

STATE EDUCATION IN QUEENSLAND:

A Brief History

MONOGRAPHS ON THE HISTORY OF EDUCATION IN QUEENSLAND NO. 2

Monographs on the History of Education in Queensland

This series examines significant aspects of Queensland's educational history. The analysis and interpretation in each study are the responsibility of the author, and do not necessarily reflect views of the Department of Education.

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PREFACE

In January 1975, 'A Brief History of State Education in Queensland' was published as a supplement to the *Education Office Gazette*. This brief history proved to be quite popular in the absence of any other single text covering the same ground. It provided information on Queensland education for teachers and students involved in more general studies on education in Australia. It also provided general background information for teachers, students, local historians, and school centenary or jubilee committees concerned with the history of local schools.

This monograph is an extensive revision of the 1975 brief history. The original has been corrected where necessary, updated to cover developments to 1982, and balanced with the addition of new material. Its purpose is to provide a factual outline of the major 'milestones' and trends in the development of State education. It is not intended to be a full analytical, interpretive history. Such a history still remains to be written and, in its absence, it is hoped that this monograph will continue to serve a useful function.

An annotated bibliography of relevant publications appears at the end of the monograph.

Future monographs in this series will develop some of the themes and area identified here.

CHAPTER 1

PRIMARY EDUCATION

Penal colony to Board of General Education 1826 – 1860

In 1826 the first primary school was conducted in the Moreton Bay settlement of NSW by Mrs Esther Roberts, a soldier's wife. Although her stipend of 10 was drawn from the funds of the colonial government, her school was actually administered by the Anglican Church because in those days it was generally believed that it was the duty of the Church to conduct schools. After a succession of teachers, mostly soldiers, the school was closed in 1842.

Almost all of the schools following this parochial school were shortlived. Many were private establishments in front parlours, with a few boarders and day students. Fees and pretensions to gentility were high; standards seem to have been low. In 1845 the first Roman Catholic school was opened by Michael Bourke, thus beginning a pattern of small, denominational schools which provided education of a sort for almost 20 years in Brisbane. Many children in the Moreton Bay District, however, went without any formal education.

In 1848 Governor Fitzroy appointed a Board of National Education to undertake the task of creating government schools similar to the National Schools in Ireland. This was a response to the problem of providing an efficient system of elementary education for a scattered population of different religious denominations, without seriously antagonising those denominations. As a compromise, the NSW National Schools offered secular subjects and non-denominational scripture lessons and allowed visiting clergy to provide religious instruction during school hours to the children of those parents who desired it. A Denominational Board, appointed a day after the National Board, did not exercise much supervisory power. Its major function was to distribute funds to the four existing systems of church schools.

The National Board established and administered schools where parents contributed a third of the total building costs and guaranteed an average attendance of at least 30 pupils. The parents also had to pay school fees which formed part of the teacher's salary paid by the Board. The curriculum consisted of reading, writing, grammar, geography, object lessons (including biography, nature studies and elementary mechanics), scripture lessons and, in the final year, mathematics (algebra and geometry) or Latin. The reading books were the Irish National Readers which had no Australian content.

The Board of General Education 1860 – 1875

Queensland was declared a separate colony from NSW on 10 December 1859 and in the following year the Queensland Parliament faced the task of providing an education system for the new colony. The Education Act of 1860 provided a Board of General Education which combined the functions of the National and Denominational Boards of NSW. The new Board acquired from NSW four National schools – Warwick (opened in 1850), Drayton (opened in 1851), Brisbane Boys and Brisbane Girls (both opened in 1860) – and had the authority to establish and administer primary schools vested in the Board under similar conditions to those applied by the NSW National Board. The new Board also paid the salaries of teachers in non-vested schools, nearly all of which were established and administered by churches. By stipulating certain conditions for the payment of these salaries, the Board of General Education exercised close supervision over the non-vested schools.

The curriculum provided by vested schools was the same as that provided by the earlier National schools but clergy wishing to give religious instruction were expected to attend before or after school hours, a practice which made such instruction unpopular with many parents. In 1862 a new building, designated the Normal School was erected within the grounds of the Brisbane Boys and Brisbane Girls Primary Schools, and thereafter those schools were usually referred to as the Brisbane Normal Boys and the Brisbane Normal Girls Primary Schools. The most important function of the Normal School was that of a training centre where pupil-teachers could see the best and most efficient teaching methods in operation.

The pupil-teacher system was a cheap form of recruitment, though perhaps a little hard on the pupils and teachers involved. Children as young as 14 were enlisted as apprentices, working as class teachers during the school day and receiving their teacher training before and after school. Pupil-teachers at the Normal School were well trained, but only a fraction of the State's teacher needs could be met in this way. The training system was therefore modified to allow head teachers of other schools to train pupil-teachers, thus relieving the pressure on the Brisbane centre.

In 1869 the Board provided provisional schools. These represented one of the earliest efforts to tackle a perennial problem of Queensland education – how to provide basic education to a scattered population with a limited education budget. Because they could be opened with as few as 15 children (reduced later to 12), provisional schools were a means of providing education in areas where the expense of a full State school was unjustified, or where the local people were unable to raise the necessary contributions towards a State school. The local people were responsible for providing a suitable building, and provisional school buildings were often of a very low standard. Moreover, teachers' salaries were low, and their standards of training correspondingly poor. As their name implies, provisional schools were intended as a temporary expedient which would eventually be replaced by standard State schools. Sometimes, when a locality prospered into a large, stable settlement, this happened; often, however, the provisional school withered away as population shifted, the gold played out or the railway moved further west.

Another significant advance came in 1870 when the payment of fees to National schools was abolished. There seems to have been little regularity in the amount or collection of fees which could be as high as one shilling per week per child. Although fees certainly augmented the meagre salaries of some teachers, their collection seems to have encouraged irregularity of attendance.

A new spirit was felt in Queensland by the 1870s, encouraging education and invigorating the State with a sense of democracy and national purpose. This spirit coincided with a wave of prosperity brought on by gold rushes and the start of the mineral boom. It was against this background that the *State Education Act* of 1875 was introduced.

The Act provided a number of key initiatives in education:

- a) Primary education for children aged from 6 to 12 was to be compulsory. (This provision was not fully implemented until 1900.)
- b) Education was to be secular, i.e. under the control of the State. (In conformity with this policy, all assistance to non-vested schools was withdrawn in 1880. This provision occasioned considerable ill-feeling among Roman Catholics and some Anglicans.)

- c) Primary education was to be free.
- d) A Department of Public Instruction was established to administer the Act.

The architects of the Act were Charles Lilley and Samuel Griffith, two of the most astute leaders in the young colony.

The Department of Public Instruction 1875 – 1957

Closer settlement in Queensland progressed rapidly in the 1880s and 1890s and, consequently, the number of schools rose from 231 in 1875 to 911 in 1900. This situation strained the colony's limited education budget and created problems of inadequate teacher supply and training, a proliferation of poorly designed and equipped provisional schools, and a perennial teacher housing problem in rural areas. These problems, however, should be kept in perspective: despite the difficulties, colonial educators achieved a remarkable feat in bring basic literacy to most Queensland children by 1900.

