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EDUCATION IN NEW ZEALAND

by

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FOREWORD

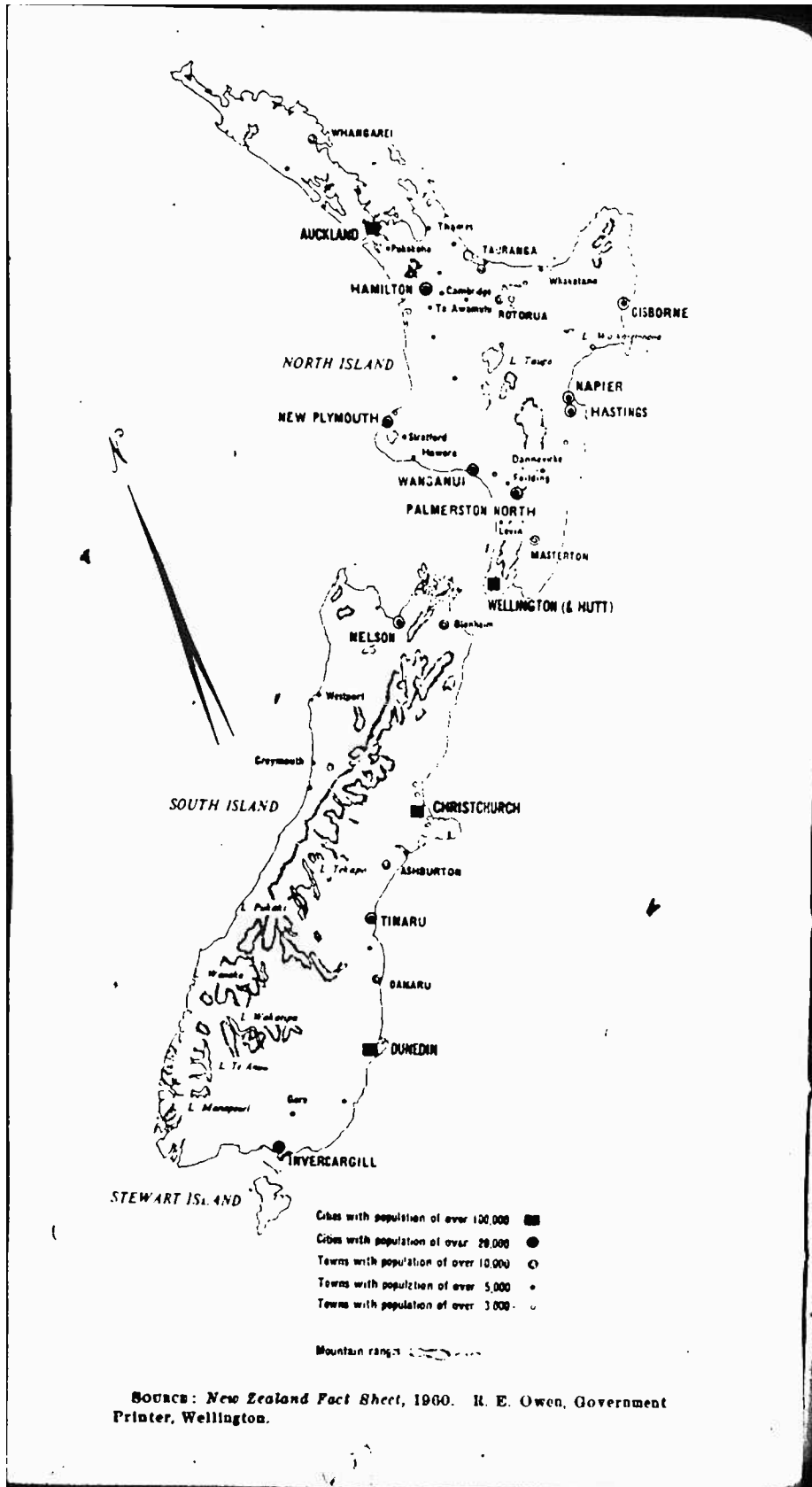
This study of the educational scene and system in New Zealand was prepared mainly on the basis of research material available in the U.S. Office of Education over the 1960-63 period. Of necessity, it relies heavily on official New Zealand Government publications, particularly those of the New Zealand Department of Education, as well as on professional publications such as those of the educational associations in that country. In addition, the author talked extensively with many of the New Zealand educators who have visited this country in recent years under U.S. Government exchange and training programs. We wish to acknowledge with thanks the considerable assistance provided by such interested and knowledgeable visitors in supplementing the information in available printed source materials. Acknowledgment is also made of the prompt and generous courtesy with which requests for special material have been met by education officials in New Zealand. It is hoped that the study may serve as a useful introduction to an educational system which, in comparison with our own, exhibits striking similarities as well as important differences, making its provisions of special interest to Americans.

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CHAPTER I

Historical Development of Education

THE DOMINION OF NEW ZEALAND consists of a group of islands in the South Pacific ocean, roughly 1,000 miles east of the continent of Australia and 1,400 miles north of Antarctica. New Zealand proper has a land area of 103,736 square miles. The largest land masses, South Island and North Island, have areas of 58,093 and 44,281 square miles respectively, or areas a little smaller than the states of Pennsylvania and Michigan. Stewart Island, and the Chatham Islands, 536 miles to the east, are 670 and 372 square miles in area respectively. Various minor islands, some uninhabited, make up the remaining territory. Preliminary data from the 1961 census of New Zealand showed a total population of approximately 2,414,000, of which some 1,684,000 live on North Island, concentrated largely in and around Auckland and Wellington, and 730,000 on the more rural South Island.

At the time New Zealand was discovered by Europeans, in 1642, the islands were inhabited by Polynesian Maoris, whose descendants are an integral part of the nation. Western colonization began with the establishment of whaling stations on the coast in the late 18th century, but dates principally from about 1840, the year in which Wellington was founded and the islands came formally under British sovereignty. The settlement of Dunedin by Scottish colonists and Canterbury by the English followed in 1848 and 1850, respectively. The discovery of gold in South Island in 1861 contributed further to that area's population growth and the establishment of new colonized areas, while the end of the Maori War (1860-70) left North Island colonists free to develop their part of the territory more extensively and intensively. Before 1900, 98 percent of New Zealand's European population was of British stock.

After a short period as a dependency of the Australian Colony of New South Wales (1840-41), New Zealand became a separate British Colony, with its first capital at Russell. The capital was later moved to Auckland, and finally, in 1865, to Wellington, at the lower end of North Island. The colony became a self-governing dominion under the British Crown in 1907, and is now a constituent member of the Commonwealth.

Growth of Education from 1877

The first schools in New Zealand were set up by the early settlers on models of the British schools with which they had been familiar at home. Toward the beginning of the colonial period, in the mid-1800's, basic primary schooling was provided on a strictly local basis; secondary education was available almost exclusively in private schools, many of them controlled by religious bodies and patterned after the English "grammar" school of the day. Education above the primary level tended to be strictly of an academic nature, highly selective, and geared to preparing the children of the well-to-do or the few scholarship students for university entrance examinations. Although provision for public education increased substantially during the period of provincial government (1852 to 1876), it is estimated that only about one half of the 5-15 age group were in school during this period.

The Education Act of 1877 provided New Zealand with a national system of free, secular, and compulsory primary education administered under a central Department of Education, while retaining some of the original principles of local control.

The years since 1877 have witnessed steady growth in a national educational system increasingly geared to the needs and welfare of all children, the widening of educational opportunity, and the adaptation of British-type schools to the particular conditions and problems of the new country. Significant educational milestones include: The opening of the first technical high school day course in 1906; subsequent development of high schools to provide further training and study for those pupils not attending academic secondary programs; increasing provisions after 1901 of junior and senior "free places" to enable pupils from poorer families to continue secondary schooling; and extensive revision of the public school curriculum. Both around the turn of the century and again in 1928, the offerings were modernized and broadened, particularly at the primary level.

An important step toward the development of education, as it is today in New Zealand, came in 1938 with the abolition of the proficiency examination upon completion of the primary school, thus ending selection for the postprimary school and opening the door to further study for all who desired it. In 1944, the school-leaving age was raised from 14 to 15, still further increasing the number of students remaining in school beyond the primary level. Another illustration of educational progress in the 20th century is the fact that in 1900 only about 10 percent of the students completing the 8-year primary school continued to formal schooling, while approximately 50 percent did so by 1926 and 80 percent by 1945. The present figure is over 95 percent and is apparently still rising each year.

The present secondary school program dates from 1944, the year of the report made by a special group, popularly known as the Thomas Committee, set up to investigate the postprimary education in New Zealand. This committee's report provided the blueprint for many of the changes in education which have since occurred or are still taking form, such as broadening the curriculum around a core of academic subjects for all students, the general raising of university entrance level, and the provision of a School Certificate as terminal recognition for those planning university matriculation.

The period since the end of World War II has been one of tremendous growth in the New Zealand population, adjustment to the recommendations of the 1944 Thomas Committee report, revision of syllabuses, and a general reexamination of educational philosophy and practices. A still more recent development was a reexamination of the educational system by a commission appointed by the government in March 1960, whose comprehensive report is now before the government for consideration.¹

Present School System

School attendance in New Zealand is compulsory from 7 to 15 years of age. The majority of children enter primary school at age 5 and remain in school for at least 10 years. The first 8 years of the educational system comprise primary schooling; secondary schooling, normally referred to as postprimary, continues through 4 years of general, prevocational, and university preparatory education. In the case of many students going on to the university, and desiring to qualify for government financial assistance, a fifth year of specialized, advanced preparatory study is added, increasing the basic 12-year pattern to 13 years.

The organization of elementary-secondary schooling ordinarily follows one of two patterns: The basic 8-4 (or 8-5) combination of primary and postprimary schools or departments; or the newer 6-2-4 (or 6-2-5) combination which places the last 2 years of the primary cycle in a separate "intermediate" department or school. The latter system is well established in the main cities and larger provincial towns. There has been and continues to be, however, considerable experimentation with and divergence from these general patterns, depending on local school facilities and needs. An example would be two 6-year secondary schools opened in February

¹ *Report of the Commission on Education in New Zealand.* Wellington: E. E. Owen, The Government Printer, 1962. 885 p.

1963 in Geraldine and Te Karaka as an experimental 6-6 pattern of school organization.

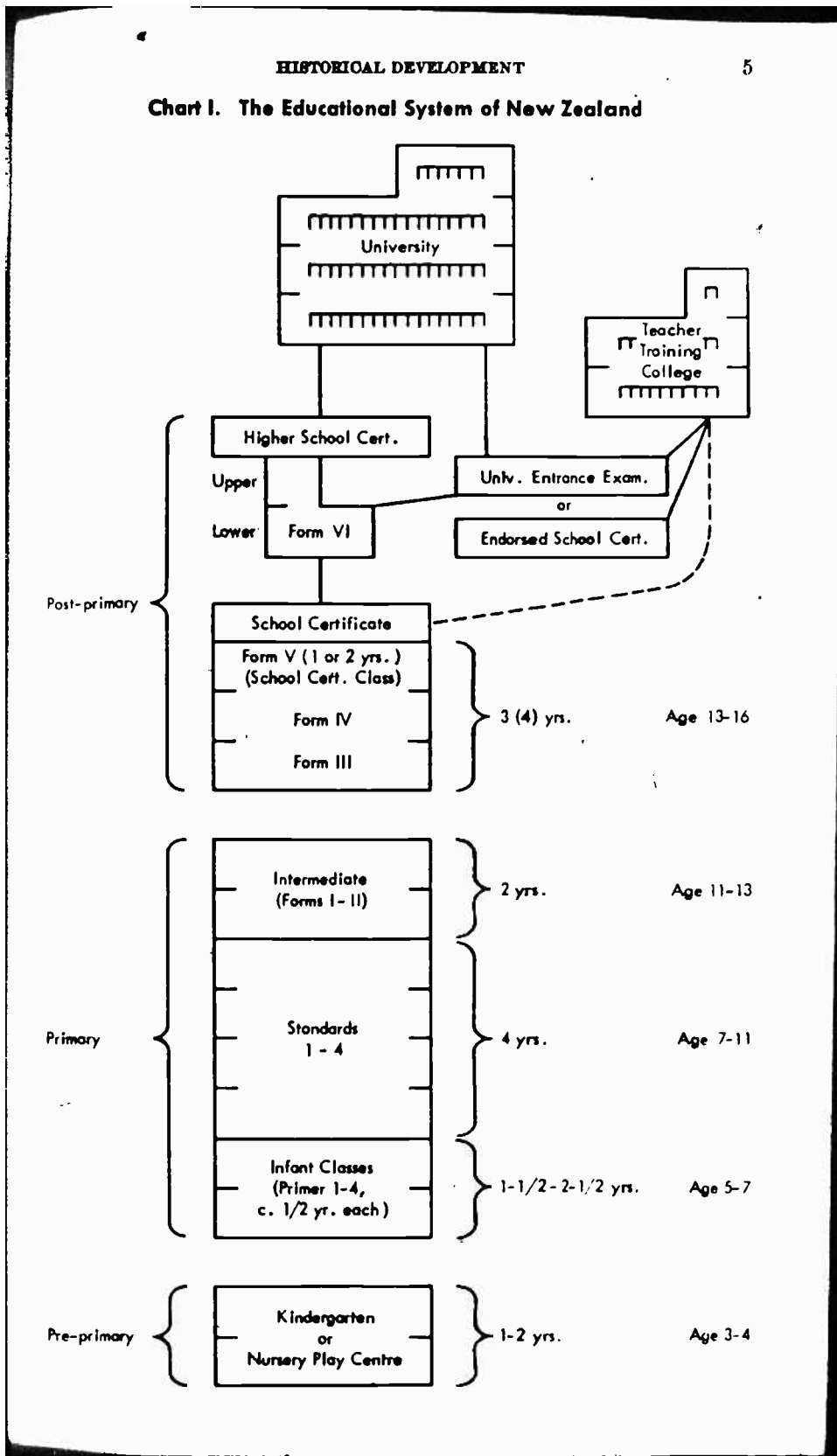
Primary and postprimary schooling are offered in both public and private institutions, and higher education almost entirely in public institutions. In 1958, approximately 88 percent of the total primary school enrollment and 83 percent of the postprimary enrollment were in state (public) schools. Most nonpublic schools, especially at primary level, are denominational, the largest number (273 out of 335 private primary schools in 1960)² being Roman Catholic. Private schools tend to follow the same outward pattern, basic curriculum, and terminology since their students are prepared for the same type of school certificates and for the same higher education as those in the public schools.

Public primary, intermediate, and Maori schools are ordinarily coeducational, as are the district high schools and technical colleges [schools]. A little over one-third of the remaining secondary schools are also coeducational. The private primary schools may be either coeducational or single-sex, while most private secondary schools are for either boys or girls, exclusively.

The school year in New Zealand runs from early February to early or mid-December, depending on the level of instruction. Public primary schools are required to offer a minimum of 400 half-days of instruction per year; postprimary schools have a minimum of 380 half-days per year. The 40-42 week year is usually divided into three terms of about 13 to 16 weeks each, with 2-week holidays between terms in mid-May and at the end of August, as well as the longer summer vacation (Christmas holiday) in December and January.

² New Zealand. Department of Statistics. *New Zealand Official Yearbook 1962*. Wellington: R. E. Owen, The Government Printer, 1962. p. 228.

Chart I. The Educational System of New Zealand



CHAPTER II

Educational Administration and Finance

THE ADMINISTRATION of education in New Zealand demonstrates a combination of centralized and local authority directly attributable to the history of the nation and its schools. In the days of provincial government, from the New Zealand Constitution Act of 1852 to 1876, when the provinces ceased to exist as political entities, Provincial Education Boards controlled the separate and varying public school systems of each province.

Act of 1877: District Boards and School Committees

The Education Act of 1877, passed to fill the void after the dissolution of provincial authority, placed the country's public primary and district high schools (secondary departments attached as "tops" to the primary schools) under the control of District Education Boards. The territorial jurisdiction and membership of these district boards coincided in many cases exactly with that of the former provincial boards, and their establishment was considered at the time to represent a victory for the proponents of local as opposed to centralized control of education.

In each school district constituted by the Act of 1877, householders elected a School Committee to manage local educational affairs. These committees, in turn, elected members of their District Education Board, which had wide powers to administer funds, appoint and remove teachers, set salaries, and control the school inspectorate. In addition to being the authority for primary education, the Board provided postprimary education through the establishment and control of district high schools. Responsibility for the financing of the public school system, however, was assumed by the colony as a whole, and a small national Department of Education was set up in Wellington to administer the distribution of funds raised by centralized government taxation.

The Department of Education

In addition to holding the purse strings for public elementary, secondary, technical and teacher education throughout the country, the Department of Education now sets educational standards through curriculum, course syllabuses, and standardized examinations for the School Certificate. The department also is directly responsible for special schools for the Maoris, schools for maladjusted and deaf children, and the correspondence schools for children in isolated areas.

Organization

The Minister of Education, appointed by the Prime Minister from among the members of the House of Representatives of the New Zealand Parliament, is an officer of Cabinet rank and, as a Minister of the Crown, is responsible to Parliament. Under the Minister, the Director of Education is the permanent head of the Department of Education. He and members of his staff are career civil servants. Reporting to the Director are the Officer for Higher Education, who is the department's liaison with the universities and with the National Council of Adult Education, and the Superintendent of Child Welfare, whose division manages the special state schools for the deaf and for mentally and emotionally maladjusted children. The division in addition is concerned with preventive social welfare measures, the care of state wards, and neglected and delinquent children. Also reporting to the Director of Education are two assistant directors, one for professional and the other for administrative matters in the schools.

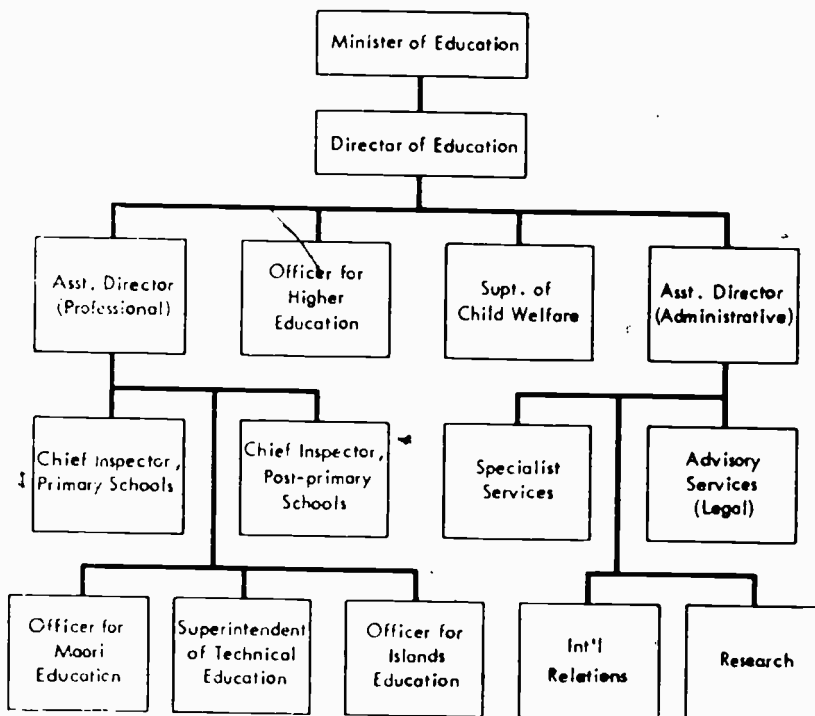
Under the Assistant Director (Professional) are the Chief Inspector of Primary Schools, and subdivisions concerned with the primary school inspectorate, primary teacher training, preschool services (kindergartens and nursery play centers), primary curriculum and teaching aids, school publications, and numerous special services, including the primary section of the Correspondence School. Similarly, the staff of the Chief Inspector of Postprimary Schools includes among its duties training for postprimary teaching, vocational guidance services, and supervision of the secondary division of the Correspondence School. The Superintendent of Technical Education is also responsible to the Director of Education, primarily for technical schooling beyond the postprimary level.

