideas have emerged. Education in Jamaica should fit a Jamaican child to find a better life in Jamaica; he should be treated with sympathy and understanding; and the curriculum should be presented in terms of activitiy and experience rather than the knowledge to be acquited and facts to be stored".[17]

The first of these needs little amplification. It is one of those truths that surprise by virtue of their very simplicity, yet it is revolutionary in a country which had been brought up to believe that anything stamped 'Made in England' was best. The second, is an innovation which few older teachers will countenance. Witness the first hand studies of Madeline Kerr[18] of the strict, even harsh discipline, which some primary school teachers consider necessary for learning, or make use of to bolster their ignorance, lack of confidence and feelings of social inadequacy. The strap, despite the strictures of the Code of Regulations, has often been used unrestrainedly on boys and girls alike, not only for breaches

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[16] "The Torch," Kingston, December 1955, p. 2.

[17] Ibid. p. 2.

[18] Kerr, Personality and Conflict in Jamaica, London, 1953.

of discipline but for slow learning. A Committee on discipline reporting to the Department in 1955 requested the immediate ban of the strap for all girls of twelve years and over. Training for citizenship is gradually replacing the mere imposition of facts, and the change is salutary.

The third is a refreshing wind blowing out boredom and stagnation and ushering in creativeness and self-expression. Visual aids are coming into their own, not only in a few large city schools but throughout the island. These include slides and films not only at the school but also special educational films at local cinemas, and broadcasts graded for special age-groups. Music and Drama Festivals are encouraged. In Kingston, the Department of Education and the Institute of Jamaica cooperated in the organization of a massed choir of some hundreds of children's voices. The choir's first public concert was a delightful experience and it continues to be a source of stimulation to all concerned, especially to the children.

There are other signs that the child, rather than the subject matter, has become the centre of attention. Hot lunches are provided in many elementary schools for a nominal fee and often free of charge, on a scale simple or more elaborate according to the equipment available. These lunches serve the dual purpose of supplementing the usually poor diet in rural areas and of teaching the children the rudiments of good nutritional practices. The lunches have also stimulated regular attendance in poorer areas. There is a comprehensive

health programme in which the schools receive regular visits from physicians, dentists and nurses. Stationery is provided free and textbooks are on loan. Probably the greatest innovation of them all is the proposal recently accepted of offering sex education in school. This is a telling victory for the reformers because they have overcome the rigorous objections of both the parents and the churches.

The reformation in elementary education is symptomatic of the emergence of national pride most effectively instanced by the new attitude to 'dialect'. Most Jamaicans usually employ for ordinary oral communication a speech which consists primarily of broken English, with some words of Spanish and supposedly African origin thrown in. It usually has a lilting musical quality, but may be harsh and guttural. It is used most frequently among the lower classes but is almost absent at the other end of the social scale. The middle class use it as a second language. It used to be looked upon with disfavour, and its use singled out as being uneducated or of a low social class. Jamaican dialect has received the attention of linguistic and philological examination, it is the medium for folk tales, proverbs, songs and for a book of poems by Louise Bennett. Not that it has become acceptable, but it is being regarded as something to be preserved as part of the cultural heritage rather than as an unwelcome poor relation of the English language. However, in education it still poses considerable difficulty especially at the primary school level and it is not uncommon to find elementary school children who write perfectly grammatical English but speak "patois".

In the Secondary Schools important influences are at work. Principals of large schools are envisaging streams of pupils moving along in parallel classes of academic and vocational work, with basic requirements scaled to meet the abilities of the pupils and maximum transfer possible. Home Economics has been added to the curriculum. Extra-curricular activity is stressed. Interest Groups, Music, Singing and Drama have been introduced even to the 'examination forms' and the General Certificate of Education permits the sitting of two or three subjects at a time instead of a large number, the preparation for which in the past left little time for education in its true sense.

This effort to strike the shackles of examinations from the secondary school programme had its counterpart in the elementary school, where

> a recommendation of the Board, which has now been approved by the Legislature, has led to the abandonment, as contrary to all sound educational principles, of the system whereby the classification of schools for efficiency largely depended upon a one-day examination conducted by the Education Officer.19

Probably the unique contribution of these years is the emergence of adult education as an established factor in the social pattern. Jamaica Welfare Limited, founded in 1937, initiated a programme of training in nutrition and literacy which was extended to crafts and to Folk Schools. Entertainment and information were offered by a mobile film service. These facilities took education

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19 Annual Report, Department of Education, Kingston, 1950, p. 7.

into rural areas. The activities of the Extra-Mural Department of the University College of the West Indies began even before the university proper started. Under the direction of a Resident Tutor for Extra-Mural Studies it offered courses in languages and set up a Drama Workshop. The scope of its activities have now far outstripped these small beginnings and extends to regular broadcasts on Radio Jamaica, a Research Institute, the publication of the Caribbean Quarterly, and frequent conferences on a variety of topics of social, cultural and economic importance.

Dr. Roger Marier refers to the riots of 1938 as "troubles which are considered by Jamaicans as the beginning of a kind of national revolution."[20] How can this be otherwise? The rapidity and extent of improvement are surprising even to Jamaicans. These years have seen the first Ministry of Education, followed by a Ministry of Education and Social Welfare. Educators have seen the birth of one controlling body for education, the Education Authority, in 1950. The expanding spirit of the Department is evidenced in the publication of a regular magazine The Torch outlining, describing, explaining and reporting on various phases of education. Education is becoming not just the Government's business but a national affair. Everyone is taking an interest. The Jamaica Union of Teachers in the first half of this year published what it felt should be the aims of education, its ultimate goals and the ways of achieving them.

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[20] Marier, Op. Cit. p. 16.

Jamaica Welfare Limited stresses the necessity of self-help in the face of limited funds and a rapidly increasing school population. The Hill Report on the Reform of Local Government[21] emphasizes exactly that. While the Government should retain control of education, to pay the cost of education and the schools, the local authorities should

> stimulate interest in education amongst the people, encouraging voluntary service in adult education, helping those parents who cannot afford to buy school books and writing materials, giving assistance in transport, taking charge of after-school care, fostering adult education in the arts and crafts,providing reading rooms, milk, meals and clinics for school children. . . . all of which are complementary to primary education. There is also plenty of room for cooperation between the local authorities and the voluntary agencies for rendering help to Government in its tremendous task of providing an adequate education system for the whole of the island.[22]

In spite of the danger of fragmention inherent in decentralization in so small a country, all those who have striven and laboured in the field of education, no doubt read that paragraph with a feeling of pride and real achievement because twenty years ago education simply meant book learning. Let the Director of Education speak for them all:

> What has happened since 1946? We have written and spoken about education in these nine years more than in any previous ninety. If words were deeds, we could strut like peacocks! Still, much of what has been said has been true and wise and sensible; the trouble is that much has only been <u>said</u>. But even words have value, and I count it as an achievement that there has been spread through most of Jamaica's thoughtful people a sense of the importance, the vital urgency even, of sound education and training for all her children.[23]

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[21] Hill, <u>The Report on the Reform of Local Government in Jamaica</u>, Kingston, 1950.

[22] <u>Ibid</u>, p. 14

[23] <u>The Torch</u>, Kingston, July 1955, p. 3.

CHAPTER VII

EDUCATIONAL ADMINISTRATION AND FINANCE

In previous chapters some consideration has been given to the sources of educational finance, and provision for the administration of education has been noted along with other developments. This chapter will briefly review the development of each and describe educational administration and finance as they operated in 1955.

Administration

In 1950, the Kandel Report[1] stated:

> From the point of view of the administration and organization of education, Jamaica stands today in the same position as did England in the last years of the nineteenth century. In England at that time elementary education was provided for the masses by public authorities (School Boards) or by the denominations or in private fee-paying schools. Secondary education was provided by a variety of private schools, most of them endowed, charging fees, and offering scholarships to a small number of pupils from the elementary schools. Vocational schools, technical and commercial, were in their infancy. The present organization of education in Jamaica presents a close parallel to this system.

One of the most serious hindrances to the proper development of education in Jamaica has been the fact that there was no central controlling body until 1950.

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[1] The Kandel Report on Post-Primary Education in Jamaica, 1945, p. 5, paragraph 7.

When the partnership between Church and Government began in 1866, the office of the Superintending Inspector of Schools was created and an Education Department was established. In 1882 the Superintending Inspector became an ex-officio member of the Legislative Council while the lay Board of Education advised him on educational matters. The Schools Commission set up in 1879 was to secondary education what the Education Department was to elementary education. School Boards supervised the non-denominational schools. Training Colleges had their own separate administration and control, and so did the Practical Training Centres (i.e. the Vocational Schools). Whenever additions were made to the scope of education they were separately provided for in the administrative scheme, while the Director of Education remained executor-in-chief. The centralization was merely apparent however and did not necessarily involve an integrated policy for Education as a whole.

