

THE EFFECTS OF
THE ECONOMIC DEPRESSION
ON EDUCATION IN OTHER
COUNTRIES



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CONTENTS

	Page
Letter of transmittal.....	v
Chapter I. A general survey.....	1
Education, 1919 to 1929.....	1
Economic changes, 1929 to 1932.....	3
Education and the economic crisis.....	4
Education, moneys, and populations.....	4
National education funds.....	6
Education's share in budget reductions.....	7
Total national school spendings and their decreases.....	8
Subdivisional and local funds.....	8
Capital outlays.....	9
Teachers' salaries and emoluments.....	10
Unemployment among teachers.....	11
School attendance.....	12
School fees.....	13
Education finance surveys.....	15
School consolidation.....	16
The health of the school child.....	17
International student movement.....	18
Contraction of cultural frontiers.....	19
Chapter II. Brief statements for individual countries.....	21
The British Commonwealth of Nations.....	21
European countries.....	26
Latin American countries.....	29
African and Asiatic countries.....	33
Sources of information.....	36

III

LETTER OF TRANSMITTAL

DEPARTMENT OF THE INTERIOR,
OFFICE OF EDUCATION,
Washington, D.C., June 1933.

SIR: Foreign systems of education can often teach us the best thing to do. "How has the economic depression affected other countries?" is a question most likely to come to the minds of educators in this country at present. This bulletin attempts to answer this question. Originally it was in five chapters, devoting an entire chapter to the British Commonwealth of Nations. Here are found all kinds of methods of financing schools varying from no Federal funds in Australia to a complete national system in New Zealand. The other British nations vary between these systems. The countries of the continent of Europe which are affected in different ways are also briefly treated. Latin America and Asia and Africa which had two chapters of the manuscript now complete the second chapter. Altogether some 51 of the 67 nations are covered herein. Lack of money has made it necessary to condense this bulletin.

I believe that with some of the nations which have increased their funds for education and some which have decreased them, this manuscript contains valuable information for the educators of this country, and I recommend that it be printed as a bulletin of this Office.

Respectfully submitted.

WM. JOHN COOPER,
Commissioner.

The SECRETARY OF THE INTERIOR.

THE EFFECTS OF THE ECONOMIC DEPRESSION ON EDUCATION IN OTHER COUNTRIES

CHAPTER I : A GENERAL SURVEY

EDUCATION 1919 TO 1929

More students were attending more schools taught by more teachers through more different languages as media of instruction in more countries over a wider area and using buildings and equipment of greater value and wider variety than at any other time in the history of the world, as far as history is recorded, when in 1929 the series of phenomena commonly termed the "economic depression" markedly began to be felt. To understand the changes that came and are still coming in education because of the economic stress, the general condition of education must be known and the chief characteristics of the depression need to be outlined.

A wide territorial expansion of organized public instruction took place in the decade just before 1929. New acreage was brought under "school cultivation" along the northern part of Africa in Morocco, Tripolitania, and Cyrenaica; along western and southern Asia in Palestine, Turkey, Iraq, Persia, and India; in central and eastern Asia in the Soviet Union and China; in many of the outlying and mountainous districts of Latin America; and in rapidly settling sections of Canada.

Education was also extending its age limits to take in more years of the life of the individual. Below the usual compulsory school attendance age of 6 or 5 it was reaching down in the kindergartens and nursery schools to children 4 and 2 years old. Above the school-leaving age of 14 or 15 it was continuing in many forms of part-time vocational training under legal compulsion up to the student's eighteenth year, and general secondary education of four years or more was fast becoming so popular that public sentiment took the place of law in holding the children in school. Adult education

in its many aspects throughout a large number of countries was taking on a semblance of order and establishing principles and practices. Movements for the reduction of illiteracy among adults and for its prevention through compulsory education were numerous; some of them were of exceedingly ambitious proportions and were affecting large groups of people.

Science and invention were unusually active in widening human knowledge, altering ways of living, bringing new material into school courses, and changing the aims, methods, and substance of education.

The general adoption of the democratic form of government with its corollary of citizenries taught to manage their common affairs compelled the reorganization of education in the newly established Republics of Europe and Asia. National responsibility for directing and supporting or helping to support public-school systems was being actively fostered in countries where that principle had been either nominally or not at all accepted. The value of organized, controlled schools in developing and attaining national ideals and aspirations was making education more and more the handmaiden of nationalism. In this direction some vast educational experiments were in progress. The largest and boldest of these was in the Soviet Union, where the attempt is made to use the schools to train people to live easily and well in communism. Another quite as large but not so bold was in progress in India, in that the provinces were being intrusted with providing a training that would fit the Indian peoples for full dominion status in the British Commonwealth of Nations. A reorganization and large expansion of education were in the planning for China. Less abrupt but vital changes were in progress in England and Wales and other parts of the British Commonwealth, France, Italy, Rumania, and Greece.

✓ Languages that had not before been used as media of instruction in organized school systems were embodied in writings and textbooks, and the children for whom these were mother tongues were no longer forced to acquire knowledge laboriously through an alien speech. To facilitate ease in learning, national governments in a few cases even dealt with such fundamental matters as changing the form of the language alphabets. Multilingual school systems were in full

operation in accord with the rights of minorities to develop their own languages and racial cultures. A better conception of the responsibility for indigenous and backward peoples was leading governments to apply education to the improvement of such peoples in sections and colonies where they lived in any great numbers.

Into these manifold educational activities, much disorganized because of the rapid expansion and many mutations, the depression came suddenly and without warning. Certainly it was entirely unexpected by nearly all educators in all countries.

ECONOMIC CHANGES, 1929 TO 1932

An early and marked characteristic of the economic upset was the falling prices of securities. In September of 1929 the quoted market price of the listings on the Stock Exchange in New York City was 90 billions of dollars. In October and November of that year the average price of 25 leading industrial stocks dropped 39 percent, and of 25 leading railroads, 19 percent. On July 8, 1932, the total market value of the listings was 15 billions of dollars; five sixths of the estimated worth had been lost in the seven major declines that had followed one after the other during 33 months. Something similar happened in most of the important countries of the world.

The great agricultural, industrial, and trade equipments that had been built up during the active years immediately before 1929 continued their full functioning for a while, then were compelled to slow down to only fractions of their capacities, because service and production were running far beyond the power to use and consume. Prices of staple products fell from 25 to 50 percent or more and wholesale and retail trade slackened in volume and value.

Commodities of all kinds moved less freely from country to country. International trade on its import side in 1929 for 108 countries amounted to 35,436.6 millions of dollars. By 1931 it was 20,721.7 millions, somewhat less than the figure for 1913. On the export side the total was 32,687.6 millions in 1929, but only 18,675.2 in 1931. The latter figure was 252.7 millions below the 1913 estimate.

Political upheavals, caused mainly by the economic distress, occurred in Argentina, Bolivia, Brazil, Cuba, the Dominican

Republic, Ecuador, Haiti, Honduras, Panama, Paraguay, Peru, Uruguay, Spain, and Germany. In only one of these did the trouble reach the proportions of fairly large scale military operations between opposing armies.

With the fall in wealth, both tangible and intangible, and the slowing down of intra- and inter-national trade, public revenues, national, subdivisional, and local declined. Most national governments faced and many of them still face the alternative of cutting expenditures drastically or of creating deficits. Of 80 countries reporting, 47 had budget deficits in 1930; the returns from 84 countries showed 62 with deficits in 1931 and 22 with balanced budgets or small surpluses.

Migration slowed down; fewer people traveled within their own national boundaries or abroad.

The summary of economic conditions quoted below for one country could with a few modifications apply for 1931 or 1932 to almost any major political unit.

Business developments during the year were generally adverse. Industrial production declined steadily, unemployment was higher at the end than at the beginning of the year, wage and salary cuts were numerous, and there was a consequent fall in domestic purchasing power. Retail trade turnover shrank and there was a rise in the number of bankruptcies. Financial difficulties and political uncertainties also increased. Gold and foreign-exchange holdings declined and there was a run on the banks, culminating in a financial crisis. Government finance was marked by a growing deficit due to lower tax receipts, heavier social service expenditures, and numerous emergency decrees to halt the loss of gold. An increase in the favorable foreign trade balance was achieved largely through sharp curtailment of imports.

EDUCATION AND THE ECONOMIC CRISIS

The nature and the extent of the deep-seated and the superficial changes in the cultural, particularly the educational, activities of mankind brought about by the crashing economic structures and the many sudden shifts from extremes of wealth to extremes of poverty cannot yet be determined with any accuracy. Even now, nearly 3½ years after its first quick onslaught, the storm has not passed, but the main effects can be described.