Though a number of highly qualified teachers were imported from Britain in the 1880s, the pupil-teacher system was the main method of recruiting and training teachers. Not until 1914, when a teacher training college was established in Brisbane, was it possible to upgrade the standard of teacher preparation beyond the level of the pupil-teacher system, which was phased out between 1923 to 1935. Moreover, the disproportionate number of provisional schools in the colonial period helped keep the overall standard of buildings and teaching down. In 1908 there were 640 of these essentially makeshift schools compared with only 461 State schools. A significant development came in 1909 when the minimum attendance required for a State school was reduced from 30 to 12. This led to the reclassification of large numbers of provisional schools as State schools, and meant that new districts applying for a school were more likely to be granted a State school. Consequently in 1909 there were 1059 State schools and only 79 provisional schools in Queensland.

The basis of the colonial curriculum was the '3Rs'. In addition, object lessons ('show and tell' lessons), drill and gymnastics, and vocal music were supposed to be taught, but in practice these relatively new subjects were often ignored or poorly taught. Geography, needlework, grammar, history and mechanics were also included in the curriculum at various levels. While some of these subjects were included for their practical usefulness, the main criterion for inclusion of subjects in the curriculum was not their practical value, but their value in disciplining ('sharpening') mental faculties such as 'memory' and 'reasoning'.

The influence of this mental discipline concept on the curriculum was receding by the 1890s. Such subjects as agriculture and domestic economy were introduced as part of object lessons, and the introduction of Arbor Day in 1890 also reflected a growing concern for the utility of the knowledge and values imparted in schools. By 1905, when important syllabus changes were made, the value of subjects was increasingly assessed in terms of their everyday usefulness, and 'learning by doing' was stressed. The child rather than the teacher, was becoming the centre of the learning process, at least in theory. These changes in the philosophy of education, combined with attempts to mould the content and methods of teaching to the peculiar geographic conditions of Queensland, were major influences on education for the next six decades.

A major consequence of these trends was the increasing emphasis on vocational subjects such as manual training and agriculture. This reflects not only the new educational ideas, but also the idea held by many educators that economic growth

was essential to the progress and strength of the State. In 1905, for example, nature study was included in the curriculum. This subject included elements of agriculture, botany and biology. Then in 1910 a teacher of agriculture was appointed to travel among the schools. This teacher's work laid a basis for the project club system developed after 1923. In addition, in 1917 the Rural School concept was introduced at Nambour State School. In this new type of vocational school, boys were taught manual skills, elementary agriculture and farm management, while girls were taught home management and needlework skills. Rural Schools remained an important part of the education system till the 1960s.

Attempts to solve this problem of distance constituted another important trend in the new century. Distance had always been a major factor inhibiting the spread of schooling. To help overcome this problem, the Department implemented an itinerant teacher scheme between 1901 and 1932. Itinerant teachers travelled over the lonely outback to bring books and a few hours of schooling to the children of isolated settlers and pastoral workers, but few of these teachers were able to visit families more than three times a year. With the improvement of postal facilities, the Department gradually replaced the work of the itinerant teacher by the more efficient services of the Primary Correspondence School, founded in 1922. This school reached its peak during World War II, when it was serving both isolated children and those whose schools had been closed in the national emergency. In another attempt to overcome the problem of distance, travelling domestic science and manual training railway cars were introduced in 1923 and 1925 respectively. These were in operation until 1967.

Increasing emphasis on school services in the 1900s reflected a concern for the 'whole child'. After 1907 attempts were made to combat the widespread western Queensland problem of ophthalmia (blight) and in 1911 a Medical Branch of the Department, staffed by travelling doctors, dentists and ophthalmologists was created. In later years, railcars were fitted out for use by these people.

One of the major influences in this period was the external Scholarship examination. This was initially designed to provide an opportunity for secondary education for a limited number of academically gifted students. Subsequently, the provision of scholarships was widened to include the majority of those who sat for the examination. By the 1950s many educationists felt that this Scholarship examination was hampering necessary educational reforms.

The period of the Great Depression imposed financial strains on primary education. As part of a general austerity drive, building programs were retarded and teachers' salaries were cut. World War II, which followed immediately on the heels of the depression, then created staff shortages. Unfortunately, there was to be no 'back to normalcy' for education after 1945. Once the effects of the post-war baby boom began to be felt in the 1950s, classroom crowding and staff shortages remained endemic.

The Department of Education 1957 – 1982

Until 1963, the endpoint of primary education in Queensland was the Scholarship examination, which selected students for entry into a secondary school. Particularly from the 1930s, this examination came under increasing criticism. Many educators believed that because some teachers treated Scholarship passes as their main goal, the examination unduly restricted the content and methods of primary education. Others felt that the examination limited the opportunities of many children to receive a secondary education. In the late 1850s and early 1960s increasingly rapid social

change encouraged the Department to free schools from the bonds of the Scholarship examination, and the Government's plan, after 1957, to make secondary education freely available to all children was an added reason for abolishing the examination.

The abolition of the Scholarship examination in 1963, and the passage of the *State Education Act* 1964 which replaced the 1875 Act and its amendments, marked the beginning of a new age in primary education. An extensive revision of the syllabuses was carried out, with new syllabuses introduced in mathematics (developed in 1966-68 and again in 1974-76), science (1966 and 1975-76), language arts (1974-75), social studies (1870-71), art (1972), health and physical education (1972) and music (1974).

These programs reflected the new spirit in primary education. They gave the teacher a statement of the general aims of education, a statement of subject aims, and a basic syllabus structure, but did not, as in the past, force schools into a uniform mould. Within the guidelines provided by the programs, teachers were permitted greater flexibility in planning learning experiences for their pupils.

This greater freedom created a need for the extension of support, supervision and evaluation mechanisms, and the development of these mechanisms was a major trend in the 1970s. Thus in-service education facilities were greatly extended. Among other initiatives, a Co-ordinator of In-Service Education was appointed (1973); teachers centres were established (1973); full-time release programs were begun (1975); and the Bardon Professional Development Centre was opened in Brisbane (1977). Other support facilities and personnel introduced included a variety of specialist teachers, including advisory teachers (1970), teacher-librarians (1970-71) and resource teachers (1975), teacher aides (1973) appointed as a means of relieving teachers of some non-teaching duties, expanded and decentralised guidance facilities, and expanded media facilities, including new media forms such as videotapes. From the 1960s district inspectors provided further support for the classroom teacher, placing a greater emphasis on advice and support. Finally, the reorganisation of the planning and services functions of Head Office increased the Department's effectiveness in monitoring and evaluating the implementation of programs, and developing new programs (e.g. religious education) and resources (e.g. studies of local school environments).

A major development, particularly after 1973, has been the injection of increasing amounts of Commonwealth money into specific areas of State education. This has assisted the development of library facilities which have superseded standard, State-issued text-books. Commonwealth funds have also allowed greater attention to disadvantaged groups, including Aborigines, migrants and the geographically isolated, thus giving support to the State policy of equality of educational opportunity. Furthermore, Commonwealth funds have made a major contribution to the school-based innovations program developed after 1973.

Other trends during the 1970s which influenced the education system were the increasing community interest in education and the concern for accountability to the community. In combination with the great diversity of values in modern society, these trends have created debate over such issues as the role of the 3 Rs in education, the standards of education, and the proposed introduction of human relationships and religious education courses in schools. Such debates prompted the appointment in 1978 of a Parliamentary Select Committee to investigate the

education system. The recommendations of this committee are still under consideration.