The change of political constitution in Jamaica in 1944 created a germinal Ministry of Education. Accordingly, the Director of Education who used to be the Civil Service as well as the political head of the Department and sat in the old Legislative Council has been freed from his legislative duties, now assuming a position analogous to that of the Permanent Secretary to the Ministry of Education in England.

In November 1950 the changes (contemplated since 1942) in the organization of educational authority in Jamaica, were effected, the Director of Education being made the supervising officer of the whole of education and the Board of Education replaced by the Education Authority of which the Director of Education is Vice-Chairman and the Minister of Education Chairman.

Fig.I represents a diagramatic sketch of educational administration as it existed in 1955.

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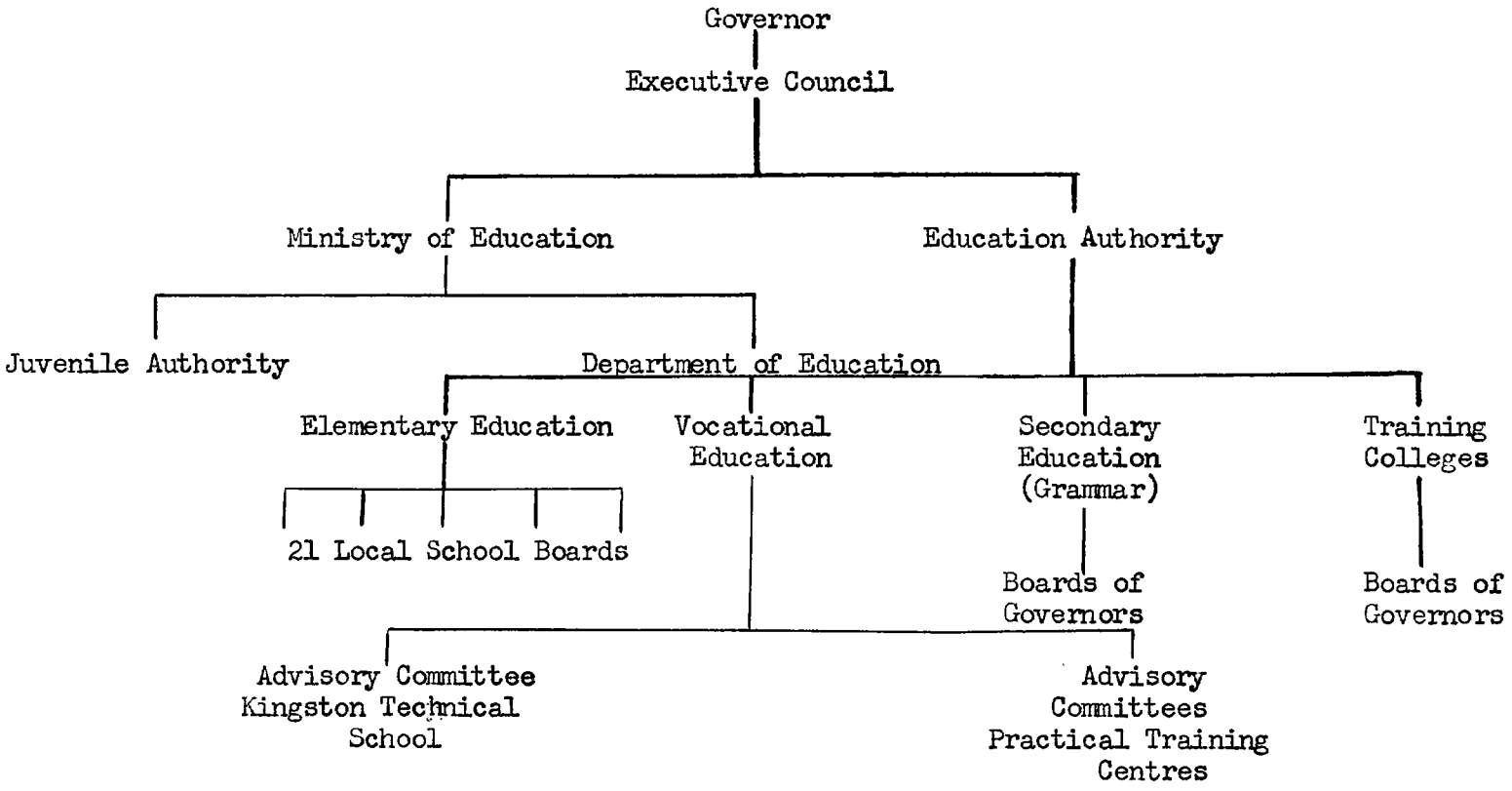
[2] Annual Report, Department of Education 1950, Kingston 1950, p. 3.

Figure I[3]

ORGANISATION OF EDUCATIONAL ADMINISTRATION



[3]Adapted from The Torch, Jamaica, July 1955. P.49

The Ministry of Education acting on the recommendations of the Education Authority shapes the policies for the execution of which the Department of Education is responsible. The Education Authority marks the coming-of-age of educational administration. Yet the Director of Education warns:

> We have set up a Central Education Authority as an instrument for the evolution of a unified system of education in our land. It is an imperfect instrument, how imperfect only its members know, but it nevertheless is an expression of our determination that a child's educational fate shall not be settled by considerations of colour, class, creed or parental income.[4]

The Authority is aided by various Sub-Committees such as the Salaries and Pensions Committee, the Legal Committee, the Planning Committee, and the Examinations Committee to deal with subjects indicated by their titles and to submit recommendations to the Authority.

Within the Administrative pattern are certain officials whose work needs to be explained. These are the Managers of Elementary Schools. Teachers may not communicate directly with the Department but must transmit monthly returns, annual reports, applications for grants and other correspondence through the Manager. It is he who 'employs' and 'pays' teachers and because of this the relationship between principals and managers may be somewhat strained on occasion. Efforts are underway to make employment the direct responsibility of the Authority which may delegate its

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4 The Torch, July 1955, Kingston, P. 3.

authority to the School Boards. The position is usually held by Clergymen, even in the case of Government Schools, and is a relic of the days when the Church was responsible for all elementary education. Each Voluntary school has three managers of whom one is the Corresponding Manager and the others Co-Managers.

> The managers are held responsible by the Department for conduct and supervision of their schools and their maintenance in efficiency; for the provision of needful furniture, books and apparatus . . . Any serious irregularity must at once be reported to the Department by the manager.[5]

Managers are members of the local school boards.

The Code of Regulations contains educational legislation as it applies directly to education. It is revised from time to time and is supplemented by various circulars on current topics. By this means the Department distributes its policy throughout the island.

In the Secondary school system, School Boards are the governing bodies which control largely the financial affairs of the particular schools, whose affairs they administer. They employ staff and arrange for matters not specifically stipulated by the Government. The Principals, in contrast with those of elementary schools, enjoy a great deal of freedom in school administration and even in matters of curriculum.

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[5] Code of Regulations, Schedules A, B and D, Kingston, 1953, p. 4.

The establishment of a single controlling body, the Education Authority, in 1950, paved the way for the initiation of a policy leading to one integrated school system for all children. There is no indication that educators have worked out such a plan but there is evidence that the problem has been the subject of a considerable amount of thought. Some very tentative and exploratory steps have been taken. However, it is not likely that this will be accomplished until the details of the administrative system have been developed to offer to local communities the responsibility and the privilege of active participation in educational affairs.

Finance

Before 1834 education was financed largely through the bequests of private persons and by missionary societies. After the abolition of slavery both the Imperial and the local Governments gave financial assistance for school building; for various areas of instruction and to pay teachers' salaries. By the end of the nineteenth century the Government had assumed by far the greater portion of the financial burden. Today the Government pays nearly the whole cost of education either directly in building programmes and salaries or indirectly by grants and loans.

During the fiscal year April 1955 to March 1956 the Government of Jamaica spent £1,900,000, approximately one-eighth of its revenue on education. This is a tremendous increase over the first grant of £1000 in 1842 or £250,000 in 1938. No education tax is levied. Recommendations for the budget are put forward by the Ministry of Education.

These are decided in an Estimates Committee and then taken to the Executive Council for approval.

Other sources of educational finance are grants donated by various organizations such as the Colonial Development and Welfare Organization, contributions of religious and other voluntary bodies, school fees and various local fund-raising activities.

Donations by Various Organizations

The Colonial Development and Welfare Organization contributes generously to nearly every phase of education, from long-term projects like school building, to the granting of scholarships in all branches of further education. For example, the Organization gave assistance to the elementary school building programme begun in 1945. Of the £138,197 used for development schemes in 1950 only £60,524 were provided from local funds. Many major development schemes have been completed resulting in decreasing expenditure. However, the Government is constantly soliciting assistance in the carrying out of particular projects, for example, the building of a new technical school.

Other socio-governmental agencies such as the British Council, contribute either by their own programmes or in the form of scholarships to universities. The University College receives financial assistance from the British Government, from individual island governments (the University College is to receive £375,000 more between 1954-1958), and from local firms for particular purposes, for example research, as well as miscellaneous contributions from private persons. Most students pay fees.