Education, moneys, and populations.—Finances first. Education is supported mainly by public funds, the proceeds of taxes levied by the nation or some one of its subdivisions. Moneys for schools fall off with a lessening of public revenues,

and in the present crisis when tax receipts declined the amounts for education were smaller though their purchasing power was to some extent higher. And these reduced funds for education come when the population of the world is increasing rapidly. Around 1931 the 56 political divisions on which we are reporting had a population estimated at 878 millions. For the previous 10 years, 51 of the 56 were increasing in population, as a group, by some 9,450,000 annually, and there is little or no indication that the rate of increase is diminishing. Of the 51, only El Salvador, the Irish Free State, Northern Ireland, and Scotland—all small countries—report population decreases. The data for the other five are too uncertain to be used in computations. In a world in which so many more children must be trained and at least one third of the persons 10 years of age and over are illiterate, the slackening of education funds, even if they be much more effectively used, is ominous indeed.

Several difficulties are in the way of reporting with a high degree of accuracy down-to-date and comparable costs of education for a large number of nations. The time element is one of them. We are dealing mainly with 1929, 1930, 1931, 1932, and early 1933. In those countries which have prompt and effective accounting service the final figures are made public usually from 1½ to 2 years after the close of the fiscal period. Data for 1932 and 1933, and in many instances even 1931, are at this writing to be had only as estimates. Moreover, fiscal years differ among countries. Some use the calendar year. April 1 to March 31 is common. July 1 to June 30 is occasional.

Fluctuations in exchange—and these have been great in the past 4 years—complicate the situation. Changes in purchasing power of the unit of coinage add another phase not easily handled. What may be classed as education expenditure varies in different countries, though there is a broad general basis used for all, but many items not directly connected with schools are included in some official reports and excluded in others.

With these limitations in mind the reader is warned to consider the data immediately following as rough approximations at best but still sufficiently complete to give an idea of how education funds have responded to recent economic upheavals.

National education funds.—The following table relates only to *national* funds used for education and shows for each of the countries on which we are reporting the percent of change between 1930 and 1931, and 1931 and 1932. The year 1930 is used as the starting point because heavy fluctuations did not begin until about that year. Percents instead of absolute amounts are used; they are more significant.¹ The names of the countries are arranged in groups with respect to the proportions which education funds from the National Treasury bear to the entire education expenditure for the national area.

Percent of changes in national education funds

Political Division	Approximate percent of education costs borne by National Treasury	Percent of decrease in education funds (national) from—	
		1930 to 1931	1931 to 1932
1	2	3	4
Albania.....	100	10.3	• 15.2
Australia ^b	100	4.2	11.3
Bulgaria.....	100	1.9	• 1.2
Costa Rica.....	100	8.0	13.6
Ecuador.....	100	• 16.1	9.8
El Salvador.....	100	11.9	52.0
Greece.....	100	.07	• 4.5
Guatemala.....	100	8.0	35.0
Irish Free State.....	98	• 1.5	• 1.7
Morocco, French.....	100	• 8.1	7.6
New Zealand.....	100	17.4	14.1
Nicaragua ^c	100	90.8	• 282.3
Paraguay.....	100	• 4.0	2.0
Uruguay.....	100	• 3.3	1.9
Haiti.....		25.0	14.0
Honduras.....	90	• 6.1	43.7
Northern Ireland.....	94.5	• 1.4	2.7
Panama.....	95	0	• 3.3
Peru.....	95	0	17.0
Dominican Republic.....	80	30.2	10.3
Estonia.....	80	7.2	7.6
Iraq.....	85	0	20.0
Luxembourg.....	80	• 2.8	11.0
Newfoundland.....	88	• 1.4	23.7
Belgium.....	75	.5	2.6
Chile.....	75	19.0	7.0
Egypt ^d	75	16.9	3.4
Finland.....	75	2.5	19.0

^a Increase.

^b Included here because all education moneys in Australia come from the State treasuries; no local funds are used.

^c The great changes in Nicaragua are due to the earthquake, not the depression.

^d 1931-32, and 1932-33.

¹ For a few countries the absolute figures are given in the separate accounts which follow this general statement.

EDUCATION ABROAD

Percent of changes in national education funds—Continued

Political Division	Approximate percent of education costs borne by National Treasury	Percent of decrease in education funds (national) from—	
		1930 to 1931	1931 to 1932
1	2	3	4
France ^a	77	2.6	8.2
Italy.....	70	.83	18.4
Lithuania.....	70	9.05	10.1
Persia.....	75	11.7	2.8
Union of South Africa.....	75	(¹)	(¹)
Mexico.....	65	5.9	21.3
Poland.....	65	19.0	2.4
Siam.....	64	2.4	23.0
Denmark ^a	51	1.6	2.6
England and Wales.....	56	.48	6.4
Hungary.....	55	1.6	15.1
Latvia.....	52	2.2	25.0
Norway.....	50	.2	.9
Scotland ^b	55	.3	7.4
Liberia.....	45	60.8	34.9
Palestine ^a	40	3.3	2.3
Turkey.....	40	17.3	5.8
Austria.....	30	6.28	19.8
Ethiopia.....	25	.1	4.7
Japan.....	25	3.0	4.05
Canada.....	1.2	(¹)	(¹)
Colombia.....	13	9.3	9.2
Germany.....	2	(¹)	(¹)
India.....	1.7	.5	44.6
Switzerland.....	5	24.0	5.7
Bolivia.....	(¹)	8.6	13.7
Cuba.....	(¹)	32.0	32.0
Yugoslavia.....	(¹)	.7	6.1

^a Increase.
^b Owing to a change in the fiscal year, the comparison between 1931 and 1932 is a comparison between 12 months and 9 months. The percent of decrease is thus exaggerated.
^c No data.
^d Data for 1929-30, and 1930-31.
^e Estimated for 1932.

Of 103 changes recorded in the foregoing table, 71 are decreases; only 32 are increases, and the latter are on an average smaller than the former.

Education's share in budget reductions.—Schoolmen are prone to feel and to say that in times of trouble education is the first or among the first of public activities to suffer from lessened funds, and that it is helped latest when recovery comes. In working up the returns for this study a special attempt was made to ascertain whether they are justified in that feeling. Our data show that the total national expenditure was reduced more in proportion than was the allowance

for education in Belgium, Bulgaria, Denmark, Estonia, Finland, Greece, Lithuania, Luxembourg, Yugoslavia, Bolivia, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru, Egypt, Iraq, Palestine, Persia, and Switzerland. Education seems to have lost more than its rightful share in Australia, England and Wales, India, the Irish Free State, Newfoundland, New Zealand, Northern Ireland, Scotland, Austria, Hungary, Poland, Cuba, Haiti, Nicaragua, Panama, Salvador Uruguay, and Liberia. Results were negative or doubtful in Latvia, Norway, Guatemala, and Morocco. The generalization cited is not warranted, but unduly heavy recessions in education funds occur so often and in so many countries that they are thoroughly alarming to the believer in education.

Total national school spendings and decreases.—Omitting Canada, Germany and the Union of South Africa from the list because the data for them are not within the proper time period, the 53 other countries expended from national funds in 1930 roughly \$988,500,000—computed at par in coinage of the United States—for education. The following year the figure was \$948,200,000, a loss of \$40,300,000, or 4.07 percent. The 1932 amount was further lowered to \$881,000,000, a recession of \$67,200,000 (7.08 percent) from that for 1931, and of \$107,500,000, or 10.8 percent, from that for 1930. At the reasonable cost, not including capital outlays, per head of average attendance in the State schools of Australia in 1929, which was £12 17s. 6d. (\$62.66), the first reduction would have kept 643,153 children in school for a year; the second would have furnished like accommodation for 1,072,455 children.

*Subdivisional and local funds.*²—Data for first subdivisional and local³ educational funds are much less complete than they are for national school moneys. Only 14 of these countries (see table) draw all of their school funds from their national treasuries. That group of 14 spent for education \$76,464,400, \$73,271,600, and \$59,482,000 in the years 1930, 1931, and 1932. The two decreases were, respectively,

² The words "first subdivision" are used here as a class name for those larger divisions of the nation, such as Provinces in Canada and the Union of South Africa, States in Germany and Australia, Cantons in Switzerland, counties (Województwo) in Poland, etc.

³ Local is used as a class term for municipal, communal, district, etc.

