



MINISTRY OF EDUCATION
SCOTTISH EDUCATION DEPARTMENT

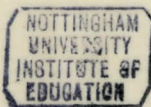
THE TEACHING OF RUSSIAN

Report of the Committee appointed by the Minister
of Education and the Secretary of State for Scotland
in September, 1960

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MEMBERS OF THE COMMITTEE

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Members:

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Dr. G. H. Bolsover, O.B.E. ... Director, School of Slavonic and East European Studies, London University.

Miss M. M. Copland, J.P. ... Headmistress, The Grove Park Grammar School for Girls, Wrexham.

Mr. F. W. D. Deakin, D.S.O.* Warden, St. Antony's College, Oxford.

Mr. F. G. Gregory ... Head of the Modern Languages Department, Latymer Upper School, Hammersmith.

Miss M. E. Heald ... Headmistress, Loughton County High School, Essex.

Mr. V. E. J. Holttum... Head of the Russian Department, University of Glasgow.

Mr. E. A. Moore† ... H.M. Inspector of Schools.

Mr. J. S. Morrison ... Vice-Master and Senior Tutor, Churchill College, Cambridge.

Mr. A. D. C. Peterson, O.B.E. Director, Oxford University Department of Education.

Dr. O. G. Pickard ... Principal, Ealing Technical College.

Dr. D. Shoenberg, M.B.E., F.R.S. Reader in Physics at the Royal Society Mond Laboratory, Cambridge.

Mr. F. J. Tearle ... Managing Director of Associated Electrical Industries (Overseas), Limited.

Dr. Eric Thompson ... Principal, Scottish College of Commerce, Glasgow.

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Scottish Education Department

Mr. P. M. Gillan ... H.M. Chief Inspector of Schools.

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Mr. E. A. Greatwood ... H.M. Inspector of Schools.

Clerk:

Miss E. J. Haycraft ... Ministry of Education.

* Mr. Deakin resigned from the Committee owing to pressure of other work in June, 1961.

† Mr. E. A. Moore was co-opted as a member of the Committee in April, 1961.

MEMORANDUM

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CHAPTER I

INTRODUCTION

ESTABLISHMENT AND METHOD OF WORK OF THE COMMITTEE

1. The Committee was set up in 1960 by the Minister of Education and the Secretary of State for Scotland under the Chairmanship of Mr. Noel Annan with the terms of reference:—

To investigate the possibility of improving and extending the teaching of Russian in the schools and in the establishments of further education of the United Kingdom and to make recommendations.

2. The Committee first met in November, 1960, and held thirteen full meetings. Our sub-committees considered teaching methods, the supply of textbooks and other teaching aids.

3. We consulted the sub-committee of the University Grants Committee under Sir William Hayter's chairmanship, which was already reviewing Slavonic as well as Oriental and African studies at British universities when we began our enquiry. Mr. William Deakin was a member of both committees. We also corresponded with a number of individuals and organisations and received written and oral evidence.

4. We first had to discover which schools and further education establishments taught Russian and we accordingly wrote to local education authorities and to all recognised independent and direct grant secondary schools. We made enquiries about unrecognised independent schools through Her Majesty's Inspectors. The Scottish Education Department and the Ministry of Education for Northern Ireland provided information relating to the establishments within their jurisdiction. Meanwhile we had written to five schools with considerable experience of teaching Russian and with their help constructed a questionnaire which was sent to all schools and further education establishments which were believed to be teaching Russian.

5. Questionnaires were sent out to 342 schools and returned completed by 221 where Russian appeared in the normal curriculum. Other questionnaires were sent to 335 establishments of further education and were completed by 236 establishments which had regular courses running at the time. The returns on which we have based our figures are therefore incomplete; but they are a fair sample, and we have drawn from them general conclusions which we believe to be valid.

6. We wish to thank all who helped us with our enquiries. A list of organisations and individuals concerned is given in Appendix I. To this list we should add all local education authorities, the examining boards for the General Certificate of Education, the university appointments boards and the many Heads of schools and establishments of further education and the many teachers who provided us with information.