Religious and Voluntary Organizations

The financial contributions of these bodies is confined to initial expenditure for buildings and partial responsibility for certain activities and equipment as the Government takes full responsibility for salaries and grants for libraries, sewing, gardens, appliances, manual training and sanitation. This covers nearly the whole expense. However, the organization of concerts and other social activities helps to provide such equipment as pianos and the like. Old Boys' and Old Girls' Associations do the same for the Secondary Schools. Several secondary schools still benefit from the Trust funds which founded them.

School Fees

Elementary education is free. However, principals and assistant staff charge fees for tuition in preparation for the Jamaica Local Examinations and the Certificate of Education, as well as for Training College Examinations. This is a private arrangement and is apart from the general expenditure. The fees in secondary schools vary very widely in private as well as Grant-aided institutions. (See Appendix II). In one large Grade A school the fee per term may be £7.10/- in another £15. This disparity results from the expense of importing qualified staff from overseas as well as expenditure for the construction of additional educational facilities, such as laboratories, workshops and recreational equipment.

Various Local Fund-raising Activities are carried on throughout the length and breadth of the island. They range from the Princess Alice Appeal Fund inaugurated by the U.C.W.I. down through tag-days, fairs at the larger grant-aided schools, to 'silver trees' in the rural areas. It is impossible to assess the total amount raised annually by these schemes. All effort is voluntary therefore net totals usually compensate adequately for the effort expended. Apart from the financial benefit of these activities, the fact that the local people themselves are taking an active interest in educational activities is vital to the island's educational progress.

Expenditure

Elementary Education

It is discouraging but unavoidable that the largest portion of the money available for education goes towards the payment of teachers' salaries. In 1950 the payment of elementary school teachers' salaries alone amounted to 48 per cent of the total Government expenditure, in 1952 to 79 per cent of the vote. The increase in salaries and in the number of teachers, as well as of more qualified teachers, helped to produce this tremendous boost. The Government also pays for buildings, and gives grants as listed above.

Secondary Education

Government contribution to secondary education takes the form of grants to schools (Graded A and B) according to their size

and efficiency. There are 29 of these schools receiving a capitation grant for each child of normal secondary school age, usually up to the School Certificate. The Government owns only three of these schools.

Further Education

Government contribution to further education takes the form of a fixed sum to the U.C.W.I. annually and the award of scholarships.

In addition, scholarships are awarded at all other levels of the educational ladder and derive from a number of sources:

The Government grants annual scholarships to pupils of merit from elementary schools, to secondary, vocational and technical schools. It is proposed to increase the number of these scholarships in view of the Government's inability to build more Technical and Secondary Schools but the number will hardly be enough to meet the need of a rapidly increasing school population. From secondary schools scholarships are offered to the University College of the West Indies and overseas universities. These include such scholarships as the Centenary, Jamaica and Agricultural Scholarships which are usually awarded on the basis of the Cambridge Higher School Certificate Examination.

Various Trusts, for example the Vere Trust, offer local scholarships for secondary education. Secondary schools, even for private institutions, also offer full or partial scholarships. The Rhodes (part of the bequest of Cecil Rhodes) and Issa (of Issa Brothers Ltd., Kingston) Schdarships are two of the older scholarships for further education.

Since its inception, the Colonial Development and Welfare Organization has offered scholarships in all professions, vocations and crafts. The University College of the West Indies offers scholarships and bursaries while the British Council, Y.W.C.A., local firms and other agencies offer funds for short-term learning and research.

The number of scholarships increases annually yet falls far short of the need. This, in turn, is the result of the paucity of available places. However, the concerted attempts of all parties to widen educational opportunity are encouraging.

The greatest single obstacle to the provision of adequate educational facilities is that of finance. Notwithstanding the generous assistance of the Imperial Government directly, or indirectly through the Colonial Development and Welfare Organization, Jamaica has not been able to provide educational opportunity for all her children. She cannot even afford to make education compulsory at the elementary school level in all areas. However, since the Ministry of Education now shapes policy based on the recommendations of a single Education Authority, the educational system may be better integrated and money expended with a view to strengthening the weaknesses in the system as a whole.

CHAPTER VIII

THE PRESENT EDUCATIONAL SYSTEM

Enough has been said in previous chapters to give the reader a general idea of the system of education as it exists in Jamaica today. The following is intended to present this information in a more coherent fashion. For reasons of brevity and accuracy, frequent excerpts from the Code of Regulations will be inserted.

Elementary Education

The terms "primary" and "elementary" are used interchangeably to refer to

> that type of education which while embracing the children of the 7 to 11 age group, also includes children from 12 to 15, the latter pursuing a general course that is neither of grammar nor of technical school level and is expected to provide a basis training in citizenship.[1]

In 1953 there were 713 of these schools with a total enrollment of slightly more than 218,000 pupils.

The schools maintained by the Government may be divided into the following groups:

> a) The Infant School in which 'all the children are under eight years of age and none is in the second or any higher standard in reading and writing or arithmetic'.[2]
>
> b) Public Elementary Schools are 'conducted in accordance with the Code of Regulations and receive grants-in aid.[3]

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[1] Annual Report, Department of Education, Jamaica, 1950, p. 7.

[2] Code of Regulations of the Department of Education, Jamaica, 1953, p. 2.

[3] Ibid. p. 12.

They may be included in two groups:

i) Government schools where "the building is either the property of the Government or placed at the disposal of the Government . . . and which is managed by a School Board duly appointed."[4]

ii) Voluntary schools, sponsored by religious bodies and which are "in receipt of annual grants managed according to the existing system, the corresponding manager being usually a minister of the religious denomination to which the buildings belong."[5]

c) The Senior School is one " in which all the children are eleven years or over and are ordinarily recruited from one or more public elementary schools."[6]

d) The Junior School is one in which all the children are under twelve years old.

The Public Elementary Schools are graded primarily on the basis of attendance, and secondarily on efficiency. There are four grades:

Table I

Grade of Schools	Average Attendance
A	Over 200
B	151-200
C	101-150
D	61-100

If the average attendance of a school falls below 61 it is regarded as a Special School. In addition, the Code of Regulations states:

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[4] Code of Regulations of the Department of Education, Jamaica, 1953. p.2.

[5] Ibid. p. 4.

[6] Ibid. p. 2.

> Each school shall be classified as of 1, 2, or 3 in General Efficiency within its grade, and such general efficiency shall be determined by (a) the efficiency of the general work of the school as reported on by the Inspectors, (b) the practical efficiency of the Garden and Handwork as reported on by the Inspectors, (c) the tone of the school and its effectiveness for character building and (d) promotion of games and interest shown in social welfare.
>
> A school shall retain its grade until the average attendance for THREE SUCCESSIVE CALENDAR YEARS REQUIRE a change to a higher or lower grade.[7]

Under this system of grading it is therefore possible for a school to be A3, that is, a large school with minimum or low efficiency.

The structure of the school itself permits of a great deal of over-lapping and repetition, is ideal for the slow pupil but retards the progress of the 'bright' child, and promotions during the year are discouraged. Promotions should take place normally in January. "It should be an exceptional occurrence for a promotion to be made during a term."[8] However, a teacher having an intimate knowledge of the pupil is permitted some freedom in the emphasis placed on certain aspects of the curriculum, and the groupings of grades, or standards, as they are called. The school is usually divided into three Divisions. The Lower Division comprises Junior A, Junior B and First Standard; the Middle Division, Standards Two and Three, and the Upper Division, Standards Four, Five and Six.

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7 Code of Regulations of the Department of Education, Jamaica, 1953, p. 12.

8 Department of Education, Circular No. 3639, p. 3.

Curriculum

The curriculum of the school has benefited from a thorough reorganization and change in content and emphasis though improvements are still necessary. The deplorable situations to which Madeline Kerr[9] alludes are more properly the result of faulty or inadequate teacher-training rather than those of the content. The latter consists of:

Table II[10]

Subjects	Middle and Upper Div.	Lower Div.
	Hours per wk.	Hours per wk.
Reading, Recitation, Writing (English)	10½	9
Arithmetic	3½	2½
Scripture	¾	¾
History and Geography (including Civics)	1¾	1
Science	1	1
Singing	¾	1
Drawing and Handwork	1½	2½
Drill	¾	¾
Gardening or Sewing	2	1

Every attempt is made to give the teacher helpful suggestions for making learning meaningful.

> In the Scripture lessons not only should the facts of histories themselves be taught, but the moral truths and duties exemplified or suggested by them should be deduced. In this way obedience to God, reverence, duty to parents, honesty, truthfulness, purity, unselfishness, temperance and the other virtues will be emphasized as and when they, or their contrary vices, are met with in the narratives.[11]

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[9] Kerr, M., Personality and Conflict in Jamaica, London, 1953.

[10] Code of Regulations of the Department of Education, Schedules A, B and D, Kingston, 1952, p. 2.

[11] Ibid. p. 11.