Innovations in teaching methods have brought accompanying changes in primary school architecture. The official opening of Petrie Terrace State School in 1970 introduced a new era of modern school buildings incorporating open area teaching spaces and the extensive use of carpeting and sound-proofing.

CHAPTER 2

SECONDARY EDUCATION

The grammar schools era 1860-1912

In 1860 Queensland's first Parliament passed the *Grammar Schools act* which allowed for the establishment of a grammar school in any town where at least 1000 could be raised locally. The Act provided for a Government subsidy of twice this local contribution. When established, each school could be run by its own seven-member board, including a Government representative. The first grammar school established under the 1860 Act was the Ipswich Grammar School, opened in 1863. In the years 1863-1892, 10 grammar schools were opened, the last being the Rockhampton Girls Grammar School.

Queensland grammar schools followed the traditional English model, with curricular dominated by classical subjects like Latin and Greek. Because fees were charged, the children of gentlemen, the wealthy of the colony, were the only ones likely to avail themselves of grammar schools. These schools catered for an elite, in accord with the nineteenth century view that popular education beyond the elementary level was not desirable.

Provision for the award of scholarships to grammar schools was made in the 1860 *Grammar Schools Act*. The first awards were made in 1864 for the 1865 school year at Ipswich Grammar School (the only one then existing). Between 1865 and 1873 only about twelve such scholarships were awarded. Selection was on the basis of a personal examination by a senior officer (in 1864 the Colonial Secretary acted as the first examiner). The first formal Scholarship examination was held in July 1883. Until 1914 a fixed number of scholarships was awarded though the number varied over the years depending on the amount of money allocated. From 1914 this system was changed and all students obtaining 50 per cent or more in the examination, were awarded a scholarship to any approved secondary school (which by then included State high schools).

In 1891 a Royal Commission on Education advised that a 'system of secondary schools more directly controlled as to foundation and management by the State would be less expensive and quite as effective in the education of the youth of the colony'. Grammar schools would continue, but would be supplemented by a State secondary system similar to the 'superior' school system in NSW, in which secondary classes were attached to primary schools.

Initially, the Department of Public Instruction opposed this extension of secondary education. The Under Secretary and General Inspector were both conservative men who believed that the Department had enough to do to implement compulsory, free and secular primary education. Furthermore, they felt that Queensland's economy was not ready for such an expansion of secondary education: 'The State can only absorb a certain quantity of highly educated labour and if it spends the years of its young people in the pursuit of higher education, there will be a loss as these young people find themselves forced to fall into the ordinary avocations of life'. Perhaps there were social reasons too for this fear of 'over education'.

Despite these doubts, the *Education Act* of 1875 was amended in 1897 to allow additional subjects to be taught. Literature, science, algebra and geometry were added to the syllabus of sixth class, the highest in the primary school. Though this

change affected a small minority of schools, it can be argued that State secondary education had thus come to Queensland.

Another area of development of secondary education was within the technical colleges. During the 1880s and the 1890s some of them provided night classes in grammar school subjects. By 1898 the Brisbane Technical College was providing a full secondary curriculum during the day, and in 1905 the South Brisbane Technical College opened a high school which prepared day students for the Sydney public examinations. In 1910 the Department of Public Instruction established separate day schools within the two Technical Colleges directly under their administration – Central Technical College, Brisbane, and Warwick Technical College. Though strongly oriented towards technical education, and consequently not regarded as the first State high schools, these schools did prepare students for the Junior and Senior examinations of the University of Queensland.

Development of State secondary schools 1912-1957

The huge task of bringing secondary education to all Queensland children was finally tackled in 1912. The State undertook to establish a free high school in places with a likely attendance of 25 qualified students, provided that there was no other provision for State-aided secondary education (such as grammar schools) in these places. High schools were opened in six centres – Charters Towers, Gympie, Mt Morgan, Warwick, Bundaberg and Mackay – in 1912, while secondary departments were attached to the primary schools at Herberton, Gatton and Childers. General, commercial and domestic science courses were offered.

These facilities were extended gradually to other parts of the State over the next twelve years. Between 1913 and 1918, new secondary departments were opened at Dalby, Kingaroy, Pittsworth, Southport, Wynnum Central and Emerald. Separate high schools were opened at Roma and Brisbane (1920) and Cairns and Townsville (1924). The Brisbane State High School was formed by amalgamating the secondary classes established after 1917 at the Brisbane Boys and Girls Central State Schools. In 1921 this school was merged with high school classes at the Central Technical College to form the Brisbane State High School. In 1924 it moved to its present site adjacent to Musgrave Park, South Brisbane.

By 1924 there were five high school sections attached to technical colleges (Rockhampton, Toowoomba, Bowen, Ipswich and Central), making a total of 22 State secondary schools in Queensland. The next year, 1925, the technical, commercial and domestic science secondary sections of the Central Technical College were each given high school status and subsequently became separate high schools.

From 1925 until the later 1930s there was little expansion in secondary education, one significant reason being the depressed economic conditions of much of this period. Though several new secondary departments were provided, Ayr State High School, opened in 1937, was the only new high school. In 1936, the Maryborough Grammar Schools for Girls and Boys were taken over by the Department.

An important development after 1928 was the creation of intermediate schools as links between primary and high schools. These schools, created in the wake of the 1927 Hadow Report in England, drew children aged 12 years from a ring of contributing primary schools. They offered a two-year course, with appropriate attention to science, manual training, domestic science, and the predominant economic interests of the local area. In retrospect, the intermediate school concept did not work very well, mainly because of the expense and organisational problems

involved in providing separate schools for a two-year course. In 1936 there were only two separate intermediate schools in Queensland, though intermediate classes were attached to a number of high schools.

The first suburban, multilateral (offering a variety of courses) State high schools in Brisbane were opened at Wynnum in 1942 and Cavendish Road in 1952. Country high schools have always been multilateral, mainly because the size of their localities would not permit the provision of separate schools similar to the Commercial, Domestic Science and industrial High Schools in Brisbane.

Expansion of State secondary education 1957-1982

In August 1957 there were 37 State high schools, and 34 secondary departments attached to primary schools in Queensland, with a total enrolment of 15 444 (including correspondence students). After 1957, the Department further extended secondary education by liberalising the awarding of scholarships, opening many new secondary schools and instituting transport services for isolated students. By 1980 the number of State secondary schools in Queensland had almost tripled to 135 high schools and 68 secondary departments, while enrolments had increased to 105 427. In the same period, Queensland's population increased from 1 392 384 to an estimated 2 213 000.

Although this expansion was largely enabled by the more favourable economic conditions in Australia during the 1950s and 1960s, the forces which helped to bring it about and shape its course were diverse and complex. Of the many demographic, industrial and economic movements, changes in community attitudes, and new perceptions of societal needs which occurred in the period 1930-1957, the following had a particularly significant influence on the demand for secondary education:

- The moderate increases in the State birth rate in the 1939-1941 and the more rapid increases in 1942-1947. These increases were reflected in the numbers completing primary schooling in the period 1952-1960. Moreover, in the period 1949-1959, the retention rates in the final year of primary schooling increased from 59 to 85 per cent.
- The relative affluence of the 1950s, 1960s and early 1970s throughout the western world. These were also periods of rapid scientific and technological advancement, which led to a demand for increased numbers of workers with special skills in the sciences and technology.
- An acceleration in the movement of the workforce from occupations in primary and secondary industries to occupations in service industries and the professions. As a result, a much larger proportion of the workforce was employed in clerical, administrative and professional positions.