4.17 and 18.8 percent; the total decrease from 1930 to 1932 was 22.2 percent.⁴

Not including Bolivia, Canada, Cuba, Germany, India, the Union of South Africa, and Yugoslavia, for which the data are not comparable or lacking, national participation in the cost of education in the other 35 ranges from 95 to 5 percent. It comes out in computation to be about 54 percent for all of them as a group. From first subdivisional and local moneys (46 percent) they expended for education approximately \$702,505,100, \$674,902,500, and \$640,930,100 in 1930, 1931, and 1932, respectively. The two losses were \$27,602,600 and \$33,972,400, or 3.9 and 5.03 percent; a total of \$61,575,000, or 9.1 percent. The indications of these data are strong that in this depression national school moneys were cut more quickly and heavily than were first subdivisional and local moneys, but that cannot be accepted as a justifiable conclusion until more detailed figures from more countries are to be had.

The decreases just stated would have cared for 440,515 and 542,170 children for one year at the Australian average previously quoted. Adding these numbers to those given for the decreases in national funds (see p. 8) and remembering that in each case the first decrease extended over 2 years, here were recessions sufficient to accommodate in a standard way 3,781,961 children for a year. Remember also that during these years the number of children of school age was increasing in nearly all countries and that many millions of children still lacked any kind of facilities for good training. Moreover, unemployment caused by the depression was keeping in school large numbers of older children that would otherwise have withdrawn.

Capital outlays.—Capital outlays were the first to be halted in the attempt to bring public spendings within receipts. The building of new buildings and reconditioning of old ones has almost stopped in most areas. Among other exceptions to this are some of the Provinces in Canada, and moderate activity in the Union of South Africa. School-building programs were going forward rapidly in Australia previous to 1930. Notably, New South Wales was making an annual outlay of more than £600,000, mostly out of loan

⁴ These amounts are included in those used in the preceding paragraph.

moneys. After 1930 loans were difficult to obtain, and outlays are now chiefly to keep existing buildings in order. Expenditure for buildings for 3 years prior to 1932 was: 1929, £772,296; 1930, £488,777; and 1931, £345,754. Japan and the Irish Free State had neared the completion of school-building programs when the depression came on and could check such outlays without serious harm. The reconditioning of buildings for the reorganization planned by the Hadow report in England and Wales had to be slowed down, but reports are that a careful study of costs is resulting in better buildings at a much lower expense. To help in this situation, the Board of Education issued Circular 1419 (July 22, 1932) on "School Buildings: Economy in Construction." The committee on local expenditure for Scotland refused to recommend an abstention from building for 5 years as being neither an economic nor a sound social proposition, but suggested instead that in view of the lower costs a considerable impetus might be given to construction.

Teachers' salaries and emoluments.—The main item of cost in any organized public-school system is that for personnel, especially the instructional staff. If a system is to reduce its current expenditures materially it must lower salaries and wages. Cuts generally of 10 percent in teachers' salaries are reported from Queensland, South Australia, England and Wales, New Zealand, Northern Ireland, Scotland, Hungary, Lithuania, Norway, Bolivia, Costa Rica, Palestine, and some sections of Canada, India, and Colombia. Salaries were in arrears in Liberia, Costa Rica, and Japan. A cut of 5½ to 8 percent is proposed in the Irish Free State. Undoubtedly some other areas also have reduced salaries, but the statements to that effect are not at hand. In those countries where teachers are public employees and under civil-service regulations the teaching staffs have uniformly had to share in the lowered pay rolls that applied to other branches of the service. If the rate of pay depended on the locality, they have fared better or worse, according as the local authorities could or would provide for the schools.

In some instances where standard salary scales are in effect, the annual increments have been changed to biennial, lower entrance salaries have been fixed, and exceptionally the salary scale has for the time being been entirely set aside.

Emoluments outside of the general salary scale, such as extra pay for special classes, lodging, housing, etc., have commonly been reduced or discontinued. Most superannuation schemes have held up well.

The stronger school systems have lowered administration expenses as much in proportion as they have costs of instruction.

Unemployment among teachers.—Unemployment among teachers is common in nearly all the countries reporting. No estimates are made as to the actual number without positions, but the general impression is that the percentage of unemployed in this profession is not so large as it is among industrial workers. Some administrators are taking advantage of the oversupply of teachers to better the quality of their staffs by raising the qualifications and selecting new appointees with unusual care. Thus the Minister of Public Instruction of Victoria, Australia, writes in his report for 1931:

The difficulties which, two or three years ago, confronted the administration with regard to the adequate staffing of schools have entirely disappeared. Not only so, but so great has been the flood of highly qualified young applicants for the service that many who were temporarily employed, and some permanent teachers of unsatisfactory promise, have been replaced by others who should bring credit to the teaching body. The literary qualifications necessary for appointment of junior teachers have been raised to that of the leaving certificate of the university, a step also rendered possible and necessary by the increased number of candidates, and hundreds qualified even to this extent have been unable to gain admission in face of the large number in possession of leaving honors and even of university degrees. Full advantage has also been taken of so favorable an opportunity for making personality, along with literary qualifications, a deciding factor in the selection of new teachers. The general result is that, in consequence of the financial depression, the standard of literary attainments among the teachers, and also the standard of teaching as affected by literary attainments, have been appreciably raised.

While in this instance no attempt is being made to control the supply of teachers, in other cases plans are in operation to keep the supply near the limits of the demand. In Scotland the National Committee for the Training of Teachers plans to admit to the four training centers only 755 graduates out of the 1,299 applicants that had applied by the closing date for filing applications. A special quota of 45 men, who

are Roman Catholic graduates, will be accepted to insure teachers for the Roman Catholic schools. The general plan of limitation is to select the strongest candidates and reject the weaker before they have used much time or money in preparing for a service in which they will be at a disadvantage.

Two normal schools were closed in New Zealand in 1932. The school year was shortened in two of the normal schools of Salvador.

School attendance.—In industrialized countries with well-established school systems, school enrollments have grown more than would normally be the case and attendance records have improved. So markedly were children willing to go to school and their parents to have them go that some systems made savings by reducing the number of school-attendance officers. Inability to pay tuition turned many private-school pupils into the free public schools. The problem, always present in greater or less degree, of what to do with the child of about 14 who has completed the elementary school and passed the age of compulsory education but who will not attend a secondary school has been aggravated in the past 3 years, since he will go out to probable, even almost certain, enforced idleness. A natural and partial solution is for large numbers of older children to remain 1 or 2 or even more years at school, and that is occurring to the extent that not a few education administrators purpose to take advantage of the situation to raise the legal school-leaving age. The Minister of Public Instruction in New South Wales sees a gain in this longer school life. He reports:

The economic depression, however, has its compensation. That a large number of pupils had to remain an additional year at school is no small benefit, both national and individual. Every additional schooling year in the period of adolescence is a great asset to national efficiency. Normally the statutory leaving age has marked the end of the school career for the overwhelming majority of pupils. At the same time there has been a growing public consciousness of the unique benefit of postprimary education. The misfortune of unemployment has naturally raised the school age, and will probably contribute effectively toward the establishment of 15 as the statutory leaving age.

Generally the school systems have accepted responsibility for children from 14 to 16 or 18 years of age and undertaken to prevent those years being wasted. It has necessitated adding higher classes to elementary schools, using school accommoda-

tion to the utmost of its capacity, loading teachers more heavily, offering different kinds of technical and vocational courses, and occasionally setting up vocational-guidance committees and employment offices. And these were done in spite of lowered school revenues.

Some school systems have permitted schools to be closed and school enrollments to decline. Large numbers of schools have closed in the sparsely populated districts of Bolivia. In 1931 more than 300 schools were suppressed in the Dominican Republic. Enrollment in primary schools in Haiti fell from 96,800 in 1929-30 to 92,355 in 1930-31. Possibly one third of the schools in Honduras were closed in 1931-32. The number of schools in Peru has decreased.