Or in Writing and English in the Junior Standard as follows:

> Spontaneity should not be discouraged by correction in the early stages . . . write whatever the children wish to write on their own interest or class activities. This must be individual activity, not class activity.[12]

In spite of this children have difficulty in acquiring an informal manner and it is common for letters to begin 'Greetings', 'As I take up my pen in hand', 'Good Morning', or some such commonplace. However,

> A pupil of good average intelligence who attends school regularly, on completing his eighth and final year of school life, will have read the Bible and a few standard English novels, will have been introduced to Shakespeare, and should be able to write a passable letter and have a fair understanding of how the ordinary business of the community is organized and conducted.[13]

This is more difficult to accomplish than is apparent, and the achievements are even more admirable because:

> The common speech of the majority of the Jamaican population is by no means pure English, but a vernacular language consisting of broken English and of words from origins other than English. This condition presents the major difficulty, not only in teaching reading, but in developing the use of good English in speech as well as writing.[14]

Examinations

Formal internal examinations are conducted at the end of the July and December terms. They are set by the class teachers on all the work of the previous period. Allowance is made for retarded and backward pupils 'and tests should be designed to test whether each pupil is making improvement on previous standards.[15]

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[12] Code of Regulations of the Department of Education, Jamaica 1953, p.11.

[13] Annual Report, Department of Education, Jamaica, 1950, p. 8.

[14] Ibid. p. 8

[15] Code of Regulations of the Department of Education, Jamaica, 1953, p. 17.

An Education Officer visits each school one or more times each year and on the basis of his general knowledge of the school, returns an Annual Report to the Department of Education. At the end of three years the school is examined by an Education Officer, assisted as he thinks fit by Specialist of other Officers of the Department. The Education Officer makes a comprehensive Report at the end of each three-year period.

Staff

Teachers fall under one of the following heads:

A. Teachers not qualified to take charge of a school

B. Registered graded Head Teachers.

A. i) Monitor

> On the application of the manager and with the express approval of the Inspector for the District given in writing certain scholars in the 5th or 6th standards in Reading and Writing and in Arithmetic or who have passed the First Jamaica Local Examination, who are leaving the school having attained the age limit, may continue in the school as monitors until the completion of their sixteenth year of age on condition that they may assist in the work and discipline of the school and receive suitable instruction . . . Such monitors shall assist in the work of an approved project and discipline of pupils connected with it, and shall receive suitable instruction . . . No payment to or for monitors, ordinary or special, may be made out of the grant to a school.[16]

ii) Supernumerary

> A supernumerary teacher, who must be at least sixteen years of age, may be employed with the sanction of the Department. He must possess qualification up to the standard at least of the first Jamaica Local Examination, and he will not be included in the recognized staff.[17]

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[16] Code of Regulations of the Department of Education, Jamaica, 1953, p. 15.

[17] Ibid. p. 15, 16.

iii) Pupil Teacher

> A pupil teacher is a boy or girl engaged by the manager of a public elementary school on condition of teaching in the school under the superintendence and training of the principal teacher and receiving suitable instructions. Such pupil teachers shall not be reckoned as scholars for purpose of average attendance. . . . The number of pupil teachers shall not exceed two for the head teacher, and one for each trained assistant.[18]

iv) Probationer

> Persons over eighteen years of age who have passed the Third Jamaica Local Examination or other Examination approved by the Board of Examination and whose characters are satisfactory, will if their engagements be expressly sanctioned in writing by the department, be recognized and employed as Probationers for a period not exceeding four years. . . . All persons employed as Probationers who fail to secure registration as Assistant Teachers of the Third Class within the prescribed four years will cease to be eligible for employment on the staff of a public elementary school.[19]

Probationers may become Assistant Teachers of the First Class by passing the First, Second and Third Year Training College Examinations, and if they have given proof of the ability to teach, have a satisfactory professional record; and if they have a medical examination. Each examination comes at the end of a two-year period.

v) Registered Assistant of the Third Class

vi) Registered Assistant of the Second Class

vii) Registered Assistant of the First Class.

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[18] Code of Regulations of the Department of Education, Jamaica 1953, p. 20.

[19] Ibid. p. 21.

> Students on leaving a Training College will, on application made by the Principal of the College be registered as Assistant Teachers of the Third, Second or First Class if they have passed the First, Second or Third Year Examination, respectively, and a satisfactory medical examination.
>
> In addition, Registered Assistants of the Third Class who have had seven years 'service as from the date of registration as such and Registered Assistants of the Second Class who have had five years' 'servide as from the date of registration as such, may on the grounds of proved capability and on the recommendation of an Inspector of Schools be promoted to the next higher grade.[20]
>
> B. Head Teachers fall into four grades:
>
> Grade A.: Four years' efficiency service in Grade B; three years for those showing marked service.
>
> Grade B.: As above for the Grade C teacher.
>
> Grade C.: As above for the Grade D teacher.
>
> Grade D.: As above for a First Class Assistant.
>
> In addition to possessing the above minimum qualifications a teacher must have shown improvement for at least two years consecutively.[21]

Salaries are paid directly by the Education Department on an approved scale (See Appendix II) through a Manager who negotiates employment subject to the Department's approval.

Teacher-Training

Training for teachers of Elementary Schools may be obtained within the four institutions available or externally through the Pupil Teacher-Probationer system:

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[20] Code of Regulations of the Department of Education, Jamaica, 1953, p. 16.

[21] Ibid. p. 20.

> Teachers are eligible for admission to the Training Colleges or for engagement as Probationers if they have passed the Third Year Jamaica Local Examination or an equivalent or higher examination. The competition for places at the Training Colleges is very keen and it is possible to admit only about one-fifth of those who apply. This competition ensures a fairly high standard of intelligence in the candidates accepted for admission to the Colleges and there is comparatively little wastage in the Colleges.[22]

> Probationers and teachers of the lower grades do not find it easy to obtain full qualifications via the external Training College Examinations. Only about 17% of all the candidates passed the written Training College Examinations for which they were entered in 1950, and of these 44% failed to pass the Practical Tests, which are compulsory.[23]

These "practical tests" include practice teaching based on the following scheme of Educational Theory and Practice:

First Year:	Introduction to Education Child Study Special Methods General Methods
Second Year:	Child Study Special Methods General Methods
Third Year:	Educational Theory Psychology and Child Study Special Methods General Methods History of Education and School Organization.[24]

In addition, the academic subjects provide mental discipline and information at a more advanced level. Specific training in some arts and skills is also provided.

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22 Annual Report, Department of Education 1950, p.15

23 Ibid p. 15

24 Code of Regulations Schedules A.B. and D., 1953, p. 41

The same curriculum is required of students both in and out of the institutions but External students are far less well prepared and are certainly not subject to the discipline of mind, as well as to other elevating influences, available within the Training Colleges. Consequently, there is usually a marked difference in quality between the College Graduate and an External Student, the former being commonly referred to as 'trained'.

In addition to this basic training, various Refresher Courses are given during the summer vacation. These include courses in agriculture and physical training. The courses are not usually compulsory but everything is done to encourage teachers to attend them. Unfortunately, the courses are too often regarded as an opportunity for shopping or pleasure trips rather than as a valuable means of further training.

Vocational and Technical Education

> The value of practical education was not recognized in Jamaica until the present century. The experience of slavery had placed a stigma on manual labour. . . Up to the late twenties of this century vocational education, especially agriculture, was tabooed. Farming was a last resort to some lads; others preferred to trek to the urban areas rather than succumb to the last resort.[25]

This is probably as enlightening a way as any to begin a report on the limited facilities existing for vocational training. Another equally formidable obstacle is the limited funds available to the department for such expenditure.

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[25] The Torch, Jamaica, July 1955.

> Practical Training Centres provide a form of Post-Primary training other than the purely academic type given in the Secondary Schools. They serve boys between the ages of 15 and 18 and give a two to three-year course in practical agriculture and allied trades. There is also an extension agricultural service of two years leading to settlement on the land as farmers.[26]

There are three of these centres wich offer primarily agricultural training, though carpentry, metal work and other such skills and trades are taught. As a result, there are also three Apprentice Farmer' Settlements and three Student Farmers' Settlements.

> The former give to selected students from the Centres a further two-year period of training in agriculture with a view to settling on the land as good farmers. By means of the latter, selected ex-students of the boys practical training centres are settled on their own farms. The work is greatly impeded by the delay in deciding on a clear-cut policy of development. . . .
>
> More rapid development of Student Farmers' Settlements is now expected as a result of the recommendation made to Government recently by a principal officer of Government.[27]
>
> The existing Practical Training Centres have been undergoing steady reorganization and upgrading over recent years especially with regard to standard of recruits, standard of training, quality of staffing, apprentice training, placement and scholarships to and from the Centres. These Practical Training Centres have steadily made their mark felt throughout the Island in the agricultural and other services and have been making a contribution towards the international reputation of the Island. [28] In 1950 there were 268 boys at the P.T.C.

There is one Practical Training Centre for Girls with emphasis on the domestic arts.

