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Education in Bermuda with special emphasis on the supply of teachers.

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BOSTON UNIVERSITY
SCHOOL OF EDUCATION

Thesis:

EDUCATION IN BERMUDA
WITH SPECIAL EMPHASIS ON THE SUPPLY OF TEACHERS

Submitted by

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CHAPTER I
EDUCATION IN BERMUDA

1. Introduction

Purpose of the study.-- The purpose of this study is to investigate the teacher supply problem as it affects the educational system of Bermuda. An investigation has been made of the qualifications of teachers in Bermuda, of their experience both there and abroad, and of miscellaneous information. In Chapter I salient geographical and historical events, as they affect the problem, are briefly stated, the prevailing educational system is outlined, and certain local conditions and their effect on educational practice are discussed. Chapter II contains the tabulated results from an inquiry form mailed to teachers actively engaged in the Bermuda system. The results of the returns from this inquiry form are examined as a source of information which will contribute to possible solutions. The third chapter contains suggested steps which can be taken to improve the caliber of teachers now in service, to make conditions more attractive to teachers, to encourage local youth to enter the profession, and to evolve a more business-like system of obtaining new teachers from abroad.

Justification for the study.-- The selection of good teachers is of major importance because, in the long run, the teacher determines the success or the failure of a school or even of a school system. The old maxim, "As is the teacher, so is the school", is as applicable to-day as it was years ago. Modern buildings, approved administrative techniques, curricula adapted to the needs of the pupil, adequate supplies and equipment, all rank high, but are ineffectual without good teachers. Competent teachers achieve the best results with the materials at hand; poor teachers make for inferior educational results and impede the sound development of the pupils for whom the schools exist. "The fate of society rests in the teachers' hands to a far greater extent than the layman realizes. Upon their skill, their knowledge, and their personal influence depends not only the immediate welfare of the pupils under them, but the shaping of tomorrow's citizenry."^{1/} Little has been done to convince the public that it is the teachers and not the buildings that make for the success of schools. Expenditures on school buildings may easily prove to be wasteful if the teachers are not commensurate in quality and status with the ideals for which the buildings stand. Sound education demands competent teachers.

P/Willard S. Elsbree, Teachers' Salaries, Teachers College, Columbia University, New York, 1931, p. 2.

2. Description and Early History of Bermuda

The size and location of the islands.-- The Bermudas consist of a group of small islands, numbering some 150, located in the Atlantic Ocean. Their combined area of approximately 25 square miles supports, from figures compiled during the last census in 1951, a resident population of 44,540. They are some 600 miles from the nearest point of land, Cape Hatteras, and sufficiently north to be excluded from the group of West Indian Islands to the south. Their location has made them the hub of the Atlantic from earliest sailing vessel days until the modern era of speedy air travel. This fact, along with their isolation and semi-tropical climate, has been sufficient to make them the most popular and prosperous tourist resort in the world.

The discovery and sovereignty of the islands.-- While the discovery of Bermuda is generally credited to Juan de Bermudez on one of his voyages during the early fifteen hundreds, the evidence is not at all conclusive. Many references can be found in the early literature which point to an earlier discovery of the islands. It is conclusive, however, that Bermuda, which is the oldest self-governing colony, first saw the British flag on July 28th., 1609, when the Sea Venture was wrecked on the coral reefs which surround the islands. The ship, commanded by Sir George Somers, was on

its way to Virginia, founded only two years earlier. The ship's company remained in Bermuda for almost a year before it was able to complete the building of two vessels and continue the journey to Virginia. In 1612 the Virginia Company in London sent out its first load of colonists to Bermuda under the leadership of Richard Moore, in the ship Plough. Many hardships beset these early settlers; in 1685 the company in England lost its charter and the islands came directly under the Crown, a situation which has continued uninterrupted until this present day.

3. Description of Present Educational System

The different types of schools.-- Bermuda has no formal education beyond the secondary level, and its present system, according to the latest report,^{1/} attempts to provide for the needs of 7,632 pupils. This education is provided in a number of different types of schools which for purposes of general classification may be grouped under three headings: (1) vested schools; (2) non-vested schools; and (3) private schools. This classification in no way reveals the type of education which is provided but rather designates the system of control and financing. Vested schools are those which receive a grant from government funds but whose operation

^{1/}Director of Education, Annual Report, (1951), The Bermuda Press, Ltd., Hamilton, Bermuda, p. 11.

and control is "vested" in a board of trustees or similarly constituted group. It is not intended to imply that these schools are divorced from the system; on the contrary they must submit to inspection and supervision conducted by the government agency, the Department of Education. The non-vested schools are those which come directly under the Department of Education both as to control and financial operation. The private schools include those denominational schools and those operated independently, both of which receive no grants-in-aid from government funds except in isolated circumstances.

It is in the type of education offered that the greatest problem of classification is encountered. With no clear-cut division between the elementary and secondary offerings, there are few schools which can be rightly classified in one or the other of these two commonly accepted major divisions. The majority of the secondary schools have an elementary department with no uniformity of practice in the division of the two, while the elementary schools have nearly all extended their curricula into the field of secondary education. In only a few cases has there been a clear-cut distinction made, based on established educational practice.

The curricula followed in the schools are essentially of an academic nature, modeled on the educational system of England with few of its more modern refinements, and is

directed towards the School Certificate Examination, an examination considered a successful climax to the complete educational programme offered in the islands. Undoubtedly, it is in this respect that the greatest criticism can be directed at the present system. An elective course of studies, as evidenced in the secondary schools of the United States, does not exist; this means that some seven thousand young people are following a course of study, a successful conclusion to which was reached by only 51 candidates in the best of all years on record.

Segregated schools.-- The school system follows a policy of complete segregation of the two races which form the bulk of its total population, and it has been only in recent years, as the result of much agitation by the better educated element of the coloured population, that a genuine attempt has been made to provide equal opportunity for education for both of the races. As a result of this agitation three secondary schools have been developed for coloured children and rapidly are obtaining an enviable standard of achievement, measured on the basis of results obtained in the annual School Certificate and Higher School Certificate examinations conducted locally under the jurisdiction of the University of Cambridge. ^{1/}

Of the 51 successful candidates for the School Certificate conducted in December, 1951, seventeen were from one of these secondary schools for coloured pupils, the largest number of

^{1/} Director of Education, Annual Report, December 31st, 1951, The Bermuda Press, Ltd., Hamilton, Bermuda.

successful candidates from any one school. It is in this area of segregation that many of the existing educational problems which face Bermuda can be found.

Cost of education.-- The cost of operation of Bermuda schools has not been accurately computed, but it can be best realized from this excerpt from the quarterly report of the Director of Education for the period ending December 31st., 1951:

"The total expenditure for the year 1951 under the head of 'Grants to Schools' amounted to £165,447. 3. 6. (\$463,252.10). It may be mentioned that from this vote are paid the grants to the vested schools, the salaries of the teachers in the non-vested schools and of the specialist teachers, certain small grants to a few private schools and the rents of the school buildings not owned by the government."1/

This does not represent an overall picture of the cost of education in Bermuda, as the figures quoted above do not take into consideration the cost of building or maintenance, nor do they show the amounts received, and consequently expended from school fees in those schools which are still permitted to make a charge. That the government is not unmindful of the need for bigger and better schools, in order that the school leaving age of thirteen years can be extended, is evident in a recent step taken by the House of Assembly, which on February 24th., 1952, added £125,000. 0. 0. to the existing building fund for a programme to extend through 1953.

1/Director of Education, Quarterly Report, December 31st., 1951, Mimeographed, Bermuda.