In all British India the number of schools and scholars increased, but for certain sections the Educational Commissioner reports in 1930-31:

The United Provinces, Bihar and Orissa, and the Central Provinces have recorded large decreases in the number of recognized institutions and their enrollment. The decline has been especially great in Bihar and Orissa, where there was a fall of nearly 500 institutions and 28,000 scholars. The prevailing financial stringency and economic depression, coupled with the laxity of discipline engendered by the civil disobedience movement, are mainly responsible for this formidable decline. It is, however, noteworthy that, while the number of recognized institutions in Bihar and Orissa has decreased, unrecognized institutions increased by 250 and their enrollment by about 8,500, chiefly owing to the withdrawal of support by local bodies from a large number of schools which used to receive stipends and have since ceased to teach the departmental curriculum. In the Punjab, also, many local bodies experienced difficulty in meeting their educational obligations. In many municipalities the pay of teachers was often in arrears; in one case salaries were reduced by 10 percent, while in one district municipalities, owing to their inability to find their own share, were unable to receive building grants from the Government. All these factors have tended to retard the progress of education during the year; it is, therefore, satisfactory to record that, in spite of adverse conditions, the number of institutions and scholars has slightly increased.

School fees.—As public incomes derived from taxation declined, not a few proposals were offered that parents should help to keep up school funds by paying fees for their children attending the public schools. These plans, applied to secondary schools, not elementary, for compulsory education, recognizes the justice of free instruction during the compulsory school ages. Only two countries are reported as having

recently made changes with respect to charging or increasing the secondary school fees—England and Guatemala. The trend in England was away from fees and toward provision of free secondary schooling for all pupils capable of profiting by it, but on September 15, 1932, the Board of Education issued Circular No. 1421, providing for increasing secondary-school fees and basing the amount to be charged on the capacity of the parents to pay. The board did not fix exact charges. The President of Guatemala on April 27, 1932, issued Decree No. 1264, establishing small monthly fees for students in the secondary, normal, and special schools. He justified the decree as necessary in the interests of public economy.

In contrast with this the French Government in 1930 began a policy of progressively removing fees in the secondary schools beginning with the sixth class and adding an additional class each year thereafter until all secondary instruction should be free. The sixth, fifth, and fourth classes were brought within the plan in 1930, 1931, and 1932. The law of finances for 1933 contains an article instituting freedom from tuition for external students from October 1, 1933, for the primary and elementary classes and for the third, second, first, and mathematics and philosophy classes in secondary institutions. On April 11, 1933, the Chamber of Deputies by vote of 425 to 145 refused to strike out the article and amended it later to include free tuition for the preparatory classes in the schools of arts and crafts. The action of the Chamber was later sustained by the Senate.

The Committee on Local Expenditure (Scotland) refused to recommend that fees be imposed as a means of helping to maintain the schools. It interpreted the education law of Scotland to mean that if the opportunity for free secondary education is available to all children, fee-paying may be the rule in a limited number of schools.

The Committee of Inquiry into Education in South Australia recommended fees for pupils in higher primary schools, central schools, and high schools, with provision for a certain number of free places so that children of special aptitude need not for financial reasons be debarred from secondary education. In effect, if its plan is followed, only primary education will be free in South Australia. The Director of Education, feeling that the modern tendency of

education is to provide, free of cost, superprimary education suited to the abilities and aptitudes of the pupils up to the age of 16 years, protests:

I am of opinion that no child should be debarred, through poverty, from receiving a superprimary education. I therefore suggest that the children of parents who, on investigation, are found to be unable to pay the fees should be admitted free of charge. It is unfortunate that fees have to be demanded at this particular time when there are so many families whose wage earners are out of work. Unless some such provision as I have suggested is made, there is very grave danger of throwing into the ranks of the unemployed several thousand boys and girls at the most critical period of their lives. Such a result would be a calamity of the first magnitude, and to avoid this the incidence of the imposition of fees should be very closely watched.

The Unemployment Committee is at present considering a scheme suggested by the Lord Bishop of Adelaide for dealing with compulsory education of unemployed youths and girls up to the age of 16, and at the instance of the Honorable the Minister I have written a report on the cost and means of carrying out such a scheme.

Fees are more than one fifth of the school revenues in India—for the Presidency of Bengal they are more than 42 percent—and this may account for the slowness with which compulsory education is being accepted there.

Education finance surveys.—"Let us turn to the n th Economy Committee Report quickly, before the publication of the $(n+1)$ th", said President Penlington in his address to the National Union of Teachers, meeting at Aberystwyth, Wales, in April of 1933. He was expressing a condition that has arisen because of the setting up of an unusual number of committees to make special inquiries into finances.

The Chancellor of the Exchequer of the British Empire on July 1, 1932, appointed two committees on local expenditures, one each for England and Wales, and Scotland. Both reported the following November and both gave considerable attention to the matter of effecting economies in education without injuring the service.

The Minister of Finance of Northern Ireland as early as July 9, 1930, set up a committee on the financial relations between the State and local authorities. Its report was returned in August of 1931, and it also included the education service in its inquiries.

A committee of inquiry into education appointed by the Premier of South Australia on December 24, 1930, to consider

(1) the general policy of education in relation to the economic resources of the State, (2) whether the present system of education is effective and whether some modification of it would meet the requirements of the community, and (3) the cost to the State, and whether it is capable of reduction, made its second progress report on June 19, 1931. Its main recommendations were strongly protested by the Director of Education, who, as one of the three members of the committee issued a minority report.

In France the Minister of National Education by decree of December 13, 1932, appointed nine tripartite commissions on economy. With the exception of one with 6 members, each commission has 12 members, chosen one third each from the administration, the personnel, and the public or those directly interested in using the service which the commission is to study. The commissions will consider, respectively, central administration, archives, universities and faculties, great scientific or literary establishments, secondary schools for boys, secondary schools for girls, administrative and economic services and secondary education, services of academic and primary inspection of normal schools and of superior primary schools, and elementary primary education. If the findings are published, no notice of any of them has been received at the United States Office of Education.

School consolidation.—Not a few of the annual educational reports and the findings of the special committees include recourse to some form of school consolidation as a means of making savings and providing accommodation for children in the small schools, that are so expensive to maintain. The Committee on Local Expenditure (Scotland) particularly emphasizes that small secondary-school classes and small secondary schools could be combined to both educational and financial advantage. The Director of Education of the Orange Free State writes in his report for 1931:

Centralization by means of motor transport means not only a financial saving but also better educational facilities. The small schools that are closed are usually 1-teacher schools, in which 1 teacher has to manage 8 classes. It is a pleasure, therefore, to intimate that in 14 cases the centralization has been in towns, where every class usually has its own teacher, and where there are facilities for teaching technical subjects; in 3 cases it has been at rural schools with 5 teachers, in 11 cases at rural schools with 3 or 4 teachers, and in no case at a school with less

than 3 teachers. At the larger central schools in the rural areas agriculture and woodwork are taught.

The Director of Education of the Punjab, India, writes:

It is time that local bodies realized that a more useful and economical way of advancing literacy lies in filling up existing institutions and in eliminating too closely situated and poorly attended schools rather than in unnecessarily adding to their number.

The health of the school child.—For this subject we attempt no general survey, but will quote from the report for 1931 of the chief medical officer of the Board of Education for England and Wales. The purpose in doing so is to draw attention to the policy of one of the best of the school health services.

The industrial depression which prevailed in 1930 persisted during 1931 and resulted in a further increase in the provision of school meals by local education authorities. The number of authorities providing school meals in 1931 was 157 out of 317; the number of meals provided was nearly 48,000,000, of which nearly 27,000,000 were "milk meals"; and the number of children fed was 320,000. These figures represent an increase over the previous year of about 7,500,000 meals and 25,000 children.

It is satisfactory to learn that the depressed state of industry and the need for national economy does not appear to have exerted as yet any measurable physical ill effect upon the child population. But this important issue should continue to receive close attention. . . .

The progress of the work done under the auspices of the National Milk Publicity Council has continued, and it is estimated that about 800,000 children are now receiving milk daily under the council's scheme. . . .

Up to the present time milk clubs have been formed in schools in the areas of about 150 local education authorities. In some areas the local education authorities participate in the scheme and pay for the milk where the parents are not able to do so, the expenditure thus involved being eligible for grant from the Board, but it is a satisfactory feature of the schemes that they are mainly self-supporting and involve comparatively small expenditure from public funds. In addition to its work in connection with the supply of milk to school children the council also carries on propaganda by means of traveling cinema vans, lectures, and cooking demonstrations to emphasize the value of milk as an article of diet.

As regards physical education the report states:

The requirements of schools and scholars are no less today, but the pressure of financial difficulty is felt to an increasing extent, and it is needful to consider how the position already won may at least be maintained even where progress involving additional expenditure is not immediately practicable. . . .

The efficiency of physical education in the schools generally can be maintained most effectively and most cheaply by the supervision of organizers employed by the local education authorities. . . . In such a time as this, when education authorities must necessarily consider how and where economies can be effected, it is important that the work of the organizer should be sympathetically appraised. . . . If it is a question of choosing on financial grounds between, say, the services of an organizer and the building of a new gymnasium or the provision of apparatus, the authority would probably be right in almost all cases in giving preference to the organizer.