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[26] Annual Report, Department of Education, Jamaica 1950, p. 13.

[27] Ibid. p. 13.

[28] The Torch, Jamaica, July 1955, p. 31.

From these schools boys may proceed to the Kingston Technical School or the Jamaica School of Agriculture. The former is the only technical school and is now completely inadequate and too ill-equipped to meet the need and the increasing demands for training. It offers both day and evening classes. This institution is to be reorganized and extended. In view of this, various members of the staff have been awarded scholarships by the Colonial Development and Welfare Organization for further training abroad.

The Jamaica School of Agriculture offers a course in Practical Agriculture and its graduates are usually employed as Agricultural Instructors. Graduates use it as a stepping-stone to the Imperial College for Tropical Agriculture in Trinidad, or to Faculties of Agriculture in overseas universities.

Industrial Schools and Homes

The Department of Education administers certain institutions called Industrial Schools (not elementary schools receiving grants for manual training) which attend to the welfare not only of delinquents but also of destitute children. Two are run wholly by Government and in 1950, nine were provided with their own elementary schools. The large majority are run by voluntary bodies with Government assistance and include Homes for Orphans, the blind, the deaf and dumb.

> All the schools need re-organization; all are inadequately equipped and the buildings of nearly every school and Home are in need of repairs. The staffing generally is untrained, and added to these adverse conditions, is the incidence of overcrowding with the necessary attendant objectional features, which increase the evils they seek to avoid.[29]

Extra-curricular and Other Activities

These activities are becoming a significant and very vital part of the school programme at all levels. In the elementary schools extra-curricular activity consists largely of participation in games in some form of club. School begins at nine in the morning and ends at four in the afternoon. Between noon and one o'clock there is a period for lunch and recreation. Unfortunately, a large number of children walk home for lunch but those who remain indulge in ball and 'ring games' peculiar to the locale. These ball games include cricket, rounders and a modified form of baseball. Games requiring expensive equipment are unavailable because of lack of funds. Clubs are usually held after school. Four-H Clubs, Scouting, Guiding, the Girls' Guildry are most attractive. In the Practical Training Centres, the Technical School, The Jamaica School of Agriculture, the Cadet Corps draw an eager following. All such activities are usually run by the teachers and, this in addition to the Church work they all do, makes the remuneration they receive for their invaluable contribution, seem trifling.

Such, then, is the system of education as it exists today.

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[29] Annual Report, the Department of Education, Jamaica, 1950.

(See Table attached). In spite of its limitations it is of paramount importance since it provides education for the vast majority of children exposed to formal education in schools.

Secondary Education

If the provision for elementary education is not satisfactory, that for post-primary training is altogether inadequate in scope and until recently in content. Various committees and commissions have pointed this out from time to time, none more forcibly than the Kandel Report on Post-Primary Education. There are 29 grant-aided schools throughout the island, the large number being situated in or near Kingston. Several private schools, approximately thirty, operate with scant Government supervision and control. Since the Government cannot for many years to come make adequate provision for secondary education it has been thought undesirable to place restrictions on private institutions.

In the larger secondary schools a child may begin his education in Nursery School at the age of four or five and continue through Kindergarten and on up to the Sixth Form, where after acquiring the Cambridge Higher School Certificate or passing the London Intermediate Examinations he will have completed the requirements for the first year of University. This may appear to be overlapping and waste, since the Government does provide elementary schools, and it is sometimes argued that this practice should be discontinued so that specialist staff may concentrate their efforts on pupils who may better benefit from their talents.

On the other hand, such schools are an example of the best training available and the proposed plan to convert some elementary schools into special educational centres for purposes of preparation for the Jamaica Certificate of Education may be a means of encouraging growth in this direction.

The secondary schools are usually organized on the English pattern of Grammar Schools, in forms from one to six. These are sub-divided into sundry groupings of A, B, C and so on in order to combine slow learners, or fast learners, or at the Fifth Form those who take Latin or commercial subjects. Some principals are beginning to think in terms of streams of pupils moving up the school on a flexible plan to permit of transfer and combinations of subjects.

The curriculum is almost entirely academic, in many cases there is evidence of book learning at its worst where a detailed study of Shakespeare's plays leaves no lasting love of literature or of novels the incentive to further reading. However, these conditions are gradually changing owing to alterations and additions, as well as a new approach to the curriculum. Among these changes are the introduction of Jamaican Literature, History and Geography to the curriculum. Drawing is now becoming Arts and Crafts and stylised reproductions of still life give way to natural expression. Such subjects as Home Economics and Agriculture, as well as Shorthand and Typewriting have been accepted into the curriculum on equal gounds to the basic subjects. As a consequence, secondary education is loosening itself of the grip of the examination mill. It is no longer being regarded merely as a means of entering the Civil Service or of obtaining a white-collar job.

Examinations

There are usually three terms in each school year lasting from January to December. Examinations are prepared by the staff at the end of the second and third terms and promotions are usually made on the basis of these examinations, though on occasion some consideration is given to the standard of work during the previous term. In the Fifth and Sixth Forms pupils sit the overseas examinations of the universities of London and Cambridge.

Staff and Teacher-Training

Less than 50 per cent of the teachers in secondary schools have university degrees. A smaller number still have received professional training. The University College now offers a Post-Graduate Certificate of Education. The Government encourages teachers to obtain professional training by paying a double increment to holders of teacher's diplomas. Most of the teachers hold the Higher School Certificate or have passed the Intermediate Examinations of London University. A small number hold a School Certificate only.

Salaries are paid to teachers by the individual school boards according to a scale set up by the Government. (See Appendix II). Salaries are usually far in excess of those paid in private schools.

Extra-Curricular Activities

There is much more opportunity provided in secondary than in elementary schools for games and sports and even here, there is disparity as regards boys and girls. The boys have for decades participated in inter-school football and cricket, especially in the

Corporate Area of Kingston and St. Andrew, while the girls' activities have been more conservative. Although some games are played because their equipment is least expensive and large numbers of persons may participate, tennis and field hockey are found in secondary schools where equipment and space are available. Softball is a comparatively recent innovation but participation in swimming is limited owing to the difficulty of obtaining suitable facilities.

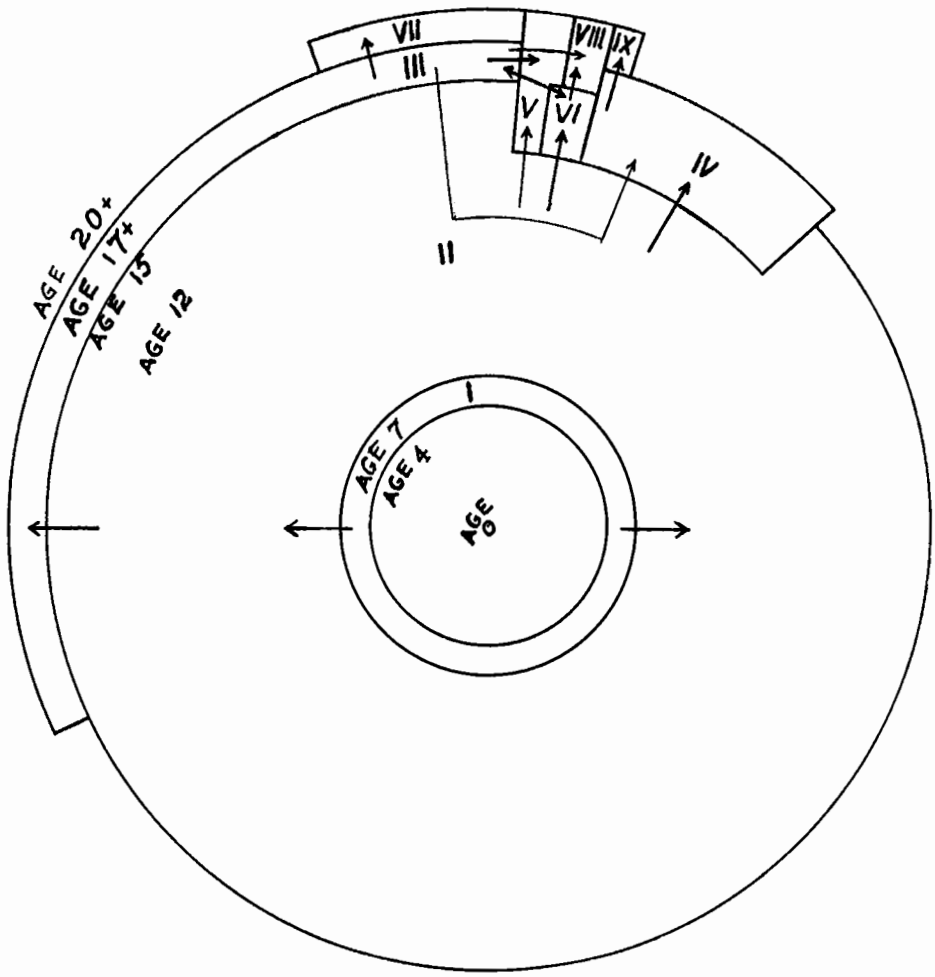
University Training

The University College founded in 1948 has three faculties, Medicine, Arts and Sciences. A Department of Education provides training for teachers. Students who wish to gain degrees may also sit the External Examinations of the University of London.