This programme will make improvements and extensions to all schools and will pay for the building of a much needed new technical school.

Management of the educational system.-- The policies of the Department of Education are laid down by a government board, the Board of Education, which is appointed annually by the Governor-in-Council and which is comprised of members who accept the Governor's appointment for no emolument other than an expense fee for each meeting which is attended. This Board, in 1951, consisted of twelve members, of whom three were coloured. For the most part they are business men or women and only in rare instances have they been appointees who have had any practical experience in educational matters. The Director of Education is the adviser to the Board and the agent for carrying out its policies. He is the head of the Department of Education and has under him an Inspector, two Supervisors, an Attendance Officer and assistant, an Organiser of Physical Education and assistant, and three clerks. Concerning the Board of Education, a coloured principal in one of the government schools recently wrote as follows: "Some of the present members of the Board of Education are manifestly indifferent to certain of their duties and it is difficult to find in their background the justification for their appointment....The Board of Education is not democratically

constituted and cannot operate that way."^{1/}

Slow educational development.-- This brief description of Bermuda and its educational system is enough to suggest its smallness and its remoteness, two factors which have always combined to prevent it from being self-supporting. Its path in matters educational has been largely dependent upon development abroad and the time lag has produced both beneficial and detrimental effects upon its progress; the colony has managed to avoid some of the fly-by-night practices and has adopted some of the proven theories. The history of education shows no cataclysmic changes and few deviations from a slow measured growth. When one examines the present day curriculum, one cannot help but feel that little real progress has been made since the days 300 years ago, when the Reverend Jonathan Burr "undertook to teach writing, cyphering and Latin for nothing, and navigation for a fee."^{2/} The study of navigation must have had a more practical application to the youth of 1651 than does much of our present day offering. The free school idea, which has only come into partial operation during the last two years, was a going concern in 1629 when the first private contributions to education were made.^{3/} Of such are the wheels of

^{1/}Kenneth E. Robinson, Education in Bermuda, Unpublished Doctor's Thesis, Harvard College, 1952, p. 211.

^{2/}Henry Wilkinson, The Adventurers of Bermuda, Oxford University Press, London, 1933, p. 359.

^{3/}Ibid., p. 267.

educational progress!

4. Local Conditions Affecting Education

The tourist industry.-- A small isolated island like Bermuda will have local problems which will be experienced only in places with similar geographical characteristics and a similar way of life. At the turn of the century hardy travellers from the North American continent found Bermuda to be the nearest foreign escape from the rigours of winter, and soon established for themselves a winter colony in this motorless haven. As this influx became more and more known through the efforts of the shipping lines and travel agents, Bermuda's popularity increased until its peak year of 1951 when over 100,000 visitors made their way to Bermuda by ship or plane. This rapid growth in popularity and the subsequent prosperity, which did not even falter during the recent war years when the United States' serviceman replaced the tourist, has made the local inhabitants entirely dependent upon this source of revenue. It is a true statement that Bermuda's only industry is the tourist trade and all occupations, including teachers, are directly contingent upon it.

When the young man or woman is brought up in such an environment which centres around hotel life, and the tempo for living is set by an everchanging tide of visitors who

are seeking relaxation and pleasure, it is extremely difficult to establish interest in further education and in a cultural development. This dependency upon the tourist trade has decided and naturally limited the opportunities of youth and as this treatise will endeavour to show, has had a detrimental effect upon the educational development of this present generation. Education in Bermuda has failed to adapt itself to this rapid change and has made practically no alterations in its curricula or its philosophy.

Occupations.-- What then are the occupational opportunities which are available to the youth of the colony? Principally, occupations contingent upon the sale of articles and the rendering of services of all types to the tourist; the majority of white youths of both sexes end up behind a counter selling the British made goods, which can be bought cheaper than in the United States, or the imported necessities of life to the local population. There are many behind-the-scene occupations in such an industry, such as those clerical duties and the very lucrative importing business which must precede the actual selling. The main accomplishment, then, which the majority of a graduating class from a Bermuda secondary school should have, would be the ability to sell, and yet not one school or organization is offering or has offered any course that would in anyway adequately prepare its students in the techniques of salesmanship. In

recent years the only successful training programme in the commercial subjects has been offered by a small private school outside the established educational system; and the few courses introduced in some of the secondary schools have proven to be nothing more than a weak attempt to cover up an all too obvious deficiency.

The coloured population is faced with a further problem in this respect, for although their efforts have won for them further advances in the opportunity for education, the provision of occupational opportunities has not kept pace. Hotel work and domestic work, for which there is no adequate training in the schools, are still the major avenues into which young coloured people are directed. The word 'directed' is used advisedly as any other opportunities are extremely limited. It is not difficult, therefore, to understand the resulting unrest which is produced by such an unsatisfactory state of affairs.

Unions for teachers.-- Educators the world over, have been discouraged by the extremes to which some labour unions have gone to achieve their ends, and have been slow to form similar groups. Bermuda has proven to be no exception. Unions were non-existent in Bermuda until a coloured agitator began proceedings with the longshoremen during a critical stage of the last World War. The Bermuda Union of Teachers followed their example and became the first reputable organization of

its kind in Bermuda. This organization has done much for the betterment of the coloured teachers in an unobtrusive manner and has shown a genuine interest in the wider educational problems rather than a one track programme of increased salaries. The constitution of the Bermuda Union of teachers does not restrict membership but local conditions have made it an entirely coloured organization. In 1948 white teachers, previously organized into a group called the Assistant Teachers' Association, lead by a minority applied for legal union status and became the first and only union for white people in Bermuda. This organization, too, although less strong than the B.U.T., has done some good work. There is much hope for progress and reform in the potential of these two groups, as evidenced in a recent collaboration on a wage scale report to the Board of Education.

Need for technical training.-- The greatest need in Bermuda's educational system is for an organized programme for technical training. Skilled tradesmen are disappearing with the older generation and in their place is being introduced an untrained, irresponsible type of tradesman who is demanding exorbitant wages for an inferior product. Although Bermuda became motorized by Act of Parliament in 1947, and now has a total of 3,683 motor vehicles on its narrow roads, there are still no schools or school courses for the training of mechanics, and the local car owner has

to depend upon a handful of imported mechanics and a multitude of local garage workers, whose only claim to the trade is a set of tools and a pair of overalls; a state of affairs which is true, also, in the other essential trades. The report of the Director of Education ^{1/} under the heading of Technical Education is significant. "Since the closing of H.M. Dockyard more than a year ago, no facilities for technical education have been available in Bermuda. Reference was made in the report for 1950 to the proposed erection of a technical school for boys on the property purchased for the purpose in Devonshire Parish, and it is hoped that it will be found possible to proceed with this project during the year 1952."

This unhealthy condition has little direct connection with a teacher supply problem but does make a considerable contribution to the prevailing lethargy towards educational matters throughout the small community. When a country is satisfied with an archaic system of education, a system which has failed to keep pace with a rapidly changing environment, and is satisfied, too, with an inferior grade of teacher, inadequate buildings and limited playing areas, little educational reform can be accomplished. The solution of local problems, including the educational ones, will come only

1/The Director of Education, Annual Report, 1951, The Bermuda Press, Ltd., Hamilton, Bermuda, p. 16

from an enlightened citizenry; an enlightenment which should be the primary objective of any educational system. Any proposed reform must come from the island's educational leaders, for it is from them that one must expect the enlightenment and leadership.