The Officer for Islands Education and his staff, also under the Assistant Director (Professional), serve as advisory personnel to the

Department of Island Territories, which administers New Zealand's Pacific Island Dependencies. Under special cooperative programs, the department also supervises and provides assistance to schools in independent Pacific island territories, such as Tonga and Western Samoa, and in the British Crown Colony of Fiji. For example, it recruits and maintains contact with some 200 New Zealand teachers scattered throughout a wide area of the South Pacific, and supervises the study and welfare of about 400 young trainees from the various islands who are studying in New Zealand.

Under the Assistant Director (Administrative) are subdivisions which are responsible for international educational relations (including work of the Secretariat of the New Zealand Commission for UNESCO); research, reports, and statistics; acquisition of sites, construction and equipment of school buildings; drafting and interpretation of school legislation and regulations; the educational budget and distribution of funds; and the classification, grading, conditions of service, and salary scales for teachers.

Chart II. Organization and Administration in the New Zealand Department of Education



The National Library Service, with its country and school library services, the National Library Centre, and the Library School, which trains professional librarians, is "formally" a part of the Department of Education, although it enjoys a large measure of independence in operation.¹

Other activities of the department include regular school broadcasts linked with the school curriculum and official subject syllabuses; free circulation of educational films and records through the National Film Library; and the publication of the *School Journal*, *Primary School Bulletin*, *Post-Primary School Bulletin*, *Education Gazette*, and *Education* (a magazine for teachers).

Textbooks are free for all primary, and since 1959, for all post-primary pupils, in both public and private schools. The books, chosen by local school authorities from a wide variety of texts, are considered the property of the schools and are loaned to the pupils for their use.

Primary School Administration

In terms of structure, the pattern set in 1877 has remained basic for New Zealand primary school administration. In the intervening years, however, there has been a gradual trend toward a shift of responsibility and control: first, from the School Committees to the District Education Boards, which were the chief power in educational matters from 1877 to 1900; and later, from the boards to the Department of Education. Establishment in 1901 of a national scale for primary teacher salaries and, a few years later, of a national system of grading teachers for employment, played a major part in these changes, which can be attributed, at least partly, to growing public discontent over inequalities of education under the various district boards. An additional factor was the primary teacher's national organization, the New Zealand Educational Institute, established in 1883. Another important step was the transfer of the primary school inspectorate from the boards to the Department of Education in 1914, when the Education Act of that year "consolidated and amended" previous educational legislation. As amended over the years, this Act is still (as of 1962) the basic law under which the public educational system of New Zealand is administered.²

The local School Committee's main function is the care of school

¹ Heath, Kathryn G. *Ministries of Education*. U.S. Office of Education. Washington: Government Printing Office. 1962. p. 467. (Material in this section is based largely on information from the cited publication.)

² *Ibid.*, p. 462.

provides a focal point for the formation and expression of local opinion on educational affairs. The District Education Boards continue to have considerable influence on local educational interests, buildings, grounds, and equipment, although the committee also and to take the initiative in recommending new buildings, sites, facilities, school transportation services, and consolidation of schools. The final decision in all such matters, however, lies with the Department of Education or the Minister of Education.

There are now 10 education districts and therefore 10 District Education Boards in the country,³ and almost 2,000 School Committees. Together with the postprimary school councils and boards of governors or boards of managers for secondary schools, these bodies represent a substantial local "lay" participation in education affairs in New Zealand, and serve to offset the centralization of administration and control under the Department of Education. In actuality, the department and the boards now tend to work together in better harmony than during the central-versus local-control battles of the past. This may be traced in part to the creation in 1936 of a Standing Committee on Administration—a permanent working committee representing both the Education Boards and the Department of Education. In the relationship of these bodies, through the committee, the tendency is to consider curriculum, teaching methods, and the internal organization of the schools as being "professional" matters, which belong to the department. On the other hand, the maintenance of services, buildings, and equipment are regarded primarily as "business administration" matters within the purview of the District Education Boards.

The department in recent years has somewhat decentralized its own operations through the establishment of branch offices—the first in Auckland in 1948, a second in Christchurch, South Island, in 1960, and a third to be set up in Wellington.

Postprimary Schools

With the exception of the district high schools, which were secondary departments added to already existing primary schools, secondary education was not placed under the District Education Boards by the Act of 1877. Separately established secondary schools continued under their own boards of governors, and later 19th-century legislation set up local, independent high school boards, each

³ These are: Auckland, South Auckland, Taranaki, Wanganui, Hawke's Bay, Wellington, Nelson, Canterbury, Otago, and Southland. For a comprehensive history of the education boards and the struggle between local and centralized control of education in New Zealand, see L. E. Webb, *The Control of Education in New Zealand*. Wellington: Council for Educational Research, 1937.

in control of its own land endowments provided under the Education Reserves Act of 1877. As free public secondary educational opportunities were gradually broadened to include more and more of the school-age population, the central Department of Education became increasingly involved in the supervision and control of this level, as well as of primary schooling. A national staffing and salary scale for postprimary teachers was established in 1920, and control of secondary school funds passed to the department in the same year under authority of the Education Amendment Act of 1920. Beginning in 1949, all revenue received by public postprimary schools was transmitted to the government and the endowment reserves themselves were vested in the crown as of the following year.

The public postprimary schools now receive their total cost of salaries and incidental expenses from the Department of Education, which also is responsible for inspection and overall curriculum matters. The schools are, however, locally administered and managed according to their type: state secondary, technical high, and combined, by individual boards of governors or managers. District high schools are operated by the District Education Boards responsible for primary schools in the area. When district high schools have been replaced by new, separate secondary schools, the latter sometimes have remained under the district education board for varying periods of time—in a few cases, for many years. Thus, this distinction of administrative control tends to be blurred in practice.

In some metropolitan areas, mainly Christchurch and Wellington, groups of secondary schools are linked together for administrative purposes under Postprimary Schools Councils. The councils' responsibility is to oversee the total secondary needs of their respective areas and to advise the Department of Education accordingly. Each school, however, retains its own board of governors with a large measure of autonomy in the control and management of its particular institution.

Private Schools and Higher Education

Private schools, at both elementary and secondary levels, are required by law to comply with defined standards of facilities, staff, equipment and curriculum as a prerequisite for required registration with the Department of Education. They are subject to inspection by department staff and are also provided with certain professional services, textbooks, and school publications of the department.

Higher education in New Zealand is wholly state-supported in terms of finance. Until the end of 1961, the control of all univer-

sity education was vested in the University of New Zealand, under which the actual teaching institutions—the constituent universities or university colleges, and the agricultural colleges—operated. Since the dissolution of the University of New Zealand at the end of 1961 and the elevation of its component parts to separate university status, this level of the educational system receives financial support through the University Grants Committee, which also administers the government bursary (scholarship) program for students. The Universities Entrance Board, a separate entity, is responsible for establishing and maintaining a common educational standard as a prerequisite to university entrance throughout the country. This subject is more fully treated in Chapter V, "Higher Education."

Educational Finance

As has been indicated, the financing of education in New Zealand is highly centralized. Each year the education "vote" [appropriation] by the Dominion Parliament out of central tax funds makes up a large proportion of the government budget, and includes monies for school buildings and equipment, textbooks, teachers' salaries, teacher education, university institutions, and various student aid programs (bursaries), as well as the administration of the central Department of Education. In 1961-62 this appropriation was £47,052,500 (\$131,747,000).⁴

In terms of percentage of national income or of gross national product, educational expenditures in 1960-61 were reported to be 3.91 percent and 3.4 percent, respectively. In the same year educational expenditure represented 9.45 percent of total government expenditure.⁵

Nongovernmental contributions to the public education system—by parents and other donors—is not precisely reported, but is estimated at about £500,000 per annum (\$1,400,000), or a little more than one percent of the government's appropriation for education.⁶

Despite the fact that as a matter of policy state financial aid is not granted directly to private schools, they benefit indirectly from several sources, such as (1) subsidies for certain types of audio-visual aids or equipment, and learners' swimming pools; (2) the advisory assistance of Department of Education inspectors during their required visits to registered private schools; (3) free textbooks,

⁴ New Zealand. Department of Education. *Report of the Minister of Education for the Year Ended 31 December 1961*. (E.1) Wellington: R. E. Owen, The Government Printer, 1962. p. 6.

⁵ *Report of the Commission on Education*, p. 135-37.

⁶ *Ibid.* p. 134.

and assistance to private school pupils in the form of boarding allowances; (4) postprimary school bursaries, Maori scholarships, and free transport or bus services. Other indirect assistance results from the provision that teachers trained at government expense are free to accept employment in private schools. An exception to the rule of no direct government financial aid was made in the case of building grants to certain denominational residential secondary schools for Maoris. This program has not operated since 1952.

CHAPTER III

Preprimary and Primary Education

NEW ZEALAND CHILDREN may enter kindergartens at the age of 3, and admission to primary school is permissible by law between the ages of 5 and 7. The majority of children are in school before the age of 6.

Preprimary schooling is not included in the regular public school system of New Zealand. Half-day private programs of 1 or 2 years for children from 3 to 4 years of age are provided by the Free Kindergarten Associations, and for children aged 2½ to 4, part-time programs are conducted by Nursery Play Center Associations. In 1959, the Department of Education in Wellington reported that about one preschool child in six was enrolled in one of these programs. By the end of 1960, there were 200 free kindergartens recognized or approved by the Department, administered by 63 associations, and enrolling 15,168 children (7,877 in morning sessions, 7,291 in afternoon sessions). In the same year, 141 recognized nursery play centers cared for 4,391 children.¹

Although technically not public schools, these free kindergartens and nursery play centers receive a good deal of government assistance. Government subsidies are available to kindergartens on the basis of £2 for every £1 of private contribution for acquiring new sites, building new or improved facilities, and purchasing equipment. Annual monetary grants are also provided by the Department of Education to assist financially in the maintenance of the nursery play centers. In addition, the Department of Education provides teachers' salaries in all approved kindergartens, the salaries of instructors at schools which train kindergarten teachers, and allowances for students in training.

The Department also controls the numbers of such students admitted each year, as well as the number of new kindergartens recognized for the payment of subsidy. It also sets national standards for sites, buildings, staffing and equipment, and provides personnel to advise and assist local associations and principals.

¹New Zealand. Department of Statistics. *New Zealand Official Yearbook 1960*. Wellington: R. E. Owen, The Government Printer, 1962. p. 224.

Despite such recognition and substantial financial assistance from public funds, both kindergartens and nursery play centers retain the character of voluntary organizations, operating their own institutions and employing their own staffs.

Primary Education

The full primary course in theory covers 8 years of schooling up to approximately age 13, but in practice the time spent by the individual child in completing the program may vary from 7 to 9 years, depending on several factors. Contrary to the practice in most other countries, New Zealand children are not required to enter school at the beginning of the school year or even at the beginning of a term. They may enter the first primer class of the infant department on their fifth birthday, or as soon thereafter as possible, and proceed through "Primers 1-4" at a rate of speed commensurate with individual abilities and accomplishments.

In theory, and on the average, each primer class takes about half a school year to complete, promotion to the next level being based largely on general maturity and reading skill. Usually, pupils spend about 2 years in the infant department before advancing to Standard 1. Surveys and statistics indicate that a few children stay as little as a year in the primer classes, while some require about 3 years. The duration for most children in these classes varies between $1\frac{1}{2}$ and $2\frac{1}{2}$ years, about 95 percent having begun school by the age of 5 years, 3 months.

The normal progression after primer classes extends through 4 years of classes designated Standard 1-4, approximately third through sixth year of schooling. However, some schools in recent years have been experimenting with special groupings and ungraded classes to include not only the infant department, but also Standard 1 and sometimes Standard 2. This varies the length of study according to the individual pupil and delays the beginning of the more routine class-by-class, year-by-year advancement until Standard 2 or 3. Thus all references to "years" or "grades" throughout the New Zealand school system should be viewed with this background and possible variation in mind.

In general, the principle of regular annual promotion is followed in at least the latter half of the primary and the intermediate programs, although this is not an invariable practice. Bright children in many cases move up faster, passing to postprimary schooling before their 13th birthday (16.2 percent in 1959). Most students, however, have had between $7\frac{1}{2}$ and $8\frac{1}{2}$ years of formal schooling

by the time they complete the full primary cycle (including intermediate classes), at the average age of 13½ years. In addition, many schools are experimenting with "streaming" and other techniques in which students are regrouped by ability in individual subjects, thus crossing and blurring class lines and standard promotion practices.

The primary school curriculum in Standards 1-4 includes English skills, arithmetic, social studies (mainly geography and history), character training, art and crafts (including needlework for girls), nature study, physical education (including swimming), health education, and music.

Upper Primary (Intermediate)

The roughly seventh and eighth years of schooling, in classes now normally designated Form I and Form II (formerly Standards 5 and 6) is called upper or higher primary, or, with increasing frequency, "intermediate" schooling. Since World War II, separate intermediate "consolidated schools", serving several primary school districts, or some intermediate departments attached to secondary schools have largely provided this level of study. The first separate intermediate school was set up in 1922. Its establishment was influenced substantially by the junior high school movement in the United States, and, in fact, intermediate schools were called "junior high schools" until about 1930. For a brief period, a few schools experimented with plans for a 3-year intermediate schooling period, based on the U.S. 6-3-3 pattern, but this did not materialize. Today, the intermediate school covers only Forms I and II, except for the occasional school which has a very few Form III students who are not going on to postprimary schooling, but who have not yet reached the legal school-leaving age of 15. By 1961, there were 58 separate intermediate schools plus 6 of the older intermediate departments attached to secondary schools, enrolling a total of 33,164 students, or roughly 40 percent of Forms I and II public school enrollment.²

Separate intermediate schools usually vary in size from about 300 to 700 pupils.³ They offer a general curriculum adapted where necessary to serve the interests and needs of children having different levels of ability and academic goals. The pooling of resources resulting from school consolidation makes possible the provision of specialized teachers and facilities, and students are generally

² New Zealand. Department of Education. *Report of the Minister of Education for the Year Ended 31 December 1961*. (E.1) Wellington: R. E. Owen, The Government Printer, 1962. p. 44-45.

³ However, one intermediate school, Palmerston North, had an average roll of 900 in September 1961. *IB4*, p. 44.

"streamed" according to ability. The curriculum may include, in addition to the core work in English, social studies, and subjects mentioned above for Standards 1-4, some beginning work in foreign languages; mathematics, special literature, art, and music courses for the more able or those planning for later university entrance; and practical courses, such as woodworking, metalworking, sewing, cooking, or typing. More nonbiological sciences, mathematics, and foreign languages are being introduced at the present time, as facilities and qualified teachers become available. This same curriculum applies in general to work in Form I and Form II taken at the regular primary schools or in attached intermediate departments, depending on the size and the facilities available at each school.

In a typical Form II class (eighth year), about one-half of the class time in each week is devoted to English (reading, oral and written skills, grammar, spelling, handwriting) and arithmetic, or about 9 and 4 hours of instruction in these subjects respectively. The remaining time is divided among social studies (2 hours); 1 hour each of nature study or general science, music, and art and crafts; about 2 hours of physical education and games; health education (one-half hour); and practical subjects such as sewing, cooking, gardening, handicrafts, woodwork, etc., (1-2½ hours). Counting the intervals between classes, the total instruction per week at Form II level is approximately 25 hours.

School Statistics

New Zealand primary schools which still offer the entire 8-year program are known as "full" primary schools, while those which have classes only through Standard 4, or for 6 years, are called "contributing" schools. Including both kinds, New Zealand now has approximately 2,000 public primary schools with more than 11,000 classrooms, serving some 370,000 children. These schools, all coeducational, range in size from small rural schools with 25 pupils or less, to some larger schools serving 800 or more students. Schools enrolling 25 to 200 pupils are the most common.

Private primary schools numbered 336 in 1961, having approximately 55,000 students and a total of 1,480 teachers.⁴

As in many other parts of the world, the pressure of a rapidly rising school population has necessitated significant expansion in New Zealand's primary school facilities and staffs since 1945, and continues to present problems of many kinds. Not the least of these is oversized classes, especially in the larger schools where classes

⁴ 1964, p. 61.

may frequently have 40 or more students. Although classes in general are smaller than they were 20 or 30 years ago, modern teaching methods impose greater demands, and the 1:40 ratio is fully recognized as unsatisfactory. Both educational authorities and the teachers themselves, through their professional organizations, are aiming for a 1:35 ratio as soon as circumstances permit.⁵

⁵ 1964.

CHAPTER IV

Postprimary (Secondary) Education

POSTPRIMARY SCHOOLING in New Zealand reflects the increasing efforts in recent decades to provide effective programs suited to all youth in the approximately 13-19 age group. The first "free places" were introduced in the district high schools in 1901; in 1914, the first 2 years of postprimary schools were made free to all who passed the final primary "proficiency certificate examination"; and in 1936 the proficiency certificate was abolished, thus opening secondary schooling to any students who wished it. All students who complete a course in Form II (approximately eighth grade) in the primary schools, or who will be 14 years of age by March 31 of the following year, are now eligible for free postprimary schooling, to the age of 19. In 1960, 97.8 percent of those leaving full primary schools, and 98.7 percent of those from intermediate schools or departments, enrolled in postprimary classes,¹ where the average stay is almost 3 years. These figures may be compared with 60 percent in 1936 and 80 percent in 1945, respectively, of primary school graduates going on to postprimary study.

Types of Schools

Public postprimary schools in New Zealand have several different designations, based on their administration, control, or the type of emphasis in their programs:

1. State secondary schools are separate institutions which usually place principal emphasis on an academic, college-preparatory program up to university entrance level although they also offer general and prevocational courses.
2. District high schools found largely in rural areas or smaller towns, are coeducational secondary departments of public primary schools, and may offer both the general and academic curriculums, and also agricul-

¹ New Zealand. Department of Statistics. *New Zealand Official Yearbook 1960*. Wellington: R. E. Owen, The Government Printer, 1962. p. 225.

- tural, commercial, or domestic science programs as desired, or as equipment and staff are available.
3. Technical high schools, mainly in the larger cities, put more emphasis on prevocational and, in some cases, advanced technical subjects, but also offer general and university-preparatory programs.
 4. Combined schools offer both the full academic secondary and technical high school programs, and are perhaps the closest approximation in New Zealand to what is termed a comprehensive high school in the United States.

These distinctions are often more in name and in theory than in fact, however, since the current trend is for all public postprimary schools to be multilateral or comprehensive in their offerings. Only some of the older schools in the principal cities remain as specialized as the definitions above would indicate. Private schools, on the other hand, tend to follow more closely the older academic school pattern, though many of them have broadened their range of courses in recent years. In British style, a number of these private secondary schools, and state schools as well, have retained the term "grammar school" or "college" in their names.

