service was just beginning. In 1946 the ultimate shape of the peace-time Forces was difficult to ascertain with any degree of accuracy, but it was apparent that both the regular nucleus and the large conscript component would require a basic minimum of general education as an assurance of military proficiency. It was in the Army, with its greater proportion of national service men, that the modifications were most pronounced, but before considering the new scheme it is necessary to examine the implications of the National Service Acts and the provisions for assisting the regular on the completion of his service with the Colours.

During the war the need for conscription had been admitted by the nation as a whole ; it was welcomed, in fact, as the only way of ensuring equality of effort in the attainment of victory. With the cessation of hostilities and the pressing demands for greater industrial production there were many who considered compulsory military service both an unnecessary imposition and an uneconomical use of our limited manpower. In addition there were those who were critical of the interruption which national service would cause in a young man's preparation for a career. These views were not the opinions of a partisan group. Men of all political parties, industrialists and many parents were not convinced that the best way of raising adequate forces was by conscription. A strong case for the form of national service envisaged in the 1947 Bill was put by the Government during the debate and ultimately resulted in the National Service Acts of 1947 and 1948.

In framing these Acts, the Government had to take cognisance of a very important section of the Education Act, 1944, which made it the duty of local education authorities to provide facilities for full-time and part-time education for persons over compulsory school age, and also to make adequate provision for their leisure-time occupations in such cultural training and recreative activities as they were likely to require. This it did (Section 41, the Education Act 1944) in the following words :

"SECTION 41

FURTHER EDUCATION

Subject as hereinafter provided, it shall be the duty of every local education authority to secure the provision for their area of

adequate facilities for further education, that is to say:—

(*a*) full-time and part-time education for persons over compulsory school age: and

(*b*) leisure-time occupation, in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose.

Provided that the provision of this section shall not empower or require local education authorities to secure the provision of facilities for further education otherwise than in accordance with schemes of further education or at county colleges."

Section 28 of the National Service Act, 1948, makes a direct reference to this duty:

"1. The duty of local education authorities under section forty-one of the Education Act, 1944, to secure the provision for their area of adequate facilities for further education shall not extend to any person during his term of whole-time service; and a person shall, during his term of whole-time service, be exempt from compulsory attendance for further education under that Act.

2. It shall be the duty of Service Authorities to provide, so far as may be practicable, further education within the meaning of the said section forty-one for persons during their tours of whole-time service; and, notwithstanding the provisions of the last foregoing sub-section, every local education authority shall have power to provide, or secure the provision of, such facilities for further education for such persons as aforesaid as may be agreed between them and any Service Authority, upon such terms, if any, as may be so agreed.

3. In making arrangements for such further education as aforesaid the Service Authorities shall have regard to any representations made to them or on behalf of bodies of persons concerned with education."

It is thus clear that the Service Ministries, in relation to the education of their personnel, are under obligations similar to those of local education authorities. It should be noted that the responsibilities extend to national service man and regular alike and that the obligation may be met, by agreement, through the facilities of the local education authorities. The extent to which

the Services have taken advantage of this opportunity will be seen later. There is also the important condition that the Services shall pay due regard to representations from the civilian educational world.

In June 1946 the then Secretary of State for War expressed the attitude of the Government towards the resettlement of the regular soldier on the completion of his Colour Service.

> " In the interests of the Army and the Individual," he said, " resettlement should, we think, be provided during the latter months of his service for the soldier on a regular engagement. The object of such training will be to equip the soldier for his return to civil life and work by providing him with a knowledge of conditions and by encouraging him properly to obtain recognised trade or professional qualifications before leaving the Army. . . ."

The paragraphs in the National Service Acts apply with equal force to Navy, Army and Air Force, and the Admiralty and Air Ministry have accepted the same obligation to their regular sailors and airmen as the War Office has to the soldier.

All three Departments in conjunction with the Ministry of Labour and National Service are pursuing this matter of resettlement with vigour. It is recognised that the regular is, in a sense, the vital element in an armed service. Without a sufficiency of regulars, skilled in their own trades, in the training of men, and able to lead the national service man, the latter is bound to suffer and the Services will suffer too. It became urgent to promote the recruitment of the regular, and since the period of service must be limited, often terminating at forty or earlier, good men were reluctant to come forward unless there were good prospects of an after-career. Resettlement is inseparably linked with education in the Services, as it is in civil life, for the latter must always provide the broad basis of knowledge and skill from which the more specialised requirements of employment can be developed.