Racial contentions.-- No problem has greater significance as far as the Bermuda Islands are concerned, than the rising contentions between the two races. References have already been made to this troubling situation and no consideration of an educational problem such as this can avoid a discussion of it. Too many of Bermuda's government leaders are attempting to ignore it and are adopting the traditional position of the ostrich with its head buried in the sand. Facts, however, show the foolhardiness of such a policy in education as well as in government. In 1940 the ratio of coloured population to white was 62 per cent to 38 per cent, in 1950 the ratio shows a change to 64 per cent and 36 per cent, these figures coupled with the fact that the total population of the islands has increased by 5,308 in the same period, 1,178 white and 4,130 coloured, are sufficient to accentuate the intensity of the wider problem. What relationship have these figures to the particular problem of education? In the main, an increased number of coloured children who must attend school, an increased number of schools and, of course, a greater supply problem of coloured teachers if the segregated system is to

endure, and because of special local conditions this paper is, at the time of writing, of the opinion that it must.

Until recently the white population has not had to face any serious occupational competition from the coloured, but education is one of the few areas in which the necessity to compete has become more observed. The only Doctorate in Education, not Honorary, is held by a negro principal who has already been overlooked for a high government position, in an appointment, which caused the government considerable embarrassment - an issue which was eventually raised in the House of Assembly. The solution to the race problem is one that faces many countries, but in a place as small and as restricted as Bermuda it can only be more acute. It is not the purpose of this study to attempt solutions to such a difficult problem, even if it were possible, but suggestions are offered in the final chapter of this paper for an alleviation of the supply of teachers for schools in Bermuda providing for the needs of coloured and white children.

Parochial schools.-- Another controversial issue, though not so accentuated as the racial problem, is that of parochial schools. One large Roman Catholic school, Mt. St. Agnes Academy, operates in the central part of the island, and is the second largest school. It accomodates nearly 600 pupils of whom 60 per cent are non-catholic. The tenth attempt in the last eighteen years, by the authorities of the Roman Catholic

church, to open a branch school only six miles away, will be made during the next session of the Legislature. Monsignor J. N. Theriault, head of the Roman Catholic church in Bermuda, was recently quoted in the press as follows, "We are making an appeal to the fairness and sense of justice of members of the Government, who no doubt know that freedom of education is sacred and universally accepted; that nowhere in the world is it violated except in those countries under Communist domination."^{1/}

The law which gives the Government power to refuse this permission is to be found in the 1926 amendment to the Bermuda Schools Act, which prevents new schools from being opened without the consent of the Board of Education. The Board has consistently used this prerogative because it feels that well developed plans for improvements to existing schools in the areas are being carried out. A reply by the Governor-in-Council, on one occasion when a petition was refused, stated that the establishment of additional schools by various organizations, whether religious or otherwise, would tend to dissipate and so prejudice the general educational efforts of the colony.

Three recent developments may influence the government in this most recent petition. Two years ago a partial free school system was put into operation. This will make it possible for

^{1/}The Royal Gazette, Roman Catholics Seek Right to Open Schools, Hamilton, Bermuda, (November 8, 1952), p. 1.

children to attend the elementary schools without cost. The recent permission for Seventh Day Adventists to open a school, may be another factor which will influence the legislators. Finally, the present overcrowding of most schools and the inability of the current building programme to keep pace with increased enrollment, may also have its effect.

CHAPTER II

SUMMARY OF INFORMATION FROM TEACHERS IN BERMUDA

1. Local Conditions Affecting Inquiry Form Returns

Procedure for obtaining information.-- The information in this chapter has been derived from the returns of an inquiry form ^{1/} mailed to teachers actively engaged in Bermuda. A letter was written to the Director of Education with regard to this study and his consent and cooperation were obtained. ^{2/} When the inquiry form and accompanying letter were submitted to the Director only one suggestion was offered by him. This suggestion necessitated the deletion of the words in paragraph four of the letter, "When this analysis has been completed, it is hoped that recommendations can be made for improved conditions under which teachers are now working, and under which they will, in the future, be appointed." ^{3/} No explanation was offered with this suggestion and it was agreed to without debate in order that the inquiry form might be in the hands of the teachers before the summer recess. It could only be concluded that the Department of Education did not wish the teachers to know that recommendations might be made, or that existing conditions of

1/Appendix, pp. 56-58. 2/Ibid., pp. 59,60. 3/Ibid., p. 61.

service and appointment were anything but perfect.

The amount of official red tape to which one has to submit in a British colony is already legendary and this project proved to be no exception. The Director agreed that the forms could be mailed to the individual teachers, only after the consent of the heads of their respective schools had been obtained. This necessitated further delay and, as the results will show, limited the field over which the survey could be made. Eventually permission was obtained to circularize 114 teachers.

Reaction to the inquiry form.-- To judge the reaction to this survey one must take into consideration certain local conditions which are not likely to prevail elsewhere. No such inquiry as this has ever taken place there before; nor do the records reveal any similar type of study other than official questions from the Department to the heads of schools, the results of which are not available to the teaching profession as a whole. The plan, therefore, was received with a certain amount of suspicion. Had a personal representation been possible, some of this suspicion might have been dispelled, but it would, nevertheless, have continued to exist in some quarters. The headmaster of one elementary school categorized the inquiry form as 'fishy', and the headmistress of the leading girls' secondary school, in a letter, refused to allow the form to be mailed to her

teachers, as there were certain questions which she herself would not care to answer. No more detailed replies were obtained from either educational leader.

Many of the teachers, because of the insecurity of their positions, were equally as suspicious as some of their principals, and failed to send in returns because the information contained would in many cases have revealed their identity. The fear, too, that some of their replies might eventually reach their employers was enough to prevent others from making returns. The lethargy towards reform, which undoubtedly exists, and the desire of many teachers and heads of schools to retain the status quo, were contributing factors to the scarcity of the first returns. A follow-up of those who failed to make returns had some success, and finally 61 per cent of those who were circularized made returns. The observations made in this chapter are based on these returns and verified where possible from official statistics issued by the Department of Education.

Three major divisions of information concerning the teachers were revealed by this study, (1) information of a general nature pertaining to all teachers, (2) special information pertaining to teachers employed from abroad, and (3) special information pertaining to Bermuda-born teachers. This chapter will deal with this information under these same three categories. The complete report of

the Director of Education for the year 1951, not available until this inquiry had been completed, has revealed recently some duplication of data and because the Director's report is compiled from official sources, excerpts from it will be substituted for less reliable statistical evidence produced by this study.

2. General Information Pertaining to All Teachers

Age of teachers.--- Table I reveals the largest group of teachers in Bermuda to be under 30 years of age. Since most

Table 1. Percentage Distribution by Age of Teachers in Bermuda Responding to an Inquiry Form

Age	Percentage Distribution of Teachers
(1)	(2)
Under 30	36
30 - 39	26
40 - 49	33
50 - 59	3
60 and over	2
Total	100

of these are untrained and have had little experience, they represent the weak link in the chain of teachers. It was disclosed also that the large majority of this age group is coloured, which points the finger at a more specific area of weakness. The small percentage of teachers over 50 years

of age might suggest that an alarming number of teachers drop out of the profession or return to their native lands before they become eligible for a pension at age 65. The inference might be, therefore, that the existing pension scheme does not provide an incentive for teachers from abroad to remain in Bermuda or for local teachers to remain in the profession. Such a situation is apparent in large countries as well as small but would appear to be more acute in Bermuda. In discussing this Koos, et al. say in part: ^{1/}

"Teaching has been notorious as a profession followed for short periods by young men who use it as a 'steppingstone' to some other occupation which they regard as their real life career, and by young women who take it up and shortly forsake it for the role of homemaker. Such a condition has been deplored as making teaching a 'procession' rather than a profession, making it exceedingly difficult to build up a stable staff, and as depriving our youth of the leadership of teachers fully devoted to their work and matured in their ability."