Public postprimary schools may be either coeducational or single-sex; many have hostels attached, making them in effect, boarding schools. Private secondary schools tend to be exclusively for either boys or girls.

Two new-type public secondary schools were established on an experimental basis in 1963—Waikoku College at Te Karaka in the Hawkes Bay Education District (North Island) and Geraldine High School, South Canterbury (South Island). These schools were designed as coeducational central schools integrating study from Form I (intermediate level) through Form VI, thus cutting across the present primary-postprimary boundary. The purpose was to offer wider opportunities and social contacts than would be possible in smaller local schools, as well as specialist subject teachers and facilities and an earlier start on some postprimary subjects.

Curriculum

Classes at the postprimary level begin with Form III and may extend to Form VI. In the present curriculum, adopted in 1945, students in the first 2 years of all types of postprimary schools—Forms III and IV, or the 9th and 10th grades—are required to spend a little more than half of their class hours, the time varying according to the emphasis of the school, on a common core of subjects, including English, social studies, general science, elementary

mathematics, music, art and crafts, and physical education. In practice, a great deal more time is given to these core subjects, or their extended syllabuses, than the regulations require. The remainder of the student's time is devoted to optional subjects in line with individual interests, objectives, or abilities.

The minimum hours of instruction per week prescribed by the 1954 Education (Postprimary Instruction) Regulations for core subjects, and hours for minimum total instruction through Form V are:²

	Hours per week		Total hours for School Certificate (including Form V) ¹
	Form III	Form IV	
English and social studies.....	5.5	5.0	14.5
General science and elementary mathematics.....	8.5	2.5	8.0
Music, craft and fine art.....	2.5	2.5	7.0
Physical education.....	2.0	2.0	6.0
Optional subjects.....	6.5	7.0	24.5
Total.....	20.0	20.0	60.0

¹ The minimum allotments are not specifically spelled out for Form V, since the total to School Certificate level may already have been covered by additional core-subject time in Forms III to IV, in which case there would be no additional requirement in Form V.

These requirements are expressed in terms of units, each representing a full clock hour of class time spent on the subject each week throughout a school year. Thus, five periods of 45 minutes each per week for a given subject would equal 3.75 units, or five periods of 50 minutes each, roughly 4.2 units. In actuality, most students exceed this minimum 20 hours of instruction per week; secondary school records reflect from 23 to 27 units as a normal course, or about 5½ hours in school each day. Optional subjects include academic subjects such as foreign languages (usually French, Latin, or German in that order of preference), mathematics, science, social sciences, or fine arts, as well as a wide variety of general, prevocational, or practical subjects.

There are six "streams" or course programs in New Zealand post-primary education: The academic or university-preparatory program (known officially as the "professional" course); the general course; and four pre-vocational streams: commercial, industrial, agricultural, and home life. Table 1 shows the July 1961 full-time

² New Zealand. Department of Education. *The Education (Postprimary Instruction) Regulations and Syllabuses of Instruction and Prescriptions for the School Certificate Examination*. Wellington: E. E. Owen, The Government Printer, 1962. p. 5.

enrollment for three types of public postprimary schools in three types of courses.

Table 1.—Number of full-time pupils in three types of postprimary schools and courses, by sex: 1961

Type of school	Courses				Prevocational	
	Professional (Academic)		General		Boys	Girls
	Boys	Girls	Boys	Girls		
Total.....	18,863	18,230	10,713	6,082	22,917	23,005
1	2	3	4	5	6	7
Secondary.....	14,041	14,096	8,113	4,790	11,983	14,631
Combined.....	1,179	1,240	909	202	1,161	1,086
Technical.....	2,743	2,294	1,691	1,090	9,773	7,378

[Source: Adapted from New Zealand Department of Education. *Report of the Minister of Education for the Year Ended 31 December 1961*. (E.1) Wellington: R. E. Owen, The Government Printer, 1962. pp. 60-63]

Some fairly common curriculum patterns for two types of Forms III and IV programs are:

Subjects:	Units (clock hours) of instruction per week	
	Professional (academic) course	General course
English	4.0	4.0
Social studies	4.0	4.0
General science	4.0	4.0
Mathematics	4.0	4.0
French	4.0	---
Physical education	2.3	2.3
Craft or art work	1.3	1.3
Music7	.7
Commercial practice or accounting	---	4.0
Total	24.9	24.9

Numerous variants of curriculum patterns are found. The most linguistically gifted pupils may take a second foreign language (Latin, German, or others), by a slight reduction in the time allocation for such other subjects as English or social studies. In other cases, greater emphasis may be placed on mathematics and science by reducing the time spent on languages. However, approximately

4 hours of class time per week would be devoted to the major subjects in any case. Prevocational type programs, such as the commercial, home life or trade-industrial streams, usually follow the same basic pattern as the general course curriculum, with appropriate time reductions in some other subjects. For example, the home life program might reduce the time spent on mathematics, or the industrial trade program reduce the hours in social studies, general science, or art and craft work.

In the past, a large number of New Zealand children left school at the end of these first 2 years (Forms III and IV) or even earlier, as soon as they reached the legal school-leaving age of 15. In 1948, for example, approximately one-half of all pupils leaving the public postprimary schools had completed 2 years or less. In 1960, the statistics showed that only 8.5 percent of the pupils leaving school did so after 1 year in postprimary; an additional 32.53 percent after 2 years; 31.97 percent after 3 years; 17.86 percent after 4 years; and 10.62 percent after completing 5 or more years in postprimary school.³ These 1960 percentages show a significant increase in length of schooling in the last several years. Thus, there would seem to be a continuing upward trend in the number of students in the higher forms, and particularly in those remaining to school certificate level, and beyond.

Form V (School Certificate year)

The curriculum in Form V (approximately the 11th year) is ordinarily a continuation or development of the subjects taken in Forms III and IV, as previously outlined. Some standard subject groupings are:

1. English, geography, history, mathematics, general science (or special science), physical education, music
2. English, French, mathematics, two special sciences such as physics and chemistry, physical education, music
3. English, geography, mathematics, French, general science (or special science), physical education, music
4. English, history, geography, French, general science (or special science), physical education, music
5. English, geography, plus many variant combinations of prevocational subjects

In each group, at least 4.0 units (hours) would be devoted to each of the major subjects, and often up to 4.6 or 6 units to those subjects which the student intends to present for the School Certificate examinations.

³ *New Zealand Official Yearbook 1962*, p. 231.

Certificates Awarded

New Zealand School Certificate

Most Form V students in both public and private schools prepare for the external School Certificate examination conducted annually in November by the New Zealand Department of Education.⁴ The majority of students take this examination in 5 subjects, and no student may take more than 6 out of the more than 30 subjects available. These include both academic, or university preparatory fields, and practical or prevocational subjects. While no one school offers all of the subjects covered in the School Certificate examination, many offer a wide range from which the student may choose.

Examination papers are prepared and marked under Department of Education auspices by panels of examiners representing the respective subject teachers, department staff, university specialists, and teachers' college faculty. To receive the School Certificate, which is issued by the New Zealand Department of Education, a student must obtain an aggregate score of at least 50 percent of the total possible marks in English and three other subjects, and not less than 30 percent in any subject.

The setting and grading of the certificate examinations is carefully controlled in order to assure approximately equivalent standards from one year to the next. The resulting certificate is therefore indicative of a more or less standardized level of scholastic attainment in the subjects named on the individual's certificate. Since 1962, the certificates have shown the grade of each subject passed, according to an A, B, C, D scale.⁵

Although the School Certificate, introduced in its present form in 1945, originally was intended to come at the end of 4 years of postprimary schooling, it has become more and more a 3-year certificate, with the majority of students at least attempting the examination at the end of their third year. Statistics show, for example, that in 1960, 95.7 percent of the boys and 92.2 percent of the girls taking the examination for the first time did so after 3 years in postprimary school,⁶ or usually after 10½ to 11½ years of total preparation. The similar statistics in 1949 were 76 percent for the boys and 66 percent for the girls. About half of those who take the

⁴ 83.1 percent of Form V students in 1960, according to the *Report of The Commission on Education in New Zealand*. Wellington: R. E. Owen, The Government Printer, 1962. p. 236.

⁵ See the section on marking systems, p. 27.

⁶ New Zealand. Department of Education. *Report of the Minister of Education for the Year Ended 31 December 1960*. (E.1) Wellington: R. E. Owens, The Government Printer, 1961. p. 16.

examination each year pass on their first try; others may remain a second year in Form V and take the examination again at the end of a fourth year of postprimary preparation. It is reported that about 68 percent of all those attempting the examination ultimately pass and obtain the certificate.

For those not going on to the university, the School Certificate often represents the termination of secondary schooling, and until February 1964 was the minimum qualification for entering primary teacher education and several other specialized professional training fields, such as nursing. Since then the minimum school qualifications for entry to primary teacher training has been the Endorsed School Certificate (1 year of study beyond the School Certificate). Holding the School Certificate is not sufficient to gain entrance to a university, and at least 1 additional year's work (fourth year) is required for this purpose.

A "Certificate of Attainment (School Certificate Standard)" represents the same level of subject achievement as demonstrated in the School Certificate examinations, but is given in cases where the individual has not satisfied the requirement of at least 3 years of formal postprimary schooling. An example of this procedure would be an adult who had not remained in school through Form V, but who attempts to earn the certificate on the basis of self-study. Beginning in 1961, a Certificate of Education has been issued to candidates who fail to obtain a full School Certificate, but pass in one or more subjects.

Form VI (Endorsed School Certificate)

More and more students are now remaining in school after receiving the School Certificate, in order to take the additional fourth year of study (university entrance year) in Lower Form VI or VIB. Such students take English and other major subjects related to their special interests or intended field of study at the university. Typical Sixth Form programs are:

1. English, French, Latin, history, geography
2. English, French, history, geography, mathematics or a science
3. English, mathematics, physics, chemistry, biology
4. English, mathematics, physics, chemistry, applied mathematics

At least four units (hours per week) of instruction would be given in each of these subjects and more likely five, especially if the student is a scholarship candidate.

Since 1954, those who have completed satisfactorily a course of study 1 year beyond School Certificate level may receive an En-

dorsed School Certificate representing about 12 years' total elementary-secondary preparation. A satisfactory course of study must include at least 4 units (class hours per week) of instruction in each of 3 subjects approved by the Director of Education, and the student must receive a minimum of 20 units of instruction in his course. Such a certificate is required for university admission but is not necessarily considered to be of university matriculation standard, entrance to the university being based on the recommendation of the student's school,⁷ or on passing university entrance examinations.

Higher School Certificate

An additional 13th year of study in the second year of Form VI (Upper VI, VIA, postuniversity entrance, or scholarship class) is taken by a small but increasing number of students who wish to qualify for the Higher School Certificate, and thus become eligible for a Fees and Allowances Bursary tenable for 4 or more years at the university. This form of state aid provides a grant of money, boarding allowance (where needed) and all tuition fees.

To qualify for the Higher School Certificate, the student must complete satisfactorily a year's course of study beyond University Entrance standard, or 2 years in advance of the School Certificate standard. In either year, the course must include at least 4 units of instruction in each of 3 subjects approved by the Director of Education, and the total number of units must be at least 20. Before 1961, it was possible for a student to be matriculated and to be taking work in the university and at the same time be regularly enrolled in the postprimary Higher School Certificate class, although such cases were relatively rare.

The Higher School Certificate is also awarded on the basis of a "credit" pass in the University Entrance Scholarship Examination, which may be taken by the brightest students at the end of Lower Form VI (12th year), but is ordinarily taken at the end of Upper Form VI (13th year) by about the top third of the class. This examination is considered in New Zealand to be of a very high standard, and the subject level to approximate that of Stage I university courses. The examination is taken in five subjects and is competitive; in 1960 there were 693 candidates for the 50 scholarships available. Those who qualify for a university "scholarship" (which in contrast to American word usage is sharply distinguished from a "bursary" or monetary assistance on the basis of merit and

⁷ See explanation of "accreditation" in Chapter V, "Higher Education".

need) belong to the top .1 or .2 percent of their age group and are sometimes given first-year university credit for some of the subjects passed, as well as more financial aid than bursary recipients. The University Entrance Scholarship Examination is given each year at the same time as the regular university entrance examination, and is taken in five academic subjects. Students who do not win scholarships but who reach a good standard of attainment may be rated as "passed with credit," qualifying them for a Higher School Certificate.

Marking Systems

Most New Zealand secondary schools issue half-yearly (or term) and yearly reports on their pupils. The mark-levels are not standardized and vary considerably from school to school. Without information about academic standards of the particular school and the ability group in which the student has been placed, the marks themselves are often of little use in judging individual performance. It may be noted, however, that the percentage marks appearing in a student's end-of-year Form V report indicate approximately the marks his school would expect him to obtain in the School Certificate Examination, while those appearing in an end-of-year lower Form VI report would be geared as closely as possible to university entrance standards.

The use of percentages, official in the public primary schools until a few years ago, was also traditional at postprimary level. Where this system is still used, the following general explanation is provided as a rough guide:

- 90-100 — Excellent
- 80-89 — Very good
- 65-79 — Good
- 50-64 — Average (or very fair)
- 40-49 — Fair
- 30-39 — Weak
- Below 30 — Fail

In interpreting such percentage marks, there is an interesting difference in word usage and grading curve from customary practices in the United States. A distinction is made in New Zealand between a "pass" mark or level—ordinarily stated as 40 or 50 percent—and a minimum mark below which the student fails (usually 30 percent). Thus a "pass" mark (40 or 50 percent as the case may be)

may well represent something closer to a "satisfactory pass" or even to the American "C" concept than one would assume. In 1961 at least one well-known school in New Zealand appeared to consider anything from 50-57 a "C", 58-69 a "B" (defined as "well above average"), and marks in the 70's as "A".

The usual marking pattern, in use on the official "Postprimary School Record" form, is:

- 1 = Very Good (roughly the upper 5 percent of the Form)
- 2 = Good (the next highest 20 percent)
- 3 = Average (about 50% of all pupils in the Form)
- 4 = Passing (about the next 20 percent)
- 5 = Fail (the lowest 5 percent)

The official School Certificate grading scale since 1961 has been in terms of letter grades which are provided on the certificate. These are explained in percentage terms as follows:

- A - 80 or above
- B - 65-79
- C - 50-64
- D - 30-49
- F - Below 30

In discussing this scale with the author, a New Zealand educator visiting in the United States clarified that 50 percent is roughly the median point in the grading curve, and that an "A" grade might be earned by the top 4 to 8 percent of examination candidates throughout the country, depending on the subject field.

School Statistics

One of the major problems in New Zealand education has been and continues to be the tremendous increase in school population. The total school enrollment, both public and private, has more than doubled in the last 20 years, and the pressure is now particularly acute at postprimary level. This has been attributed not only to the steadily rising birthrate and immigration since World War II, but also to the increasing tendency toward a longer stay in school, beyond age 15. Taken together these factors spell a need for more schools and, particularly, more teachers, a constant theme of education officials and agencies. Table 2 shows selected data for 1961 on the New Zealand postprimary schools.

Table 2.—Postprimary schools by type, number, enrollment, and staff: 1961

[Source: *Report of the Minister of Education for the Year Ended December 1961.* (E.1) Wellington: R. E. Owen, The Government Printer, 1962. p. 54-59 and 72-74]

Type of school	Number of schools	Enrollment as of July 1, 1961 ¹	Full-time staff, Sept. 1961
1	2	3	4
Total.....	365	206,734	6,052
Public Postprimary:			
Secondary.....	110	69,859	3,113
Combined.....	7	5,960	249
Technical.....	43	100,797	1,300
Secondary departments of district high schools ²	95	8,834	410
Correspondence school, secondary departments.....		5,832	471
Private postprimary.....	110	20,752	909

¹ Roughly midyear figure. School enrollments at secondary level vary between the beginning and end of the school year, due in part to the large dropout of students who complete the compulsory schooling at age 15. For example, the total public school enrollment, excluding the correspondence schools, on Mar. 1, 1961, was 114,886; by December 1961, 103,007.

² Including 10 Maori schools.

³ Full-time pupils. Does not include 2,545 part-time pupils.

⁴ Assistant teachers. Other staff figures include principals.

CHAPTER V

Higher Education

The University System

THE OLDEST HIGHER EDUCATIONAL INSTITUTION in New Zealand is the University of Otago in Dunedin, originally established in 1869 as a degree-granting university. In 1870, the University of New Zealand was founded, and received its royal charter in 1876. It was not, however, a teaching institution but a publicly financed, independent and degree-granting body set up somewhat on the pattern of the University of London. The University of New Zealand remained the sole degree-granting authority in the country from 1874, when the University of Otago agreed to affiliate as one of its university colleges, to December 31, 1961, when it was dissolved. Students actually attended one of the four constituent teaching colleges—Canterbury in Christchurch, established in 1873; Auckland, founded in 1882; Otago, and Victoria College of Wellington, begun in 1897—or the two affiliated agricultural institutions—the Agricultural College of Canterbury or Massey Agricultural College.

The Canterbury College of Agriculture was part of the Canterbury University College from 1897 to 1927, in which year it became an independent constituent college of the University of New Zealand. Its first degree in agriculture was awarded in 1913. Massey College was established as a combination of the two agricultural schools begun by Victoria University College in 1924 and Auckland University College in 1925.

In recent years a considerable degree of autonomy gradually devolved upon or was delegated to these constituent institutions, including the right to examine students at undergraduate level, to set their own course regulations, and since 1954, to set certain individual degree requirements as well. In 1957, the university colleges officially took their present titles of University of Auckland, University of Canterbury, University of Otago, and Victoria University of Wellington.

With the legal dissolution of the parent University of New Zealand in December 1961, these four universities became separate, autonomous, degree-granting institutions. At the same time, Canterbury Agricultural College changed its name to Lincoln College, and became a constituent part of the University of Canterbury, while Massey Agricultural College affiliated with the Victoria University of Wellington, which will grant its degrees.

The academic year at university level runs from March to November and is usually divided into three terms, the first two lasting 9, 10, or 11 weeks each, and the third about 6 weeks, plus final examinations at the universities. The year is somewhat longer at the agricultural colleges.

Branch Colleges

A recent development in the extension of higher education to meet the needs of an increasing school population in New Zealand is the establishment of branch university centers. These are planned not only to enlarge the teaching capacities of the parent major institutions, but also to provide more convenient study facilities outside the traditional four main geographical centers of higher education.

In 1960 the University of Auckland opened a branch at Hamilton, some 70-75 miles to the south of Auckland. Now known as Waikato University College, the Hamilton branch began its program with some 50 students, sharing temporary quarters with the new Hamilton Teacher's College, and offering only a few Stage I (first year) arts subjects. Stage II (second year) and science subjects were scheduled to be added by 1964. A full B.A. program is planned by 1965.

Palmerston North University College was similarly launched in 1960 as a branch of the Victoria University of Wellington, both to serve the Manawatu area and to provide extramural or external (correspondence) instruction for New Zealanders throughout the country who were outside the reach of the regular university institutions. The Palmerston College began with 189 internal students and 582 external students in first-year arts subjects only. In 1963, second year (Stage II) courses in English, education, and pure mathematics were added. Many of those enrolled as external students at Palmerston North are either teachers or teacher trainees at the teachers colleges located outside university centers. Considerable care is taken to approximate the work and subject coverage of the regular university courses for these external students. Requirements include regular assignments and written work submitted

weekly or biweekly, and it is expected that each such student will devote at least 10 hours per week to each subject in which he is enrolled. Most external students take one, or at most two, subject units per year on this basis; final examinations are the same as those given internal students in the same subject.