Three main factors, therefore, influenced the preparation of the plans for education in the Services during the interim period between the end of the release period and the establishment of the Forces on a permanent peace-time basis. These

three factors were as follows. First, the apparent acceptance by Parliament and the nation of conscription as a feature of national life—the knowledge, in fact, that men of all grades of society, and whatever their ultimate professions or trades might be, would spend part of their lives under training as members of the Armed Forces. Second, the new trends in civilian education. Third, the experience gained during the war, and between the wars, in organising education as an integral part of Service life and training.

It was clear that the education schemes of the three Services could not be identical. The Navy and Air Force require a large number of technicians, and the use they can make of national service men is conditioned by this fact. Many naval and air trades require of those who enter them long periods of training and preparation. The duration of compulsory service under the 1947 and 1948 Acts barely provides this opportunity, except for those whose civilian occupations have already given them a considerable measure of the knowledge and skill required. Certain branches of the Army, such as the Royal Corps of Signals and the Royal Electrical and Mechanical Engineers, are, of course, in a similar position. The War Office in planning an education scheme for the soldier had to pay more attention to the needs of the men affected by the National Service Acts because of the large numbers involved.

To appreciate fully the task of education in the Royal Navy, it is necessary to take into account the role, organisation and circumstances of the Service and its personnel. The intellectual standard of both officers and ratings is relatively high. Illiteracy among the men on long-term engagements is unknown. Thus education has always had as its main object the task of providing naval personnel with the fundamental knowledge, primarily in mathematics and science, necessary to enable them to perform efficiently the duties for which they have enlisted. Instruction has generally been provided wherever the men are serving, whether afloat or ashore; further, as all instruction must have a naval bias if it is to be of any value, education officers serve at sea as well as in the shore establishments. In shore establishments and in ships, but particularly in ships, officers of all branches live in close contact. Each has his part to play in the

life of the ship and the education officer no less than the executive officer must be a full member of the naval community, performing not only his special duty as an instructor but assuming where necessary a fully combatant role. Naval officers in general expect education to serve the practical requirements of the Navy. This type of education has developed in response to the demands of the Service over a period of two hundred years, and it is difficult to distinguish between what might be called general education and naval training. These points, and the unique relationship existing between officer and rating, had to be taken into account when plans were being made for naval education during the interim period.

The scheme, as promulgated in May 1946, was a logical development of the Adult Education and E.V.T. programmes modified to suit the requirements of a Service which by that date was composed predominantly of regular personnel on long-term engagements. Thus the emphasis, which during the peak period of release had been on vocational training, was now directed towards technical and basic education, current affairs and cultural activities. Technical education, closely integrated with and inseparable from technical training, predominated; but current affairs was made, as far as was practicable, a compulsory subject. Commanding officers were asked to encourage general education and cultural activities.

In recent years it has become clear that the Royal Air Force will have a critical part to play if this country again becomes involved in a major war. The need for attracting to the Service a greater number of regular recruits is one of the most pressing problems the Air Ministry has had to face since the release period, and although the national service intakes have supplied a solution to a very limited extent, the general problem remains acute. The developments in aeronautical science and aircraft design during the past ten years have been tremendous, and to be a really efficient fighting machine the R.A.F. must provide, as an integral and important part of its training, an education scheme designed to make the officer and airman both proficient in the performance of the tasks allotted to them and sufficiently adaptable in mind and body to be able to meet constantly varying conditions.

Like the Royal Navy, but some nine months later owing to the different rate of release, the R.A.F. in 1946 issued instructions for the full implementation of the General Education Scheme, which since 1945 had tended to be a part, and not the most important part, of the E.V.T. programme. Except for certain residual commitments E.V.T. ceased at the end of 1946. The new scheme was a development of the original one set up early in the 1920's, but was rather more comprehensive ; increased attention was paid to citizenship, current affairs, and those arts and crafts of a cultural nature which are valuable as a medium of individual self-expression. Attendance was voluntary except when a commanding officer considered compulsion was necessary in the interests of the Service. A novel, though not entirely new, feature was the requirement that for each hour granted in working time for educational purposes the airman or airwoman was expected to give at least an equal period of his own time either to class work or private study.