It is of further interest to note that service on the island does not count towards any pension scheme abroad nor is there any reciprocal arrangement with any other country. To the teachers who come from abroad, particularly England, this is a constant source of irritation and many return after a short term of duty in order not to lose pension benefits to which they have previously subscribed.

Qualifications of teachers.-- The establishment of some 1/Koos, Hughes, Hutson and Reavis, Administering the Secondary School, American Book Company, New York, 1940, p. 340.

form of minimum qualifications for Bermuda teachers is a prime necessity for the immediate improvement of the standard. Wherever countries have exercised their prerogative to set up standards, the trend has been to raise them higher and higher with a consequent elevation of the educational product. The teachers in Bermuda run the gamut of academic qualifications from a Harvard Doctorate to a group of untrained teachers who have not yet completed an acceptable secondary-school course. The Director has recently released a statistical table which is reproduced accurately under Table 2, but in a different form in order to follow the general pattern of the data presented in this chapter.

Table 2. Percentage Distribution by Qualification of Teachers in Bermuda Responding to an Inquiry Form

Qualification	Percentage Distribution of Teachers
(1)	(2)
With university degree	
Trained.....	7
Untrained.....	10
Completed secondary school course	
Trained.....	36
Untrained.....	21
Not completed secondary school course	
Trained.....	5
Untrained.....	21

It is apparent from a close scrutiny of Table 2 that little uniformity of practice exists in preparing local teachers for the profession; and that a wide range of acceptable standards for teachers engaged abroad are tolerated. The first group, those with university degrees, is made up principally of these teachers from abroad, augmented by a few local men and women. The disturbing feature of this better educated group is not to be found in the smallness of the percentage, but rather in the fact that more than a half have had no teacher training beyond the undergraduate level.

The second major grouping, those who have completed a secondary-school course, makes up more than half the teachers employed. Once again another large percentage has had very few courses in professional education; for the most part only a limited number of local courses which are not integrated into a comprehensive programme. The returns revealed that the majority of those who have received training have done so on government scholarships in the normal schools of Canada.

The third group, those teachers who have not completed a secondary-school course, only a very few of whom have had any professional training, represent the most distressing feature of the whole educational system. These teachers, who are employed in the elementary schools, are almost entirely

young coloured men and women who are engaged on an apprenticeship or monitor basis, reminiscent of the Lancasterian schools of an earlier day.

Inquiry form comments.-- The inquiry form provided a final section where comments could be made freely and some of these may be of general interest. "One of the worst features of teaching in Bermuda is the total absence of any regular days for sick leave. No substitute is available. I feel there is not much security of position," "Part B sections 1 and 2 are to an Englishman misleading. The schooling before university or college is, apparently, given no place," "I have completed the questionnaire after some hesitation. No doubt it is made in good faith, but a clearer declaration of the purpose of it would have been welcomed. Although no signature is asked for, the details required make it quite possible for identification to be made," "In seeking information re C and D, I found that those I considered an authority could give little or no information," "Consider this and similar studies important. Top few exist. Shall be interested in findings" and "Bermudian children seem closer to the United States and Canada than to England. My own class has six American children."

Salaries of teachers.-- No questions regarding salaries were asked on the inquiry form because it was feared that reluctance to divulge this type of information might dis-

courage some teachers from making a return. However, no discussion of the status of teachers would be complete without a comprehensive picture of the salary situation. Recent action by the Bermuda Union of Teachers and the Bermuda Teachers Association has forced the hand of the Department of Education. A salary scale has been introduced in the non-vested schools and a recent statement ^{1/} by the Director has done much to lift the veil of secrecy that has surrounded the topic so long.

"The salaries of teachers in the free schools are graded according to the qualifications of the teacher, and in the case of head teachers also depend to some extent on the enrolment at the schools. The minimum basic salary payable to an assistant teacher is £250 (\$700.00) per annum and the maximum is £760 (\$2,128.00) per annum in the case of a female teacher and £810 (\$2,268.00) per annum in the case of a male teacher. The salaries payable to male head teachers vary from £650 (\$1,820.00) per annum to £1,250 (\$3,500.00) per annum and are £50 (\$140.00) per annum less for female head teachers. Special allowances are paid to all teachers who have had 20 or more satisfactory years service in Bermuda. A cost of living bonus, which was increased from 10 per cent to 20 per cent on the 1st July last, is also being paid at present. In the case of the non-free schools, grants for salaries are paid by the Board of Education at the rates mentioned above, but the Governing Bodies of these schools may, if they wish, supplement from the private income of the school the grants paid by the Board, and in consequence the salaries payable in non-free schools are on the whole considerably higher than those paid in the free schools."

^{1/}Director of Education, Annual Report, 1950, The Bermuda Press, Ltd., Hamilton, Bermuda, pp. 10,11.

3. Special Information Pertaining to Teachers Engaged Abroad

Domicile of teachers engaged abroad.-- It was revealed that 72 per cent of the teachers engaged abroad have had teaching experience prior to arrival in Bermuda, and further that 84 per cent of them have had experience in only one school since arrival. This latter feature, so contrasted by the movement of local teachers, is a natural result of conditions; teachers engaged abroad, more closely controlled by contract obligations than local teachers, do not have the same opportunity to make changes. Table 3 shows in which country these teachers are residing when they accept appointments to Bermuda schools.

Table 3. Percentage Distribution by Domicile of Teachers Engaged Abroad Responding to an Inquiry Form

Domicile (1)	Percentage Distribution of Teachers Engaged Abroad (2)
British Isles	61
Canada	32
United States	5
Other	2
Total	100

Advising teachers of vacancies.-- The manner in which teachers learn of vacancies in Bermuda schools will have an important bearing on any recommendation for an improvement

of teacher standard and supply. Table 4 reveals that most teachers learn of vacancies by word of mouth, suggesting that notice of teaching opportunities is not being placed through the more efficient services that are available.

Table 4. Percentage Distribution by Method of Appointment of Teachers Engaged Abroad Responding to an Inquiry Form

Method of Appointment (1)	Percentage Distribution of Teachers Engaged Abroad (2)
Someone told you	49
Advertisement	30
College placement	19
Private agency	2
Total	100

Enough consideration is not given in advance to forthcoming vacancies and there is considerable evidence to show that steps to fill vacancies are often not taken until too late.

In July 1951 an advertisement appeared in the local press, advertising a vacancy for the position as Supervisor of Schools with the Department of Education. The appointee was expected to commence his duties on the first day of September. The incumbent of the office had been known to be retiring for some time, having reached the compulsory age limit, and yet no public notice of the vacancy was given until three months before the retirement date. Needless to

say no suitable applicant was found for appointment at that time.

Contracts for teachers.-- It is apparent that most of the teachers from abroad begin their careers in Bermuda under the terms of a written contract. This contract, for the most part, usually specifies three years as the required length of service. It guarantees a return passage to the country of origin at the completion of service, and in most instances includes an increment clause over the three-year period. Bermuda, with its restrictive immigration laws, presents many opportunities for part-time work. A bone of contention to teachers from abroad may be found in the fact that often their contract and the immigration laws combine to restrict their ability to take advantage of those opportunities which local teachers are free to accept. The returns revealed that contracts usually contain a clause making it necessary for teachers to secure permission from the school authorities before taking any other employment on a part-time or summer basis.