7. Our thanks are also due to the staff of the Ministry of Education, the Scottish Education Department and the Ministry of Education for Northern Ireland who have dealt expeditiously with our many enquiries. We owe a particular debt of gratitude to our Assessors and to H.M. Inspectors Mr. E. A. Moore and Miss M. S. Thomson who attended a number of our meetings. They gave us the benefit of their wide experience and guided our footsteps through the maze of the varying educational institutions and practice that exist in England, Scotland, Wales and Northern Ireland. Finally we must record our thanks to Mr. E. A. Greatwood, H.M.I., who acted as our Secretary while loaded with other duties. On him fell the burden of elucidating and collating the answers to our questionnaires and preparing the material before us. His enthusiasm for the Russian language, his wide acquaintance with all the problems of language teaching and his understanding of the problems facing the schools and establishments of further education were of the greatest benefit to our deliberations.

WHY THE PRESENT INVESTIGATION IS REQUIRED

8. The Committee found itself facing a paradoxical situation. On the one hand the growth of the Soviet Union as a world power, and its remarkable scientific and technical advances, have emphasised the importance of Russian and have stimulated a demand for it in schools and further education centres where it has never before been taught. On the other hand the recent winding up of the Joint Services Schools of Languages, which provided intensive Russian courses for national service men and upon which we have been so largely dependent for the supply of Russian linguists and teachers, has deprived us of one of the principal means of satisfying that demand. At the very moment when the study of Russian seems about to gain momentum the source of motive power is threatening to fail. An important part of our task has therefore been to consider ways of providing teachers so that Russian can be extended in schools and in further education.

9. We also found that, in considering how to improve and extend the teaching of Russian, we should have to comment on the school curriculum at large. We have dealt with wider educational problems only so far as they touch our topic directly; but when a problem could not be treated in terms of Russian alone, we have not refrained from advancing a solution even at the risk of trespassing outside our terms of reference.

CHAPTER II

THE NEED TO EXPAND RUSSIAN STUDIES

WHY MORE RUSSIAN?

National Needs and the World Situation

10. Since the war Europe has ceased to be regarded as the centre of the world. The U.S.S.R. is one of the great world powers and with the U.S.A. now dominates world affairs. It is the leader of the Communist states, its political influence is far-reaching, and its scientific and technological achievements are famous. Here are cogent reasons why we in Great Britain must equip ourselves to understand and communicate with the peoples for whom Russian is either the mother tongue or a *lingua franca*. Our scientists and engineers as well as members of the armed forces must be able to read Russian technical literature; our commercial and industrial interests will need Russian to establish closer trading relations; more of our civil servants, social scientists and publicists will have to study Soviet affairs closely.

11. Yet today only a handful of boys and girls study the Russian language and not many more learn about its history or method of government. What language, then, do most of them learn? The figures of the General Certificate of Education examinations speak for themselves. In 1961 at Ordinary level 154,000 (in round figures*) took French, 55,000 took Latin and 25,000 German. Only 1,027 took Russian. In the same year at Advanced level some 16,900 took French, 6,300 Latin and 4,900 German. Only 236 took Russian. While even these figures for Russian are nearly double those for 1960, they are insignificant in comparison with those for French, Latin and German. A fuller comparison of Russian with other languages is to be found in Table 2 (page 10).

12. The reasons for this pattern of language teaching in our schools, of course, lie deep in the history of education in this country. At the end of the last century Latin and Greek were regarded as an essential part of secondary education; French and German were the two most obviously important contemporary foreign languages; and between the two wars a strenuous effort was made to increase the amount of Spanish taught in the schools. Now in the second half of this century the time is overdue to make an even greater effort on behalf of Russian. We cannot afford to allow what has become a grotesque disequilibrium in the teaching of languages to continue in our schools. We must have more people trained to talk, read and write the official language of the U.S.S.R.