As of 1963, Palmerston North University College and Massey College of Agriculture merged to form Massey University College of Manawatu. The new combined college will remain associated with Victoria University of Wellington, which will grant its degrees.

Administrative Bodies

The overall administration of higher education in New Zealand is the responsibility of the University Grants Committee, which was established early in 1961 as a statutory body replacing a former committee of the same name appointed under the Senate of the University of New Zealand. During 1961 this new committee worked closely with university officials in order to prepare for the administrative changeover necessitated by the dissolution of the central University of New Zealand. On January 1, 1962, the committee inherited the premises, staff, and records of the former University of New Zealand, as well as many of its administrative functions. This committee also assisted the Minister of Education in drafting the Acts of Parliament, passed in 1961, setting up the present university system; surveyed the offerings and needs of the various higher educational institutions involved; and made a study of the government's program for tuition fees and bursary allowances (see p. 60), resulting in a new system for these grants beginning in 1962. From that year, the committee became the financial administrator of government appropriations as the source of financial support for higher education.

A second important administrative body is the Universities Entrance Board, set up in 1961. Its main function is "to establish and maintain by such means as it considers appropriate a common educational standard as a prerequisite for University Entrance".¹ Made up of representatives of the universities, the Department of Education, and the postprimary schools, the board now controls the nationwide university entrance system by examination or "accreditation" (see p. 74) as well as the university entrance scholarships examinations.

¹ *Report of the University Grants Committee for the Year 1961.* (N.S.) Wellington: E. E. Owen, The Government Printer, 1962. p. 4.

University Enrollment

Total college and university enrollment in New Zealand (exclusive of teachers colleges and postsecondary technical institutions which are dealt with in separate chapters) had risen to 16,524 by 1960—a figure almost 3 times that of 1939. In terms of levels and types, this total is broken down into:

- 12,369 matriculated undergraduates
- 1,098 graduate students
- 1,080 unmatriculated students in university courses
- 715 special students in short courses at the agricultural colleges
- 1,262 "external" students, for which no level is specified.³

A little less than one-third of the 16,524 total enrollment were women, and almost one-half were studying on a part-time basis. As of July 1, 1960, 6,605 of the internal registration figure represented part-time students,³ many of them teachers or government employees. The proportion of part-time students to the total appears to be highest in faculties of commerce (90 percent in 1959), in law (66 percent in 1959), and in arts and fine arts where it is roughly 60 percent.⁴ On the other hand, students in agriculture, home science, physical education, or public administration tend to be mostly full-time, and in medicine and dentistry completely so. The individual university institutions, their original dates of establishment, constituent schools or faculties and their enrollments are listed in table 3.

Admission Requirements

As indicated in the chapter on postprimary schools, university matriculation is based on the university entrance examination or its equivalent, representing, ordinarily, at least 12 years of elementary-secondary preparation. Prior to 1944, all applicants for university admission were required to pass the entrance examinations conducted by the University of New Zealand, normally at the end of 3 years of postprimary schooling, or roughly the point at which the present school certificate examination is taken.

In 1944, a system of "accrediting" was begun, whereby postprimary schools which are approved by the university (through the

³ New Zealand. Department of Statistics. *New Zealand Official Yearbook 1960*. Wellington: R. E. Owen, Government Printer, 1962. p. 221 and 239. "External" students are exempted from attendance at lectures in certain fields but may take final course examinations and receive university credit on the basis of private study.

³ Foster, J. F., ed. *Commonwealth Universities Yearbook 1961*. London: Association of Universities of the British Commonwealth, 1961. p. 627.

⁴ "The Report on the Universities." *Education (New Zealand)*, 9: 36, March 1960.

**Table 3.—Number of students in individual university institutions,¹
by faculty or school: 1961**

[Source: Enrollment figures from Foster, J. F., ed. *Commonwealth Universities Year-book 1962*. London: The Association of Universities of the British Commonwealth, 1962. p. 675-711. Information on institutional affiliation as of 1962 from various later announcements and official publications.]

University institutions	Faculty or school	Number of students
University of Auckland (1882): Auckland, North Island	Arts	1,628
	Science	803
	Commerce	703
	Engineering	368
	Law	851
	Architecture	855
	Fine arts	160
	Music	53
	Education	43
	Post-Graduate School of Obstetrics and Gynaecology (National Women's Hospital).	No data
Waikato University College (1930)	(Arts and education courses only; enrollment of 79 students included in University of Auckland figures above.)	
Total		2 4,478
University of Canterbury (1873): Christchurch, South Island	Arts	1,320
	Engineering	698
	Science	684
	Commerce	581
	Law	208
	Music and fine arts	176
Total		3,807
Lincoln College (1873) *	Agriculture	672
	Horticulture	46
	Forestry (temporarily closed).	No data
Total		718
University of Otago (1869): Dunedin, South Island	Arts and music	823
	Medicine	500
	Science	552
	Commerce	329
	Home Science	186
	Dentistry	177
	Law	187
	Physical Education	106
	Technology *	74
	Physiotherapy	67
	Divinity	18
	Radiography	10
Total		3,069

Table 3.—Continued

University institutions	Faculty or school	Number of students
Victoria University of Wellington: Wellington, North Island (1897)	Arts	1,832
	Commerce	899
	Science	847
	Law	840
	Social science	17
	Political science and public administration.	10
Palmerston North University College (1960), Palmerston North, North Island.	(Arts and education only; enrollment included above.)	
Total		3,445
Massey College (1926), Palmerston North	Agriculture	546
	Veterinary science (opened 1962.)	No data
Total		546

¹ See p. 30-32 for further details on changes of status and nomenclature of institutions.

² Does not include 604 external students not classified by faculty or school.

³ Formerly Canterbury College of Agriculture. See p. 31.

⁴ Formerly School of Mines and Metallurgy.

Universities Entrance Board) may "accredit", or recommend for university entrance without external examinations, students whom they feel are qualified to undertake university study, provided they have had at least 4 years of postprimary schooling. Students not thus accredited by their schools, or those from schools which are not approved for accrediting status, may still qualify for university entrance by passing the external University Entrance Examination given in December of each year.

In recent years more than half of the students have entered the university by way of accrediting, and the status of an accrediting school is zealously guarded and controlled by means of close liaison between school authorities and local university officials. The university liaison officers provide a continuous review of the academic standards, facilities, and staff qualifications of both public and private postprimary schools in their districts. Their reports and recommendations to the Universities Entrance Board are based on school visits, on results in the external School Certificate examinations each year, and on followup of the performance of a school's former students at the university. Thus, the status of an "accrediting" school in New Zealand is somewhat analagous to that of an

accredited school in the United States. Although there has been criticism in New Zealand of this system, education authorities there state that the standard of preparation for the university and of those students qualifying for university admission is now actually somewhat higher than before the system of university entrance by accrediting began.

In addition to matriculation by "accreditation", or by passing at least four subjects in the university entrance examination (including English plus at least two subjects chosen from mathematics, sciences, social sciences or foreign languages), students may enter the university by passing the University Scholarship Examination, or by obtaining the Higher School Certificate. All matriculating students must ordinarily be at least 16 years old and, since 1961, may not be enrolled as full-time students in secondary or technical schools after matriculation. For the adult 21 years of age or older, there is allowance for provisional admission to most faculties without the qualifications outlined above, but such students must pass at least three university units (subjects studied for a full year) before being considered fully matriculated. Such provisional admission does not apply in the fields of medicine, dentistry, pharmacy, or home science.

In the case of most faculties and fields, as long as places are available, anyone may attend university lectures and classes, although matriculation is required in order to receive credit toward a degree, or to obtain a "proficiency certificate" to show that the subject examination has been passed. In fields such as science, where there is a problem of laboratory facilities, prior course registration may be required, and a few faculties restrict the number of new students admitted in any given year. This, for example, is the practice at Otago University in medicine (120 new students per year), dentistry (60 per year), and physical education (50 beginning students per year).

Degrees and Programs

Prior to the New Zealand University Amendment Act of 1954, course regulations and degree requirements were set by the parent body, the University of New Zealand, and were therefore uniform throughout the constituent teaching institutions. Since that date, as more and more of the responsibility for curriculum was delegated to the individual universities, degree programs have begun to differ slightly from one New Zealand institution to another.

Awards by Institutions

By 1961, requirements for the majority of degrees and diplomas were described in the separate university catalogs. The central University of New Zealand catalog, however, still listed regulations and requirements for degrees in law, engineering, and music; for all doctorates; for diplomas in banking, music, microbiology, and obstetrics; for the professional (nondegree) examinations in accounting and architecture; and for the preliminary examination for the diploma in fine arts.

It should be noted, however, that until its dissolution at the end of 1961, the University of New Zealand awarded all degrees and most diplomas. A few diplomas or certificates for special courses were considered to be the prerogatives of the individual constituent institutions, and were awarded by them even during the University of New Zealand administration. Examples would be: The diploma in industrial chemistry given at the University of Canterbury; the University of Otago's diplomas in the fields of diagnostic radiology, home science, and physical education; the diplomas in public administration and social science of the Victoria University of Wellington; and the diplomas in agriculture awarded by Canterbury and Massey agricultural colleges.

Beginning in 1962, all diplomas and degrees are awarded by the four separate universities, and are described in their individual catalogs. The few overall requirements, or specific programs, such as those for national examinations and licensure in the fields of architecture and accountancy, are covered in the Handbook of the University Grants Committee.

Arts, music, science, commerce, and law degree courses are offered at all four of the universities; in other fields, the tendency is for the individual institutions to specialize. Thus, architecture is offered solely at Auckland; chemical engineering at Canterbury; and mining or metallurgical engineering, home science, theology, dentistry, pharmacy, and undergraduate medicine only at Otago. The fine arts diploma and degrees in civil, electrical, or mechanical engineering are obtainable at either Auckland or Canterbury. This specialization applies to the complete degree programs. The first year of many of the professional courses, such as the "intermediate" year for engineering, medicine, dentistry or agriculture, may be taken at any of the teaching institutions. Table 4 provides detailed information on the different types of degrees, diplomas, or certificates offered at each institution, and the minimum length of full-time study for each.

Table 4.—Years of full-time study required for degrees, diplomas, and certificates conferred by individual universities and affiliated colleges: 1961

[Compiled from the *Commonwealth Universities Yearbook 1961* and from catalogs of the University of New Zealand and the individual institutions. This information predates the dissolution of the University on Jan. 1, 1962, and subsequent changes. See ch. V, p. —]

1	University of Auckland 2	University of Canterbury 3	University of Otago 4	Victoria University of Wellington 5	Canterbury Agricultural College 6	Massey Agricultural College 7
Years of full-time study						
1st degrees:						
Arts: B.A.	3	3	3	3		
Science:						
B. Sc.	3	3	3	3		
B. Sc. Hons.		4	4			
Architecture:						
B. Arch.	5					
Commerce:						
B. Com.	4	3 or 4	4	4		
Dentistry: B.D.S.						
Engineering:						
B.E. (Chemical) ¹ ..		5				
B.E. (Civil) ¹ ..	5	4				
B.E. (Electrical) ¹ ..	5	4				
B.E. (Mechanical) ¹ ..	5	4				
B.E. (Mineral Engineering) ² ..			4			
B.E. (Metallurgy) ..			4			
Home Science:						
B.H. Sc.			4	4-5		
Law: LL.B.						
Medicine:	5	5	4-5	4-5		
B. Med. Sc.			4 or 5			
M.B. Ch. B.			5+1 yr. Internship.			
Pharmacy:						
B. Pharm. ³ ..			4			
Music:						
Mus. B.	4	4	4	4		
Agriculture:						
B. Agr.					3	3.
B. Agr. (Horticulture) ..					3	3.
B. Agr. Sc. ⁴ ..					4	4.
Agr. Sc. (Hort.) ..					4	4.
B. For. Sc.					4	
B. Agr. Sc. (temp. susp.) ..						
B. Agr. Sc. (Dairy technology) ..						
B. Food Tech.						4.
Higher degrees:						
M.A. ¹ ..	1 F/T, 2 P/T.	1	1			
M. Sc. ¹ ..	1-2	1 or 2 s	1 or 2 s			
M. Com. ¹ ..	1-2		1			
LL.M. ¹ ..	1-2	1	1			
M.E.:						
Chem.		1 or 2 s				
Civil	2	1 or 2 s				
Electrical	2	1 or 2 s				
Mechanical	2	1 or 2 s				
Mining			1 or 2 s			
Metallurgy			1 or 2 s			
M. Med. Sci. ¹ ..			1 F/T, 2 P/T.			
M.D.S. ¹ ..			3 terms			

Table 4.—Continued

1	Univer- sity of Auckland 2	Univer- sity of Canter- bury 3	Univer- sity of Otago 4	Victoria Univer- sity of Welling- ton 5	Canter- bury Agricul- tural College 6	Massey Agricul- tural College 7
Years of full-time study						
Ph.D. -----	2 after mas- ter's.	2 yrs. from hons. bache- lor's or mas- ter's.	2 -----	2 -----	-----	-----
B.D. -----	-----	-----	2 yrs. from 1st de- gree.	-----	-----	-----
M.H. Sc. -----	-----	-----	1 or 2	-----	-----	-----
M.D. ⁶ -----	X -----	-----	X	-----	-----	-----
Ch. M. ⁶ -----	X -----	-----	X	-----	-----	-----
D.D.S. ⁷ -----	-----	-----	X	-----	-----	-----
M. Agr. Sc. ¹ -----	-----	-----	-----	-----	1 after B. Agr. Sc.	1.
M. Agr. Sc. (Hort.) ¹ -----	-----	-----	-----	-----	1 after B. Agr. Sc. (Hort.)	1.
M. Agr. Sc. (Dairy Tech.). -----	-----	-----	-----	-----	1 after B. Agr. Sc. (Dairy Tech.).	1.
Diplomas and certifi- cates:						
Agriculture:						
Dip. Ag. -----	-----	-----	-----	-----	2 ¹ -----	-----
Dip. Ag. Eng. -----	-----	-----	-----	-----	1 -----	1 yr. PG.
Dip. Ag. Sci. -----	-----	-----	-----	-----	-----	3 winter terms.
Dip. in Dairy- ing. -----	-----	-----	-----	-----	-----	1.
Dip. in Dairy Farming. -----	-----	-----	-----	-----	-----	1.
Dip. Farming -----	-----	-----	-----	-----	-----	1.
Dip. Hort. -----	-----	-----	-----	-----	2 ¹ -----	1.
Dip. in Sheep Farming. -----	-----	-----	-----	-----	-----	1.
Valuation and Farm Man- agement (Dip. V.F.M.). -----	-----	-----	-----	-----	9 mos. after Dip. Agr. or 1st degree.	-----
Dip. in Wool and Wool Classing. -----	-----	-----	-----	-----	-----	2.
Cert. in Poultry Farming. -----	-----	-----	-----	-----	-----	1.
Cert. in Wool- classing. -----	-----	-----	-----	-----	1 term -----	-----
Architecture:						
Dip. Arch. -----	4 UG -----	-----	-----	-----	-----	-----
Dip. Town Planning. -----	1 PG -----	-----	-----	-----	-----	-----
Dip. Urban Evaluation. -----	2 PG -----	-----	-----	-----	-----	-----
Banking:						
Dip. Bank. -----	2 + 5 yrs. experi- ence.	-----	3 -----	3 -----	-----	-----
Education:						
Dip. Ed. -----	1 PG or 2 UG.	1 PG or 2 UG.	1 PG or 2 UG.	1 PG or 2 UG.	-----	-----
Ed'l. Psy- chology. -----	2 PG -----	-----	-----	-----	-----	-----

Table 4.—Continued

1	University of Auckland 2	University of Canterbury 3	University of Otago 4	Victoria University of Wellington 5	Canterbury Agricultural College 6	Massey Agricultural College 7
Years of full-time study						
Engineering: Assoc. Dip.— Otago Sch. of Mines.				PG— theals only.		
Dip. Land and Mines Sur- veying.			3			
Home Science			3 ⁸			
Journalism ⁹						
Fine Arts: 10						
Dip. Fine Arts	4	4				
Dip. Fine Arts (Hons.).	5 (1 yr. beyond Dip. Fine Arts).	5 (1 yr. beyond Dip. Fine Arts).				
Medicine: Diagnostic Radiology				2 beyond med. degree.		
Obstet. and Gyn.	1 PG					
Public Health			1 beyond med. degree.	3 UG		
Music: Dip. Mus.	3 UG	3 UG	3 UG			
Phys. Ed.:						
Dip. Phys. Ed.			3 UG ⁸			
Pub Adm.:						
Dip. P.A.				2 ¹¹		
Science:						
Indus. Chem. (D.I.C.).		1 beyond B. Sc.				
Microbiology			1 PG			
Soc. Science:						
Dip. Soc. Sc.				2 ¹¹		
Statistics: Certifi- cate.			1 UG			

¹ May be earned with or without honors.

² Formerly B.E. (Mining).

³ Begun 1960.

⁴ In 1958, degree requirements in agriculture changed, but could continue to 1961 for bachelor's programs in progress and to 1963 for master's. Since 1958, B. Agr. Sc. has required 4 years instead of 3.

⁵ 1 year beyond honors degree, 2 beyond pass degree.

⁶ No formal study. Research appointment. See p. —.

⁷ No formal study. Theals required of M.D.S. (Hons.) holders; examination and theals for B.D.S.

⁸ Does not require university matriculation level for admission.

⁹ Formerly 3 years at university colleges; discontinued in 1957 but might have been awarded up to 1960.

¹⁰ 1st-year course to preliminary examination is subuniversity level.

¹¹ Usually postdegree or graduate level.

Bachelor's degrees.—In general, first degrees in arts, agriculture, and science require 3 years of full-time university study; those in commerce, home science, music, pharmacy, agricultural science, or engineering require 4 years; and those in architecture, medical science, dentistry, or law, 5 years. The medical degree in New Zealand,

as elsewhere in the British Commonwealth, is the M.B., Ch. B., requiring 5 years of preparation beyond university matriculation, plus 1 year of internship. There are, however, variations in these general patterns, such as the distinction between a "pass degree" in science (requiring 3 years), and the B. Sc. Hons. (Honors) degree introduced in recent years at the universities of Canterbury and Otago. This B. Sc. Hons. degree requires 4 years of university study rather than 3, and represents greater concentration in depth in one subject field, as well as academic excellence.⁵ Another exception is the bachelor's degree in chemical engineering which requires 5 years rather than the usual 4 for first engineering degrees.

Bachelor's degrees in architecture, engineering, and music may be awarded with honors, the degree of academic excellence being indicated by "First or Second Class Honours," as the case may be. Honors degrees in these fields, however, do not represent additional study as does the science honors degree at Otago and Canterbury universities. Other bachelor's degrees in New Zealand do not include an honors program.