The post-war Army differs in many essential respects from its predecessor of 1939. Then it was a relatively small professional force entirely composed of regulars. Now it is part regular and part national service; the two elements are inextricably interwoven into its texture. They are equally important from a national point of view, but since the training of the national service man depends upon the quality of the regular, the priorities inevitably move in his direction. All this is also true of the other two Services where the two classes are serving together.

As already mentioned, by the middle of 1946 the release scheme of education was becoming less and less appropriate to the needs of the new Army, and yet a complete reversion to the pre-war scheme was not possible in view of its changed composition and the developments in civil education with the statutory obligation of the Act of 1947. All the Services felt in full measure the difficulties and shortages apparent in civil life. Particularly was this the case with regard to educational personnel ; and as the Army, unlike the Royal Navy and the Royal Air Force, was constrained to draw its educational instructors largely from the ranks of the national service men it consequently suffered all the disadvantages of rapid changes of staff.

When the scheme for this interim period was planned these difficulties were foreseen, and although the instructor problem was and still is admittedly acute, the primary consideration had to be the nature and content of the new educational provisions. The wide range of educational standards of the personnel of the Army created a situation which the Royal Navy and R.A.F. escaped to a great extent. It necessitated a scheme which, though flexible enough to suit the many levels of intellectual attainment, was in itself a comprehensive whole.

The soldier was regarded on the one hand as a citizen in uniform for a period, a citizen member of the military community, and on the other as an individual with unique requirements. It was necessary to provide, for the former, general education in the usual fundamental subjects (English, calculation, science, history and geography) and in current affairs and citizenship: and for the latter, individual education, that is to say the making available of the widest possible range of subjects at the differing levels appropriate to a complete age group of the nation.

Briefly, the Army set out to provide general education in working time from its own teaching resources (the Royal Army Educational Corps), and individual education, above the level of the elementary work in the unit, by making the fullest possible use of civilian educational resources and, where this was not possible, by providing army colleges and education centres.

The present situation of education in the Navy, Army and Air Force will be discussed in detail in Chapters Three, Four and Five. At this point it is worth while to consider the underlying principles and philosophy which should govern the education of such a large section of the youth of this country.

The attack on the democratic way of life is now probably more intense than it has ever been. Between 1939 and 1945 the nation fought for the survival of its way of life and institutions, and although the world is apparently at peace, the attack continues in an insidious and more dangerous form. The challenge must be met; to ignore the danger is to invite disaster. The totalitarian community is dynamic and vigorous and its whole *raison d'être* is the conversion of others. Those

who accept democracy as the adult and most satisfactory form of society require the same measure of faith and dynamism if they are to survive.

Dr. W. G. Stead has said that the marks of a democratic society are, first, a readiness to search for the truth and follow it wherever it may lead, irrespective of personal prejudices, vested interest, or the difficulties the quest will encounter, and second, a belief that the problems of society are best solved when all members participate in the solution, refusing merely to accept uncritically a solution imposed from above. This means that in a real democracy each citizen must feel he has a place and a purpose. Thus it is the aim of education to give to the individual a realisation of where he fits into the scheme of things and the skills and knowledge to do so. That he will fail to appreciate his part in society without an understanding of its institutions cannot be gainsaid, and as the existing values of a nation determine its form and structure, education has the task of inculcating these ideals in the minds of the rising generation. This must be the philosophy underlying educational work in the Services.

The mature section of a community—that part of it which at any one period contains its leaders and the guardians of its institutions—often fails to recognise that, although ideals are relatively permanent, form and structure are mutable, and that what appeared reasonable enough to the father in his youth may not be wholly acceptable to the son. The failure to acknowledge this fundamental truth is the cause of that cleavage which frequently exists between an older and a younger generation. The former refuses to accept the desire for progress as a sign of healthy growth, while the latter, in the absence of sympathetic guidance, pours condemnation on an attitude which to it appears totally reactionary.

It is all too easy to level the accusation of ultra-conservatism against the Services, and to some the hierarchical structure accompanied by traditional ceremonial appears anachronistic. We must recognise, however, that their customs and ceremonies are the manifestations of corporate loyalty in organisations which in an age of scientific exploration have constantly to adapt themselves to changing conditions while retaining an

essential stability. There is also little doubt that many a youth has found in the Forces a degree of satisfaction and well-being which his civilian environment has denied him. This is not to suggest that society is essentially imperfect, for all too frequently youth's frustration is due to youth's inability to express individuality in the *milieu* of a highly integrated community. The simpler life of a soldier may, therefore, be a means of assisting many towards the resolution of this conflict.