13. While the committee has been meeting much has been heard of international tensions, sputniks and space travel; the Moscow Trade Fair and its counterpart in London reflect the growing hopes of increased trade, and some increase has indeed already taken place; there have been cultural

* Provisional figures were provided by the examining boards; they are open to correction.

exchanges of theatre and ballet companies, radio programmes, professors, teachers, students and youth groups. The U.S.S.R. has become somewhat more accessible and the number of British tourists there is growing. All this has had an effect upon the schools. Again and again our informants emphasised that boys and girls at school want to know more about the U.S.S.R. and that this is the mainspring of the urge to learn Russian. Perhaps it is noteworthy that in the year after the Russians launched the first sputnik, the number of schools introducing Russian also soared. This movement among school pupils and their teachers is matched by the increase among adults who are using the opportunities presented by classes and radio courses. Even though our ties with Western Europe will certainly become still closer and our need to know its languages no less important, the desire of boys and girls to learn Russian cannot be ignored.

The Educational Value of Russian

14. There are other reasons for learning it. To know Russian is to possess a new literature and Russian nineteenth century literature is among the greatest in the world. Russian masterpieces in the novel and in drama lose a great deal in translation. Russian poetry, like any other poetry, should be read in the original—in any case, little of it is translated. Soviet literature is one of the keys to understanding the Soviet Union. Linguistically Russian is valuable because the vocabulary is so rich and the expression so subtle: to study it is to gain a deeper understanding of language itself. Russian, moreover, is a key to other Slavonic tongues.

15. Knowledge of Russian is also the key to any profound study of Russia's history and culture. In our universities, as the Hayter Report* emphasised, there are still lamentably few historians or lecturers in politics or the social sciences who are proficient in the language. We need more experts in Soviet affairs, more trained interpreters of our own, and their contribution will go beyond the practical sphere. Indeed it is of little significance to ask whether the value of knowing Russian is cultural or practical, because there is no clear boundary between the two. Even if a scientist learns the language primarily to read technical papers, he is likely to be talking with Russians during visits and conferences and may take to reading Russian literature; our business men, even our athletes and footballers—to mention only two of the many spheres in which our countrymen are now meeting the Russians—need to be able to exchange courtesies with their rivals.

The Need for Russian in Science, Industry and Commerce

16. Many firms in industry and commerce recognise the importance of knowing the language of the area with which they are trading. In 1961 the Institute of Linguists organised a symposium recorded in a pamphlet *The Linguist in Industry*; the Federation of British Industries has set up a working party on modern languages to examine industry's needs and to consider how they can be satisfied. But until quite recently only a few exceptional firms have shown any interest in recruiting employees who have a knowledge of Russian, although more and more firms are now realising the need to take account of Russian technical literature. Where Russian

* Report of the University Grants Committee Sub-Committee on Oriental, Slavonic, East European and African Studies, Her Majesty's Stationery Office, 1961.

in commerce is concerned, it is not only a question of direct trade between Great Britain and the Soviet Union ; Russian is becoming a *lingua franca* in some other areas. What persons, then, in commerce and industry, should be expected to know Russian and what kind of knowledge of the language should they possess?

17. There will always be a need for highly trained interpreters and translators who are first and foremost specialists in the Russian language. But these will be far too few in number ever to meet all the needs of the world of affairs. It is a mistake to imagine that government and business concerns need only to decide what material needs to be translated, or what conference is to be attended, and can then whistle up the expert Russian linguist to do the job. Moreover, even these expert linguists may fear that their chances of promotion will be slight unless they are trained to do the main work of the organisation to which they belong ; and this opportunity is all too rarely offered.