Requirements for the B.A. and B. Sc. degrees, and in some cases for the B. Com. (Bachelor of Commerce) as well, are expressed in terms of "units". Each such unit represents a year's study in a given subject field; three units a year is considered a full study load in most cases and four is the maximum allowed per year. The units are usually available in sequences of Stage I to III for successive yearly courses in a given field (e.g., English I, II, III, or geology I, II, III), or in sequences of subdivisions of a field (as Ancient History, Modern History, History of the British Commonwealth). A recent change in terminology for science courses designates the Stage I level as "intermediate"; Stage II as "Advanced I"; and Stage III as "Advanced II."⁶

A major subject is one in which the student completes the full sequence of 3 units or stages; a minor subject is that taken only through Stage II. The arts degree usually requires a combination of two major subjects and one minor, or alternatively, one major and two minors, plus at least one further Stage I subject. A minimum of nine units is usually required for the B.A., while the usual B. Sc. (pass) degree requires only eight units. There are, however, variations. For example, in 1960 the Victoria University of Wellington instituted a special B. Sc. (pass) degree program, to be known as a "Type B" degree, which would provide a broader course

⁵ According to officials at Otago University, the Honors Bachelor's degree in science is intended for the future research person, while the pass course requires breadth of preparation in the field despite the requirement of one "major" subject. The first or "intermediate" year is the same for both programs, after which they diverge.

⁶ At the University of Otago, subject stages for the 4-year science honors program are termed Intermediate, Part 1, Part 2, and Part 3.

in science, especially designed for would-be teachers, rather than a research-type degree. This program requires a total of nine units rather than eight, but not any Stage III or advanced level subjects, and up to three arts units may be included. Such a degree will not qualify the holder for graduate study, however, unless it is first converted to a regular B. Sc. (pass) degree through fulfilling all the latter's requirements. Each subject unit is defined in university catalogs in terms of the required "papers"—i.e., final examinations. Stage I subjects usually are made up of two such "papers" or subdivisions comparable in some degree to separate courses in the American sense. Stage II and III units normally require three separate "papers" (final examinations). For example, English I at the University of Otago in 1962 comprised two "papers": 51—Language and Shakespeare, and 52—English Literature 1830 to the Present, or New Zealand Poetry and Prose; English II requires three "papers": 53—Old and Middle English, 54—Intensive study of English Literature 1550–1700, and 54/1—Special Texts.

All university examinations were originally external—set and marked by others than the professors or instructors themselves, usually by authorities in England. In 1941, the Stage I examinations for the B.A. and B. Sc. degrees were first given internally by the university colleges, and in 1944, this privilege was extended to Stage II examinations as well. Beginning in 1948, Stage III and graduate examinations were allowed to be either internal or external, as the individual professors preferred. Almost all undergraduate degrees are now earned on the basis of the course tests and the teacher's judgment of the student, rather than on the results of external examinations.

Graduate degrees.—Master's degrees may be earned in arts, commerce, science, law, engineering, medical science, home science, agricultural science, and dental surgery. In most of these fields, the master's degree represents an additional year of full-time (or 2 years part-time) study and research beyond the bachelor's degree. A thesis is usually required, and the degree is awarded with or without honors, as the case may be. Honors may be first or second class. In engineering and science, however, the time required to earn a master's degree varies according to the level of first degree earned—1 year beyond an honors bachelor's but 2 years beyond the mere pass degree.

The Ph. D. represents at least 2 further years of full-time, in-residence advanced study and research under supervision, plus a thesis. The minimum study period for this earned doctorate is 4 years, in the case of members of the academic staffs of the universities or colleges. Other types of doctorate degrees in New Zealand—for example, the Litt. D., D. Sc.—differ from the Ph. D. in

that they require no university residence or formal study beyond the master's degree level. Instead, requirements for these essentially honorary degrees, normally awarded on the basis of published works, stipulate a minimum lapse of 5 years from receipt of the master's degree, and "original contribution of special excellence" in the appropriate field. The doctorate in medicine (M.D.), in contrast to practice in the United States, is an advanced medical degree. It requires an original thesis and the passing of special examinations, normally after at least 3 years of experience as a practicing physician. A similar D.D.S. is available in dentistry. The Bachelor of Divinity (B.D.) earned at the University of Otago is a 2-year postbachelor's degree course.

Diplomas.—Diploma programs, as distinct from degrees, also vary considerably in length, depending on the field of study, and may represent either undergraduate or graduate level preparation. Some of the programs do not require full university matriculation. Thus, the Diploma in Fine Arts (Dip. Fine Arts) represents 4 years of study, the first of which, a preliminary year, is equated roughly in New Zealand to university entrance level (subuniversity); this year is followed by 3 additional years and professional examinations. An additional fifth year is required for the Diploma with Honours in Fine Arts. The diplomas in music (Dip. Mus.) and in home science (Dip. H. Sc.), which usually require 3 years, cover substantially the same program as the bachelor's degree in the respective field (omitting some subjects) but do not require matriculation level at the university. The Diploma in Banking (Dip. Bank.), however, does require university matriculation and is earned in 2 or 3 years, plus a minimum of 5 years of working experience in the field. The Diploma in Architecture (Dip. Arch.) from the University of Auckland represents roughly the first 4 years of the 5-year degree course. The 3-year undergraduate Diploma in Physical Education awarded by the University of Otago represents the only university-level qualification in this field in New Zealand.

Examples of graduate diploma courses are:

- Diagnostic radiology (Otago, 2 years beyond medical degree)
- Educational psychology (Auckland, 2 years)
- Industrial chemistry (Canterbury, 1 year beyond B. Sc.)
- Microbiology (Otago, 1 year)
- Obstetrics and gynaecology (Auckland, 1 year beyond medical degree)
- Public Health (Otago, 1 year)
- Social science (Wellington, 2 years)
- Town planning (Auckland, 1 year)

The Diploma in Public Administration (2 years) at Wellington is ordinarily graduate level, though not necessarily. The Diploma in Education (Dip. Ed.) may be earned at all four universities in

1 year of full-time study after the bachelor's degree or, in certain cases, the same diploma may be earned with 2 years of undergraduate study.

Table 4 summarizes available information on degree and non-degree programs at the universities and colleges in New Zealand as of approximately 1961.

Transcripts and Grading Systems

In general, New Zealand universities do not keep the same type of transcript records as institutions in the United States. In many cases, the only available information from university sources is a list of the subject units which the student passed or failed each year plus the final degree certificate or statement. University catalogs (known as "calendars" in the British tradition) appear to contain no marking or grading system information. However, in 1960 the registrar of the University of Auckland provided the following explanation of the marking scale in use at that particular institution since 1951.⁷

Passing Marks:

- A - 75-100—Excellent
- B - 65-74—Very Good
- C - 50-64—Satisfactory—Good

Failing Marks:

- D - 37-49—Unsatisfactory
- E - Below 37—Poor

Sources emphasized, however, that this grading system had been established for guidance purposes only. All that matters toward receipt of the university degree is a "pass" mark in the requisite number, spread, and level of subject units. In general, the "B" range of 65 to 74 percent seems to be that awarded second class honors, and the "A" range above 75 percent to represent first class honors, where these are designated.

Problems, Plans, and Progress

Authorities in New Zealand have engaged in much criticism, rethinking, and planning in regard to university education and insti-

⁷ Before 1951 no marking system was available at Auckland. Information here is abstracted from individual sets of credentials covering study at the University of Auckland 1949 through 1960.

tutions of higher learning. Analogous to the appraisal of primary, secondary, technical, and teacher education by the Commission on Education in New Zealand was the 1960 Report of the Committee on New Zealand Universities. Appointed by the Minister of Education and headed by Sir David Hughes Parry, a former vice-chancellor of London University, this committee reviewed university educational facilities and programs in relation to the current and projected needs of New Zealand. Its report, frequently referred to simply as the Hughes Parry Report, stressed five areas of urgent concern and need: improvement and retention of staff, acceleration of building programs, university administration, conditions of study, and financial support.

In addition to the overall recommendation of adequate government financial support for higher education, the committee called attention to the need for funds for library and research facilities and a new salary scale to attract and hold high-caliber teaching and research staff. This aspect of the report resulted in fact in a striking increase in government financial commitment in support of university development since 1960, including a rise in salaries for university personnel. It reflected the concern in New Zealand over what is seen as a high rate of loss of scholars, researchers, and faculty members to overseas positions.

Other results of the Hughes Parry Report were a reconstitution of the University Grants Committee along the lines of the report's recommendation, and the dissolution of the centralized University of New Zealand into autonomous universities.⁸

One of the major current concerns of the universities, as reflected in the Hughes Parry Report, is how to meet and handle the large increase in higher educational enrollment. Not only is this increase due to a rising school-age population: It is also a direct result of more and more pupils completing secondary schooling and then setting their sights for a university degree. As previously stated, university enrollment in New Zealand is already three times that of 1939, and it is expected to almost double again within the next decade.⁹ While the demand can be partially met by increased building programs and staffing, and by such measures as opening branch university colleges in new centers, New Zealand educators are also concerned with the more efficient use of available facilities.

Two much discussed and often interrelated topics have been the student dropout or failure rate at the university, and the question of full-time versus part-time study. The high percentage of student failure and dropout in the first year of university study is some-

⁸ For details on the immediate action taken on the Report and resulting government appropriations, see the *Report of the Minister of Education . . . 1960*, p. 21-23.

⁹ *Ibid.*, p. 23.

times cited by New Zealanders as a criticism of their secondary education or as a failure of the selective matriculation process. However, a report prepared for the New Zealand Council for Educational Research¹⁰ pointed out that in addition to the expected adjustment and personal problems common to university students throughout the world, student failure could be tied closely to such factors as an inadequate guidance program and special problems of part-time study. Following the British or European pattern, from the moment of university matriculation the average New Zealand student (17-20 years old) appears, to U.S. educators, to be left very much to his own devices in choosing his courses, in sustaining a high degree of independent study, and in coping with personal or academic difficulties. Exceptions would be students holding government "studentship" grants for teacher preparation, who are more closely supervised by teachers college staff as an integral part of their training program.

The added burden of combining part-time study with employment, as a third of all New Zealand university students did in 1961, resulted in a recommendation by the Hughes Parry Committee that university education be reorganized toward full-time, day study as the normal degree program. As part of this change, special diplomas for evening-only students were recommended, plus a substantial increase in bursaries and other government financial assistance, to enable more students to take the full-time programs. The committee also recommended more encouragement to students remaining in postprimary school for the Higher School Certificate or University Scholarship programs, in order to advance by 1 year the point of transition from school to university. For example, it recommended that university credit, or at least advanced-subject placement for students with such additional preuniversity preparation, be extended to more fields and subjects. While it is not yet clear how many of the recommendations of the Hughes Parry Report will be carried out, they appear to indicate trends of thinking and possible solutions as New Zealand continues to adjust its higher education pattern to current needs.

¹⁰ Parkyn, G. W., *Success and Failure at the University, Vol. 1: Academic Performance and Entrance Standard*. Wellington: New Zealand Council for Research, 1959. 254 p.

CHAPTER VI

Teacher Education

THE PREPARATION of teachers for State schools in New Zealand follows essentially the British philosophy and system, but with some noteworthy differences. In general, preprimary, primary, and some types of specialized teachers receive most or all of their professional preparation in training centers or teachers colleges independent of the New Zealand university system. Postprimary (secondary) teachers are usually university educated but may receive their professional preparation in postdegree study at the teachers colleges. These are broad generalizations, however, and various exceptions and modifications are described in more detail under the separate headings below.

Government Colleges and Training Centers

The principal teacher-training institutions in New Zealand are seven government colleges, supported by public funds, under the control of the district education boards. The colleges at Dunedin in Otago and at Christchurch in Canterbury were established as early as 1876 and 1877, respectively. By 1940, Wellington and Auckland teachers colleges were added, bringing the number up to four. Ardmore Teachers College, the first such institution to be fully residential, was established in 1948, followed by Palmerston North (near Wellington) in 1956, and most recently, by Hamilton Teachers' College (near Auckland), in 1960. Each of these colleges provides the basic 2-year study program for the preparation of primary teachers. In addition, Auckland and Christchurch teachers colleges give a 1-year postdegree course of professional preparation for secondary teachers. Various colleges specialize in training programs for teachers of particular subject fields, such as homecraft, woodwork and metalwork, physical education, music, and mathematics and science; and, for specialists in speech therapy or education of the deaf.

Preprimary teachers receive preparation at separate Kindergarten Training Centres which were originally established by the voluntary, nongovernmental Free Kindergarten Associations. The centers are located in Auckland and Wellington for North Island, in Christchurch and Dunedin for South Island. In 1942, the government began to provide allowances, through the Department of Education, to students in training at these centers, and in 1948 assumed the payment of salaries for full-time training staffs, as well as partial payment of part-time lecturers. A year later, the State agreed to carry the full cost of sites and buildings for such training centers. This government financial support has led to a measure of state regulation—for example, Department of Education approval of the training syllabus—but the control and direction of the centers remains with the local Free Kindergarten Associations.

Admission to the 2-year training program at these centers is based on at least 3 years of postprimary schooling or possession of the New Zealand School Certificate. Graduates receive a special certificate entitled "Diploma of the New Zealand Free Kindergarten Union".

Primary Teachers

At one time, New Zealand employed a pupil-teacher or "probationer" plan whereby students who had completed a terminal level of general secondary education were given 2- or 3-year inservice training, combined with part-time study, leading to external government examination for certification. This program operated in the 1920's alongside the more formal teachers college course. It was eventually replaced by the present system in which the normal avenue to certification for primary teaching is the Division A course—2 years of full-time study at a teachers college followed by a third year of probationary teaching under supervision.

Teachers College Program.—In principle, the teachers college program is at postsecondary level, with admission given preferably to those who have completed a full secondary program and are qualified for university study. Before World War II, as high as 90 percent of the entrants for primary teacher training had university entrance qualifications, or higher. The marked shortage of teachers and increase in school enrollment since that time, necessitating ever greater numbers of teacher trainees, resulted in some lowering of the entrance standard to the minimum of the School Certificate (representing at least 11 years of elementary-secondary preparation but still at least a year short of university matriculation level). At one point after World War II, for example, the

percentage of students qualified for university entrance among those chosen for teacher training in Division A fell to a level of about 40 percent; in 1961 the overall percentage rose to about 50 percent; and in 1962 it again dropped to around 45 percent, with the men in each case reaching the desired higher standard in larger numbers than women.¹ In recent years, the percentage of trainees having only the minimum School Certificate qualification has varied between 20 and 27 percent. This situation is recognized in New Zealand as an undesirable and temporary expedient to be remedied as quickly as possible. There has been a great deal of pressure on the part of organizations, such as the New Zealand Educational Institute, for raising the minimum entrance level for teacher education at least to the Endorsed School Certificate (12 years of elementary-secondary preparation), and eventually to university entrance level. Since February 1964, the minimum academic preparation for teachers colleges and for the special training for homecraft teachers has been the Endorsed School Certificate.

Other prerequisites for Division A training, which is provided at government expense, are the minimum age of 17 (or 16 years, 9 months if the applicant holds at least an Endorsed School Certificate), good health, and a promise to serve a minimum of 3 years in New Zealand schools after certification. The Department of Education each year determines the number of new trainees that can be accommodated in the teachers colleges and assigns quotas to the nine district education boards in terms of anticipated need. Local selection committees then screen and interview applicants for the final selection. Thus, the teacher-college student or graduate in New Zealand might be compared in a sense to a national scholarship holder, though the degree of selectivity may vary from year to year according to the district, depending on the proportion of candidates to the places available. In the selection process, considerable emphasis is laid on such qualities as personality, suitability for work with children, and indication of aptitude for teaching.

The full primary training program is considered to cover 3 years before certification—2 years of basic study in general and professional education at the teachers college, plus, ordinarily, a third year of successful probationary assistant teaching in a public school under the supervision of a Head Teacher and the local District Senior Inspector. However, some qualified students who already have a good deal of university credit are allowed to spend their third year in further, full-time study at the university in order to complete requirements for a bachelor's degree. Until recently, other

¹ National Education, 43: 362, Sept. 1, 1960 and Department of Education. *Report of the Minister of Education for the Year Ended 31 December 1961. (N.1)* Wellington: R. H. Owen, The Government Printer, 1962. p. 11.

selected students were allowed to remain in the teachers college for a third year of specialized training in art and crafts, physical education, or nature study, or as specialists in speech therapy or teaching of the deaf. Except for speech therapy training, however, this type of third-year program is now being replaced by separate short programs of two terms to a year for experienced teachers wishing to enter specialist fields. These various third-year programs are considered to be in lieu of the probationary teaching-year required for full certification.

Required subjects.—As defined in the Teacher Training College Regulations 1959, required subjects in the primary training program are: Spoken and written English; theory and history of education; child development; educational principles and practice; school organization and curriculum; methods of teaching; physical and health education, and music (with particular reference to school music). Study of all these compulsory subjects normally is carried through the two basic years of teachers college. In the areas of child development, teaching methods, and curriculum, the student concentrates in his second year on either the lower primary level—primer classes through Standard 2 (roughly the 5- to 8-year age group)—or on the upper primary level—Standard 2 through intermediate Form II (roughly age 8 to 13 +).

In addition to the required subjects, the student must choose at least four other credit subjects from a list including English literature, history, geography, science, mathematics, art and crafts, more advanced physical education, or music. Most of these subjects are offered at two successive levels, as, for example, History I and II, each of which may count as one of the four required credit subjects, intended both as teaching subjects and as general education to broaden and enrich the future teacher's academic background. The teachers college student, if qualified for university matriculation, may take up to two of these academic subjects at the university each year, using passes in subject units of the university to satisfy college credit requirements. Moreover, if the individual's program does not include all the core subjects of history, geography, science, mathematics, and art and crafts, the principal of the teachers college is responsible for ascertaining that each student reaches a satisfactory minimum standard of knowledge in the missing subjects.

In the teachers college program, stress is laid not only on general education, curriculum content, and professional preparation, but also on the corporate life of the college and student body, on student guidance, and on close association with the faculty. The teaching staff of the college is recruited from the ranks of successful, experienced teachers with special qualifications which usually include a university degree. The ratio of faculty to students in the

Division A program is maintained at about 1 to 18. This emphasis on close teacher-student relationships and individual student guidance of the type found on many American campuses marks a significant difference between the New Zealand teachers college and the university.

A large part of the Division A training program is taken up with "practical training"—child study, school observation, and practice teaching, which at one time constituted one-third to two-fifths of the teachers college program. Today, the 2-year course includes at least 400 hours of such practical work in addition to the heavy schedule of academic and professional course work, and varied extracurricular activities. The practical training takes place in attached model or demonstration schools (known as "normal schools" in New Zealand), in other nearby schools, or during the college vacations. Practice teaching tends to be concentrated in "blocks," usually totaling 4 weeks per term (or 12 weeks per year), with 4 days of each week spent in the schools; the fifth day at the college is devoted to evaluation and discussion sessions on the teaching experience.

Teachers college enrollment.—Total Division A enrollment in each New Zealand teachers college generally averages from 300 to 600. The July 1961 enrollment by year of study was:²

	Grand total	1st year	2d year	3d year (special)
Auckland.....	500	291	256	13
Ardmore.....	518	258	258	2
Dunedin.....	490	232	232	26
Christchurch.....	460	222	223	35
Wellington.....	425	202	208	15
Hamilton.....	358	191	167	
Palmerston North.....	332	165	165	2
Totals.....	3,158	1,571	1,504	98

Of the grand total, 877 were men and 2,281, women. In 1962, the training colleges enrolled 1,503 new Division A students and set a goal of 1,600 for February 1963.

A similar 2-year course of study, Division B, is provided on a tuition basis for private trainees—principally overseas students sponsored by missionary societies or brought to New Zealand under the Colombo Plan. There were 16 Division B trainees in 1961. Students completing the Division B program do not receive the government certificate entitling them to serve as fully trained teachers in the New Zealand schools.