And finally:

It is imperative that this service should be conducted with the strictest possible regard to economy. But in studying the possibilities of economy all concerned will necessarily study at the same time the actual purpose of Parliament in the enactment of legislation in behalf of the physical care of child life. A great responsibility has been placed upon local authorities in this respect, partly of national education, partly of national health—a responsibility which has steadily grown since 1870. Common sense dictates to us all that to attempt to educate children whose bodies or minds are impaired by ill health or physical defect would be futile and wasteful. Here, as elsewhere, it is wise expenditure which is true economy, and to reduce such expenditure without foresight and understanding might well prove to be extravagant.

International student movement.—We have already indicated that two of the phenomena of the economic depression were the slowing down of the movement of commodities from country to country and a like recession in the movement of people from one country to another. In both cases natural halting was intensified by artificial means, such as higher tariffs, "Buy-at-home" campaigns, legal restrictions on immigration, "spend your vacation in your own country" propaganda, charging foreign students higher fees than nationals, and similar policies. A reflection of this came in the smaller number of students attending schools, more especially higher institutions, in lands other than their own. Foreign students at the universities of Switzerland fell off in number. McGill University, Canada, in the fall of 1932 found it necessary to ask higher fees of foreign students, but the principal at the time of the adoption of the policy said that while it was logically and practically justifiable, nevertheless it had an invidious appearance which no amount of explanation could remove, and he felt that it should and would soon be withdrawn. The University Grants Committee of Great Britain reports that of university students

coming from homes outside the British Isles but within the British Empire in 1930-31, there were 2,759 full-time and 693 part-time; in 1931-32 there were 2,659 full-time and 726 part-time. Of students from foreign countries the numbers in 1930-31 were 1,809 full-time and 862 part-time; in 1931-32, they were, respectively, 1,741 and 775.

The director of the Institute of International Education, New York City, writes in his thirteenth annual report:

The continued economic depression which began to be reflected in last year's grants of fellowships and scholarships to foreign exchange students was felt even more this year, and as a result our appointments both here and abroad for 1932-33 are reduced in number. Certain colleges which have participated in the exchange movement for years have not been able, because of necessary retrenchments in their budgets, to secure appropriations for foreign fellowships. In all such cases the withdrawal has been accompanied by statements of regret and hope that such withdrawal is only temporary.

If the economic depression has been a factor in reducing the number of fellowships available for foreign students in this country, it has been an even harder struggle for foreign countries to raise the funds for fellowships for American students to study abroad in exchange.

Contraction of cultural frontiers.—In the first pages of this manuscript we mentioned the new acreage that had been brought under educational cultivation in the flush years preceding the collapse. The freezing of commerce either withdrew or weakened the support of many frontier communities, not necessarily those mentioned, and forced a change in the amount and direction of their cultural advances. In this connection the Carnegie Institution of Washington tells the observations of Earl Hanson, a member of its scientific staff who traveled in South America making observations on terrestrial magnetism.⁵

Of the Amazon Basin he says:

The inhabitants of this region, the size of the United States, probably afford the greatest example of social regression to be found in the world today. Beginning with the decline of the wild Amazon rubber, due to the success of eastern plantation rubber, and lasting through the present economic crisis of the world, a movement of abandonment has been taking place in the basin. Today many of the major rivers have virtually been given back to the Indians. All of my route was once teeming with commercial life, and most of the hardships and difficulties I had to face could be traced directly to the depression.

⁵ Carnegie Institution of Washington. News Service Bulletin, School Edition, Vol. III, no. 6.

The Carnegie Institution comments:

A highly interesting result of this abandonment may be seen in the health conditions on the various rivers. Along the rivers, that are almost completely without any form of commercial transport, the few remaining white settlers seem far healthier and happier than where government-subsidized launches and steamers still make possible a small amount of trade in rubber, palm fibers, and Brazil nuts.

The reason is that on the former rivers the settlers are forced to plant, hunt, and fish in order to live, while on the latter they send their produce to the markets of the world in exchange for beans and rice and dried meat. Malnutrition, due to lack of fresh foods, according to Hanson's observations and confirmed by the report of the Hamilton Rice expedition of 1924-25, is one of the greatest single detriments to health in the world's most fertile area.

Another significant effect is found in the changing life of the local Indians. In many instances, years and centuries ago, they lost their native culture, and have grown to depend on the white man, his cotton cloth, his matches, his salt, gunpowder, fishhooks, knives, and, above all, his soap that is so essential to the scrupulously clean inhabitants of the jungle. Now that these articles are increasingly hard to obtain, the Indians are again forced to become self-sufficient and to evolve something entirely new in the way of native culture—something that will be a cross between the old tribal culture and the Indian's life under the white man.

Of the aborigines along the central Orinoco and the Rio Negro, Hanson says:

They see the writing on the wall, and look forward with some fear to abandonment of the river commerce. But they will survive even a complete and permanent desertion. Two reasons may be given for this conviction. One is the fact that they have never given up the blowgun and poisoned dart, and the other that, unlike the white settlers, they have never stopped cultivating their jungle clearings. Still able to hunt and carry on agriculture, they will not suffer from the withdrawal of commerce, and the new culture that they may be forced to evolve should be of intense interest to ethnologists.⁶

⁶ See also: Hanson, Earl. Social regression in the Orinoco and Amazon Basins. *In* *Geographical Review*, 23:578-598, October 1933.

CHAPTER II : BRIEF STATEMENTS FOR INDIVIDUAL COUNTRIES

In the preceding general survey the main changes in education are sketched briefly. Such an outlining must of necessity be indefinite and only broadly true. In this chapter some details of information are presented for each of the 56 countries included in the study. They are arranged in four groups—the British Commonwealth of Nations, European countries, Latin America, and African and Asiatic countries.

THE BRITISH COMMONWEALTH OF NATIONS

The school systems of the 10 main divisions of the British Commonwealth of Nations feel the business depression keenly, yet all of them are continuing to function effectively. They differ widely in methods of administration, financing, plans for change and progress, and need for expansion to meet population growth. They range in number of pupils accommodated from the enrollment of 61,700 in Newfoundland to 12,090,800 in British India. Except in the Union of South Africa, where the education of the natives is lagging, and in British India, with less than one twentieth of the population in school, they stand high in the scale of provision for human training. The severe testing given by the depression is showing much of the relative merits of the different education schemes used in the British Commonwealth, but regardless of the numerical size, administrative set-up, or source of financial support of the system concerned, in no case has that manner of living which includes organized training for youth been seriously damaged.

Australia.—All school moneys in Australia come from the treasuries of the six States and the Northern Territory; school administration is by State authorities. About 1930 education was playing its maximum role financially both in actual amount spent and in the proportion it held in the totals of the State budgets. The expenditures for education and scientific activities for Australia rose from £10,342,522

in 1927 to £11,667,261 in 1930 by increments over the previous year of 5.5, 3.8, and 2.8 percent, respectively. At the Premiers' Conference of 1930, the State and Commonwealth governments agreed to reduce controllable expenditures by 20 percent. The reductions in school moneys for the year 1931-32 from the 1929-30 levels amounted to £2,010,035, or 17.4 percent, for the six States—more than £1 per child in the schools.

The general policy is to hold, consolidate, and improve the work already undertaken, but to make no new commitments. No schools have been unnecessarily closed, many classes are increased in size, and standards of instruction and attendance are being maintained. Increased amounts are spent on books for children whose parents cannot supply them, conveyance of children living more than 3 miles from school, and correspondence instruction of children in sparsely settled areas.

Canada.—The localities in Canada provide more than 80 percent of the moneys spent for education in the Dominion. The contribution from the provincial treasuries varies from 14 to 65 percent and averages around 16.8 percent; the Dominion exchequer puts up 1.8 percent, mainly for technical education and schools for the Indians. The enrollment in all institutions in 1930-31 was 2,542,747 and the cost of their support was \$178,701,507, increases of 2.1 and 8.1 percent, respectively, over those of the previous year.