Although Government provision for education is admittedly inadequate -- some twenty percent of the children of school age never attend school; a small fraction of the school population receives education beyond elementary school and less than one per cent go on to university -- rapid strides have been made in the last twenty years. In the concluding chapter the conditions which give rise to these deficiencies and the deficiencies themselves will be examined.

FIGURE 2[30]

GOVERNMENT PROVISION OF
EDUCATION IN JAMAICA



I	Infant Schools	VI	Practical Training Centres
II	Elementary Schools	VII	Training Colleges for Teachers.
III	Jamaica Local Examinations	VIII	Jamaica School of Agriculture
IV	Secondary Schools	IX	University College
V	Technical School		

Spaces are in rough proportion to extent of provision. Arrows indicate transfer.

[30] Adapted from the Annual Report, Department of Education, Kingston, 1950

CHAPTER IX

SUMMARY AND DISCUSSION

Education in Jamaica has developed steadily since the first legislation on education in 1671, the first bequest in 1675 and the establishment of the first Moravian mission in 1734. We have traced its administrative growth from a Council of Education to an Education Department of 1867, a Board of Education for elementary schools and a Schools' Commission for secondary schools in 1879 and a single Education Authority in 1950 responsible to a Ministry of Education. The educational facilities have developed into elementary, secondary, vocational and technical schools, as well as other institutions receiving Government support. The crowning achievement for all the islands has been the University College of the West Indies founded in 1948. The study will now proceed to a consideration of some of the more outstanding achievements as well as the defects and inadequacies of the existing system.

In 1955 Jamaica celebrated "Jamaica 300". During the year festivites were arranged to honour the tercentenary of British rule. In effect, Jamaicans tried to take a long look down the years to 1655 but for most of them reality existed only in the last hundred years. In 1838 their grandparents were freed from slavery and the same missionaries who had so vigorously fought for their liberation were also the ones to begin their spiritual and mental enlightenment through education.

Education has progressed steadily aided by the combined efforts of the Church, the People and the State. Today Jamaicans look proudly on the achievements of the last century. Although geographical and climatic conditions, limited financial resources and misconceptions prove adverse to educational progress, her educators have attempted to come to grips with the idea of providing education for all her children according to their age, ability and aptitude. The existing system falls far short of the goal but what have the educators accomplished? Education is provided free in elementary schools for children between the ages of seven and fifteen. The right of all classes of people to secondary and further education has been recognized. Plans for extended vocational and technical training will be implemented shortly. The child has become the centre of education and the curriculum has been organized to suit his needs. The enforcement of compulsory education is delayed by reason of limited facilities only. Above all, education has been recognized as a social force for good, not ill.

Although in 1955 Jamaicans witnessed with pride their accomplishments in drama, art and music; read their own literature; danced their own dances and sang their own songs; the real achievement of those three hundred years was a revolution in ideals and aspirations and this has been the supreme triumph of education.

So much for the achievement of these years. However, too many children of school age still are without benefit of even the most rudimentary education.

> Stark statistics alone tell a somewhat grim story of the state of elementary education in Jamaica. Only two-thirds of the children of elementary school age are enrolled at the schools and, if those enrolled happened to attend all together, there would be no accomodation for about fifty thousand of them. The average number of enrolled pupils per teacher is about fifty, despite the fact that good educational practice seeks to limit classes to thirty.
>
> There is an annual increase of 7,000 pupils of elementary school age, without a commensurate increase in either available accomodation or the total number of teachers.[1]

Although elementary education is free, too many attend irregularly, owing to a variety of reasons, some of which are cited.

The poverty of many thousands of parents result in their inability to provide clothing, food and books for their children. The Government and other social agencies have taken steps to provide gifts of clothing in limited quantities; a great number of schools offer school lunches and those with more extensive facilities offer hot ones. Stationery is provided free and textbooks are on loan.

In rural areas children must help their parents in the fields especially on Friday in preparation for the Saturday market. This is in many instances no longer a valid reason. Friday school, usually for half-a-day in the country parts, has by tradition become a day of poor attendance. Until it is possible to make elementary education not merely free but also compulsory[2] as it is in the urban areas it

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[1] The Daily Gleaner Editorial, Jamaica, November 5, 1955.

[2] An Education Ordinance passed by the Government in 1945 made education compulsory for the children between ages six and twelve living within a two-mile radius of a school. The law cannot be strictly enforced owing to lack of accomodation.

will be squarely the responsibility of the teachers to make the programmes on Friday particularly meaningful and attractive. In the rainy seasons attendance falls off noticeably partly from custom but also from lack of protective covering to make the long journey to school judicious. Periodic droughts, especially in the southern parishes, usually cause a reduction in attendance, for when seasonal crops fail parents cannot send their children to school without food. School lunches and a more meaningful curriculum have helped but the true solution appears to be in improvement of social and economic conditions.

In Secondary schools the problem is the paucity of places rather than lack of attendance. The result is the same. An increase in places in the present secondary schools is obviously a stop-gap which is unlikely to fill the breach with any permanency. The Government must very seriously consider the establishment of secondary schools in large towns of every parish as in the case of the proposed educational centres for the Jamaica Certificate of Education, perhaps taking over large central schools for reorganization into secondary schools. With the output of trained teachers increasing annually a gradual adoption of such a plan should prove, in time, practicable.

The most important single flaw in the educational system is the fact that a large proportion of the teachers have no professional training. In the elementary school vacation courses offer a partial solution but little can be done about the older teachers who consider themselves "too old to go to school again". In secondary schools the

delay in the discontinuation of External Examinations has been blamed on the fact that too few teachers have sufficient academic training and a still smaller number have teacher-training. Though the Department of Education of the University College of the West Indies now trains teachers for secondary schools, little can be done about practising teachers or those without degrees except to provide vacation courses as is being done for elementary school teachers.

Lack of professional training among teachers of secondary schools has produced an emphasis on the subject to be taught rather than on the development of the child. Many teachers are specialists in one or two subjects even in the lower forms of the school so that rivalry for time and emphasis often sacrifices the general development of the child. A newspaper editorial makes the following comment on the shortage of teachers and its consequences:

> Already there is a shortage of teachers in Jamaica. The demand for secondary education is increasing and will be given more effective expression as the general economic position improves. Hardly two-thirds of the children of Jamaica of elementary school age attend school on any one day - and already classes are over large. What is likely to happen when elementary education embraces - as it must if the goal of universal literacy is to be attained - every child of school age?[3]

The greatest obstacle lying the path of any reorganization of the teacher-training programme lies in the fact that elementary and secondary school teachers are in a class apart. Large numbers

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[3]The Daily Gleaner, Editorial, Jamaica, December 17, 1955.

of secondary school teachers feel that elementary school teachers are both culturally and socially their inferiors, something which the latter keenly resent. Farsighted teachers have tried to bridge the gap by inviting secondary school teachers to join the Jamaica Union of Teachers which was initiated by, and whose membership consists almost entirely of, elementary teachers; even at least, to attend their annual conferences. The secondary school teachers on the other hand, have formed an Association of Assistant Masters and Mistresses and the two have joined forces only infrequently on matters of salary increases. This division between the members of the teaching staff springs directly from the demarcation between secondary and elementary education. This demarcation perpetuates a most undesirable class division in Jamaican society - all so meticulously compartmentalised as to appear somewhat ridiculous to the uninitiated observer. This rift between the teachers and the schools themselves is gradually closing, owing to a variety of reasons. Most of the secondary school teachers have no teacher-training and this is being frowned upon. An increasing number of them are native Jamaicans and a higher level of education is being required for elementary school teachers who are now being recruited from the secondary schools. Not only has the number of scholarships been increased so that more elementary school children may attend secondary schools but also more persons are becoming able to pay for their children's tuition in secondary schools. One of the most important reasons is the

fact that a new attitude towards the function of the elementary school is now gradually permeating the island. However, not until the same minimum requirement is expected of teachers in both secondary and elementary schools, and secondary education becomes compulsory for all children of school age will this differentiation disappear. The island's economy, notwithstanding the generous assistance of the Development and Welfare Organization, will not be able to afford this for a very long time indeed.

Jamaica has yet to provide a minimum education for all her children of school age. Two comments of the Director of Education appear particularly apt:

"The deficiencies in the present system of primary education in the island are so great as to make it inadvisable even if it were possible to reduce the amount spent on primary education."

> . . . If the state is to spend much of its inadequate resources on providing education for its children, I regard it as unjustifiable extravagance to provide the facilities for varying types of schooling and not to take a further step of ensuring that these facilities are used by the children who could derive most benefit from them and subsequently make the best return to the country.[4]

In the meantime it is the responsibility of all educators to be conscious of a common duty to Jamaican youth and to develop both in themselves and in their charges a feeling of national pride.