² Report of the Minister of Education ... 1961. (E.1) p. 94.

Teacher Certification

Prior to February 1962, the basic credential earned upon completion of the teachers college program, plus the probationary year, was entitled Teacher's Certificate C. This same certificate could also be earned "externally"—by private study validated by government examination. In recent years, the Department of Education regulations were amended to make the external study as close as possible in content to the type of training provided in the teachers college. Under this same certification scheme up to 1962, the Teacher's Certificate B represented essentially the same professional training and probationary teaching as the basic "C" certificate, but required in addition a minimum of six units of university credit in liberal arts, covering at least three subject fields. This is equivalent to about 2 years of full-time university study or two-thirds of a full bachelor's degree in arts. If the teacher was working toward a B. Sc. degree, the requirement for the "B" certificate was five university units including at least two subjects in addition to the professional training. The highest teaching credential, the "A" certificate, generally required a master's degree earned with first or second-class honors, although it might also be obtained through distinguished teaching experience and the presentation of a thesis to the Department of Education. The type of certificate held is one of several factors determining the teacher's position in the government salary scale, which is unified throughout the country.

At the beginning of the 1962 academic year, the C, B, and A certificates described above were replaced by the following types of credentials:

- Trained Teacher's Certificate—the former "C" certificate
- Diploma in Teaching (Dip. Tchg.)—the old "B" certificate
- Advanced Diploma in Teaching (Dip. Tchg. Adv.)—formerly the "A" certificate

The qualifications for the Trained Teacher's Certificate and for the Advanced Diploma in Teaching remained essentially unchanged from those for the former "C" and "A" certificates. The principal change came in the method of earning the Diploma in Teaching. Here the minimum requirements in both arts and science fields are at least three university units covering at least two subjects, with the remainder of the necessary six units obtainable through external courses and examinations conducted by the New Zealand Department of Education.

In 1962 the department offered four such courses or units toward the Diploma in Teaching:

Education in the Junior School (Primers—Standard 2)
Education in the Senior School (Standard 2—Form II)
The Teaching of Arithmetic in Primary School
The Teaching of Reading in Primary School

The first two courses deal with organization, theory, curriculum, and methods of teaching at the lower or upper level of primary school; a candidate for the Diploma in Teaching may offer one or the other, but not both. No more than two of these Department of Education units may be taken in any one year, and the student must be enrolled in a year's correspondence tutorial course in each subject unit offered for the examination. The Correspondence School courses include a year-long series of study guides and written assignments, papers, and tests under careful supervision, and are supplemented in some cases by special lectures and seminars at the nearest teachers college. The final examinations for these courses are held in November near the end of the school year, and are intended to be at the general level of Stage I units in the university, each subject requiring two 3-hour examination papers at a substantially higher level than any corresponding subject for the Trained Teacher's Certificate. Alternatively, the Diploma in Teaching may be earned by obtaining a bachelor's degree or university diploma, and passing Parts I and II of the external Trained Teacher's Certificate examinations.

For salary and employment purposes, the former certificates (C, B, and A), are fully equated to the corresponding new type of credential. Also, the new teaching diploma and the advanced diploma may be used after the teacher's name in the same manner as an academic degree. The changes in the intermediate level credential, the Diploma in Teaching, will make it easier for the teacher in remote areas or outside a university center to earn the diploma. This fact has also led to the hope that more teachers will aim for and obtain the higher qualification, and thus aid in raising the general standard of primary teacher preparation and professional status.

Postprimary (Secondary) Teachers

A university degree has been and is the accepted norm for New Zealand teachers at the postprimary level—Forms III through VI.³ Originally, this qualification was thought sufficient, but from the

³ In 1960 the president of the Postprimary Teachers Association reported that despite this ideal, the proportion of university graduates was about 62 percent of full-time staff and as low as 25 percent among part-time teachers at postprimary level. The same official stated in June 1962 that the national average of university graduates teaching at secondary level was 56.9 percent, but that in district high schools it was only 39.1 percent. *New Zealand Post-Primary Teachers Association Journal*, VI:7, June 1960, and *National Education*, 44: 314, Aug. 1, 1962.

1920's, increasing numbers of university graduates wishing to enter public school teaching began taking an additional short training course at the government teachers colleges. In 1936, a special 1-year Division C course, with its own staff specialist for postprimary teacher training, was instituted at Auckland Teachers College, and in 1944 it was decided to concentrate all such trainees there. In 1954, a similar separate Division C program was added at Christchurch Teachers College. Admission to this program normally requires a bachelor's degree or a university diploma in physical education, fine arts, or home science for those intending to become specialist teachers in these fields. However, students lacking only one unit of a degree may also be admitted in special cases.

Teacher studentship.—The burgeoning school enrollment after World War II, plus the raising of the school-leaving age and subsequent marked increase in the percentage of pupils remaining in school for postprimary study has necessitated increased recruitment of teachers for this level. Many have come from the primary service and various specialized or emergency schemes, but the largest single source of new teachers for the postprimary level has been the program of government Postprimary Teacher Studentships, originally begun in 1948 as "teaching bursaries," and dating from 1956 in their present form. These awards to able Sixth Form graduates, who qualify for university matriculation, provide 3 or sometimes 4 years of government-financed full-time university study towards a degree, followed by the year's Division C training at a teachers college.

Similar 3-year Postprimary Teacher Bursaries provide tuition, allowance, and boarding allowance, where needed, for Lower Sixth Form pupils who wish to prepare as teachers of physical education, home science, or fine arts. Admission qualifications for this bursary program vary according to the field: university entrance level for admission to the University of Otago diploma course in physical education; an Endorsed School Certificate for the home science diploma program; and a New Zealand School Certificate, plus passing the preliminary examination, for the Diploma in Fine Arts. Upon completion of the university diploma course, bursary holders receive 1 year of professional training in the "Division C" program at a teachers college, and certification at the end of a successful probationary teaching year. Both bursary and studentship grantees are required under the terms of their award to teach 1 year in a state or registered private school in New Zealand for each year of their government-financed training. In 1960 there were 1,421 stu-

dents in training under this studentship or bursary program,⁴ designated as Division U.

While attending the university, holders of the government studentships or teacher bursaries are considered an integral part of the teacher-training program and are given careful guidance and supervision under a senior lecturer on the teachers college staff. Should such students not meet university academic requirements, they are pledged (as a condition of the original award) to transfer to the regular Division A program for the Trained Teacher's Certificate.

In addition to these programs, specialist subject teachers at post-primary level are also recruited by other special training schemes as described in the section below.

University Programs in Education

In contrast to countries where a strong distinction is made between professional teacher preparation in separate institutions and academic university study, or where professional education courses at a university are considered as a separate "diploma" course, New Zealand universities offer study in the subject field of education at both undergraduate and graduate level. Subject units designated Education I, II, and III, may be offered in fulfillment of as many as three of the required nine units for a B.A. degree:

Education I is defined as a year's study of (1) The Theory of Education and (2) Child Development—two separate examination papers.

Education II includes three examination subjects: Foundations of Educational Thought (Greek and Renaissance), Educational Psychology of Normal Children, and Education in New Zealand.

Education III also has three "papers" (separate examination subjects): Development of Educational Theory from 1800, Educational Psychology (exceptional children and remedial), and either Educational Tests and Measurement or Sociology of Education.⁵

Where all three units are passed, education becomes in fact a major subject of the degree.⁶ A Master of Arts and Honours in Education requires the B.A. plus either six examination papers, or four and a thesis. Subjects for the M.A. in Education include Philosophy of Education, Educational Psychology (presumably at a more advanced level than that studied in Education II or III at undergraduate level), Comparative Education, Principles of Sociology, and Advanced Experimental Education.

⁴ New Zealand. Department of Statistics. *New Zealand Official Yearbook 1968*. Wellington: R. E. Owen, The Government Printer, 1962. p. 234.

⁵ University of Otago Calendar 1962. p. 46-47.

In addition, the university Diploma in Education (Dip. Ed.) may be earned either on an undergraduate or a postdegree basis. Prerequisites for entering the diploma program at undergraduate level are the passing of Education I, plus four other approved degree units. Prior to 1960 these units usually included English I and at least one other Stage I subject unit. The required work for the diploma is the same for either graduate or undergraduate, and prior to 1960 it comprised: (1) three subject examinations in History of Education, Principles of Teaching, and Experimental Education, plus "Original Investigation"; (2) an approved course of study in some particular type of education or the pedagogy of a particular subject; and (3) at least 2 years of successful full-time teaching experience.

Beginning in 1960, the requirements for the Dip. Ed. have been set by the separate university institutions and may vary somewhat. At the University of Otago the requirements are: (1) Education I plus 4 subject examinations chosen from a list of 10 which include remedial teaching, child study, and educational tests and measurements; (2) a special study or investigation topic; and (3) teaching or other educational experience (length of time not specified).⁷ In addition to the general Diploma in Education, which may be earned at all four of New Zealand's universities, the University of Auckland now offers a specialized 2-year postgraduate Diploma in Educational Psychology, intended particularly for the preparation of educational guidance officers.

Originally, special subject teachers for the primary service were prepared through third-year programs attached to the Division A course as previously described. Beginning about 1960, a new plan of specialized training for mature teachers having at least 2 years of classroom experience was substituted for most of the former third-year programs. Intending physical education teachers spend one term of about 3 months of study and training at Palmerston North Teachers College, followed by a term of inservice training under a senior area organizer of physical education. Teachers who complete this training are employed as itinerant specialists in their field. A similar program trains itinerant specialists in art and crafts, although it covers two terms of study at Dunedin Teachers College followed by a third term of inservice training. Teachers who wish to qualify as teachers of the deaf spend two terms at Christchurch Teachers College and a third in the School for the Deaf at Kelston (Auckland) or Sumner (Christchurch). All of these programs are provided on a paid salary basis as part of government teaching service, and each yields one unit toward the

⁶ *Ibid.*

⁷ University of Otago Calendar, 1962.

Diploma in Teaching. Speech therapy teachers, however, continue to be trained in a special third year after completion of the 2-year teachers college study.

Special Courses

The continuing shortage of primary teachers necessitated a special emergency short course, which began in 1949, to continue at least through 1963. In this program up to 100 mature entrants—men and women over 25 but under 40 years of age—with at least the New Zealand School Certificate or its equivalent, have been selected for a concentrated 1-year program at Auckland, Hamilton, Palmerston North, or Christchurch teachers colleges. After one further probationary-assistant teaching year, the trainees received the same Trained Teacher's Certificate normally representing the full 3-year Division A program.

The "Division H" homecraft teachers training program prepares girls to teach in intermediate schools, manual training centers, and some types of postprimary schools. The course, which requires a School Certificate for admission,⁸ began in 1943 at Dunedin Teachers College with 1-year of training there and a second year at Dunedin Technical College, followed by the usual probationary-assistant year of teaching before certification. In 1951, a similar 2-year program was added at Auckland Teachers College. There were 170 students in this program in 1959. The expanding need for teachers of homecraft led the Department of Education to institute a further special 1-year training course in this field at Christchurch Teachers College in February 1961, for single women 21 to 35 years of age with at least 3 years of postprimary schooling. After their probationary teaching year, the trainees receive a special certificate and are employed in manual training centers or postprimary schools. For 1963, the emergency scheme recruited married women or homecraft teachers without specific preparation for teaching, to take a 1-year correspondence course leading to a special certificate.

Other special training programs for secondary students and adults are:

Commercial teacher-training course.—For Sixth Form girls who have the School Certificate and have taken commercial subjects; or for graduates of the Senior School of Commerce at Auckland or Dunedin Technical School. A 2-year course of training at Auckland Teachers College, plus a successful probationary year, leads to the "Commercial Teacher's Certificate."

⁸ From 1964 on, the program requires the Endorsed School Certificate.

Commercial teachers course at Wellington Technical College.—For experienced office workers 21–35 years of age. One-year program includes teaching methods as well as typing, shorthand, bookkeeping and accounting as needed to supplement individual skills. Program begun 1948; prepares teachers for district high schools and postprimary level.

Women teachers of mathematics and science (postprimary).—Program recruiting girls holding the Endorsed School Certificate or university entrance qualifications, and demonstrating special ability in mathematics and science. Special 2-year training program at Auckland and Christchurch Teachers Colleges followed by probationary-assistant year leads to Trained Teacher's Certificate.

Woodwork, metalwork, and engineering teachers.—A 1-year program for experienced craftsmen with at least 10 years' experience and a sound postprimary or technical education background. Begun 1946 as inservice training; since 1951 given at Auckland Teachers College; woodworking course now given also at Christchurch. Trainees prepared to teach woodwork and metalwork at manual training centers, intermediate schools, and district high schools, or woodwork and "engineering" (machine shop experience required) at postprimary level.

Emergency postprimary teacher training for university graduates.—Recruits "highly qualified" men and women over 25 years of age. One term of training is given in small groups in selected high schools in the Auckland, Waikato, and Wellington areas. Salary is paid during training; does not lead to certification without additional qualification.

Refresher Program

A system of vacation refresher courses for teachers is well established and extensively used. Begun in 1944, this program provides conferences and short courses of 1 to 2 weeks on a variety of topics for both primary and postprimary teachers. The organizing body is the Teachers' Refresher Course Committee established in 1949 with representatives of the New Zealand Educational Institute, the Postprimary Teachers' Association, staff of the teachers colleges, and the Department of Education. Attendance at such courses is voluntary, yet nearly 1,500 teachers took part in the various programs throughout New Zealand in January 1962.

In addition to the vacation courses, short residential programs during term-time are conducted by the Department of Education at Frederick Wallis House, Lower Hutt, and at the departmental inservice training center, Lopdell House, at Titirangi, which was opened early in 1961. Examples of 1-week courses given at Lopdell House are those on the gifted child, the slow learner, Maori school problems, and the teaching of music, reading, or science. The Department of Education budget covers tuition costs for both term-time and vacation courses and also reimburses teachers for necessary travelling expenses. Other short, 1- or 2-day local refresher courses

are organized for particular school districts by departmental inspectors in the appropriate field. To further the system of inservice training and continuing education for teachers, and to coordinate the various types of programs, the National Advisory Committee on Inservice Training was set up in 1961.

Still another and different type of training to improve teacher qualifications may be seen in the various programs to assist teachers in part- or full-time study toward a university degree. For teachers taking part-time university study, the Department of Education provides tuition fees, plus leave and travel expenses for external students to take the required university examinations. This financial assistance is available to qualified teachers in the private schools as well as in the state system. In 1962, full leave without pay was also granted to a limited number of primary and postprimary teachers with 5 years of experience and at least six units of university credit (roughly two-thirds of their degree requirements) to enable them to complete the bachelor's degree.

Teacher Shortage: Problems and Solutions

Despite extensive efforts on the part of the government and substantial progress in recent years, the shortage of trained teachers remains one of the most discussed and urgent problems in New Zealand education today. On this problem hinges the critical question of reductions in class size, the controversial subject of teacher qualifications and minimum teachers college admission standards, as well as plans to lengthen the training program for primary teachers to 3 years in teachers colleges. The teacher shortage also is tied in with the professional status and economic position of teachers, since these factors in turn affect recruitment to the teaching force, in terms of quantity and quality.

In its efforts to overcome the shortage, the Department of Education has raised the intake quota of new teacher trainees each year, proposed plans for opening an eighth teachers college, and provided continuation of the various emergency training programs described above. In addition, efforts have been made to make the teaching service more attractive, and thus cut down the rate of loss of teachers through resignations, and to encourage the return of experienced married women to teaching.

The "country service bar" is a regulation requiring completion of a rural or hardship teaching position before promotion above a certain level in the national teaching service. Recently, this regulation was abolished for teachers who have reached a stated age, and in some cases, reduced from 3 to 2 years. In small, isolated schools

or those under less than desirable conditions, the country service requirement has been a major force in the equalization of education throughout New Zealand: It has often meant that the small rural or isolated school enjoys the services of the more capable teachers and future leaders of the country.

CHAPTER VII

Technical, Vocational, and Adult Education

A MAJOR INDICATION of the growing interest in technical education in recent years was the establishment in 1959 of the New Zealand Council for Technical Education to advise the government on the needs of industry and commerce, and to coordinate efforts in the field. The council is made up of representatives from industry and commerce, from the Technical Education Association of the technical schools and colleges, and from the Department of Education.

The term "technical education," as used in New Zealand, covers what in the United States is usually called vocational or even prevocational study and training, as well as higher technical courses up to and including university study. In this general category, in New Zealand terminology, for example, are woodwork or manual training, metalwork, and domestic science at secondary level; the general secondary course with a practical emphasis; classes specifically connected with apprenticeship training; and some aspects of adult education.

Technical High Schools and Programs

Apart from university programs in engineering, mining, and agriculture, technical and vocational education in New Zealand until recently was provided almost entirely in part-time evening programs of technical high schools. In their full-time day programs, however, these schools offered what was essentially prevocational and general secondary preparation for students who did not fit into or desire the university-preparatory, academic school program.

As explained earlier, with the exception of a few schools in the larger cities, the distinction between the technical high school day program and the academic secondary school has gradually disappeared. Many of the technical high schools, especially those in smaller population centers, are in fact now multilateral (compre-

hensive) schools catering to all postprimary needs, including preparation for university entrance. On the other hand, some of the so-called "technical" streams or courses are now given in what were formerly academic high schools. Thus in many cases only the name and form of administration distinguish a technical high school from the other types of postprimary school in New Zealand. According to the recent Report of the Commission on Education in New Zealand, this was true in the case of 20 out of the 41 technical high schools in 1960.¹

There remain, however, a small number of technical schools which because of their history, tradition, and close proximity to other types of postprimary schools, have developed a specialized curriculum and atmosphere distinct from either the academic or multi-lateral postprimary school. In addition to the required "core" secondary program, such schools offer specialized courses with emphasis on practical training directly related to and preparing for employment. Technical school sixth forms tend to be particularly specialized and different from other secondary school programs. It should be noted that the technical school industrial (sometimes called "engineering" or engineering crafts) program may lead to university entrance and thence to advanced study in technological fields.

Full-time day secondary technical programs are classified by the Department of Education as (1) commercial, (2) industrial (engineering), (3) agricultural, or (4) home life. Prior to 1961 there was a fifth technical fine arts stream. Enrollment in this program in 1960 totalled 161 students.² In July 1961, approximately 46 per cent of the 100,797 full-time pupils in public postprimary schools, exclusive of district high schools, were enrolled in these various programs as follows:³

	Commer- cial	Indus- trial	Agricul- ture	Home life
Technical schools.....	4,713	8,234	1,269	2,935
Other postprimary schools.....	10,893	9,932	1,949	6,087
Total.....	15,606	18,166	3,218	9,022

¹ Report of the Commission on Education in New Zealand. Wellington: R. E. Owen, The Government Printer, 1962. p. 381.

² New Zealand. Department of Statistics. *New Zealand Official Yearbook 1960*. Wellington: R. E. Owen, The Government Printer, 1962. p. 230.

³ New Zealand. Department of Education. *Report of the Minister of Education for the Year Ended 31 December 1961*. (E.1) Wellington: R. E. Owen, The Government Printer, 1962. p. 62-63.