The immediate and noticeable effects of the depression on education in Canada are: (1) reduction, not yet accurately determined, of local funds for school purposes; (2) cessation of capital outlays on buildings and improvements, except in Nova Scotia; (3) reductions in salaries; (4) lessened grants and loans to students; (5) marked increase in the number of elementary schools undertaking some work of the high-school grades; and (6) exceptionally large numbers of older pupils attending and remaining in the schools. 2

England and Wales.—The total charge, against public funds, of education rose from £75,531,000 in 1922 to an estimated £88,832,000 for the year from April 1, 1931, to March 31, 1932. About 56 percent of the money came from the National Treasury. In that period the population in aided schools decreased from 6,167,148 to 5,931,786. For the year

ended March 31, 1932, the Board of Education was credited with economies of £2,694,934, distributed as follows: Administration, £7,585; inspection and examination, £4,500; elementary education, £2,720,757; and higher education, £366,224. As against these savings, teachers' pensions were £228,494 more than granted.

The education estimates for 1932-33 (April 1 to March 31) carried a reduction of 5½ million pounds or one eighth from the previous year. Those for 1933-34 show a net decrease of £830,775 from those of 1932-33.

A summary of the situation in January 1933 is that the lowered teachers' salaries are not regarded as permanent; reorganization under the Hadow scheme has slowed down but by no means stopped; the growth of junior secondary schools for children between 11 and 14 years of age was remarkable; adult education continued to expand; inquiry into school-building costs resulted in the erection of more beautiful, effective, and better school buildings at much less cost; the report of the School Medical Service showed that the health of school children in nearly all areas was improved; and more equitable arrangements for secondary school fees were adopted.

India, British.—The population increased by 10 percent, from 246 to 271 millions in the decade 1921-31.¹ The range of racial, cultural, religious, and linguistic differences is much greater than it is in Western Europe. Each provincial government controls education within its respective area; the Central Government is responsible for certain territories, several universities, and a number of special schools and institutes. The education revenues are 48 to 49 percent Government (Central and Provincial); 14 to 16 percent local public; 21 to 22, student fees; and 14 to 15 from other sources.

The system has been expanding rapidly. In the 9 years, 1922-31, it increased by 4,307,736 students, more than 50 percent, and in expenditures by 99½ million rupees (\$36,284,094), nearly 55 percent, but it is still far from adequate for the population, which is 92 percent illiterate, and is adding something more than 3,000,000 persons a year to its numbers.

¹In all India, both British and the Indian States, it rose by 11 percent from 310 to 358 millions.

The depression is slowing, if not entirely stopping, the progress. The annual increase in students fell from 5.5 percent in 1927-28 to 1.39 percent in 1930-31; the increase in expenditure was reduced from 5.06 percent to 1.3, but rose again to 3.2. Teachers' salaries have been reduced over much of the area of India; political disturbances, in part due to the depression, have interfered with the schools; and revenues from fees and private sources have fallen off more in proportion than those from public funds.

Irish Free State.—The reform program begun by the Free State Ministry of Education in 1924 is nearing successful completion, except with respect to the languages, but the national policy is one of continued self-development and improved social services. Budget increases under these heads are offset by economies in other directions and by higher taxation. For 1933-34 a cut in teachers' salaries ranging from 5½ to 8 percent is, however, proposed. School maintenance and administration are mainly in the National Government. The education situation is continuing to improve.

Newfoundland.—Every possible means of economy, including outlays on education, are being applied in Newfoundland. The Dominion appropriation for education, which makes up about 88 percent of all the moneys used for schools in Newfoundland, was cut from \$1,001,000 in 1932 to \$763,065 for 1933, and to an estimate of \$700,000 for 1934. It is expected that even this \$700,000 will be decreased further. Previous to 1933 the education funds ranged from 8 to 9 percent of the national budget; they are now between 6 and 7 percent. Thus far no schools have been closed, but in view of further reductions the number of schools and teachers may be reduced.

New Zealand.—The school system is adding about 3,000 pupils a year, and expenditure, nearly all from national funds, grew from 1928 to 1930 by from 2½ to 4½ percent each year. For the year ended March 31, 1930, it was £4,181,778; for 1930-31, £6,923 less; and for 1931-32, £736,291, or 17.6 percent, less than for 1929-30. After March 31, 1932, further economies were decided on which were mainly a further reduction of salaries of from 5 to 12½ percent; raising of the school age of admission from 5 to 6; limiting overscale

salaries; withdrawing grants for sewing and science; reducing grants to primary and post-primary boards for administration; closing of the two teacher-training colleges, one at Wellington, the other at Dunedin, and reducing the allowances to students; and withdrawing grants from kindergartens. The Minister estimates that the expenditure for the year ended March 31, 1933, will be £2,957,196, a reduction from that for 1929-30 of £1,224,582, or 29.2 percent.

No public and only a few private schools have closed. The number of pupils per teacher has increased in a few schools. Attendance at primary schools has not been affected. Difficulties in finding employment have increased the number of pupils remaining in post-primary schools and the registration at the universities.

Northern Ireland.—A program, not yet completed, of steady improvement in school buildings, betterment of staff, and enforcement of compulsory school attendance has been under way. Provision for population increase has not been necessary. Teachers' salaries were reduced $7\frac{1}{2}$ percent from April 1, 1931, and grants to secondary and technical education were cut. Necessary increases neutralize much of this saving, and the net result is that the estimates for 1932-33 are less by only about £23,000 than the vote in 1930-31, which was around £1,960,000.

Scotland.—The expenditure on education in Scotland was rising by from 2 to 3 percent a year between 1926 and 1931. The amount used in the year ended March 31, 1932, was £12,360,045, or 4 percent less than that for 1930-31. The number of students is fairly constant. Teachers' salaries were reduced by one twelfth on October 1, 1931. The school system is highly developed and well established. It has not been vitally damaged by the depression.

Union of South Africa.—The school systems of the four Provinces are comparatively young, growing rapidly, have to handle many complicated situations in matters of multilingualism and variant racial groups, and are in an unusual administrative relationship with the Union Government. The latter actually expended on its own account for education £21,850,419 in 1926-27 and increased that annually to £24,414,770 for 1929-30. At the same time it granted yearly more than $5\frac{1}{2}$ million pounds to the provincial governments

for education other than higher. Education expenditures by the Provinces increased by 5.6 percent from 1927 to 1928, and only 1.07 percent from 1930 to 1931. This slowing down of funds is serious for systems that must expand rapidly for the growing population of Europeans and make better provision for the natives.

EUROPEAN COUNTRIES

In Europe up to the present school year the public education systems that have been little or not seriously affected are those of Albania, Belgium, Bulgaria, Denmark, France, Greece, Italy, Latvia, Luxembourg, and Switzerland.

Albania has not been troubled by the depression; the budget policy is unchanged and the schools are functioning much as they have for the past 10 years. The general economic structure of Belgium has held up well and the education system maintained its high level. National funds for education are nearly all the education moneys in Bulgaria. They were at a high point in 1930 and dropped off to some extent in the three succeeding years, but not enough to damage the schools. Probably they will be curtailed sharply for 1933-34; other services have already been cut as much as may be.

With the exception of holding building and repair work to a minimum, the school system of Denmark is pursuing its normal course. In France the program of freeing secondary instruction from tuition fees is to be carried to completion in 1933-34 and nine commissions are to study the possibilities of economy in education. The education expenditure of Greece for 1932-33 is estimated at the high for 6 years as 661,324,047 drachmas (\$8,597,213), having risen with little interruption from the 1927-28 figure of 453,470,888 drachmas (\$5,895,121). In the national budget expansion of Italy during the years 1927 to 1933, education received its share. No adverse effects of the depression have been manifest in the schools. Throughout these years the numbers of teachers and pupils on all levels of instruction have increased and new buildings have been erected for educational purposes.

According to school authorities in Latvia, the economic crisis will not trouble the schools of that country until well into 1933 and later. Through the 6 years 1927 to 1932, national education funds in Luxembourg averaged 36,209,534

francs (\$1,011,258) and were 9.7 percent of the nation's spendings. The intention is that the schools of Luxembourg shall not be permitted to suffer to any appreciable degree. Funds for primary schools have not been reduced in Switzerland, but the Federal Government has warned the Cantonal authorities that it may reduce the subsidy for vocational schools for the year 1933 if the national financial situation makes that seem advisable.

In Austria, Estonia, Finland, Germany, Hungary, Lithuania, Norway, Poland, and Yugoslavia education has been considerably troubled by the economic upheaval.