The very certain shortage of money for education is only too apparent. Both the Plan for Post-Primary Education based on the recommendations of the Kandel Report on Secondary Education and Mr.

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[4] Report to the World Bank Mission, Director of Education, Kingston, 1953.

Easter's recommendations on primary education have been adopted as Government policy but there has been little implementation because of lack of funds. The optimistic proposals of the Ten-Year Plan of Development had to be scaled down considerably for the same reason. Various expedients have been suggested. They include a shorter period of school life for a greater number and the adoption of a shift system to stabilize expenses and divert money to more realistic aspects of education. By this means for example, three hundred children would attend school in the morning and another three hundred in the afternoon. These and other schemes have been considered. Economy has been carried to a maximum. This is seen not only in the building of open-air classrooms but also of movable partitions allowing for fluctuations in attendance and flexibility of programmes.

During the past decade the number of children attending school has increased but not the proportion of children. Nor has that of trained teachers nor institutions for the education of adolescents. However, more than 45 per cent of the elementary schools have been rebuilt or substantially repaired and the University College is the premier achievement of the decade. It is impossible to assess its true importance a scant seven or eight years after its founding but no one doubts that its contribution is unique and invaluable. Finally, the idea has emerged that "a child's educational fate shall not be settled by considerations of colour, class, creed or parental income".[5]

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[5]The Torch, Jamaica, July 1955, p. 4.

The reorganization and expansion which have taken place have been no more than an attempt to strengthen the weaknesses and to extend the limited facilities of an educational system which Jamaica has outgrown. While inadequate economic resources and social misconceptions concerning the purpose of education will continue to retard educational progress, no time need be lost in working out a suitable system. Such a system must provide education for all children of school age. The primary school must be the foundation for, and lead to, further education (not necessarily of an academic nature), and education within this system must produce a citizen fitted for life in an island which is becoming industrialized, which is beginning to take its place in the large community of West Indian federal unit and ultimately, in the British Commonwealth. Those persons involved in educational problems are only too well aware of the almost insurmountable difficulties which offer a challenge to their vision, abilities - and patience.

CHAPTER X

CONCLUSION

This study has attempted to determine to what extent the development of education in Jamaica is influenced by geographical, historical, economic, social and religious factors. It is readily acknowledged that each of these is linked with the others, yet the influence of each applies in a specific way.

The mountainous nature of the country makes it necessary for a number of small schools to be scattered throughout the island, discouraging the more economical centralization of education. Seasonal rains, hurricanes and droughts discourage regular attendance and limit the number of open-air classrooms which may advisedly be built. Adverse climatic conditions also make necessary the frequent replacement of a large number of schools in addition to those which would normally need repair and replacement.

Jamaica has been a British colony for 300 years and the development of education in the island very closely resembles that in England. In the eighteenth and nineteenth centuries teachers were largely recruited from England and as a consequence the organization and curriculum of secondary schools are very similar to those of the English Grammar School.

Although a number of secondary schools benefit from trusts deriving from the bequests of wealthy planters of the seventeenth, eighteenth and nineteenth centuries the Government has gradually assumed the responsibility for the major portion of educational

expenditure which is today approximately one-eighth of the vote. Despite the recent generous assistance of the Development and Welfare Corporation reform is still limited and modified by financial considerations. For example, compulsory education cannot be enforced owing to the insufficient number of places in existing schools. However, the shortage of funds stimulates the idea of self-help which is a salutary improvement over the let-the Government-do-it attitude of earlier years. The benefits of industrialization have begun to raise optimistic hopes that industry will help to provide the money for the educational institutions and equipment Jamaica still needs.

Economic and social conditions inherent in Jamaica's background of sugar and slavery have sometimes caused crises such as those of 1865 and 1838 which have drawn the attention of the British Government and local administrators to the necessity for better education at all levels, and have occasioned extensive plans and projects. Education is very widely regarded as a social lever even among the teachers, where differences in training and social background are primarily responsible for the demarcation which exists between teachers of secondary and elementary schools.

Mission schools were the foundation of the present elementary school system, and the religious bodies which pioneered education are still active. Many of the largest secondary schools are owned and operated by Churches and a large proportion of elementary schools are denominational. Religious knowledge is taught in all schools but

a Conscience Clause protects the child from religious indoctrination and from being proselytized. The Church, as a corporate body, while practising a policy of non-interference wields considerable influence over the public opinion which shapes educational policy.

These five — geographical, historical, social, economic and religious — factors, acting singly and in several combinations will with others, continue to shape the course of education in Jamaica. However, the problems they create, as the records demonstrate, are not insoluble, and the obstacles will continue to go down in the face of determined and concerted action. Both the educational experts as well as the public are optimistic that a solution is possible.

> Jamaica is in the position at present of having to meet all these demands for education at one time while other countries have met them slowly and piecemeal. Nevertheless, Jamaica has this advantage that she can avoid the mistakes which other countries have made in the past, which they are now in process of correcting. She has the further advantage of being able to profit from the educational theories and practices of other countries.[1]

> Of all the problems facing the Government of Jamaica at the present time, none is more complex, none appears more difficult of solution, than that of providing the educational opportunities which the children of Jamaica need, and to which they are entitled. It it is not solved many other plans for progress will ultimately fail or have to be discarded.
>
> The scope and difficulty of the problem should not however, occasion despair. It should rather constitute a challenge to the entire Government to tackle it with the sense of urgency and the willingness to experiment and devise ingenious expedients which have been demonstrated over the past eleven years in facing up to issues not nearly so vital.[2]

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1 The Kandel Report on Post-Primary Education, Kingston, 1945, p. 5.

2 The Daily Gleaner, Editorial, Jamaica, September 17, 1955.

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APPENDIX I

SOME SOCIO-GOVERNMENTAL AGENCIES

Jamaica Welfare Ltd.

One of the factors contributing to the growth in Jamaica of adult education has been Jamaica Welfare Ltd. now known as the Jamaica Social Welfare Commission. Its origin has been described in Chapter VI. This organization sparked the fight for total literacy, and the promotion of a firm and healthy family unit. It's slogan is self-help for it is obvious that the Government unaided can never create the circumstances which will provide a better standard of living for all people. Community Centres have been developed for recreational and social activities; a mobile film service provides education and entertainment in rural areas; cooperative effort in the production of agricultural produce has proved successful. The Commission has encouraged Better Village Plans, boosted 4H Clubs and sponsored 3F (Food for Family Fitness) Campaigns, crafts and cottage industries, Pioneer Groups, housing and Savings Unions. There have even been experiments in a type of Folk School and The Caribbean Home Library founded by Jamaica Welfare Ltd. distributed over 7,000 copies of publications in 1950.

The Institute of Jamaica

The Institute, founded in 1881, is probably the oldest cultural institution in the island. It houses a library renowned in the West Indies and the West India Reference Library, a collection of Caribbean documents and manuscripts, which is internationally

reputed. It is also the site of a museum. Its chief contributions to education are its adult and children's libraries which circulate books throughout the island. It is also a centre for art exhibitions, displays of all kinds, recitals and lectures and a variety of interesting and educational topics.

The British Council

The British Council was established by the British Foreign Office in 1934 and derives its funds from the British Treasury. In Jamaica, it is primarily concerned with culturally development usually working through existing institutions such as the Institute to which it gives financial and other assistance. It has helped to provide reference libraries in major secondary schools and practical training centres and a central reference library for the use of the Community Centres of the Jamaica Social Welfare Commission. In addition it offers scholarships and bursaries for study in England, fosters the formation of music activity groups and orchestras, assists in the promotion of drama and drama festivals and encourages local artists.

The Jamaica Library Service

The Jamaica Library Service was founded in 1948 when the Government accepted an offer of £70,000 from the British Council to be spent over a period of eight to ten years to assist in the establishment of an island-wide free library service. The Government was to make an annual contribution to the project and was to be responsible for its maintenance and development at the end of the period of grant-in-aid. By the end of 1957 the Service expects to be serving some 60,000 readers; to have established the basis of a public library

service for Kingston and St. Andrew in Central Kingston and to have set up two branches in the suburban area; to have assisted the Education Department to establish an effective School Library Service for all elementary schools and to have formed the nucleus of a trained staff to take over the Service.

APPENDIX II

PRIMARY SCHOOL ATTENDANCE

Year	Population	No. of Children Enrolled	Av. Annual Attendance	Percentage in Attendance	No. of Primary Schools
1837	377,000+	12,580	9,775	77.7	183
1868	490,000+	19,764	12,216	61.2	286
1880	560,000+	56,382	32,871	58.3	681++
1894	665,000+		64,700		900++
1937	1,150,000+	158,418	89,221	56.3	653++
1944	1,290,000+	171,455	114,743	66.8	667
1950	1,416,883	208,592	142,654	68.4	702
1954	1,500,000+	220,100	152,000+	69 +	698

\+ Approximations calculated from Part 2 of the Census Report, Kingston, 1945

++ The law of 1899 providing for the amalgamation of small schools contributed substantially to this disparity.