For the most part contracts do not reveal the nature of the work to be undertaken, nor do they define clearly the teaching duties or extra curricular activities. The contract is a short printed agreement, on which several of the schools have collaborated, and which is designed for the protection of the employing authorities. It adds little,

if anything, to the overall security of the teacher. Table 5 exposes some weaknesses of practice in the time of signing of these contract forms.

Table 5. Percentage Distribution by Contract Completion of Teachers Engaged Abroad Responding to an Inquiry Form

Contract Completion (1)	Percentage Distribution of Teachers Engaged Abroad (2)
Contract signed after teaching had begun.....	40
Contract signed upon arrival in Bermuda.....	32
Contract signed at appointment abroad.....	28
Total	100

An interview before appointment usually takes place; a statement which 68 per cent of those replying to the inquiry form confirmed. It is rare that this interview is conducted by the head of the school concerned, instead it is more often delegated to an authorized agent residing in the country in which the teacher makes application. In many cases, however, teachers arrive in Bermuda having completed no other formalities than those of supplying copies of credentials, references and perhaps a photograph. In several

incidents recently, particularly during the Second World War, teachers have been shipped back to their country of origin before the expiration of their contracts.

Knowledge of conditions.-- Teachers who secured their positions while living abroad confessed to a surprising lack of knowledge pertaining to vital local information affecting their profession. No less than 52 per cent expressed no knowledge of the Board of Immigration policies applying to foreign school teachers, while only 20 per cent were familiar with a local government pension scheme for the retirement of teachers. Those who replied to the inquiry form agreed in general that information concerning their duties and living conditions had been described fairly accurately before appointment.

4. Special Information Pertaining to Bermudian Teachers

Change-over of Bermudian teachers.-- Few Bermudians have had teaching experience abroad other than that which they received as practice in training institutions. Those granted scholarships for teacher training abroad are compelled by a written agreement, certified by two reputable citizens, to return to Bermuda to teach for a period of three years. Having served out this obligation there is a greater tendency on the part of these teachers to move from school to school within the system. Table 6 throws some light on the extent to which such moves are made. In com-

parison with the figures in this table it is interesting to observe from the returns that 84 per cent of the teachers employed in foreign lands have had experience in only one school in the colony.

Table 6. Percentage Distribution of Bermuda Born Teachers Responding to an Inquiry Form According to the Number of Schools in Which They Have Taught

Number of Schools (1)	Percentage Distribution of Bermuda Born Teachers (2)
One.....	43
Two.....	30
Three or more.....	27
Total	100

Method of appointment.-- Bermudians employed in the schools of the colony were almost equally divided as to the two methods by which they found their present position. A few more than half were told about vacancies, and the remainder replied to advertisements in the local press. Those returning to Bermuda to fulfill the obligations contingent upon their government scholarships were usually placed in vacancies by the Director of Education after consultation with the head of the school directly concerned. Most of these placements were granted a personal interview but since

in such a small isolated community, so much is known about local applicants, the interview does not have the same significance or importance as it does in the employment of teachers from countries many miles away.

Contracts for teachers.-- In direct contrast to those teachers employed abroad, local teachers do not have to submit to the same rigid contract regulations. When giving consideration to Table 7 it should be recognized that many of the teachers making returns were still serving under the original agreement granted under the terms of their scholarship. In the tabulation of these replies such an agreement was not considered as a working contract covering terms of service and outlining duties.

Table 7. Percentage Distribution of Bermuda Born Teachers Responding to an Inquiry Form According to Control by Contract

Control by Contract	Percentage Distribution of Bermuda Born Teachers
(1)	(2)
Teachers serving under terms of a contract....	20
Teachers serving without a contract.....	73
Teachers serving with expired contracts.....	7
Total	100

Knowledge of conditions.-- Except for being completely aware of living conditions in Bermuda, local teachers were no better informed than were their associates from abroad. Twenty per cent were familiar with Board of Immigration regulations (not such vital information to Bermudians), and twenty-eight per cent knew the details of the government pension scheme for retired teachers.

The fact that Bermuda-born teachers can, in many instances, live more economically than those who have to set up a home in the islands, is a constant source for complaint on the part of these imported teachers. Bermudians who are unmarried can live at home to advantage over the single teachers from overseas, who frequently have to pay tourist rates for living accommodation. The remedy for such a state of affairs is not, however, in a different salary scale as has been suggested, but rather on a general increased salary scale for all teachers, which will not make Bermuda's high cost of living such an apparent cause for complaint.

CHAPTER III

RECOMMENDATIONS FOR TEACHER IMPROVEMENT IN BERMUDA

1. Introduction

Need for accelerated reform.-- Twelve years of teaching experience in the system, as an assistant teacher and as a principal, coupled with the facts revealed by this study, have made it clear to the writer that the educational system of Bermuda is in great need of immediate revision. Acknowledging the fact that this should be accomplished over a period of time, an acceleration of reform is urgently needed.

Delimitation of the problem.-- The scope of this work does not extend to a complete programme of educational reform, a plan for which must be in the hands of the administration. Conforming to the limitations set by the purpose of the study, an eight-point programme for the improvement of the caliber of the teachers in the system is now suggested. It has been said many times that the key to the improvement of education, is the teacher. The real problem is to be found in the recruitment, preparation, and remuneration of teachers. A concurrence in this brief statement has provided the limits for this study, and the key to the recommendations now set forth.

2. Increased Salary Scale

Salaries of Bermuda teachers.-- Sound education demands competent teachers. When considering the building programme now being carried out in the colony, one may be disposed to ask whether an adequate balance is being kept between their cost and the salaries paid to the teachers working in them. The efficiency of an educational system cannot always be guaranteed by modern buildings. It is illogical to apply to education the analogy of efficient business methods. In 1951 a salary scale was adopted by the Department of Education through the efforts of the Bermuda Union of Teachers and the Teachers Association of Bermuda. This scale is herewith produced in its entirety in order that direct comparisons may be made. Much opposition was met before the scale became practice but the advantages of a salary schedule are at once apparent. A schedule will settle for the administrator most problems of this nature in an impersonal and objective manner. Although these advantages are largely administrative, they do guarantee teachers freedom from unfair and discriminatory practices. In considering the Bermuda rate it should be remembered that the vested schools can exceed the scale from their own private resources and frequently do so. If any comparisons are to be made with these salaries and those paid in the United States it should be remembered that at the time of writing the English pound sterling is worth \$2.82.

Table 8. Salaries of Teachers in the Non-Vested Schools of Bermuda by Qualification a/

Qualification	Starting Salary	Annual Increment	Maximum Salary
(1)	(2)	(3)	(4)
Uncertificated.....	£250	£10	£300
Cambridge Junior Certificate.....	£275	£10	£325
Cambridge Senior Certificate.....	£325	£10	£375
Higher School Certificate. Men.....	£400	£10	£470
Women.....	£350	£10	£420
Training College 1 year			
Men.....	£500	£20	£700
Women.....	£450	£20	£650
Training College 2 year			
Men.....	£550	£20	£750
Women.....	£500	£20	£700
Approved university degree. Men.....	£590	£20	£790
Women.....	£540	£20	£740
Approved post graduate teacher's diploma			
Men.....	£610	£20	£810
Women.....	£560	£20	£760

a/These figures supplied by the Department of Education. Not yet available in print.

In addition to the scale of salaries special allowances are paid to all teachers who have had twenty or more years satisfactory service in Bermuda. A cost of living bonus, which was increased from 10 per cent to 20 per cent on July 1st, 1951, is also being paid to teachers. When comparing salaries in other countries it is well to remember that there is no income tax in Bermuda, but that the ad valorem form of

taxation, in a country dependent upon imports for most of its essential commodities, more than offsets this burden.