By 1960 almost 80 per cent of 14-year-olds were remaining at school of their own volition, so that it could be said that the Watkin Committee's recommendation in 1961 that the leaving age be raised to 15 sought to recognise a *fait accompli*. The Watkin Committee (chaired by H. G. Watkin, Director-General of Education) also recommended that this extension in the years of compulsory schooling should be coupled with a reduction in the age of transfer from primary to secondary school and the provision of new secondary curricula. These recommendations were largely implemented under the *Education Act* of 1964. Under this Act, secondary school curricula and examinations became the responsibility of two new administrative bodies, the Board of Junior Secondary School Studies and the Board of Senior

Secondary School Studies. During the second half of the 1960s these Boards kept the Junior and Senior syllabuses and examinations under constant review, in an effort to cater for the wider range of abilities and future vocations of the students then entering the secondary school. In some cases, as in certain of the Senior science subjects, such as physics, biology and chemistry, completely new courses were introduced.

In an attempt to provide for the large proportion of secondary students who did not intend to continue on to higher studies, a range of modified Junior courses was introduced in 1965. These included courses in English Expression, general mathematics, general science, social studies and homecrafts. The Radford Committee, appointed in 1969 to review the system of public examinations for Queensland secondary school students and to make recommendations for the assessment of students' achievement, suggested in its 1970 report that public examinations be replaced by a system of internal school assessment.

The Radford Committee's recommendations were enacted in the *Education Act Amendment Act (No.2)* of 1970. Consequently, the Junior and Senior examinations, first held in 1910, were held for the last time in 1970 and 1972 respectively. The Scholarship examination, first held in 1873, was held for the last time in 1962, and in 1963 Grade 8 became a part of secondary schooling. These changes meant that no Queensland school student in 1973 was required to sit for a public examination. The century long reign of the public examination was over. Freed from the constraints of public examinations, syllabuses could now be significantly revised and teachers given much more freedom in interpreting and teaching them.

Overall responsibility for implementing the Radford proposals was given to a Board of Secondary School Studies established in 1971. As it was some time before the new broad framework syllabuses could be prepared by the Board, most schools in the early 1970s continued to rely on the old, more prescriptive syllabuses. Nevertheless, between 1971 and 1978, 70 new syllabuses were written, trialled, piloted, brought into full operation and in some cases revised. The new English syllabus, for example, had been written and trialled by 1973, and was progressively introduced to Years 8-12 between 1974 and 1979. In addition to syllabuses devised by the Board, some schools have constructed their own syllabuses for what then became designated as 'school subjects'. From 1981 further changes in assessment procedures will be progressively implemented on the recommendation of the Scott Committee, which was established by the Board of Secondary School Studies in 1976. The Scott Committee recommended that a competency-based system of assessing and reporting students' achievements be implemented.

One of the effects of the introduction of internal assessment and of broad framework syllabuses was a marked increase in the workload of teachers, with respect to curriculum development and assessment, as well as changes in the nature of the work that teachers were asked to perform. The Radford Committee anticipated these problems, as the following extract from its report indicates:

With added responsibilities for the delineation of courses and for assessment, teachers will have responsibilities broader and deeper than they have been expected to shoulder in the past in assessment of achievements and in curriculum development.

To meet these and other long-standing needs, the Department made provision (or extended existing provisions) for a large number of support services, some of which were school-based. Some of these provided professional, specialist support, while

others provided non-professional support designed to free teachers from clerical and similar duties to allow them to concentrate on the professional aspects of their work with students. As described in the earlier section on primary education, these initiatives included the appointment of teacher-librarians, resource and remedial teachers, and teacher aides, as well as the extension of guidance and resource services and in-service education.

As with primary education, these developments have been accompanied by changes in secondary school architecture. In 1972 a detailed evaluation of secondary school building designs was commenced, and in 1973 Cabinet approval was granted for the planning of a new concept designed around a faculty-based campus. A new high school built to this design was opened at Craigslea in 1975, the centenary of the Department's establishment.

CHAPTER 3

TECHNICAL EDUCATION

Origins of technical education 1881-1902

During the 1860s and 1870s, formal education in Queensland beyond primary level was conducted almost exclusively in grammar schools. These schools were expensive and thus available only to the wealthy. There were some individuals, however, who could not afford a grammar school education but were interested in further education which would provide a form of upward social mobility. The middle class liberals of the time encouraged such attitudes to education. In 1872 Charles Lilley, for example, urged that the North Brisbane School of Arts and Sciences should be used as a centre for teaching young mechanics and tradesmen the elements of the useful arts and sciences. Lilley believed that such an education would lead to greater industrial efficiency and productivity and would also further the careers of these young men. Technical classes were established in that year but failed to continue beyond 1872.

It was not until 1881 when J.A. Clarke and C. Waagepetersen took regular classes in mechanical art and freehand drawing that technical education proved successful. The students included some schoolboys and also men studying in such fields as architecture, carpentry, ship-building, surveying, photography and engineering. In 1882 the Brisbane Technical College began formally, as a result of efforts by the President of the North Brisbane School of Arts, the Hon. J. Douglas, formerly Premier of Queensland.

A sub-committee of the North Brisbane School of Arts was formed to control the College and an annual grant of £600 was obtained from Parliament. In 1882 the college had nine teachers who gave instruction in 11 subjects to 80 students. There was no systematic approach to courses of instruction.

By 1889 the College's activities were made distinct from those of the School of Arts, and the work of instruction was placed under D.R. McConnel who systematised instruction and remained in control for 20 years. In 1892 a pound for pound subsidy was instituted, which meant that such classes as typewriting, shorthand and bookkeeping, which attracted large numbers of students and required little apparatus, were most profitable. Science classes attracted small numbers, were unremunerative, and often could be maintained only by the enthusiasm of the instructors. The *Brisbane Technical College Incorporation Act* of 1898 set up a council consisting of six Government representatives, three elected by the subscribers and three elected by certified students. This council controlled the College for the next 10 years.

Outside Brisbane, the technical colleges were limited neither by statute nor by regulations. Classes of technical instruction were held in 15 centres, usually in conjunction with the School of Arts, and, as reports by district inspectors showed in 1901, the funds supplied were used in a variety of ways unconnected with technical education. One instance was where a violin teacher taught private pupils listed at a technical college and split the Government subsidy with the college. As students selected their own subjects, often with no clear objective in view, studies were often not co-ordinated towards preparation for a vocation. The first technical college which prepared students for a specific vocation was the Charters Towers School of Mines

which opened its doors to 100 students in 1901, under the supervision of the Department of Mines.

Towards the end of the nineteenth century, the Government wished to rationalise technical education in Queensland since it was considered that one of the reasons for the industrial and trade successes of Germany at Great Britain's expense had been efficient German technical education. The desire to integrate a more efficient technical education into the general education system, in the name of national efficiency and self-survival, led to a sequence of reforms.