18. A few expert linguists, then, will not suffice. The needs of industry and commerce will never be met unless a fair proportion of those who have been selected in the ordinary course of recruitment have studied Russian at school. Our enquiries show that government, industry and commerce have few posts to offer to men and women simply because they know Russian. They must have other qualifications as well. Those who are expert in a particular field of technology or are, for instance, economists will find their value to the organisation immensely enhanced if they possess the additional accomplishment of speaking and reading Russian. Such specialists need to assess what articles in scientific periodicals or technical journals demand close attention. It is no solution to urge that complete articles, or even whole journals, should be translated on the off-chance of finding useful material ; and as the mass of publications grows, such an unselective procedure would become even more wasteful. One important organisation told us that if the ability to read Russian moderately well were fairly widespread among the members of its staff the work of highly specialised translation could be cut by fifty per cent. Few outside translation services can in any case do this work efficiently, and the difficulty of training technical staff to learn Russian from scratch has been stated to us repeatedly. It is equally idle to expect modern language students to acquire sufficient knowledge of, say, a particular science or branch of engineering to translate technical papers accurately unless prolonged specialist training courses are provided.*

19. Russian needs to be known by those in 'line' as well as in 'staff' in business. We agree with the witness who stressed the need for large numbers of people in industry to have a 'functional knowledge' of a foreign language, i.e. comprehension, fluency, familiarity with the vocabulary of a particular field and with the ordinary phrases of common civility, rather than felicity of literary expression and an exhaustive knowledge of Russian. What mattered was to understand exactly and to talk fluently even if mistakes flowed, and to translate from Russian quickly and accurately even if inelegantly.

* Both *The Linguist in Industry* referred to above and *Scientific and Technical Translating* published by UNESCO in 1955 emphasise that only those who know the technical subject matter are suited to translate scientific and technical works and equally that to attempt translation without a really sound knowledge of the language can be disastrous.

20. This demand for 'functional knowledge' and the need to train future Russian specialists do not clash. It is true that some people advocate the acquisition of a 'reading knowledge' without any oral skill and with no more than the rudiments of grammar. But this little learning is a dangerous thing; it can lead to misinterpretations plausible enough to pass notice and it also sets up barriers that will hinder the student from mastering the spoken word. We suggest below (Chapter VI) short intensive courses that will enable the specialist in other fields to acquire a useful knowledge of Russian; but such courses must not be so short that he can never extend his knowledge beyond the preliminary banalities and a few technical phrases or that he acquires bad habits which will permanently inhibit progress.

21. We shall continue to need facilities in further education to teach Russian to adults but the main effort ought to be made in our schools. We re-emphasise what the Ministry of Education Circular 81 stated in 1946: namely that Russian studies in all spheres will advance only if the teaching of Russian is developed in the schools. It is there that a sound introduction to Russian should be given not only to the future language experts but also to the many boys and girls who are going to do a multitude of jobs in which the knowledge of Russian will become increasingly useful in a world where the U.S.S.R. exercises such power.

WHAT DEGREE OF EXPANSION?

22. Russian teaching in the schools must expand; but by how much? We do not wish to make exaggerated claims. The languages of France and Germany are intimately related to our own, and our history is bound up with theirs. Our cultural relations, trade and holiday travel will almost certainly remain more closely linked with Western Europe than with Russia. But there is a danger that we may look too hard at the past and too little to the future, and we must remember that educational changes cannot bear full fruit for some years. If we are to think of long-term needs, changes must be made now.

23. In trying to assess how far the study of Russian should expand, the Committee noted that the opinion was repeatedly expressed that Russian should be raised, at any rate as a first objective, to the level where German now stands in the schools. The relative importance of languages from the point of view of trade, science and technology varies according to the particular field. We were able to take only a sample of opinion on this question; a different sample might well have given a different picture. Some sections of industry would no doubt consider French the vital language; those engaged in trade with South America would probably give preference to Spanish or Portuguese. If Britain enters the European Economic Community, new language demands may well come to the fore. It is, however, likely that some industries not at present trading with the Soviet Union, nor studying its techniques, may wish to do so in the not too distant future, and the relative importance of Russian will probably not decline. We can quote only a few of the opinions which were put to us. The Joint Iron Council holds German still to be more important than Russian. The head of the translations section of the National Coal Board