Need for criteria in salary scales.-- Before the establishment of a salary scale, several basic criteria must be given every possible consideration. Practice must be examined in comparable communities, type of school and type of teaching must be considered, the experience and competency of teachers must be measured, the economic law of supply and demand must be applied, and the trends in cost of living must be analysed periodically. This study cannot suggest what salary increases should be implemented, without the necessary evaluation, but based on the knowledge of present inadequacies to attract the type of teacher the system needs, certain recommendations can be made. It is urged that a committee, represented by the Bermuda Union of Teachers and the Bermuda Teachers Association, meet with representatives of the Board of Education to examine the present scale against valid criteria. The tendency in the past has been to base salaries on the caliber of teachers in service rather than on what they ought to be. Based on its findings this committee should recommend that legislation be enacted to bring about an upward revision of the present salary scale. Such an accomplishment would at once prove to be (1) an incentive for young Bermudians to adopt teaching as a profession, (2) an attraction to teachers

living abroad, and (3) an impetus to teachers now in service to reactivate their professional growth.

3. Revised Pension Scheme

Present pension scheme.-- The pension scheme for Bermuda teachers was last revised before the outbreak of the Second World War. It requires that;

1. a teacher must continue to teach until the age of sixty years, unless physically or mentally incapacitated or removed by the Board in the interest of economy and efficiency, to benefit by the plan;
2. said teacher must also have taught in Bermuda for at least ten years to be eligible for pension;
3. said teacher must retire at the age of sixty five years.

The retirement plan does not call for a contribution from the teachers as is the case with civil servants. The pension provisions are;

1. the retired teacher shall receive one seventieth of the average salary for the last five years of service for each year the teacher has served;
2. in no case, however, shall any pension exceed thirty five seventieths of said average.

Little publicity has been given to this pension scheme as is evident from the lack of knowledge displayed by those

teachers who responded to the inquiry form. In his annual report the Director covers the subject in this brief way, "Teachers may retire on pension if they have completed ten years service and have either reached the age of sixty years or have become mentally or physically incapacitated before reaching that age. Retirement is compulsory at the age of sixty five years." ^{1/} The inadequacy of the scheme is at once apparent when it is realized that the maximum pension an assistant male teacher could receive would be in the vicinity of £405 (\$1134.00) per annum. It is, therefore, suggested that the committee to be established for the immediate consideration of salaries, be kept in operation for a similar revision of the existing pension scheme. Such a revision will have a similar effect as will an increased salary scale. It will provide a greater incentive to enter the profession and a practical reason for remaining in it until the retirement age.

4. Increased Teacher Training

Present teacher training.-- Bermuda's educational system is not large enough to support a full scale teacher training institution. The training of local teachers must be done by two methods; (1) in institutions abroad or (2) 1/Director of Education, Annual Report, (1951), The Bermuda Press, Ltd., Hamilton, Bermuda, p.11.

by special courses at home. The first of these two methods is in most cases impossible for the individual because of the expense entailed. In addition to the actual cost of instruction and living expenses, one has to consider the expense of travel to and from the country concerned. In the provision of teacher-training scholarships abroad the Board of Education has made its greatest contribution. The scheme has increased from year to year; during the year 1951 there were nine students at training colleges overseas. In addition to the scholarships mentioned there is also a graduate scholarship available each year, for one year tenable in Great Britain. As has been previously mentioned, the holders of these scholarships are required under bond, to return to Bermuda to teach in the schools under the direction of the Board of Education, for a period of three years after completion of the tenure of the scholarship. From time to time other scholarships have been granted for special purposes and have resulted in benefit to the system. Notable amongst these have been scholarships for training in physical education.

A very recent announcement has startled those interested in the cause of education in the islands, and intimates a complete stoppage to the forward motion of the scholarship plan. In the Bermuda budget for the year 1953, education commands the second highest appropriation, the sum of £323,242

(\$905,077.60). Concerning scholarships the local press had this to say in its report of the budget.^{1/}

"Grants to schools have jumped from £188,259 to £246,197. Only £4,667, however, has been appropriated for teachers' training scholarships.

The Finance Committee has recommended that these scholarships be discontinued and provision has been made for only those already awarded. The sum of £8,850 was originally appropriated for this year."

Public reaction to this announcement was at once manifest in the form of letters to the editor. On November 12th, 1952 in a letter to the editor of the Royal Gazette, one writer expressed his reaction in this manner, "I could not believe my eyes when I read in this morning's Royal Gazette that the Finance Committee had deleted the amounts submitted by the Board of Education for the training of teachers.... I think it unfortunate that the items removed from the estimate, submitted by the Board of Education, should be the ones to fall under the axe of the Finance Committee."^{2/}

The announcement quoted above and the public reaction which has followed has prompted the writer to modify the recommendation concerning increased teacher-training grants. It is recommended that all educational interests combine with the general public in an effort to reverse the wish of the Finance Committee, and join in an effort to provide

^{1/}The Royal Gazette, 1953 Budget Set at £2,454,651, Hamilton, Bermuda, (November 8, 1952), p. 1.

^{2/}The Royal Gazette, Letters to the Editor, Hamilton, Bermuda, (November 12, 1952), p. 2.

additional scholarships for the training of teachers, until such time as an adequate supply of teachers dictates some reduction of the number of teachers in training.

Local teacher training courses.-- The present attempt to train teachers at home is a move in the right direction. Of this scheme, the Director has this to say, "It was mentioned in the report for 1950 that the first part of a local course for untrained teachers had been completed. The second part of the course, which was conducted by the Inspector and Supervisors, with the assistance of a headmaster, was held in 1951. The course entailed much hard work on the part of the teachers, and the industry and enthusiasm which they displayed were most commendable."^{1/}

It is recommended that this type of training be increased, and that it be organized into an integrated course of study over a period of years, which could culminate in some form of a local teaching license. All unqualified teachers, of which there is some 40 per cent, should be encouraged to participate, in order that this group could be eliminated quickly from the system. Such a license might be included in the salary scale and a consequent increase of salary could ensue upon completion of the course. The Director and Inspector, with the help of the Supervisors, should conduct

^{1/}Director of Education, Annual Report, (1951), The Bermuda Press, Ltd., Hamilton, Bermuda, p. 16.

this work, but competent master teachers could be encouraged to participate in the teaching of the courses of study. A further recommendation could then be made that an affiliation with some training institution abroad be sought, and that teachers in such institutions be invited to visit Bermuda during vacation periods to take part in the actual instruction. It would be much less expensive to bring accredited lecturers in education to Bermuda for the summer months, than it would be to send a number of student teachers abroad. Increased teacher training will provide the immediate improvement to the standard of teachers, and the possibility of increased salaries with additional qualifications, will prove to be a further incentive to young people to enter the profession.

5. A Modern System of Supervision

Present system of supervision.-- The Board of Education has recently appointed two full-time supervisors to the Department, who are Grade III civil servants. They are both experienced educators, one of whom has had recent contact with the theory of a modern supervisory programme. The supervision to date, however, consists merely of irregular visits to all schools receiving government aid; information on what type of follow-up took place could not be obtained. Other duties of the supervisors consist of, (1) scrutiny of annual written examinations, (2) responsibility for school supplies

in the non-vested schools, and (3) other departmental work. The traditional type of supervision undoubtedly still prevails; concerning itself mainly with the teachers and their ability to cope with a subject-centred curriculum. Some supervision is carried out by the heads of schools who, after all, shoulder the major responsibility. These heads are, however, in most cases still expected to carry a major teaching load, and have little opportunity for the type of supervision now associated with a modern programme.