Development of technical education 1902-1964

In 1902 a Board of Technical Education was created to advise the Minister.

In 1905, as a result of disagreements between the Council of the Brisbane Technical Education and the Department, the Board was abolished and a separate branch of the Department of Public Instruction was created to exercise greater control over technical education.

R.M. Riddell, as Inspector of Technical Colleges, was placed in charge of this branch. The Inspector's duties were to foster and develop the system of technical education, to inspect the technical colleges, and to supervise the grants. After 1905 the various colleges were placed on a more uniform footing with regard to the syllabus, examinations and endowments. As the reports of the Inspector drew attention the wastefulness and overlapping of the three Brisbane technical colleges (North Brisbane, South Brisbane and West End), the *Technical Instruction Act* of 1908 was passed, amalgamating them into the Central Technical College and providing for direct State control. After the passing of the *Technical Instruction Amendment Act* of 1918, the control of the country colleges was gradually transferred to the Department of Public Instruction.

In 1914 the Brisbane Central Technical College occupied new buildings adjacent to the University of Queensland. The Diploma of Engineering work of the College was then co-ordinated with that of the Faculty of Engineering of the University.

A few years later, at the conclusion of World War 1, technical colleges provided rehabilitation trade courses for ex-servicemen. Shortly after this, in 1924, a major step in the public recognition of technical college qualifications was made when the holders of prescribed diplomas were given the right to 'letters' after their names.

When the Depression of the 1930s came, it was hoped that unemployment would be alleviated if the jobless were taught trade skills, the unskilled workers being the first to be affected by the Depression. Furthermore, the Government saw a political danger in having so many young men idle. Unemployed youth were consequently encouraged to attend free training in various technical skills at the technical colleges.

After the outbreak of war in 1939, the Technical Education Branch trained thousands of skilled workers for munitions works, the aircraft factories and the technical branches of the services. At the end of the war, Commonwealth Reconstruction Training Courses were provided for ex-servicemen in the technical colleges. The post-war period was a difficult one for the Technical Education Branch. Although the equipment and machines of the colleges had been in use for long periods during the war, it had not been possible to replace them as they depreciated. As a consequence, the branch was faced with the task of replacing heavy equipment in the post-war period when salaries and other running costs were rising.

Technical education 1964-1982

The remarkable post-war growth of secondary industry created a growing demand for trained personnel at both the technician (tradesman) and technologist (professional) levels. To meet this demand, technical education was reorganised in the 1960s, many of the existing colleges being raised to tertiary level and others being created to provide additional technical education. Acceptance by the Commonwealth Government of the 1964 Martin Report, which recommended that increased funds be made available to the States to help establish autonomous tertiary-level institutes of advanced education, provided the financial support for this reorganisation. The *Education Act* of 1964 provided the necessary legislative basis for the reorganisation. It created a Technical Education Advisory Council, with members from industry, commerce, education and Government departments, which was responsible for advising the Minister for Education on the future development of technical education.

Consequently, in the late 1960s and 1970s, technical education divided into two streams. Tertiary-level institutes of technology were established at Brisbane in 1965, and Toowoomba and Rockhampton in 1967. These were granted autonomy in 1971. Furthermore, to help fulfil the demand for technical or certificate-level studies, a perimeter of specialist technical colleges was established around Brisbane in the early 1970s, each specialising in one or more of the sub-tertiary functions of the Central Technical College, which was phased out. These colleges were situated at Yeronga, Eagle Farm, South Brisbane, Ithaca, Kangaroo Point, Coorparoo and Seven Hills. At the same time many of the country colleges, e.g. Mt Isa, Cairns and Bundaberg, were moved into new accommodation, separate from the high schools.

The recommendations of the Martin Report and the *Education Act* of 1964 also led to a reorganisation of post-secondary agricultural education. The Department of Education recognised that the elevation of the Queensland Agricultural College at Lawes to tertiary status would leave the State without institutions for agricultural education at sub-tertiary or technician level. The *Rural Training Schools Act* of 1965 filled this gap by providing for post-secondary schools serving particular industries. The first of these rural training schools was opened at Longreach in 1967 to serve the wool industry. Schools were later opened at Emerald in 1971 to serve the beef industry, Claredale in the Burdekin region in 1976 to serve the tropical and sub-tropical coast, and Dalby in 1979 to serve the grain industry.

A further period of rationalisation of post-secondary education began in 1974, with the release of the draft report of the Australian Commission on Technical and Further Education. This report recognised that because of rapid school change and the creation of new industries, society's needs and expectations for technical education had changed in the previous decade. It recommended that community resources for adult and technical education be rationalised and expanded to meet these new needs and expectations. In consequence, further funds were made available to technical and further education in 1975-76, and in January 1977 the integration of the two areas was completed and TAFE formally came into existence.

In the past three years new TAFE colleges have been opened and existing facilities improved. Courses offered have been greatly expanded, particularly in the area of pre-vocational courses and courses designed to foster greater community involvement in technical education. In fact, the basis of the TAFE conception has been the identification of local colleges with the needs of the local community.

The education of apprentices

The education of apprentices has always been an important feature of technical education. Even since the creation of technical classes, large numbers of apprentices have attended, but prior to the more direct control of apprenticeship by the State, students exercised their own discretion in selecting subjects of study and had little guidance from those connected with their respective trades. During the early part of the twentieth century organised craft unions were opposed to the employment of unskilled and child labour. They supported the policy of a compulsory, systematic technical education for apprentices as a means of restricting the number of apprentices to the journeyman, and of excluding unskilled labour. The decisions of wages boards and arbitration courts also encouraged this policy.

The establishment of trade advisory committees in 1915 for carpentry and joinery, electrical work, fitting and machining, and plumbing marked a new step towards the co-ordination of industry and technical training. In the following year, electrical engineering apprentices throughout the State were required to attend classes if resident in certain districts. In 1920 a Central Apprenticeship Committee was established to supervise training and to conduct examinations for those desirous of entering a trade. After the proclamation of the *New Apprenticeship Act* in 1924, the control of the scheme and the registration of apprentices passed to the Public Works Department and did not return to the Department of Public Instruction until 1932.

Since then, changes in legislation dealing with apprentices have stabilised and developed the apprenticeship scheme, and eased considerably the burden of night classes for many trade courses. In this respect, an important development in the 1970s was the advent of block release training in 1971, which has enabled apprentices to attend technical colleges for longer blocks of time. The introduction of pre-vocational courses in the 1970s has also meant an improvement in the standard of apprenticeship training.

Technical education by correspondence

The Technical Education Branch was one of the first bodies in Australia to provide tuition by correspondence. This is understandable when the geography of the State is considered. In 1911 correspondence lessons were prepared for students of commercial subjects. By 1926 electrical apprentices in remote country areas were undertaking their courses by correspondence. Originally, the Central Technical College was responsible for correspondence students. However, in 1945, a separate Technical Correspondence School was established to serve the needs of students in areas not directly served by colleges. To meet the changed conditions of the 1970s, the number and variety of courses offered by the Correspondence Schools have been greatly increased in the past decade.