also considers that German is the most important language; in the work handled by his office the proportions have remained fairly constant over the last ten years:—German 60 per cent., Russian 20 per cent., French 12 per cent., Dutch 3.6 per cent. Associated Electrical Industries consider that Spanish, German and Russian are the most important commercial languages. The concerns we consulted did not think French as important, from the purely commercial and industrial point of view, as these other languages. The Association of Special Libraries and Information Bureaux (ASLIB) reports that requests for translations from their central index over a typical 15 week period in 1960 averaged:—Russian 51 per cent., German 31 per cent., French 8 per cent., Japanese 5 per cent. It must be remembered that some of these figures are weighted by the fact that French is well known in this country, German less so and Russian very little; this is especially relevant when the volume of demand for translations is in question. From the practical point of view, however, Russian seems to be comparable in importance with German and equal to or above it in certain fields on which the Russians have concentrated. But the problem cannot be measured in purely practical or statistical terms. It is, for example, impossible to express statistically the importance of Russian which derives from the status of the Soviet Union as a world power.

24. These are the reasons why we conclude that it is both justifiable and realistic to aim at increasing Russian studies to the present extent of German. In urging this we in no way wish to diminish the teaching of German and Spanish which will, we hope, continue to expand. What is clear is that the numbers learning the different languages which are being taught in our schools bear no relation to the relative importance of those languages in the world today. We need far more diversity in the languages taught in our schools and more efficient means of extending the study of languages for practical purposes at a later stage.

25. Summary.

(a) The small amount of attention given to Russian studies in this country is entirely out of proportion to the importance of the Soviet Union in the world today. (Paragraphs 10 to 13).

(b) The educational value of Russian is as great as that of any other modern language. (Paragraphs 14 and 15).

(c) We shall need far more people in public life, government service, science, industry and commerce with a sound, though not necessarily specialist, knowledge of Russian. They should be able to speak with Russians and to understand the technical literature of a particular field. We shall also continue to need high grade interpreters and translators. (Paragraphs 10 and 16–19).

(d) Even when Russian is taught for limited purposes, a sound basic instruction in the language is necessary. (Paragraph 20).

(e) A sound knowledge of Russian will never be widespread unless the language is taught in many schools as a subject in the curriculum of a considerable proportion of the pupils. (Paragraph 21).

(f) The immediate objective should be to bring the numbers studying Russian up to the numbers at present learning German. (Paragraphs 22 to 24).

CHAPTER III

THE POSITION OF RUSSIAN IN SCHOOLS AND FURTHER EDUCATION

EARLIER DEVELOPMENTS

26. Russian teaching in British schools existed as early as 1917, but its scope was almost negligible up to the time of the second world war. In 1944 a Committee on Russian Studies was set up under the aegis of the Foreign Office and its findings in as far as they related to schools and establishments of further education were published in Ministry of Education Circular 81. This Circular suggested how obstacles to the expansion of the subject might be removed: first by stepping up the output of competent Russian teachers from the universities and from special training courses, second by temporarily lowering examination standards. Echoing the Norwood Report* it advocated experiments in intensive two-year courses in the sixth form, with ten to twelve periods weekly, and stressed the need to extend contacts with the U.S.S.R. In further education it emphasised the desirability of allowing classes with small attendance to continue. In 1947 the Report of the Inter-Departmental Commission of Enquiry on Oriental, Slavonic, East European and African Languages (the Scarborough Report) was published. This report accepted the suggestions of Circular 81 without adding to them as far as Russian in schools and establishments of further education was concerned.

27. It must frankly be admitted that these reports made little difference to the situation in the schools. Very few introduced Russian into the curriculum. The following table based on the returns to our questionnaire, even though the figures are incomplete, makes the picture clear:—

Table 1

Number of schools in the United Kingdom introducing Russian in various years†

Up to 1945	...	...	...	7
1946-1950	...	...	...	14
1951-1955	...	...	...	8
1956	...	...	...	4
1957	...	...	...	8
1958	...	...	...	50
1959	...	...	...	74
1960	...	...	...	46

The striking increase in 1958 and 1959 followed upon the launching of the first sputnik which focused attention on the scientific and technical progress of the Soviet Union.