A new philosophy of supervision.-- Without immediate additional expense a modern supervisory programme could be initiated. The two government supervisors have the training and ability to establish the needed reform, all that would be required would be the support and consent of all the educational authorities. The support of the heads of both the vested and non-vested schools could be sought. In many cases this would mean the promotion of the new philosophy.

The adoption of a more modern concept of supervision would do much to improve conditions which concern learning and pupil growth. The potentiality of such a recommendation becomes apparent when an up-to-date definition of supervision is considered, and enhanced when a list of activities of the new type supervisor is examined. The "training of teachers in service" now virtually ignored in Bermuda, is itself no longer a phrase in good repute. To-day such a

teacher-centred concept has changed to "a goal-centred concept of supervision, cooperative type of group activity in which teachers, pupils, supervisors, administrators, and all others concerned work and grow together."^{1/} So teachers, too, have a responsibility in this area, but they cannot be expected to assert this responsibility unless the stage is set for such a democratic method of procedure. An efficient, modern supervisory programme would set the stage, and in its effective way add to the strength of the teacher chain.

6. Increased Security for Teachers

Present teacher opinion about security.-- Teachers replying to the inquiry form in connection with this study often stressed the feeling of lack of security. "I feel that little encouragement is given to teachers to settle in Bermuda. I never know when my contract will be ended," "The year to year basis on which we work makes the future rather uncertain," "I don't know whether my contract is still in force or not," were typical of the replies which were received. The continuity of successful teachers in service is accepted as beneficial to any educational system. That the change over of teachers from school to school, the

^{1/}A.S. Barr, William H. Burton, Leo J. Brueckner, Supervision, Appleton-Century-Crofts, Inc., New York, 1947, p. 565.

movement of teachers to other type of work, and the return home of teachers from abroad, all happen too frequently in Bermuda schools, is apparent from the information in Chapter II of this work. A serious consideration of the problems of tenure and dismissal is essential to any successful supply of teachers.

Contracts for teachers.-- Under the present system, teachers from abroad are engaged under the terms of a written contract. Continuance of this practice is desirable as the expense involved of transporting such teachers, particularly from Great Britain, is considerable. Assurance of at least three years of service is the minimum to make such an outlay worthwhile. The criticism of the present type of contract form is that it is devised merely as a method of protection for the employer. The form itself should be extended and, wherever possible, be made more explicit as to the teaching duties and to the extra-curricula activities in which the teacher is expected to engage.

Tenure for teachers.-- The problem of tenure is a much more difficult one to solve, particularly when one takes into consideration the extremes to which it has been carried in some localities. Very often the protection of teachers has become so strong that incompetent and inefficient teachers are allowed to continue in service; in fact it is often impossible to bring about their removal. The danger

in a small community of extending tenure to such extremes is obvious. However, more security in the form of tenure practices is needed. It is recommended that as a guide the Bermuda Department of Education might adapt to local conditions the principles for the control of tenure formulated by the Tenure Committee of One Hundred of the National Education Association.^{1/}

7. Accurate Information About Teaching Conditions

Discontent amongst teachers.-- The returns from the inquiry form did not reveal any wide spread discontent in the ranks of Bermuda teachers, but one is always reluctant to record such information. "Fairly accurate" was the general description of information received about living costs and teaching duties prior to appointment. In conversation with these teachers, however, discontent is much more apparent. Teachers from abroad often complain of the scanty information supplied to them, and are appalled on arrival at the high cost of living. The white secondary schools, in which most imported teachers are employed, make their own arrangements about teachers from overseas and there is little uniformity of practice. Usually advertisements are placed in newspapers, in England the educational supplement of the London Times is often used, and applications

^{1/}Fred M. Hunter, Chairman, "Teacher Tenure in the United States," Proceedings of the National Education Association, LXV (1927), 211-212.

are received. The candidates are then usually screened by a resident of the country who acts as an agent for the school concerned. Heads of schools sometimes combine a pleasure with business trip to make the selection from amongst the prospective candidates. However, the summer time, when they usually go, is not the best time to obtain the most suitable candidates. The information these men or women obtain is either from such an agent, or from some private source which they may have available.

Need for accurate information.-- The recommendation to be made in this respect, is the immediate preparation of a brochure or brochures, which could be supplied to all prospective candidates interested in teaching in Bermuda. It might be found necessary to prepare two such pamphlets to take care of the two main sources of teachers, those from local schools and those from abroad. There has been little attempt in the past to sell the teaching profession, the competition from other occupations, usually more remunerative, has made such a procedure necessary. If Bermuda is to get the type of teacher it wants, then the island must awake to this new type of approach.

Brochure for local candidates.-- The first of these publications should emphasize the benefits of the teaching profession. Complete details of salaries, pensions, and local regulations governing teachers should be presented.

Information about the opportunities for free teacher training should be included, along with details of how to make application for the scholarships available. A brief description of the history of education in the islands, of the present system, and of its management and control would be details of further interest to this group. At present the only information which is given to these prospective recruits, comes from individual teachers or friends, who are often as misinformed as is the general public.

Brochure for candidates from abroad.-- The second of these pamphlets, if the necessary facts cannot be grouped conveniently in one booklet, should go beyond the facts supplied to local candidates. The teacher from abroad needs to know more details about living conditions as compared to his own country. Teachers, upon arrival in Bermuda, frequently admit that their first action when hearing of the vacancy, was to consult an atlas, and then an encyclopaedia for the type of information which a brochure could better describe. The amenities of the island should not be ignored, as many of these prospective teachers, particularly those from Great Britain, often confess that their real reason for leaving home was because of the climate and austerity conditions to which they had to submit. Bermuda has much to offer and should spare no effort to attract teachers, in much the same manner that it has attracted tourists so successfully.

8. Widened Recruitment

Present recruitment.-- Bermuda teachers come from two sources, (1) from the local secondary-school system, and (2) from applicants abroad. Recommendations for the increased recruitment of local teachers have already been advocated and many of the suggestions made previously, if followed out, would make this area more lucrative in its supply. Because of the traditional association with Great Britain, most of the educational inspiration and the supply of teachers, have come from that country. Sixty-one per cent of the teachers from abroad, responding to the inquiry form, came from the British Isles.

Recruitment extended to other countries.-- Recent changes in world conditions have caused Bermuda to become more closely associated with the new world than the old. Striving desperately to preserve old world traditions, while catering almost exclusively to a new world tourist, has created somewhat of an enigma amongst the Bermudian policy makers. One local parliamentarian went so far as to suggest recently an economic liaison with Canada rather than with the mother country. Suggestions that Bermuda be handed over to the United States have been more frequently stated now that that country has established large naval and air bases on the islands. The establishment of these bases has brought another problem to the overtaxed local school system. When

the schools opened in September, 1952, it was estimated by the authorities that some 460 young Americans, most of them in the five-year to eight-year age group, had become pupils in schools from one end of the colony to the other. As long as Bermuda schools are able to provide satisfactory education and can accomodate them, American children will form a large part of the school population. These developments suggest that the authorities should no longer continue to turn the cold shoulder towards the established educational practices in the United States and Canada, but turn to these countries more and more for the much needed educational inspiration. If and when the currency regulations can be relieved, the United States is a logical and economical supply area for teachers, and a better locale for the training of Bermudian aspirants to the teaching ranks.