In the past, technical education has made a worthwhile contribution to the education of the State. It has proved relatively responsive to social and economic demands, has supplied some of the leaders in the fields of mining, architecture, industry and commerce, and it has provided an alternative secondary and tertiary education for many who, otherwise, would have failed to receive such an education.

CHAPTER 4

TERTIARY EDUCATION

The first steps towards the provision of tertiary education for Queensland students were taken in 1870, only 11 years after Queensland had become a separate colony. *The University Act* of 1870 provided for the local examination of candidates for scholarships to universities in Great Britain and Ireland. The *University of Queensland Act* of 1909 established the University. The appointment of the Senate in 1910 represented the culmination of 40 years of effort to make tertiary education available to Queenslanders in Queensland. The University of Queensland opened in 1911, in the former Government House near the Botanical Gardens in Brisbane. Courses were offered in the faculties of arts, science and engineering, and correspondence courses were offered to students unable to attend lectures.

The University of Queensland transferred after 1949 to the present site at St Lucia, although some faculties also functioned off campus, for example, dentistry and medicine. In 1961 the University College of Townsville enrolled its first students: 92 were to attend full-time and 88 part-time. This college became the James Cook University of North Queensland in 1970.

Planning for Griffith University began in 1963. Following the *Griffith University Act* of 1971 this university was opened in 1975. This university offers courses in four schools – Australian Environmental Studies, Humanities, Modern Asian Studies and Science. This is an innovative approach to tertiary studies and makes Griffith University different from the University of Queensland and the James Cook University of North Queensland.

The rapid development of colleges of advanced education dates from a recommendation to the Commonwealth Government in 1964 for the promotion of non-university tertiary studies. It was planned that the new colleges would lead to professional qualifications, and thus be broader in their scope and purpose than the existing technical colleges. They would also differ from universities by being primarily teaching institutions and emphasising applied studies.

By 1967 five colleges of advanced education had been established in Queensland: the Queensland Institute of Technology (Brisbane), Capricornia (Rockhampton) and Darling Downs (Toowoomba) Institutes of Technology (later known as Institutes of Advanced Education), the Queensland Agricultural College (Lawes) and the Queensland Conservatorium of Music (Brisbane). A Board of Advanced Education was established in 1970 to encourage, plan and co-ordinate the development of colleges of advanced education. A significant development in the history of these colleges came in 1971 when each became an autonomous body under the control of its own college council. A year later the State Teachers Colleges at Kelvin Grove, Kedron Park, Mt Gravatt and Townsville became autonomous colleges of advanced education.

One of these, Kedron Park, together with a new campus at Carseldine, formed the newly established North Brisbane College of Advanced Education. In 1973 the Brisbane Kindergarten Teachers College was designated a college of advanced education which, in 1974, became autonomous.

A review of teacher education was made in 1978 to improve the quality of both pre-service and in-service courses of teacher education.

In 1982 the North Brisbane, Kelvin Grove and Mount Gravatt Colleges of Advanced Education and the Brisbane Kindergarten Teachers College were amalgamated to form the Brisbane College of Advanced Education, and the Townsville College of Advanced Education was incorporated into the James Cook University of North Queensland.

CHAPTER 5

SPECIAL EDUCATION

Development of special education to 1947

It has rightly been claimed that there is no such thing as a normal child, in the sense of a statistical average endowed with a human face. All children are unique individuals with widely differing talents and aptitudes. There have always been children in the community, however, who are conspicuously different. These special children suffer a wide range of disabilities – physical and intellectual handicaps, emotional instability or social disadvantage. Schools today are better equipped to help such children because of the great advances made this century in educational psychology. In the nineteenth century, however, when education for the average child in Queensland was limited to a few years of elementary schooling, children with special needs were virtually ignored. Special education in Queensland has been provided from two different directions. There was firstly the provision of educational opportunities through voluntary organisations for children with physical disabilities. The second direction, to develop much later, was active Government intervention to provide special education services.

It is interesting to notice the order in which disadvantaged children have been assisted. The first group of children to receive special educational provisions were the blind, then the deaf. These disabilities affect the children of all social groups. Concerned parents were joined by doctors and interested community bodies in 1888 to establish a home and training centre for the blind. The movement attracted much public sympathy and in 1893 the school was granted a Government subsidy. From 1897 deaf and blind children were educated separately but were housed together.

It became possible for blind and deaf children to complete their formal education through to Scholarship and, by the early 1950s, to continue on to Junior and matriculation. Although the Department of Public Instruction assumed full responsibility for educating these children in 1931, the level of parent and community involvement in their education has remained high. Contrast the early development of these schools with the slow progress towards providing special education for children who have intellectual and emotional problems associated with learning. Realistic moves to provide education for these children did not come about until the educational renaissance of the 1920s. This slowness of provision can be attributed to several causes. Firstly, the past low priority on education in general meant that there was little concern for children who failed in the standard school system. Wedded to this was the assumption that if such children failed, it was simply their own fault. This is obviously not the case with blind and deaf children.

Educationists also were not aware of the magnitude of many learning problems. Above all these, however, there was the sad reality that most children in this disadvantaged group came from poorer homes. Their parents, largely ill-educated and inarticulate, were unable to organise self-help groups or muster public sympathy for their children. A certain stigma was attached to the opportunity school child (and his parent) which other areas of special education did not have to combat.

The guiding light behind the establishment of opportunity schools in Queensland was a man of unusual insight and compassion, District Inspector W.F. Bevington. Early in 1923 Bevington prepared a plan to provide special classes for children who were not making normal progress in school. The first special class was formed at the South Brisbane Boys School, where two Sydney-trained assistants, Misses H. Young and

D. Huxham, were appointed to take charge. Other classes were formed at Fortitude Valley, New Farm, Ipswich, Rockhampton, Townsville and Toowoomba. There were 240 pupils in these seven classes. Other classes were formed at Buranda and Leichhardt Street Boys School to cater for the more difficult cases. In all, 15 teachers were employed in the classes in 1923. For the next 12 years Bevington supervised the development of these special schools.

The problem was enormous. Children needing special attention varied from normal students with emotional learning problems to subnormal children who could not talk or co-ordinate their movements. Bevington's classes later became a dumping ground for behavioural and disciplinary problems. Teachers who were unsympathetic to the idea of the special classes or ignorant of their purpose threatened to send lazy children 'to the Dunce's school'. This prejudice against the special classes led the Department in 1926 to rename the centres opportunity schools.

During the next six years the numbers of schools and pupils remained relatively constant. At the conclusion of the first 10 years of the scheme, 1995 children had been admitted, and of these 504 had been returned to the normal classes. In 1935 Inspector Bevington became Acting Chief Inspector of Schools and during the remainder of his Departmental career engaged in administrative duties at Head office. During the following four years, inspections of these schools were distributed among seven different inspectors who unfortunately had neither Bevington's knowledge nor his concern. Thus the unity of control and direction which marked the earlier period soon disappeared. In 1936 the South Brisbane Opportunity Classes were transferred to Dutton Park where a school with its own domestic science centre had been erected. Miss Kathleen Sheehy, a teacher at the South Brisbane Opportunity Classes since 1923, was appointed headmistress.