Eventually both the regular service man and the conscript have to face the return to civilian life, where they will be required to assume the full responsibilities of citizenship. It is their responsibility, not society's, to make the necessary adaptation when the uniform is doffed. How successfully they will do this will depend on the preparation they have received while in the Forces. Service life generally can develop the qualities of initiative and loyalty, which are just as much assets to the civilian as they are to the soldier, by education schemes and other forms of training which have as their aim the development of personality. They must also be unmistakably purposive and not rely for effect on a passive and ill-defined influence. It is reasonable more specifically to suggest that, first, education in the Services should enable a man to acquire the degree of proficiency in mathematics and English which is necessary if he is fully to understand the story of human development as told through geography, history and science. Secondly, the serviceman should grow to appreciate the best in literature, art and music ; thirdly, he should be encouraged to make some preparation for his return to civilian life and employment. These three aspects can be identified in the interim schemes which came into being at the end of the release period, and which with some modifications are still operative. There is also little doubt that in their final form the Services schemes will comprise general, individual and resettlement education, even though nomenclature and emphasis may differ.

During and since the war the relationship between the Ministry of Education and the Services has grown more intimate and has not been without benefit to both. Under official arrangements certain of His Majesty's Inspectors have co-operated with the Royal Air Force and the Inspectors of the

Directorate of Army Education in visiting units at home and abroad in order to give advice and guidance. The prestige enjoyed by H.M.I.s and their breadth of experience have made them more than official visitors, while their attitude to the young instructor has been at once friendly and encouraging. H.M.I.s in their turn have found the Services' work in adult education a project well worth studying, more especially in view of the provisions for county colleges in the 1944 Education Act.

The developments envisaged under this Act have caused the Services—more particularly the Army—to transfer the charge of military children's schools at home to local education authorities. Previously the larger garrisons maintained and staffed their own schools. The position overseas is interesting in that the predominating Service still provides the school but that the teachers are found locally or by secondment from local education authorities.

This is perhaps a convenient place to mention the two new consultative bodies which, in addition to their other functions, help to ensure the interchange of ideas between civilian and Service education. The Central Advisory Council, which had given such a great measure of help during the war years, met for the last time in June 1948; the occasion was marked by the generous tributes paid to it by the Service Departments through their Directors of Education. The gratitude of the Forces as a whole was put on record some weeks later in letters which the Council received from the Admiralty, War Office and Air Ministry.

These compliments were well deserved, for the Central Advisory Council had brought together the educational resources of the country and placed them at the disposal of the men and women in the Forces. As early as 1946, however, changing conditions, some of which have been discussed in this chapter, made it necessary to revise the arrangements for civilian co-operation in Services education. An Army Education Advisory Board and a Royal Air Force Education Advisory Council had been in existence some two years at the time the C.A.C. was disbanded, and the Royal Navy has since formed a similar body. During this time a certain amount of confusion had arisen over the exact role of the three bodies. A happy

solution was reached as the result of negotiations between the interested parties.

The advisory functions of the old Central Advisory Council have been transferred to the individual advisory bodies, which include—by invitation of the Service departments—persons of distinction from the organisations covered by the former C.A.C. The administrative and executive functions were taken over by a similar Central Committee for Adult Education in H.M. Forces, on which the Services are represented by full members. The work, in the field, of the former regional committees is now sponsored by the university extra-mural departments in areas where there are sufficient Service personnel. The new Central Committee acts as a channel for the transmission of finance to the universities. Although the respective Service departments must constitutionally always be responsible for major policy, it is hoped that the new machinery will forge a permanent bond between civilian education and the Forces. Within the broad framework of major policy formulated by the departments with the advice from the advisory boards, many matters of minor policy and execution will fall to be dealt with by the new committee, which will become a free forum for the exchange of ideas between the civilian and Service educational worlds.

This concludes the brief study of the transition from war to peace as it has affected education. Conditions are at present more stable than they were two or three years ago, when the interim education schemes were initiated, and it is now possible to examine the current state of naval, army and air force education with reasonable assurance that the system will remain relatively unchanged during the years to come.