28. How was such an increase in the late nineteen-fifties possible? The number of graduates in Russian coming from the universities was still small, as the Hayter Committee's report makes plain, and there was

* *Curriculum and Examinations in Secondary Schools*. Report of the Committee of the Secondary School Examinations Council, 1943; H.M. Stationery Office.

† Ten schools omitted the relevant information. Schools are not included which had later abandoned the subject or did not include it in their regular curriculum.

no reservoir of suitably qualified teachers from that source. Although some recruits were found among Russian-speaking immigrants, such a large increase was made possible only through the arrival in the schools of the men already referred to who had learnt Russian during their national service in the Joint Services Schools of Languages, many of whom then went on to take degrees in Russian or other subjects. A cadre of well-drilled linguists was trained in this way and was able to meet the demand when it came. There was no comparable source of teachers for girls' schools and that is almost certainly why Russian, unlike other modern languages, is taught predominantly in boys' schools. The Services courses gave many students some twenty-two months of intensive instruction, after nine months of which a very high proportion were successful in passing the subject at the Advanced level of the General Certificate of Education.

29. There was also a further source provided by the schools themselves where a number of modern language teachers had, on their own initiative, added Russian to their repertoire. Some worked on their own but the majority were aided by evening classes.

30. Facilities for raising the standard of teaching have also improved. The School of Slavonic and East European Studies of London University has helped by offering each year two-week refresher courses for teachers of Russian which have been extremely well attended. In 1958 began an exchange of courses for British teachers of Russian and Soviet teachers of English. Under an agreement between the British Council and the U.S.S.R. State Committee for Cultural Relations, similar courses were held in the three following years and an inter-governmental agreement covers the years 1961-63. Since the first exchange the number of participants has been 25 a year on each side. The British members include teachers in further education and at universities, who have no separate facilities for such visits. The number of school teachers who can benefit is therefore limited; even so, the value of these courses in Moscow has been considerable, especially as they have been very well run. The Educational Interchange Council has also helped to arrange exchanges of students training to be teachers, and some of the other students who spend an academic year studying in the Soviet Union may also enter the schools or colleges. In 1959 the Association of Teachers of Russian was founded and has done valuable work in helping teachers of the subject. (An outline of its activities is given in Appendix II.) All these facilities have helped to raise standards.

31. By 1958, the Joint Services courses were being brought to an end. Thus the schools are bound to rely for the supply of teachers in the years immediately ahead on the flow from the universities, and on the efforts of teachers of other subjects to master Russian in their own time with the help of arrangements which are rarely adequate for the purpose. The number of teachers recruited from these sources will be insufficient. That is why special steps must be taken at once.*

THE PRESENT POSITION

The Evidence of Examination Entries

32. By no means all those who study Russian take it in a public examination; many of them do not learn it long enough at school to reach the

* The staffing position is dealt with in more detail in Chapter IV.

necessary standard and not many of those following further education courses are interested in a certificate. All the same, to compare the Russian figures in different years and with those of other languages is enlightening.

Table 2

Examination entries in various languages for the General Certificate of Education in 1951, 1959, 1960 and 1961*.