Development of special education 1948-1957

The establishment of a Research and Guidance Branch in 1948 was a major step forward in the development of special education in Queensland, if only because it enabled more effective supervision and control over admissions to opportunity classes. Because its main initial function was to provide a guidance service, much of its attention in the first few years was devoted to the development of suitable tests.

A 1950 report described what was left of the special classes as 'the worst in Australia'. Another report, prepared in 1952 by W. Wood, with the help of an English psychologist Miss E. Rodwell, outlines a plan for an extensive reorganisation of education for the intellectually handicapped. This report was endorsed by James Lumsden, one of Her Majesty's Inspectors of Schools, who said, 'In no Australian State have I seen as comprehensive and able a report'. Lumsden favoured the formation of opportunity schools, rather than the attachment of opportunity classes to existing schools. He agreed with the plan not to admit children to opportunity schools if their IQ was below 60. The implementation of the Wood-Rodwell Report led to parents forming the Sub-Normal Children's Welfare Association to cater for the education of children with IQs below 55. The Department of Education thus absolved itself of this responsibility, for though it did investigate the possibility of establishing a residential school for subnormal children, it did not proceed with this plan.

While these attempts were made to cater for mildly intellectually handicapped children, efforts were also made to provide for children with other handicaps. In 1934, as a result of activity by the Brisbane Rotary Club, the Montrose Home for Crippled Children was established, and in 1949 the Queensland Spastic Welfare

League was formed, following action by the Valley Rotary Club and the Council of Social Services. In these cases, however, the Department of Education did take responsibility for the children's education by establishing schools in these institutions. Sick children were not forgotten, a school being established at Royal Brisbane Hospital for children who had to spend an extended time in its wards. During the polio epidemic of the 1950s several other hospital schools were established to cater for the affected children.

Another type of school was that for migrant children, established in several of the migrant hostels following the post-war immigration boom. Meanwhile, from the early 1950s, a beginning was made in the training and appointment of specialist teachers. In 1952, selected teachers of the deaf were sent to Victoria for a year's training, and three speech correctionists attached to the Schools for the Deaf and Blind were brought under direct Departmental supervision. These speech correctionists formed a nucleus of a staff which, in accord with the trend in special education, provided remedial support within regular schools.

Special Education Services, 1958-1982

The creation of Special Education Services in 1958, with W. Wood as the first director, was a recognition of the growing importance of special education in the Queensland education system. Between 1958 and 1980 three major trends can be discerned.

Firstly, there has been a move away from the provision of separate 'special' schools for children with learning disabilities. Wherever possible, such children are now integrated into the regular schools, with special classes and assistance being provided within these schools. The beginnings of this trend can be seen in 1956 when a number of blind children began receiving education in specially equipped units within selected high schools, and remedial classes were introduced into primary schools. By the 1970s services were being provided to children in three situations – regular schools, special education units attached to schools, and special schools.

Secondly, there has been a rapid expansion in the number of special education staff, particularly in the variety of specialists such as speech therapists, occupational therapists and social workers. In part this has been due to the trend towards integration into regular schools, and the consequent need for expanded support services for these schools. More basically, however, it has been due to the greatly increased attention given since 1958 to the needs of children with learning disabilities, and to the expansion in the numbers of children attending high schools.

The number of speech correctionists had reached 22 by 1966. The next year, five speech therapists were appointed and, gradually taking over the role of the correctionists, speech therapists grew rapidly in number till 1980 when there were 55. In 1968 there were only three remedial teachers employed by the Division, but this had grown to 300 by 1980. In 1973, the first social worker was appointed, and in the same year, the first resource teacher was appointed to a Brisbane primary school. It was intended that resource teachers would fill a need for services in smaller towns where separate special schools and classes were not needed. In 1974, an ophthalmologist and an optometrist were appointed as part-time consultants at Narbethong, and in the same year, a pilot project involving the appointment of occupational therapists and physiotherapists was begun.

The third major trend in the period 1958 to 1980 was the gradual regionalisation of guidance and special education services. In 1966 regional guidance officers were

appointed in Townsville and Toowoomba in a first step towards providing full guidance services in country areas. By 1970, a district office had been opened in Rockhampton, and in that year a fourth office was opened at Maryborough. By 1976, there were 11 regional offices. In 1976, a Co-ordinator of Education for the Physically Handicapped was appointed in recognition of the need for closer co-ordination of the work of the district offices and in 1977 a Co-ordinator of Education for the Intellectually Handicapped was appointed.

Accompanying the growth in special education services has been a major development in provisions for teacher education in the area. In 1970 Mt Gravatt CAE commenced a three-year course for a diploma in special education, and in 1972 the Department appointed two training officers to conduct a year's full-time course in guidance. Other institutions such as James Cook University of North Queensland and Darling Downs IAE also began special education courses in the 1970s.

An important development came in 1976 with the appointment of an Advisory Council in Special Education under Professor B.H. Watts, to research present provisions and future trends in special education.

CHAPTER 6

EARLY CHILDHOOD EDUCATION

Infant schools

After school ended on Monday, 10 August 1891, about forty female teachers from Brisbane and suburbs gathered at the Central State School in Adelaide Street. It was an historic moment – the commencement of the first training course for early childhood teachers in Queensland, under the guidance of Miss Mary Ann Agnew, the newly appointed Instructress in Kindergarten for the Department of Public Instruction.

During that first week, six different classes were formed with 227 primary school teachers. Each class met one day a week, after school or on Saturday morning, over a period of eight months. Under the guidance of Miss Agnew, they were introduced to the relatively new and strange educational ideas and implements advocated by Friedrich Froebel (1782 – 1852), the father of the 'kindergarten'. The key premise of the kindergarten technique was the belief that the child's moral-actional nature is good-active rather than bad-passive. The educational implications of this basic idea were described by Queensland's Inspector-General of schools, R.H. Roe, in 1909:

Froebel's school is a garden in which each child is a plant, possessing latent human powers instinct [animated] with life and awaiting the opportunity to unfold. His whole system seeks to aid and stimulate this unfolding. Teachers before Pestalozzi and Froebel sought to educate by addition from without...(rather than) to bring to full maturity the child's own nature by development of its inner powers.

Like Roe, Miss Agnew impressed upon her students the great delicacy and importance of this task. In particular, they were taught that the kindergarten methods, consisting of play and the Froebellian gifts and occupations, were not solely a means of keeping children 'occupied and amused'. Nor were they intended only to impart specific knowledge. They were:

to awaken sympathy between the child and his fellows and the world around him, to stimulate and exercise the imagination, and to divert into the right channels the natural desire for activity which all healthy children possess.

A greater contrast to the attitudes and methods of infant teachers before the 1890s could not be imagined! A transfer to infant teaching in earlier decades had been regarded with the same enthusiasm as a punitive transfer to the back blocks. Ambitious teachers, both male and female, avoided infant classes in favour of higher grades which were regarded as more intellectually demanding and consequently as a better 'proving ground' for teachers. Infant classes were left to the most inexperienced teachers. At Petrie Terrace Girls and Infants School in 1887, for example, the infants were divided into 13 drafts managed by seven pupil teachers and only three fully fledged assistant teachers. Drafts were often very large, and teachers resorted to military discipline.