9. Increased Opportunity for Teacher Growth

General apathy towards education.-- The preliminary training of teachers is receiving some consideration from the authorities, but any growth of the teacher in service is at a virtual standstill. Conditions are conducive to such a state of affairs. An apathetic public which looks upon education as a necessary evil, a teaching body which wishes to retain the status quo, and an authority without vision or experience in educational matters, all make for

an unsatisfactory situation. One that would be hopeless, if it were not for a handful of people scattered through the ranks of the public, the teaching profession and the legal educational authorities. This handful of people, who through their own initiative have become informed, hold within their grasp the hope for the future.

Encouragement for growth in service.-- A publicity campaign bringing to the attention of the teachers and the local authorities, the necessity for growth in service is urgently required. Information about vacation courses, exchange teaching opportunities, and new developments in education is the immediate responsibility of the Department of Education. The establishment of a professional library is now long overdue. "There are no proper library facilities at the department's offices where school teachers can come and see and, if desired, borrow the various educational books and publications that are available."^{1/} An introduction into the system of some modification of the sabbatical year would do much to promote and facilitate teacher growth.

10. Conclusion

Summary of recommendations.-- To summarize the eight recommendations made in this final chapter, it becomes very clear that a more positive approach to the adoption of the

1/D.A.J. Briggs, The Bermuda Civil Service Organization and Methods Report, Hamilton, Bermuda, The Colonial Secretariat, March/April 1951, Part B, Section 22a, p. 5.

practices and the procedures for the retention of successful teachers and for the attraction of qualified applicants, must emphasize quality rather than quantity. If it is the wish to improve the quality of the educational product, then it is necessary to preserve the dignity of the teachers, to promote their professional growth, and to guarantee their social prestige.

APPENDIX

Inquiry Concerning the Status of Teachers in Bermuda

1. PERSONAL DATA AND PROFESSIONAL PREPARATION.

A. Personal Data.

- (1) Age _____ (2) Race _____ (3) Sex _____
 (4) Nationality _____ (5) Marital Status _____ (6) Children _____

B. Professional Preparation.

(1) Graduate of _____ Degree _____ Date _____
 (Name of school)

(2) List any graduate degrees below.

Degree _____ Place _____ Date _____

Degree _____ Place _____ Date _____

Degree _____ Place _____ Date _____

(3) List any teaching certification not stated above.

_____ Place _____ Date _____

_____ Place _____ Date _____

(4) List below any courses in Education which you have completed and which are not covered by the degrees or certificates listed above.

Course _____ Place _____ Date _____

Course _____ Place _____ Date _____

Course _____ Place _____ Date _____

Course _____ Place _____ Date _____

II. YOUR TEACHING EXPERIENCE

A. Prior to appointment in Bermuda.

Name of school	Number pupils	Years taught	Subjects taught	Forms/ Grades
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

B. After appointment in Bermuda.

Name of school	Number pupils	Years taught	Subjects taught	Forms/ Grades
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

III. INFORMATION CONCERNING YOUR APPOINTMENT.

A. In what country were you residing when appointed? _____

B. In what manner did you learn of the Vacancy? Check (/) below.

1. Advertisement.
 2. Private Agency.
 3. College placement.
 4. Someone told you.
 5. Other. (Please specify) _____

C. Were you interviewed personally for the position? Encircle: Yes No

D. If your answer to the previous question was "Yes", check (/) below to show by whom you were interviewed.

1. Headmaster/Headmistress.
 2. Other employee of the school.
 3. Non-resident agent.
 4. Other. (Please specify) _____

IV. INFORMATION CONCERNING YOUR CONTRACT.

A. Have you ever signed a contract for service in Bermuda?
Encircle: Yes No

B. If your answer to the previous question was "Yes", check (/) one of the following to show when that contract was signed.

1. Signed at the time of appointment.
 2. Signed after arrival in Bermuda.
 3. Signed after teaching had commenced.
 4. Other. (Please specify) _____

(3)

0. If you have signed a contract for service in Bermuda, check (//) any of the items below which appear on this contract for.

- () 1. Length of service specified. How many years? _____
 () 2. Periodic increments of salary.
 () 3. Guaranteed passage to and from Bermuda.
 () 4. Prohibited summer work.
 () 5. Prohibited part-time work during school year.
 () 6. Summer work allowed by permission of school authority.
 () 7. Clearly defined teaching duties.
 () 8. Part-time work allowed by permission of school authority.
 () 9. Clearly defined duties other than those in the class-room.
 10. Others of value in this study. (Please specify).
-
-

V. MISCELLANEOUS INFORMATION.

A. Which category best describes the information which you received concerning your official duties before appointment? Check (//) below,

- () 1. Accurate () 2. Fairly accurate () 3. Inaccurate

B. Which category best describes the information which you received concerning living conditions in Bermuda, as observed at the time of your arrival? Check (//) below.

- () 1. Accurate () 2. Fairly accurate () 3. Inaccurate

C. Are you familiar with the policy of the Board of Immigration with regard to non-Bermudian teachers? Encircle: Yes No

D. Are you familiar with the details of the Bermuda Pension Scheme for retired teachers? Encircle: Yes No

E. Comments you may wish to make about this study.

COPY

February 8th., 1952

Mr. C.G.G. Gilbert,
Director of Education,
Department of Education,
Hamilton,
Bermuda.

Dear Mr. Gilbert,

I am embarking on the final stages of my work for the Master of Education degree at Boston University and am faced with the problem of a thesis. I am particularly interested in the area in which I have obtained most of my teaching experience, and for that reason, in conjunction with my adviser, I have selected the problem of teacher supply in Bermuda. I am sure you will agree that it is a perennial problem to administrators, and I hope to evolve in this study some sources of supply other than those now in use, and also to produce some recommendations for an overall easement of the problem. I am fully aware that there may be other problems of a more pressing nature but the one I have outlined is of special interest to me and one in which my experience in Bermuda could be best utilized.

My purpose in writing to you is to secure your approval and perhaps your comments as to the value of such a study. Any steps that I might subsequently take or any methods that I might adopt to secure background material would, of course, be submitted to you beforehand for approval.

Yours faithfully,

Stanley Gascoigne.

COPY

Department of Education,
Hamilton, Bermuda.

16th February, 1952.

Mr. Stanley Gascoigne,
Rivers Country Day School,
436 Heath Street,
Chestnut Hill 67,
Massachusetts,
U. S. A.

Dear Mr. Gascoigne,

I note from your letter of the 8th February that you have selected the problem of teacher supply in Bermuda as the subject for the thesis that you are writing as a part of your work for the Degree of Master of Education.

I think that a thorough enquiry into this subject should prove very helpful, and I shall await the results of your investigation and also your recommendations with much interest.

Yours sincerely,

C.G.G. Gilbert, (Signed)

Director of Education.

CGG:D

676 Hammond St.,
Chestnut Hill 67,
Brookline,
Massachusetts.

March 18th., 1952

Dear

The attached inquiry form is a data-gathering device in connection with a master's thesis which I am preparing at Boston University.

Permission has been secured from the Director of Education in Bermuda for this study and it is hoped that you will find it possible to complete this form and return it as soon as it is possible in the enclosed stamped, self-addressed envelope.

The information on the completed form will be treated as confidential and will not be used for any other purpose than that stated; for that reason, no signature is asked for on any part of the form.

My own teaching experience in Bermuda has given me the desire to make this survey, the analyzed results of which will be made available to the Department of Education in Bermuda. When this analysis has been completed, it is hoped that recommendations can be made for improved conditions under which teachers are now working, and under which they will, in the future, be appointed.

The success or failure of this study will depend on your prompt return of this information. Your assistance in this project will be greatly appreciated.

Sincerely yours,

Stanley Gascoigne (Signed)

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