The Austrian federal appropriation for education and services closely allied to it was 88,695,431 shillings (\$12,479,447) in 1931 and about 71,097,000 (\$10,003,348) for 1932. It is estimated to be 30 percent of all moneys spent for schools in Austria. The remaining 70 percent comes from the Provinces, municipalities, and religious bodies. The latter have been unable to meet their educational obligations in Burgenland, and the provincial government has had to come to their aid with subventions equal to some nine tenths of the cost of the personnel. None of the Federal Government's schools has closed. Attendance at intermediate, secondary, and higher institutions has increased materially and with no corresponding increase in the number of teachers and some reduction in the number of classes; the pupils per class has risen. Unemployment among teachers is increasing mainly because the seminaries are still turning out new graduates.

New buildings and additions to school plants, long since planned, are postponed indefinitely.

The Estonian national funds for education declined from 10,032,000 kroons (\$2,688,576) in 1930 to 8,222,000 kroons (\$2,203,496) in 1932-33. Local funds also are falling off. Students in elementary schools have increased in number, and with a smaller staff the work of the elementary teachers is heavier and the classes larger. Enrollments in the secondary schools and Tartu University have declined. Conditions in Finland are similar to those in Estonia, except that the secondary schools and higher institutions are holding their enrollments.

Data about the situation in Germany are, in substance, that the schools are having extreme difficulty in keeping to

their high standards. National moneys for education in Hungary in 1932-33 were cut by 19.7 percent from the figure for the fiscal year ended June 30, 1930, and became also a smaller percent of the estimated total national budget. The salaries of teachers, just as of other public employees, have been lowered repeatedly. Higher education and scientific research are probably seriously damaged.

General financing was satisfactory in Lithuania up to 1932. The first reduction in education funds came then and was 11.3 percent from the amount in the previous year. Economies are being made mainly by salary cuts and not by reduction of staff or equipment. Plans for expansion are curtailed, and provision for greater school accommodation is partly deferred.

Readjustments in Norway have been going on slowly since 1926-27 and to some extent even before that year. Especially in rural areas school districts have been combined to reduce the number of schools and increase the number of pupils to a teacher. For a number of years no new pupils to train for teaching have been admitted to the normal schools and colleges, so the number of unemployed teachers has recently declined somewhat. Within the compulsory attendance ages there has been no change in the number of pupils other than that which would be accounted for by changes in the birth rate.

The number of secondary students remains fairly constant, but the burden of work for the teachers was increased in 1924 and again in 1926. Pupil registration and attendance have been increasing since 1929. In the higher institutions there has been little change except at the university, where the greatly increased number of students, especially in medicine, has made the work of the teaching staff much heavier. School construction and repair are limited to absolute necessities.

The education appropriation from the National Treasury of Poland fell from 462,688,052 zlotys (\$51,913,599) in 1929-30 to 348,033,300 zlotys (\$39,049,336) for 1932-33, a decline of 24.7 percent. Early in 1931 the Ministry of Education, hoping to protect the schools as far as possible from the adverse economic conditions, issued special instructions for the better use of the schools and teachers. Local school

authorities must see that the full school schedule is carried, but wherever possible the number of teachers is to be reduced. Classrooms must be fully utilized. To date the growing attendance has been accommodated with an unchanged number of teachers and classrooms.

The Yugoslavian Government is applying the strictest economy to all branches of the administration, including secondary and higher education, but not to primary instruction which is obligatory. Local school moneys also are reported as considerably reduced.

Attendance at primary, secondary, and higher schools is still growing, but the rate of growth is diminishing in the higher schools. No teachers are out of employment except possibly young people just from the normal schools. Building activity has not entirely ceased but it is proceeding at a much slower rate.

LATIN AMERICAN COUNTRIES

Those nations of Latin America that have best kept up their school systems during the past three years are Bolivia, Chile, Colombia, Costa Rico, Ecuador, Guatemala, Mexico, Panama, Paraguay, and Uruguay.

The policy in Bolivia is to restrict governmental expenses in every way, but to see to it that education suffers least of the public services. In the capitals of Departments the number of primary schools has permanently increased. In districts where the municipalities maintain their own schools, national and municipal schools have been merged. In sparsely populated districts the number of schools closed has been large. Secondary instruction has been changed in organization and plan; many boys' and girls' schools have been merged and professional schools of domestic economy and industrial institutes created. School statistics show a constant increase in the number of pupils in all branches. All normal-school teachers are in active service. The salaries of teachers were decreased, although the depreciation of Bolivian currency brought a fall in its purchasing power.

School plants have not been improved nor has it been possible to increase the number of school buildings. Since 1927, however, plants have been well maintained, and buildings that have been destroyed or have deteriorated were replaced or repaired.

The reported financial curtailments in Chile seem very heavy, but it is stated that the schools are functioning in much their normal way. National appropriations for education in Colombia began to fall in 1929 and reached the estimate of 1,260,410 pesos (\$923,881) in 1933, a decline of 50 percent. In both 1931 and 1932 the original appropriations for education were reduced in the interests of economy. Local funds for the schools appear to have increased through 1929 and thereafter decreased, in some cities by as much as 50 percent, but generally less than that. Official figures show a continued increase in the number of primary schools with greater attendance through 1931, then a falling off of about 10 percent. Attendance at secondary and higher schools is reported to have increased steadily. Building construction and repair is being held in abeyance. In some sections the salaries of teachers are in arrears.

The Colombian Ministry of National Education was reorganized by decrees 2,114 of 1931 and 579 of 1932 and is attempting to improve primary and normal instruction, arrange new courses of study for secondary and primary schools, and make better provisions for higher education.

Though the Costa Rican national support of education declined in money terms from 1928 to 1932 by about two fifths, and teachers' salaries were cut 10 percent in the latter year, school enrollment and attendance have not changed materially. A decree of April 27, 1932, provided for the establishment of a new school of science to prepare teachers for secondary and normal schools.

The Ecuadorean will to maintain a good educational system is strong. The National Ministry of Public Education has much power over all schools; the funds, except for the private schools, come from the National Treasury. Article 169 of the constitution of 1929 provides that appropriations for education shall increase annually until they amount to at least 20 percent of the national revenues, and fixes 5 years as the time in which that goal must be reached. They have increased from 9.4 percent of the total budget in 1929 to 13.1 percent in 1932, or from 5,650,994 sucres (\$1,130,199) to 7,201,662 sucres (\$1,440,332).

Plans for the extension of education and building improvement and construction have been halted, but throughout

the system there has been no actual loss of ground. Enrollments and attendance for 1932 show gratifying increases over 1931 in nearly all phases of instruction.

The schools of Guatemala are expected to take their share, neither more nor less, of the retrenchment in national spendings. The Ministry of Public Education reports that the depression has not seriously hurt the schools; important centers of learning and new rural schools have been established, and additional teachers were employed. Attendance at secondary and normal schools and the university is increasing.

The educational program in Mexico, started early in the decade of 1920-30, of working with the indigenous peoples and of unifying the nation was progressing apparently successfully and taking on more stability and strength when decreased national revenues began to be noted in August of 1930. Since 65 percent of the education funds come from the National Treasury, any heavy reduction in them would seriously check this plan of social betterment and delay the time when education will be general in Mexico. Up to 1932 at least, no considerable stopping of progress has come, and in the spring of 1933 the secretariat of public education reports renewed activity and plans for more rapid development.

The Government of Panama contemplates retrenchment as far as possible without injuring the service. The cut is to be proportional for all the departments. Since July 1931 the salaries of public employees have been reduced between 10 and 25 percent and expenses of administration have been lowered as much as possible. Some rural schools where matriculation was low have been closed. The number of students per teacher has increased, but the number of studies has not. In the large towns it has been necessary to employ more teachers because attendance has risen considerably. Some modern buildings have been constructed and many buildings that were in bad condition have been repaired.

The Paraguayan education vote from national funds was highest in 1931 and was reduced by only 2 percent for 1931-32. No new school buildings have been erected in the past few years, nor has there been any important reconditioning of old buildings. The number of schools has

increased, the teaching staff has not been materially lowered, and school enrollments are annually growing larger.

The Uruguayan education vote for 1931-32 was decreased by 1.9 percent from that for 1930-31. The erection of new buildings is being limited, but these capital expenditures are usually from bond issues, not from the ordinary appropriations. The various educational activities have been little affected; the schools are functioning normally and making their usual progress.

Cuba, the Dominican Republic, Haiti, Honduras, Nicaragua, Peru, and Salvador have been protecting their education systems with much trouble and have lost some ground. The annual appropriations for the Secretariat of Public Instruction and Fine Arts of Cuba were 15,737,282 pesos, or dollars, for each of the fiscal years 1928-29 and 1929-30; then were reduced from that amount as a base by 10 percent for 1930-31, 39 percent for 1931-32, and 54 percent for 1932-33. These are extremely severe cuts and brought the latest budget of the secretariat to 7,239,893 pesos.