These figures apparently do not include pupils merely taking one or more prevocational subjects, nor were similar breakdowns for district high schools or for the private postprimary schools given in the source cited. In the total figures given, boys made up the entire industrial course enrollment and almost all of the enrollment in agriculture, only 27 girls being included in the total. On the other hand, the home life course consisted of girls almost exclusively, and the commercial course numbered only 1,556 boys, with 14,050 girls.

The enrollment figures indicate that agriculture is actually one of the smaller prevocational streams in the secondary schools, despite the emphasis on this sector in the New Zealand economy. There is, however, a wide range of agricultural course options or electives up to the School Certificate level. The Commission on Education reported in 1962 that 21 percent of the boys studying at district high schools take one or more agricultural subjects (as against roughly 6 percent of the boys in other types of secondary schools). Of those enrolled in The Correspondence School, 39.1 percent take agricultural subjects, reflecting the predominantly rural and isolated area clientele of the correspondence courses. The commission also reported that the proportion of students enrolled in the agricultural stream at secondary level in 1960 was 1 in 15, as compared to 1 in 10 in 1950.⁴ Vocational training in agriculture at the secondary level is supplemented by the work of the Young Farmers' Clubs, by school farm cadet courses and various special government training schemes, as well as by certificate and short courses at the agricultural colleges in the university system.

Until recently the principal field of vocational training for girls has been in commercial subjects. In addition to five technical high schools which offer full-time day courses in the field, most of the evening programs conducted by secondary schools include classes in typing, shorthand, bookkeeping, and commercial practices. Homecraft or home life courses are also provided, although the evening programs for these courses tend to be mainly the hobby type or adult education. However, a few trades courses in dressmaking and millinery are offered.

Part-time and Evening Studies

In addition to the secondary-level day programs described above, technical high schools offer evening studies, sometimes termed "polytechnic" programs or courses to distinguish them from either the

⁴ Report of the Commission on Education in New Zealand. p. 457.

secondary day program or general adult education classes. Recent years have seen a new emphasis on and noticeable increase in such course offerings. Moreover, trade and industrial training has moved increasingly into the realm of part-time and even full-time day study, in many cases closely relating to apprenticeship. In 1960, there were 195 centers giving part-time day and evening technical or vocational training, enrolling 54,845 students.⁵ A little more than half of these students were in classes conducted by technical school boards or managers, and the remainder were in programs provided by local education or high school boards.

In the larger technical schools, and particularly in the new central and regional technical institutes (see below), it is possible for part-time evening students to take professional courses in such fields as architecture, engineering, accountancy, or pharmacy. Most of these subjects are also given at university institutions, and there is some indication that such advanced technological or professional training will be more and more concentrated at the universities rather than at the technical schools. (For descriptions of university programs in the technical field, see Chapter V, "Higher Education").

Schooling for Apprentices and Tradesmen

Approximately one-third of the boys leaving secondary school in New Zealand go into apprenticeship training. Applicants for apprenticeship in most of the major trades are now required by law to have completed at least Form IV, or roughly 10 years of elementary-secondary preparation. In aircraft engineering apprenticeship, candidates must have had 3 years of secondary study, approximately 11th-grade level.⁶ In recent years the trend has been, in fact, for increasing numbers of those heading for apprenticeship to remain in school through Form V in order to try for the School Certificate before beginning trade training.⁷

Beyond this basic secondary schooling, apprentices in several trades are required to take up to 3 years of additional part-time schooling as an integral part of their vocational training. This instruction is usually given in evening classes at the technical

⁵ *New Zealand Official Yearbook 1962*, p. 230. The total part-time technical class enrollment includes 6,618 students on the rolls of the Correspondence and Technical Correspondence Schools but omits those who were also full-time day pupils at primary or secondary schools.

⁶ The specific entrance requirements for the various trades as of 1962 are listed on p. 375 of the *New Zealand Education Gazette* of Aug. 15, 1962. (vol. XLI, No. 15.)

⁷ Apprenticeship programs ordinarily take 5 years to complete. In some trades, possession of a School Certificate can shorten this period by as much as half a year, or mean higher wages during training.

schools, but in 1949 a program of compulsory "day-release" classes for some apprentices was instituted. There has since been a steady increase in both the number and range of trades utilizing such part-time day study for apprentices. Training in carpentry, cabinet making, electrical engineering, ship and boat building, painting and decorating, printing, photoengraving, sheetmetal work, and moulding and casting, is provided through day-release study. During the first 3 years of apprenticeship the students usually attend school 4 hours per week, or 8 hours every 2 weeks. In some cases, this school work is concentrated in "block" courses of 1 or more 40-hour weeks per year rather than being taken on a weekly or biweekly basis.

The principle of "sandwich course" training was introduced into New Zealand in 1959 with the establishment in Auckland of experimental carpentry trade training for Maori youth. This program alternates periods of full-time attendance at a technical school for purposes of instruction in trade theory and related technology with periods of full-time, on-the-job training in building construction. Trainees are chosen from rural Maori youth whose apprenticeship opportunities in country districts are limited. Training covers 2 years, after which the boys serve a shortened term of apprenticeship with private employers. The program has proved so successful that similar carpentry programs were opened in the vicinity of Wellington and Christchurch in 1961 and 1962, respectively, and a special 1-year, full-time course for Maori trainees in plumbing and electricity was begun last year in Auckland. There has been discussion of extending this "sandwich" plan to other trades and to non-Maori apprentices as well.

The Technical Correspondence School

The Technical Correspondence School is an integral part of vocational and technical education in New Zealand. It was established in Wellington in 1946 when the Department of Education took over responsibility for various study courses formerly provided by the Army Educational and Welfare Service. The purpose of the school was to further develop programs for the armed services, and to provide correspondence instruction for apprentices and advanced technical students for whom technical schools or classes were not available. It has proved particularly useful for students in remote rural areas or in towns too small to support local technical schooling.

The school is now reported to serve about two out of five of the country's apprentices. The closely supervised correspondence study is usually rounded out by annual residential block courses conducted

in the larger metropolitan centers or at the new Central Institute of Technology at Petone. The school's courses also supplement technical school offerings where needed. In addition, the school prepares and provides textbooks and study course outlines in many branches of agriculture to assist the Young Farmers' Clubs and youth farm settlement programs.

In the rapidly developing field of higher technical or technician training, about half of the students preparing for national technical certificates are enrolled in the Technical Correspondence School. As of July 1960, the school had a total of 4,807 students on its rolls. The staff included 87 full-time teachers, in addition to the principal.⁸

Advanced Technical Institutions

A recent development in New Zealand education has been the establishment of separate institutions to provide more advanced, technician-level programs as well as to concentrate study in certain fields on a national or regional basis. This development of separate postsecondary level technical institutes, rather than adjunct programs of the secondary school system, marks the increasing emphasis on modern industrial and technological development and the changing status of technical education in New Zealand. There are now three of these new senior technical institutions, described below. Their exact form, nomenclature, and direction are still in an experimental stage and under discussion.

Central Institute of Technology.—The first development of the new-type institution took place early in 1960 when the Hutt Valley Memorial Technical College at Petone, popularly referred to as "Petone Tech", was divided into a technical high school and a senior polytechnic institute, each under separate principals. The polytechnic portion was first named Central Technical College. From 1961 it has been known as the Central Institute of Technology.

The purpose of the new institute was to provide more advanced technical training through block courses for apprentices and technicians, and also to expand and develop senior technical programs in subject fields where one nationally centralized institution could efficiently serve the entire country. An example of this approach was the opening in February 1960 of the New Zealand School of Pharmacy at the then Central Technical College. Pharmacy thus became the first full-time postuniversity-entrance program to be provided at a technical school or college in New Zealand.

⁸ *New Zealand Official Yearbook 1969.* p. 230.

The new School of Pharmacy began with 73 students taking a 2-year program. The first year is considered to approximate the medical "intermediate" level at the university, although no provision for university recognition of the course for transfer purposes has yet been announced. The second year provides professional courses in pharmacy. There has been discussion of eventually lengthening the program to 3 years.

A more recent development at the institute is the establishment of two special "sandwich" type courses in cooperation with other government agencies, leading in each case to the New Zealand Certificate in Engineering (see below). The first is for young recruits to the Royal New Zealand Air Force, which conducts the first part of the general training for the certificate. This is followed by a period of full-time, intensive course work at the Central Institute of Technology that will enable the RNZAF students to complete the last 2 years of the engineering certificate in reduced time. The second program, which began in February 1962, based on New Zealand Certificate in Engineering (telecommunications) course, is for Civil Aviation Administration (CAA) trainees. The CAA provides the practical training in maintenance of radio and radar equipment, alternated with full-time study at the institute, which will enable a student to telescope the usual 5-year part-time certificate program into 3 years.

Regional Technical Institutes.—Late in 1960, the year in which Central Technical College was established, Seddon Memorial Technical College in Auckland was similarly divided into a separate technical high school and a senior regional technical college under the title of Auckland Technical Institute. At the start of the next academic year, in March 1961, this Auckland regional institution had an enrollment of over 6,000, with 50 full-time teachers and some 200 part-time instructors who assisted principally with evening programs.

Wellington Technical College, which was founded in 1886 as an evening school and claims the distinction of having opened the first day program or technical high school in New Zealand in 1905, was similarly divided and established in part as a senior technical institute in 1962. In 1961, before its division into two institutions, this school had approximately 5,000 evening students, compared to a day enrollment of approximately 1,000.

For the time being, these new regional technical institutes continue to share sites and physical facilities with the "parent" technical high school, each separate program having its own principal. Plans are under way for provision of more adequate housing and physical separation of the new institutions as soon as new buildings can be completed. Rising enrollments and expanded programs at

the technical institutes also make such new facilities an urgent problem.

Apparently, other regional institutes are planned for the future, to be based in each case on a strong technical school already in existence. To be chosen for this purpose, a school will presumably be strategically located to serve a larger geographic area with its specialized programs, and will already have a qualified staff with considerable experience in advanced technical programs.

Examinations and Certificates

The period since World War II has seen considerable development in technical certification programs in New Zealand. Of particular note is the establishment of indigenous national examinations and certificates as opposed to dependence on those of Great Britain. In 1949, the New Zealand Trades Certification Board was established and a system of national examinations was inaugurated to serve as an incentive to apprentices. By 1960, these examinations covered 31 trades with 164 different examination subjects; there were 9,035 candidates for the examinations in 1960, compared with 1,355 in 1949.⁹

In addition to its own examination system, the Trades Certification Board works closely with other statutory bodies, such as the Plumbers' and Electricians' Registration Boards and the Motor Trade Certification Board. In each case, the pertinent trades certification examinations tend to set the pattern and curriculum for much of the technical course work catering to apprentices and trades students. Similarly, accountancy and commercial examinations of the New Zealand Institute of Management determine the teaching syllabus in those fields.

Types of technical certificates.—Examination and certification of midlevel technicians is carried out under the Technician's Certification Authority, which was established in 1958 and became operative in 1960. It superseded the earlier Controlling Authority for New Zealand Certificates in Engineering established in 1954. The present body sets the course syllabuses and examinations for a number of different types of national technical certificates. At the end of 1961, these were:

⁹ World Confederation of Organisations of the Teaching Profession. *Education in a Technical Age: National Reports on Theme*. WCOTF Assembly 1962 Working Documents B-2—B-35. p. 63.

1. *New Zealand Technical Certificate (Engineering)*.—This is described as a junior grade technical credential with a practical emphasis, representing about 4 years of part-time study, usually at upper secondary level. The certificate may be earned in the fields of automotive, civil, or refrigeration engineering, and in welding.
2. *New Zealand Certificate (Drafting)*.—Recently instituted, this certificate may be earned in various options, including surveying, and town and country planning. Courses for similar certificates in building and in architectural drafting are also being developed.
3. *New Zealand Certificate in Engineering*.—This program, set up in 1954, is the senior-grade credential offered in engineering by the Authority. It is officially described as "less directly practical" and requiring more mathematics and basic science than the Technical Certificate described above.

A level of general education equivalent to the New Zealand School Certificate is required for admission to the program for the Certificate in Engineering, which ordinarily covers 5 years of part-time study. After the first 2 years of general technical education, the student specializes in civil, mechanical, or electrical engineering, refrigeration or telecommunications. External national examinations are taken at the end of the third year and again upon completion of the course. Further specialized advanced study in a given field may lead to "endorsement" of the New Zealand Certificate in Engineering for the particular additional work taken.

In comparing this type of certification with university-level preparation in engineering, it may be noted that the University of Canterbury admits to its second professional year of the appropriate Bachelor of Engineering course those students who have an outstanding academic record and have earned the Certificate in Engineering. The University of Auckland apparently admits students with similar qualifications to its first professional year in engineering. In 1960, of the 30 students who earned the New Zealand Certificate in Engineering, two continued to the University of Canterbury for a shortened program for the Bachelor of Engineering.¹⁰

Indicative of the progress of this new program is the fact that the number of students working toward the certificate jumped from 45 to 1,604 in 4 years.¹¹

Aside from these national certificate programs, students in New Zealand may prepare for the various City and Guilds of London examinations and certificates, or senior technical students may prepare for associate membership in the British institutes of engineers.

¹⁰ *Report of the Minister of Education . . . 1961.* (E.1) p. 23.

¹¹ *Report of the Commission on Education in New Zealand.* p. 388.

Adult Education

Beyond the immediate bounds of technical education, but closely associated with it, is the general field of adult education in New Zealand. It covers largely vocational or further academic and technical study in evening classes, which prepare out-of-school youth and adults for such national examinations as those for the School Certificate or university entrance, or for those courses covered by manual and technical regulations. Other evening study may be classified as general education or hobby classes, including music appreciation, various arts and crafts, home carpentry, auto maintenance, millinery, dressmaking, and hairdressing.

In 1960, approximately 1,600 adult education classes were provided at the public schools and manual training centers under Department of Education auspices. To these must be added the extensive educational offerings sponsored by the National Council of Adult Education, and also a portion of the courses offered by the universities and agricultural colleges, especially their extension and correspondence courses.

National Council of Adult Education

The Adult Education Act of 1947, which was based on the report of a special consultative committee, set up a National Council of Adult Education to promote and to administer work in the adult education field, as well as to foster cultivation of the arts. The council has the responsibility for recommending to the Minister of Education the amount of public funds to be devoted to this work, and for administering and controlling the expenditure of such money out of parliamentary appropriations. Thus the present council enjoys considerably more power than its predecessor, the Council of Adult Education, which was mainly an advisory body, established in 1938.

The council has a central office in Wellington under a National Secretary of Adult Education. It is made up of the directors of education, broadcasting, and of the National Library Service, or their representatives; members appointed by the universities, by the Dominion Council of the Workers' Education Association, and by the Minister of Education to represent the Maori race; and not more than two members appointed by the council itself.

Implementation of Adult Education.—The program of the National Council is carried out by university and regional councils of

adult education, which include a large representation from the various voluntary associations and organizations interested or actually engaged in adult education. These regional councils supervise a wide range of offerings such as lecture and discussion courses, exhibitions, touring drama, music, and ballet performances, and short-term summer and winter schools in urban and rural centers. Prominent in this work are the many voluntary agencies supervised by the regional councils—parent-teacher associations, home and school societies, local arts groups, nursery play center associations, and rural women's groups.

The Regional Councils of Adult Education also provide instructors (called tutors) for courses sponsored by the Workers' Education Association, which was founded in 1915 and has long been active in the field of adult education. These courses, given in the main metropolitan centers and in some of the larger towns in conjunction with the local university facilities, are usually 1 year in length. In addition to grants of money from the National Council of Adult Education, the programs are financed by donations from local groups, trade unions, and private individuals.

Since 1938, a system of "community centres" has developed to provide further adult education in such fields as literature, art, drama, and child welfare. Some of these centers are supported by public funds through the Minister of Education, and many others by voluntary contributions. In addition, English language and civics courses for New Zealand's large immigrant population of recent years are given in evening classes, usually at the technical schools.

CHAPTER VIII

Special Schools and Services

INCLUDED WITHIN THE STATE SCHOOL system in New Zealand are several specialized types of schools and programs, such as The Correspondence School, educational facilities for the handicapped, and Maori schools. There are also such auxiliary services as vocational guidance, dental and health programs, government bursaries, and boarding allowances for rural pupils. Additional special services of the Department of Education include those outlined briefly in Chapter II, "Educational Administration and Finance."

The Correspondence School

Originally set up in 1922 as a Department of Education experiment to provide primary schooling for isolated rural children, instruction by correspondence, as a special sector of the public school system, has gradually grown from a single teacher and 83 pupils to its present enrollment of over 1,500 full-time pupils under a teaching staff of almost 100. Secondary-level courses were added in 1929, and gradually other programs, such as those for adults and the handicapped, have also been included.

The Correspondence School is an integral part of the school system in New Zealand, serving a wide variety of purposes and students. Its primary concern is still provision of adequate and equal education for the child unable to attend a regular school, whether because of isolated living conditions, lengthy illness, or other reasons. As far as possible, the same curriculum and program is followed as in the regular public schools, including practical work in art and crafts and in science. There are also club activities, exhibitions of student work, a school magazine, a parents' association, and so forth. There is even a distinctive school badge and uniform and an ex-pupils' association to foster identification with the school. Pupils prepare

for the same recognized school certificates and university entrance qualifications as do those in other New Zealand schools.

Daily radio lessons are an important part of the program. Lesson materials and assignments are prepared and distributed regularly; written work is carefully supervised and corrected. The constant radio and mail contacts are supplemented by regular home visits on the part of traveling and (area) "resident" teachers, as well as by special "School Day" or "School Week" get-togethers at local centers. A series of week-long residential schools for as many of the pupils as possible is held at Massey Agricultural College facilities each November. These periods enable isolated children to experience classroom and group activities, and to receive special tutorial or teaching assistance in subjects not easily handled by correspondence or radio. They also serve to strengthen the link between home and school, teacher and pupils.

Enrollment and Services

In addition to full-time pupils, who numbered 1,038 at primary and 532 at postprimary level in 1961,¹ The Correspondence School has a large part-time enrollment at secondary level—2,546 students taking 1 or more courses as of July 1961.² These part-time students may be employed out-of-school youth or adults wishing to supplement their general education or to meet educational requirements for a particular purpose, such as apprenticeship. They also include regular postprimary pupils for whom the correspondence courses supplement subject offerings available at the local school. This is particularly helpful in the case of small or isolated district high schools lacking qualified specialist staff to provide a full program at School Certificate or at Sixth Form level. Correspondence school course materials are also utilized by other schools to assist teachers in lesson planning, or as teaching aids; in the latter instance, the work is supervised and marked locally in the pupil's own school. In 1961 approximately 100 schools used the correspondence courses in this way, as supplementary teaching materials.

In the primary division there is a special class for adults wishing to complete their primary schooling, and one for mentally or physically handicapped children. Another part of the school serves uncertificated teachers studying one or more subjects for the Trained Teachers' Certificate or Technical Teachers' Certificate examinations

¹ New Zealand. Department of Education. *Report of the Minister of Education for the Year Ended 31 December 1961.* (E.1) Wellington: R. E. Owen. The Government Printer, 1962. p. 26.

² *Ibid.*, p. 58.

conducted by the Department of Education, and also provides the courses for the nonuniversity units of the new Diploma in Teaching qualifications.