GOVERNMENT GRANT-AIDED SECONDARY SCHOOLS 1955

Name	Owner	Enrollment	Annual Fees: Tuition	Annual Fees: Boarding
1. ARDENNE HIGH SCHOOL, Half Way Tree (Mixed Day School, Grade I).	Church of God	360	(a) £12.12/- (b) £15.15/-	
2. CALABAR HIGH SCHOOL, Half Way Tree (Boys' Boarding School, Grade I).	Baptist	450	£25. 4/-	£75 .2/-
3. CLARENDON COLLEGE, Chapelton (Mixed Boarding School, Grade I).	Congregational	419	(d) £16.10/- (e) £19.10/-	£66
4. CONVENT OF MERCY ACADEMY, Kingston (Girls' Boarding School, Grade I)	Roman Catholic	694	£24	
5. CORNWALL COLLEGE, Montego Bay (Boys' Boarding School, Grade I)	Govt.	425	£17	
6. DIOCESAN HIGH SCHOOL, Brown's Town (Girls' Boarding School, Grade I)	Anglican	180	£31.10/-	£78.10/-
7. EXCELSIOR SCHOOL,Vineyard Town (Mixed Day School, Grade I)	Methodist	630	(a) £15.15/- (b) £22.10/-	
8. FENCOURT SCHOOL, Claremont (Mixed Boarding School)	Trust	124	£24	
9. HAMPTON SCHOOL, Malvern (Girls' Boarding School, Grade I)	Trust	120	(b) £50 (a) £45	£100
10. HAPPY GROVE SCHOOL, Hector's River (Mixed Boarding School, Grade I)	Friends	122	(d) £15 (e) £18	£48 £51
11. IMMACULATE CONCEPTION HIGH SCHOOL Constant Spring (Girls' Boarding School, Grade I)	Romand Catholic	561	(a) £18 (b) £21	£90 £93
12. JAMAICA COLLEGE, Hope, Kingston. (Boys' Boarding School, GradeI)	Govt.	334	(a) £36 (b) £42	£108
13. KINGSTON COLLEGE, Kingston (Boys' Day School, Grade I)	Anglican	614	£22	
14. KNOX COLLEGE, Spaldings (Mixed Boarding School, Grade II)	Presbyterian	217	£19.10/-	£67.10/-
15. MANCHESTER SECONDARY SCHOOL, Mandeville (Mixed Day School, Grade I)	Trust	191	(a) £18 (b) £21	
16. MANNINGS SCHOOL, Savanna la mar (Mixed Day School, Grade I)	Trust	335	£15	
17. MONTEGO BAY HIGH SCHOOL, Montego Bay (Girls' Day School, Grade I)	Govt.	318	£15	
18. UMUNRO COLLEGE, Munro College, P. O. (Boys' Boarding School, Grade I)	Trust	140	(a) £40 (b) £50	£100
19. QUEEN'S SCHOOL, Constant Spring (Girls' Day School)	Anglican	185	£27	
20. RUSEA'S SCHOOL, Lucea (Mixed Day School, Grade II)	Trust	113	£12	
21. ST. ANDREW HIGH SCHOOL, Half Way Tree (Girls' Boarding School, Grade I)	Presbyterian	529	(a) £25 (b) £27	
22. ST. GEORGE'S COLLEGE, Kingston (Boys' Boarding School, Grade I)	Roman Catholic	651	£21	£96
23. ST. HUGH'S HIGH SCHOOL, Cross Rds (Girls' Day School, Grade I)	Anglican	400	(a) £24 (b) £27	£90
24. ST. JAGO HIGH SCHOOL (BOYS), Spanish Town (Boys' Day School, GradeI)	Trust	202	£20.5/-	
25. ST. JAGO HIGH SCHOOL (GIRLS), Spanish Town (Girls' Day School,Grade I)	Trust	159	£20.5/-	
26. TITCHFIELD SECONDARY SCHOOL, Port Antonio (Mixed Day School, Grade I)	Trust	212	(a) £11.8/- (b) £13.10/-	
27. WESTWOOD HIGH SCHOOL, Stewart Town (Girls' Boarding School, Grade I)	Trust	140	£30	£75
28. WOLMER'S BOYS' SCHOOL, Kingston (Boys' Day School, Grade I)	Trust	397	(a) £30 (b) £36	
29. WOLMER'S GIRLS' SCHOOL, Kingston (Girls' Day School, Grade I)	Trust	530	(a) £30 (b) £36	£75

(a) Under 12 (b) Over 12 (d) Under 13 (e) Over 13

SALARIES FOR PRIMARY SCHOOL TEACHERS APRIL, 1955[1]

	£
H.T. I. (601 -)	650 x 30 - 860
H.T. II. (201 - 600)	550 x 30 - 760
H.T. III. (151 - 200)	450 x 25 - 650
H.T. IV. (81 - 150)	380 x 25 - 650
H.T. Special (- 80)	360 x 25 - 580
Senior Assistant	380 x 25 - 600
A1 Assistants	350 x 20 - 570
A2 Assistants	260 x 20 - 340
A3 Assistants	210 x 20 - 290
Probationers	150
Pupil Teachers	48, 60, 72
Manual Training Instructors:	
Grade I.	380 x 25 - 600
Grade II.	260 x 20 - 460

KINGSTON SENIOR SCHOOL

Principal	690 x 30 - 900
S. A. Instructors	450 x 25 - 650
Assistant Instructors	380 x 25 - 600
A1 and A2	As in other Primary Schools.

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[1] Obtained from Circular No. 3572, Department of Education Kingston, March 1956.

SECONDARY SCHOOLS AND TRAINING COLLEGES
SALARY SCALES APRIL, 1955

PRINCIPALS	£1200 - 1600
SENIOR GRADUATES:	
Class I	£840 x 40 - £1200
Class II	£750 x 40 - £1110
GRADUATES:	£600 x 30 - £1020
Marriage Allowance for the above	£100
NON-GRADUATES:	
Class I	£400 x 25 - £700
Class II	£330 x 25 - £580
Class III	£280 x 25 - £480
Marriage Allowance Class I	£60
Marriage Allowance Class II	£48
Marriage Allowance Class III	£48

TRAINING COLLEGES

PRINCIPALS	
Mico Shortwood Bethlehem St. Joseph's	£1300 - £1600
VICE PRINCIPALS	
Mico	£920 x 40 - £1240
Shortwood	£840 x 40 - £1160
Bethlehem	£840 x 40 - £1160
St. Joseph's	No Vice Principal
GRADUATES	£630 x 30 - £1050
NON-GRADUATES	As in the Secondary Schools.

Marriage Allowances as in the Secondary Schools.

APPENDIX III

PHOTOGRAPHS OF SCHOOLS

SOME ELEMENTARY SCHOOL BUILDINGS

1. Old Elementary School damaged by 1951 hurricane, still in use.

3. Senior Department, Central Branch Elementary School, Kingston

2. Suburban Elementary School

4. Infant Department, Central Branch Elementary School, Kingston.

ELEMENTARY SCHOOL FURNITURE

1. Obsolete type of bench

2. Furniture for open-air classrooms.

3. Old type of furniture still in use in suburban and rural areas, seats six.

4. More nodern furniture, seats two.

SOME SECONDARY SCHOOL BUILDINGS

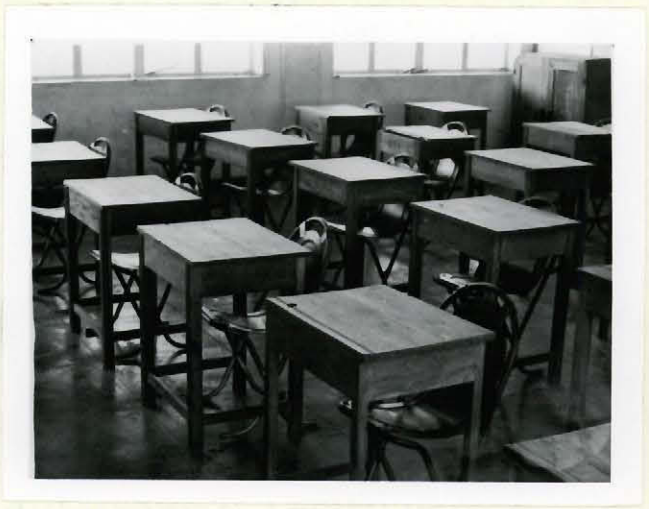
1. Manning's School, old building.

2. Manning's School, one of the new buildings.

3. Wolmer's Boys' School, new western extension housing eight classrooms, library and book storeroom.

4. Excelsior School, modern decentralized structures, two classrooms each.

SECONDARY SCHOOL FURNITURE



1. Wolmer's Boys' School, First Form.

2. Wolmer's Boys' School, Latin room.
Typical of most secondary schools.

APPENDIX IV

MAP OF JAMAICA