Growth in primary education is going on at a much slower rate than formerly. The secondary schools, or institutos, the normal schools, and the University of Habana have been closed for 2 years, 1 year, and 2 years, respectively. This is because of political disturbances, not the depression, except insofar as the depression may have caused the troubles in the political affairs of the country.

As compared with 1929; the 1932 amount of money set apart for education in the national budget of the Dominican Republic was a decrease of 51 percent; that for 1933, of 50 percent. Since 1930 local school funds also have decreased. In 1931 more than 300 schools were suppressed, with a corresponding decrease in the number of teachers employed and increases in the size of the classes in those schools that were kept open.

In Haiti, while there is no decline in the number of schools maintained or teachers employed, the enrollment in primary schools fell from 96,800 in 1929-30 to 92,355 in 1930-31. School-building construction and reconditioning have been discontinued, though it was found possible to complete work in 1930 on buildings that had been started prior to that time.

Reports from Honduras are to the effect that no new school buildings have been erected for two years. Many schools were closed, possibly one third of them. Teachers' salaries are from 6 to 12 months further in arrears than those of other government employees. The schools that are open are filled with pupils.

The education system of Nicaragua was so crippled by the earthquake of March 1931 that any effects of the depression were in comparison mild indeed. The Government undertook a program of betterment as soon as possible.

Authentic data as to how badly education in Peru has been disturbed are not available, but general accounts are to the effect that the number of schools has decreased, some teachers have been dismissed for political reasons, and the provision of new buildings and the reconditioning of old ones are far behind real needs.

The Minister of Foreign Relations, Justice, and Public Instruction in Salvador reported that in 1931, owing to the difficult economic situation, many of the rented school premises were in very bad condition and that with a view to providing better plants and giving each school its own proper accommodation, as well as making eventual savings, school groups were being constructed for several of the communities. The school year in both normal schools was shortened. For reasons of economy, an appropriation of 50,000 colones to establish a school of arts and crafts was not used. The printing office of the Ministry of Public Instruction functioned as usual. Scholarships for worthy secondary-school students and some subventions to private secondary schools were suppressed to the total amount of 5,580 colones for the half year, January to July 1931.

AFRICAN AND ASIATIC COUNTRIES

Egypt.—The national allotments for education in Egypt, including those for the Ministry of Public Instruction, educational activities of other ministries, and the university, were reduced from £E4,233,507 (\$20,926,225) in 1930-31 to £E3,516,384 (\$17,381,486) in 1931-32, and to £E3,396,386 (\$16,788,336) for 1932-33. But the amount for 1930-31 was itself an increase of £E785,887 (\$3,884,619), or 18.5

percent, over that of the previous year, so education funds are now on a level with those of 1929-30.

The Egyptian Government reports:

One observes that the budget of the Ministry of Public Instruction has been only slightly influenced by the crisis. In fact, education having a primordial importance in a growing country like Egypt, the Government has not wished to reduce further the allotments set aside for the advancement of education. It has reduced the expenditure for other departments of the budget, especially the salaries of employees, and established new taxes to meet the expenditures caused by education and irrigation.

Ethiopia.—Government controlled and supported education in Ethiopia is still in its infancy and limited to the capital city and a few of the larger towns. The only revenue definitely fixed for it is about \$110,000 a year from a school tax of 1 piaster (6.25 percent) per thaler of gross revenue collected on foreign trade. This is one fourth of all the money spent on education in Ethiopia; the remainder is contributed by missionary bodies and other organizations. Imports to the country, all of which are dutiable, have fallen off; the Ethiopian silver trade thaler has depreciated, and these losses in revenue have resulted chiefly in a reduction in the number of teachers and their salaries.

In Iraq the depression is holding in abeyance plans for the reorganization and considerable expansion of the school system, together with a building program, arranged by the Ministry of Education. Higher education has been most affected. The engineering and agricultural schools and the school of pharmacy have been closed.

The National Treasury of Japan bears about 25 percent of the cost of maintaining the schools. Complete data are not compiled for the years since 1929 with respect to the entire education expenditure, but it is known that local funds have been decreasing. Some of the decline in the national funds appropriated for education is due to the fact that, coincident with the termination of the era of prosperity, a school-building program was completed. The Government's policy is one of retrenchment along all lines except for military and naval expenditure. Education is expected to bear its share of the curtailments. During the school year 1931-32 not all the teachers were paid their salaries; local boards were

estimated to be in arrears 12 million yen (\$5,982,000) to primary-school teachers.

In Liberia not more than 10,000 students are receiving instruction in schools. Religious and philanthropic organizations maintain more schools and spend more money on them than does the Government. After the onset of the depression in 1929, public revenues fell so much that the salaries of most Government employees, including teachers, were many months in arrears. The financial policy is one of retrenchment, and education will probably suffer more than other activities. The appropriation for 1932 was \$21,936, a little more than half of the \$41,489 for 1930.

The influx of Europeans to the French Protectorate of Morocco and the consistently favorable policy of the French authorities have contributed in recent years to a constant expansion and growth of education in that area. Existing school facilities have never caught up with the needs of the rapidly growing European communities, to say nothing of taking care of the native peoples, and the present intention is to maintain the educational system intact, to allow no recessions, and to begin further expansion as soon as the financial situation clears.

The general situation in Palestine is reported as follows:

With respect to the government schools, progress in all directions has been seriously circumscribed by the general depression. This is most noticeable in the restriction on the erection of new buildings and the provision of adequate equipment. The schools maintained by the Jewish agency have suffered to a serious extent, due to the large decrease in the financial support which the agency has received in the past from America. Certain of the mission schools maintained by missionary bodies have been compelled to reduce their activities. In general, the actual number of pupils in attendance at the various types of schools, as well as the size of classes and the number of teachers employed, do not as yet appear to have been seriously affected.

Three fourths of the money spent for education in Persia comes from the National Treasury; the remainder, from missionary sources, religious minorities, and a few privately endowed schools. As noted, the depression has not to date curtailed the increases in government funds for schools; moneys from other sources are near to their usual level. Progress is being retarded somewhat but not entirely stopped.

In that part of the education system of Siam maintained by the National Government the main force of the depression has been borne by the administration; the actual schools and their work have suffered little. In local schools the reduction by one half, already noted, of grant in aid has forced the amalgamation of many small schools, with the consequent release of a considerable number of teachers.

Higher education has not been affected.

The erection of new buildings and the purchase of new equipment have been to a large extent discontinued.

The National Government of Turkey reduced its total budget by practically one fourth and the education part of it in nearly the same proportion. The local funds, which make up about 70 percent of the money spent for education, have decreased at least 40 percent in amount in the past 2 years. The drop is sharp, and education must necessarily have been forced to a check in its expansion.

SOURCES OF INFORMATION

The data on which this study is based were taken mainly from the following listed sources:

A. Replies to the questionnaire below which the Department of State of the United States secured through its offices abroad for the Office of Education.

1. About when did the depression begin to be felt in the national financial program of the country on which you are reporting?
2. What are the dates of the fiscal year of the country?
3. Give in the coinage of the country the following items from the national expenditures or the national budgets for the years listed:

Year	Total of national budget	Amount of budget set apart for purely educational purposes	Amount set apart for purposes allied to education, such as public health, social welfare, etc.
1927.....			
1928.....			
1929.....			
1930.....			
1931.....			
1932.....			

4. Write any comments on or explanations of the above table.
 5. Is the national policy at present one of budget expansion or retrenchment, and to what extent?
 6. About what part of all the money spent for education in the country comes from the National Treasury?
 7. In general have the school expenditures from local moneys increased or decreased during the years mentioned, and to what extent?
 8. What has been the general effect of the depression on the number of schools maintained, size of classes, number of classes and subjects per teacher, number of teachers employed or unemployed, number of pupils in attendance at elementary, secondary, and higher (university rank) schools, and erection of new buildings or the reconditioning of old ones?
- The Office of Education will be grateful for any other pertinent data that may be added to those called for in the questionnaire.

B. The official reports, usually annual, on education issued by many of the countries under consideration.

C. The official budgets and statements of accounts of the various countries.

D. Volume II of the Commerce Yearbook for the years 1928 to 1932, inclusive, issued by the United States Department of Commerce, Washington; D.C.

E. The Statesman's Year Book for the years 1926 to 1932, published by Macmillan & Co., Ltd., London.

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