In July 1891 the Department appointed Miss Agnew as Instructress in Kindergarten with the intention of implementing new methods and attitudes in infant schools. This followed a recommendation by the Queensland General Inspector after an 1889 study tour of schools in New South Wales (where Miss Elizabeth Banks was appointed Kindergarten Instructress in 1889), Victoria and South Australia. Back at their own schools, Miss Agnew's students were expected to act as Froebellian 'lighthouses'.

Unfortunately, most lacked the necessary equipment for implementing Froebel's building 'gifts' and such 'occupations' as paper folding, paper cutting and paper

weaving, drawing, modelling and stick-laying. Though five schools (two in Brisbane, and one each in Charters Towers, Rockhampton and Townsville) were selected in 1893 to receive supplies of imported equipment and to act as model schools, the progress of kindergarten in infant schools was limited for many years by the problem of expense.

In 1893, the office of kindergarten instructress was abolished, probably due to the economic stringency of the early 1890s Depression. Progress was slow in the next decade and in 1903, when Miss Agnew was appointed a part-time inspector of kindergarten work, only seven schools had been equipped to use kindergarten methods. Without such equipment, schools were forbidden to attempt the work. Nevertheless, kindergarten work continued to expand in primary schools, and this early work also helped lay the basis for kindergarten and pre-schools after 1907.

Kindergartens and preschools

In 1907, the forerunner of the Creche and Kindergarten Association of Queensland was formed to establish day nurseries and free kindergarten schools for the children of the poor, train kindergarten teachers, and generally to promote interest in kindergarten work. By 1911, the Association had founded three kindergartens in Brisbane. This was a significant development, for where 'kindergarten' had previously denoted only a philosophy and method of early childhood education, used in some infant schools, it now came to be associated as well with a separate kind of school or institution. In the same year, 1911, the Creche and Kindergarten Association established its Kindergarten Training College, four years before the establishment of a general Teachers Training College in Queensland.

Creche and Kindergarten Association activities were heavily subsidised by the State. But at the same time, the Government was considering a rapid expansion of kindergarten activities in State schools. Miss Agnew's observations during a study tour in Europe in 1909 led her to conclude that Queensland's infant schools were 'not up to date, either in the matter of equipment, or generally speaking, in the methods of instruction'. On her advice, a Committee on Infant Schools consisting of Miss Agnew and two other prominent female teachers, was formed in 1910 to advise on Departmental policy. This Committee was active until 1913.

Though restricted to the larger schools, the number of schools using kindergarten methods grew rapidly during and after World War 1. In 1920, 99 schools were on the approved list, and five years later this number had grown to 127, including the 'Special schools for Backward Children' established in 1923. A significant policy change came in 1936 when it was decided to supply kindergarten equipment to one teacher schools in cases where the teachers had undergone training in kindergarten as part of their courses at the Teachers Training College.

Meanwhile, in the late 1930s, a conjunction of influences led the Government to give serious consideration to a direct involvement in the provision of preschool education, an area previously left solely to the Creche and Kindergarten Association. Though subsidised by the State, this Association raised most of its funds by street stalls, collections, raffles and donations. As the Association's kindergartens and day nurseries were created mainly for the children of poor and working mothers, they had been a kind of social patronage, supported by a social elite with a passion for 'doing good works', and hovering on the periphery of real educational needs.

Not surprisingly, the Association's finances were never particularly healthy, a situation exacerbated by an aggressive building and up-dating program in the 1920s.

As the Home Secretary commented in 1929 by that time 'the Association's finances were becoming difficult'. The Depression did not ease the situation. While constricting the finances available to the Association, the unemployment and hardship of the early 1930s increased the number of poor mothers seeking its services and underlined the social value of its work.

By 1937 the Association was reaching a crisis point, and a public debate was developing as to whether the Government should take over responsibility for its work. On the one hand, Archbishop Wand, Anglican Archbishop of Brisbane, believed that 'if the vast amount necessary were done, it would be quite outside the Association's reach. It would be a happy day when the Government was ready to take over the work'. On the other hand, The Courier-Mail argued that 'even if the Government took large responsibility for this work, it could still make good use of voluntary assistance'. The argument for Government intervention was given impetus by the establishment of the first Lady Gowrie Centres financed by the Commonwealth Government, in 1939.

After World War II broke out in the Pacific in 1941, the peculiar military and social conditions of these years, like the Depression years of the 1930s, focused public attention sharply on both the social and the educational value of kindergartens. Admittedly, the public's main interest was in the provision of child-minding facilities, for as the General Secretary of the Brisbane Women's Club said in 1943:

'Many mothers now do war work and would be most thankful for a place where their children could be left in safety during the day; and many families have at least one member doing night shiftwork and find it difficult to keep their homes quiet while night workers get their necessary sleep during the day'.

However, this interest spilled over into true kindergartens as well, and was consolidated by a growing acceptance that 'national efficiency', the ability to win the war, depended on efficient education from the earliest possible age.

Faced by these increasing pressures, the State Government decided on a closer involvement in kindergarten activities. In August 1943, by agreement with the Creche and Kindergarten Association, the Association's kindergartens were handed over to a Pre-School Co-ordinating Committee with equal representation from the Government and the Association. As part of this co-operative scheme, the State Agreed to assist in the reopening of the Kindergarten Teachers College, which had closed in 1942, and to appoint to the Education Department a Superintendent of Preschool Education. In turn, the Committee was to act not only as a supervisory body for the kindergartens, but as an advisory body for the Government in creating a system of State preschool education.

Unfortunately, a Superintendent of Preschool Education was not appointed largely because of difficult conditions, including finance, created by the war. However, on the Committee's advice, it was decided to begin the reservation of land in anticipation that the end of the war would permit the establishment of State preschool centres. By mid-1945, at least 26 sites had been acquired or were in the process of acquisition throughout Queensland.

Because of the continuation of wartime shortages of building materials, labour and teachers in the post-war years, there was no rush by the Government to implement State preschool education. Available resources were fully absorbed in meeting the Department's existing commitments under the *Education Act*. By the time conditions improved, in the mid-1950s, the State was committed to a policy of rapid expansion

of secondary education, a commitment which absorbed all surplus funds. Thus the policy adopted in 1942 of direct State involvement in preschool education, though never abandoned, was not implemented until 1972 when additional Commonwealth funds became available.

The policy announced in 1972 provided for free, non-compulsory preschool education for all 4 to 5-year-old children. The existing structure of independent kindergartens remained to serve younger children and the children of parents who preferred the independent system.

The first three State preschool centres were opened in January 1973. Over the next seven years, a massive building program was undertaken, such that in mid-1980 there were 357 preschool centres in Queensland. Moreover, in the same period, the Department used several means to extend preschool education to areas with populations too small to warrant a centre. In 1974, for example, the Preschool Correspondence Program was inaugurated. The following year the SPAN playgroup concept was initiated to extend the education provided by the correspondence program. SPAN playgroups are small parent-run playgroups designed to provide isolated pre-schoolers with the opportunity to mix in groups. By 1976 there were over 40 of these groups throughout Queensland.

To provide for the preschool education of children in areas not large enough for a centre, but too large for a SPAN Playgroup, the Class 4 Schools Project was initiated in 1976. This involved the appointment of early childhood teachers (qualified to work at both preschool and lower primary levels) to small local primary schools. By mid-1980 131 schools were participating in this program.