Education for Exceptional Children

Children with physical, intellectual, or emotional disabilities are provided for either in (1) special classes attached to the regular schools, or (2) separate institutions, with the emphasis on the first type of program wherever possible. An exception to the pattern of public school facilities for the handicapped is the education of blind children, which is the concern of the New Zealand Foundation for the Blind. Where needed, however, the government provides financial assistance to parents of blind pupils to enable them to pay the small fees at the foundation's training school in Auckland, and sometimes also helps with the cost of clothing and travel for these pupils. In 1962, three children were so aided through the Superintendent of Child Welfare. A few special classes for partially sighted children are available in public school programs in the four main cities.

Schools for the Deaf

The first state school for the deaf in New Zealand was established in 1880. Today, there are two separate institutions taking care of severely deaf children at both primary and secondary level—the School for the Deaf at Sumner, near Christchurch, and the School for the Deaf at Kelston, Auckland. Both are coeducational and provide facilities for boarding as well as for day students from the surrounding area. In March 1962 the Sumner school had 94 pupils, and Kelston, 158.³ An interesting feature of the program at Kelston is its close working relationship with the Kelston High School which enables senior pupils of the School for the Deaf to take technical training at the high school. This link with normal school conditions has developed into plans for as many as possible of the deaf school pupils to attend regular postprimary schools in the Kelston area in their final year.

A further experiment in the integration of handicapped children

³ New Zealand. Department of Education. *Report on Child Welfare, State Care of Children, Special Schools, and Infant-We Protection for the Year Ended 31 March 1962.* (E.4) Wellington: E. H. Owen, The Government Printer, 1962. p. 12.

into normal school life was undertaken in 1959 with the establishment in a regular Christchurch primary school of a class for severely deaf children. Although these children are officially on the Summer school roll and are taught by a special teacher from that school in their own special class, they have a chance to participate in many activities in the Christchurch school and adjust to living in a "hearing" environment. A similar experiment with older deaf children at primary level, those between the ages of 9 and 13, was begun in 1963 at the Roseneath School in Wellington. In this case, it was planned to combine regular and special class experience, with a teacher for the deaf providing the required special instruction and assisting the school staff as needed.⁴

The Department of Education maintains a specialist staff of visiting teachers trained to work with deaf children. In addition to their work with pupils in special classes and schools, they provide early diagnostic and guidance services for parents of infants, pre-school, and school children. Similar specialist teachers and services are available in the field of speech therapy, with the department maintaining 64 speech clinics at central locations within the various school districts.

Slow-learners and Mentally Handicapped

As far as possible, it has been New Zealand policy to care for pupils with intellectual or emotional problems in special classes attached to regular public schools. For children in areas where such classes are not available, or where home conditions or special behavior problems require it, the government provides residential care and training at The Special School for Boys, Otekaike, Oamaru; The Special School for Girls, Richmond, Nelson; and at the Mt. Wellington Residential School in Auckland. The first two institutions are described as taking care of "mentally backward" children. Each has a junior or school section where the curriculum includes, as basic skills for adult life, social training, reading, writing, simple weights and measurements. The senior section continues social training and adds simple occupational preparation, such as general farmwork, gardening, carpentry, and painting for boys, and handwork and domestic skills for girls, most of whom go into factory jobs or domestic employment after they leave the school.

The Mt. Wellington School is a recent development, since it was opened in late 1960 as the first public school of its kind in the

⁴ *New Zealand Education Gazette*, 41: 641, 15 December 1963.

country. It aims to provide specialized schooling for seriously disturbed children of normal intelligence whose emotional maladjustments or home conditions have impeded satisfactory progress in the ordinary school system.

All three schools take care of both state wards or court-placed children and also those admitted by private arrangement with parents. In each case, the institution is administered by the Division of Child Welfare, while the Department of Education is responsible for the educational program and teaching staff of the school. This is also true of the schools for the deaf described above.

Apart from these institutions, with their combined enrollment of about 160, the Department of Education reported approximately 1,600 mentally handicapped or retarded children enrolled full-time in special classes attached to public primary and intermediate schools, as of July 1961; an additional 174 enrolled in the special class of The Correspondence School; and 109 in special classes of private schools.⁶ For slow-learners whose problems are less severe and directly tied in with reading difficulties, the department maintains eight remedial reading clinics staffed by specialists.

Special facilities for slow-learners are also being developed at postprimary level in what are termed "vocational classes". In most cases, these are an extension of the special classes already established in intermediate schools. They offer modified educational programs combined with planned opportunities for work experience while the pupils are still in school.

For more severely mentally handicapped children who are trainable but who do not fit into special school classes, there are 14 full-time "Occupation Centres" operated under local education boards with Department of Education funds. These are set up wherever there are 12 or more suitable children between the ages of 5 and 15; are provided with specially designed and equipped buildings, and special staff; and offer free transportation to and from the center. This type of program is being expanded to many of the smaller towns and outlying areas under new 1962 Department of Education regulations which provide government support for parent-organized "occupation groups" with a minimum roll of five children. Under this plan, teacher salaries, equipment, and transportation would be covered out of government funds administered by the local education board, while the parents would be expected to provide suitable accommodations for the program, designed to operate on a full-time or part-time basis, depending on the number of children involved.

⁶ *Report of the Minister of Education . . . 1961.* (E.1) p. 35. According to the *New Zealand Official Yearbook 1960*, p. 218, there were 85 such special classes in 1960.

Education of the Gifted

To some extent, the school system in New Zealand has built-in selection factors and aids for the child of high intelligence, and education of the gifted has not been viewed in New Zealand as much of a problem area until rather recently. The variable rate of promotion in the first primer classes usually tends to give more able children a head start on their basic education, and there is a long tradition of expecting and helping such pupils to get into the academic (professional) track at postprimary level. The School Certificate, matriculation, and university scholarship examinations provide an increasingly rigorous selection process at higher levels. Nevertheless, New Zealand educators in recent years have been discussing and experimenting with selection methods and enriched programs for the gifted child, especially at primary level. In-service teacher-training programs have also given attention to this matter in the last few years, and several special seminars or short courses for teachers have concentrated on working out programs for gifted children throughout the regular curriculum.

In 1961 an experiment was begun in Christchurch with a small group of highly intelligent children, 9 and 10 years old, brought together as a special class for 3 half-days a week, with the program aiming specifically at developing their powers of creative thought. This was extended in 1962 to include children and their teachers from five Christchurch intermediate schools. In Wellington and various other districts small groups of highly able primary pupils have been selected for part-time advanced study in particular subjects, such as mathematics or art. Dunedin has experimented with a part-time enriched scholastic program for small classes of exceptionally intelligent children as identified by psychological service testing and school referral. As of 1962, none of these programs were yet considered permanent or full-time, and there appeared to be an effort to avoid creating intellectual snobbery, or moving too far away from New Zealand's essentially equalitarian educational philosophy through special schools or classes.

Other Programs

Mention should also be made of educational work with cerebral palsied children in six special schools, public school classes conducted in hospitals and prisons where needed, and the Department of Education's psychological service and child guidance program.

The psychological service now has permanent centers in each of the 10 education districts. Special training programs are also provided at government expense to expand the specialist staff of this service, whose duties include the discovery and educational guidance of exceptional children of all types, gifted as well as handicapped, and inservice training programs for teachers in relation to this special field of education. A recent development is the appointment of guidance counsellors, who also teach part time in schools in problem areas, and of visiting teachers charged particularly with the guidance of pupils showing social or educational maladjustment, or presenting special disciplinary problems.⁶

Vocational Guidance

The Department of Education operates several vocational guidance centers in the four main cities and in Lower Hutt and Hamilton. Vocational guidance officers and special "careers masters" also work with postprimary schools outside these areas. Their object is to offer advice and assistance at any point in a child's career where a choice has to be made, whether regarding a school course, remaining in school, choosing a vocation, or finding an actual job. Upon request, help is given to pupils in obtaining suitable employment after they leave school, and where feasible, followup visits are made to see that the placement has worked out satisfactorily. In 1960 the vocational guidance centers reported 21,041 visitors. The staff interviewed a further 14,388 pupils individually in the schools, conducted group sessions with several thousand more, and prepared information sheets on over 100 occupations.⁷

Dental and Health Services

New Zealand has developed an extensive dental service for pre-school and school children through its staff of specially trained school dental nurses. The Department of Health has two schools for such nurses, at Christchurch and Wellington, which provide an intensive 2-year post-School Certificate program preparing students to take charge of regular dental clinics for children. The work of the school dental nurses includes examination, cleaning, and filling

⁶ New Zealand. Department of Education. *Report on Educational Developments 1961-62 Presented at the XIVth International Conference on Public Education, Gland, July 1962.* (Processed) p. 11.

⁷ *New Zealand Official Yearbook 1962*, p. 252.

teeth, and also necessary simple extractions. Such treatment is provided all public primary school children at 6-month intervals, without cost. Mobile dental clinics serve even the small, isolated country schools for this purpose. A somewhat similar adolescent dental service for 13- to 16-year olds makes use of private dentists at state expense.

A similar regular health check is given to preschool and primary children at several points in their school career, and health education is a regular part of the curriculum. Since 1937 a free half pint of milk has been distributed daily to each public school child. The government also provides health camps or residential health schools for sick, delicate, or undernourished children. There are seven such health schools giving 6- to 10-week courses throughout the year. Their program usually includes a half day of regular schoolwork, with breaks for milk, nutritional supplements, or visits to the doctor or nurse; an afternoon rest period during which teachers mark papers; group activities interspersed with more dietary supplements; and simple camp activities under a liaison, nonteaching staff until early bedtime.

Instruction at the health schools tends to be individual in nature, and is designed to enable the child to keep up with his regular schoolwork of the term. However, the primary purpose of the camps is to build up the children's health and to inculcate good health habits which will carry over into normal life at school or home.

Transportation Provisions

Because New Zealand is largely rural with a scattered population, an extensive system of school transportation has been necessary. Aside from a fleet of Department of Education vehicles, use is made of private local carriers or operators where these are available at reasonable rates, and of free rail passes when necessary as the best means of pupil travel to and from school. As small rural schools have been consolidated or area schools built, pupil transportation facilities have also developed until now some 18 percent of the total school population is receiving travel assistance in one form or another.⁹ This service is available at public cost to any public school pupil, and to private school pupils in circumstances where the nearest appropriate school is private and located at a substantial distance from the student's home, and to part-time students at secondary level who are taking technical courses not avail-

⁹1944, p. 232.

able at the nearest school. The total spent by the Department of Education on school transportation in the 1960-61 fiscal year was £1,787,715.⁹

Pupils unable to commute to the nearest school because of distance or lack of transport may qualify for state boarding allowances in order to attend primary or postprimary school away from home. In some areas, hostels are attached to public schools in order to accommodate such pupils, or the allowance may be used to attend a private boarding school. There were 5,634 pupils receiving such boarding allowances during the 1960 school year.¹⁰

As a substitute for boarding allowances, "academic bursaries" are available to help defray the living expenses of the able rural child who wishes to include study of two foreign languages in his postprimary curriculum, and cannot obtain such a course in his local school. Secondary and technical bursaries provide similar aid (up to a maximum of £40 per year) for fifth and sixth form students who must live away from home in order to attend a school offering the curriculum of their choice, or a postprimary school approved as an accrediting school for university matriculation purposes. These bursaries are tenable at appropriate public or private schools.

Maori Education—Public and Private

Although Maori children may and do attend the regular public schools, in 1961 there were 154 special state schools at primary level specifically designated as "Maori schools", plus 10 district high schools.¹¹ These schools are administered directly by the Department of Education under separate regulations, rather than by the local District Education Boards, and are considered somewhat apart from the remainder of the public school system. Now located entirely on North Island, Maori schools are concentrated largely in the Bay of Plenty, Hawkes Bay-Gisborne, and North Auckland areas, with a few scattered in the Wanganui and Wellington districts. Aside from these state schools, there are a few private church related primary schools and 11 private church boarding schools at postprimary level for Maoris. These 11 Maori church schools, a holdover from the older native education system before 1900, are financially supported by the New Zealand government despite its policy of nondirect financial aid to private education.

⁹ *Ibid.*, p. 233.

¹⁰ *Ibid.*

¹¹ *Ibid.*, p. 58 and 78.

Schooling for the Maoris, the original Malayo-Polynesian settlers of New Zealand, was originally a private missionary enterprise. The Native Schools Act of 1867 set up the first government schools, which later became the responsibility of the Department of Education at its creation in 1878. For many years the policy of these schools was one of "Europeanization", aimed at modernizing and assimilating the Maori as quickly as possible. All teaching was in English, and use of the Maori language in school or the school yard was discouraged or actually forbidden.

In the late 1920's, however, as the Maori population began to rally from its dramatic decline after the Maori War, the official attitude gradually changed. Since 1930, the aim of the government and of the schools has been to help the Maoris preserve their identity as a people, take pride in their culture, and find their place in the modern world on an equal footing with other New Zealand citizens.

Defined legally as those with half or more Maori blood, Maoris today make up roughly 7 percent of the country's population. With a current birthrate almost double that of *pakeha* (a Maori term for non-Maori or European, widely used in New Zealand) and with present improved health conditions and lower mortality rates, they are expected to constitute between 14 and 15 percent of the population by the turn of the century. The amazing upsurge in Maori numbers in recent decades is most evident at school-age level, since 60 percent of the Maoris are under 21 years of age (compared with 40 percent of the *pakeha*). For example, there were some 15,000 Maori children in primary school in 1930, but by 1960 the figure was approximately 45,000. Today, 1 school-age child in 11 in New Zealand is Maori.¹²

A little more than two-thirds of these Maori children are enrolled in the regular public or private schools. The proportion in public schools at primary level is even higher than this overall two-thirds figure—30,513 out of 42,611 Maori children in state primary schools in 1960 were attending local board schools rather than special Maori schools.¹³ This integration into the public school system has been accelerated by the migration of Maoris out of their former isolated rural and tribal areas into urban centers of population. It may also reflect the current government policy of gradual conversion of Maori schools into public boarding schools under local authorities, as conditions warrant such change. This is done only with the

¹² *Report of the Commission on Education in New Zealand*. Wellington: R. E. Owen, The Government Printer, 1962. p. 407. This report contains a full account of the history, current status, and problems of Maori education.

¹³ New Zealand. Department of Statistics. *New Zealand Official Yearbook 1968*. Wellington: R. E. Owen, The Government Printer, 1962. p. 227.

consent of the Maoris themselves, and depends on the particular needs and circumstances of each school or area. Four schools were so transferred in 1961, and negotiations were in process with three others.¹⁴

The Maori Programs

In general, the pattern, program, and offerings of the Maori schools are the same as those of the public schools, except that Maori arts and crafts, songs, legends, language, and history are given an important emphasis in the curriculum. Although such studies ordinarily are given only about an hour a week *per se*, a conscious effort is made to help the Maori preserve and take pride in his own cultural heritage and identity. Because language skills are so basic to further education, considerable emphasis is placed on oral and written English, especially at primary level. Traditionally, the Maori schools have also paid a good deal of attention to health education and social or other skills necessary for the pupils to make a successful adjustment to a modern, predominantly European civilization.

A special effort has been made in recent years to attract and train Maori teachers. Since 1940 there has been a special quota for the Maori Service among those chosen for teacher training, and a large proportion of the 60 new trainees each year under this quota are now Maori. In 1960 the Department of Education reported that about half the teaching staff in Maori schools was Maori by descent and affiliation (as opposed to the legal definition given above). The department has also held special training sessions at the teachers colleges to prepare European teachers working with Maoris in the public schools, and at least two of the teachers colleges have specialists in Maori studies on their faculties.

Postprimary schooling.—Before World War II, Maori pupils wishing to continue their education beyond primary level depended mainly on the 11 special church schools mentioned earlier. In 1941 the first 3 Maori district high schools were opened on the east coast of North Island, and were followed gradually by 10 others. At first, these schools tended to concentrate on a more practical curriculum, but parental and pupil pressure helped to effect an increasing shift toward the more academic courses and orientation toward the regular New Zealand School Certificate preparation. Today, of the original 13 Maori district high schools¹⁵ the re-

¹⁴ *Report of the Minister of Education . . . 1961.* (E.1) p. 25.

¹⁵ Three of the 13 schools were eventually converted into regular schools or amalgamated with other institutions.

maining 10, enrolling 635 pupils, are hardly distinguishable in program from other postprimary schools, except for the offering of Maori language as a regular subject. It may be noted that the Maori language is included among the options for the School Certificate, and that some measure of Maori studies has been woven into the regular curriculum of the public schools in recent years.

The increase in Maori postprimary pupils in recent years is of particular interest. In 1948, only about 62 percent of Maori children completing primary school went on to further schooling of any type, and in earlier years the figure was significantly smaller. By 1958, however, the number had risen to 89 percent, and to 93.67 percent in 1960.¹⁶ The presence of Maori children in public postprimary schools in large numbers is, however, a relatively new phenomenon of the past 10 or even 5 years.

Various means of encouragement and assistance enable Maori pupils to take advantage of further educational opportunity. A special Maori scholarship program dating back to the 1800's provides children in rural areas with financial support in order to attend full postprimary schools as boarding pupils, either at the private Maori church schools or at other public or private institutions. Although Maori scholarships and bursaries are available for technical and higher education, one of the continuing problems is the relatively low proportion of Maori pupils remaining in school beyond the compulsory age, and especially the low proportion of those completing the School Certificate or studying in the Sixth Form and university. Part of the problem appears to lie in the lack of educational incentive on the part of the Maori people themselves, which shows up in poor school attendance and lack of drive, even at primary level, and in a very real language and cultural barrier in the case of the rural Maori. General socio-economic and home environment factors are also blamed, such as the fact that many families have too low an income to take advantage of partial government scholarship assistance.

Much has been done to overcome these difficulties in recent years. A National Committee on Maori Education was convened in 1955 to review the problems and to make specific recommendations for action. Many of the committee's suggestions have since been put into effect or incorporated into government policy: One example was the appointment in 1956 of an Officer for Maori Education in the Department of Education. The committee, representing both Maori and *pakeha* leaders, continues to meet annually to review policy and practice, coordinate action on the part of various interested groups, and explore ways of informing New Zealanders of

¹⁶ Report of the Commission on Education. p. 406.

the various aspects of Maori education. There is also a Maori Affairs and Education Interdepartmental Committee to further co-operation between the two government agencies most directly concerned in the field. In its vocational guidance service, Department of Education staff pay particular attention to the needs of Maori pupils in choosing their school programs and plans for the future. Together with Maori Welfare Officers of the Department of Maori Affairs, they work with the parents to improve home study and financial conditions, and to stimulate support for further education. Special programs of assistance to Maori apprentices have also been established, as explained in Chapter VII, "Technical, Vocational, and Adult Education."

The Maori Education Foundation.—In 1961 an act of Parliament established a new foundation to promote and encourage better education for the Maori people and to provide financial assistance to this end. Administration of the foundation is by a group of Maori and *pakeha* leaders including officials of the Department of Maori Affairs and the Department of Education, a Maori member of Parliament, and a representative of the Maori Women's Welfare League. The act creating the foundation also provided it with an initial endowment of £125,000 (about \$250,000) from public money and made provision for further government grants to match voluntary private contributions on a 1-for-1 basis. A countrywide fund-raising campaign was inaugurated in 1962, and a major effort of Maori and *pakeha* alike is now supporting the foundation in its work.

Income from the foundation's endowment is to be used to help Maori schools, to provide generous bursary assistance for post-primary, technical, and university training (including study overseas), for postgraduate scholarships, and for research and study grants to Maoris. In contrast to the Department of Education scholarships, which are open to legally defined Maori pupils, foundation assistance is to be available to any descendant of a Maori.

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