		O level			A level		
		Boys†	Girls†	Total	Boys†	Girls†	Total
Russian... ..	1951	36	7	43	22	2	24
	1959	184	46	230	60	19	79
	1960	464	110	574	101	40	141
	1961	—	—	1,027	—	—	236
French	1951	41,826	36,585	78,411	5,115	4,636	9,751
	1959	66,994	58,717	125,711	6,409	6,276	12,685
	1960	71,871	63,707	135,578	7,165	7,462	14,627
	1961	—	—	154,068	—	—	16,917
German	1951	5,416	4,748	10,164	1,275	701	1,976
	1959	10,060	9,508	19,568	2,210	1,323	3,533
	1960	10,913	10,893	21,806	2,371	1,812	4,183
	1961	—	—	25,217	—	—	4,940
Spanish... ..	1951	1,357	817	2,174	381	142	523
	1959	2,692	2,465	5,157	697	333	1,030
	1960	3,223	2,990	6,213	771	397	1,168
	1961	—	—	7,309	—	—	1,460
Italian	1951	53	54	107	18	22	40
	1959	185	344	529	86	66	152
	1960	203	431	634	149	118	267
	1961	—	—	1,772	—	—	336
Latin	1951	15,555	12,161	27,716	2,755	2,298	5,053
	1959	27,015	20,556	47,571	3,445	2,868	6,313
	1960	27,922	21,195	49,117	3,587	3,286	6,873
	1961	—	—	55,036	—	—	6,272
Greek	1951	990	241	1,231	935	111	1,046
	1959	2,096	505	2,601	1,215	198	1,413
	1960	2,090	527	2,617	1,288	206	1,494
	1961	—	—	2,742	—	—	1,321
Welsh‡	1951	1,092	1,095	2,187	70	120	190
	1959	1,820	2,067	3,887	82	187	269
	1960	1,842	2,149	3,991	91	196	287
	1961	Not known	—	—	—	—	—

33. The great increase in 1959 in the number of schools offering Russian was naturally hardly reflected at all in the examination entries before 1961, especially at the Advanced level. However rapidly the number of candidates for Russian may have grown, it remains tiny in comparison with those

* The 1961 figures are provisional ones supplied by the examining boards; they are open to correction.

† The figures include a small proportion of entries by adults.

‡ Excluding Welsh literature.

taking the main foreign languages. Except in French, the number of candidates taking modern languages is woefully small in relation to the total number of candidates sitting the examination, and even French, which is by far the most popular language, was taken in 1959 and 1960 by little over half the number of candidates who sat the examination in English language.

Table 3

Entries for French at Ordinary level compared with the number entering for English language.

Year			English language	French
1951	...	...	108,894	78,411
1959	...	...	223,188	125,711
1960	...	...	250,071	135,578

34. Since the Scottish schools do not normally enter candidates for the General Certificate of Education the number of presentations for the Scottish Leaving Certificate are given separately. The Scottish statistics give boys and girls together.

Table 4

Scottish Leaving Certificate entries in languages in 1951, 1959, 1960 and 1961.

				1951	1959	1960	1961
Russian—							
Lower Grade	...	...	...	1	16	39	80
Higher Grade	...	...	...	1	16	15	31
French—							
Lower Grade	...	...	...	3,633	5,155	5,790	6,315
Higher Grade	...	...	...	2,873	4,135	4,568	4,813
German—							
Lower Grade	...	...	...	753	1,039	1,153	1,259
Higher Grade	...	...	...	405	630	743	830
Spanish—							
Lower Grade	...	...	...	89	130	139	127
Higher Grade	...	...	...	58	95	115	117
Italian—							
Lower Grade	...	...	...	12	28	29	25
Higher Grade	...	...	...	13	30	22	37
Latin—							
Lower Grade	...	...	...	1,602	2,249	2,338	2,471
Higher Grade	...	...	...	1,358	1,897	2,111	2,187
Greek—							
Lower Grade	...	...	...	154	157	164	186
Higher Grade	...	...	...	155	225	232	233
Gaelic—							
Lower Grade	...	...	...	4	27	18	20
Higher Grade	...	...	...	47	62	58	52

35. The corresponding examination figures for Northern Ireland are:—

Table 5

Northern Ireland Senior Certificate entries in languages in 1951, 1959, 1960 and 1961.

	1951*	1959	1960	1961
Russian—				
Ordinary Level	—	—	—	3
Advanced Level	—	—	—	—
French—				
Ordinary Level	3,400	3,201	3,715	3,972
Advanced Level	—	601	635	741
German—				
Ordinary Level	239	378	447	470
Advanced Level	—	118	152	221
Spanish—				
Ordinary Level	90	66	64	108
Advanced Level	—	29	33	34
Latin—				
Ordinary Level	1,097	1,154	1,399	1,350
Advanced Level	—	241	264	294
Greek—				
Ordinary Level	75	54	41	53
Advanced Level	—	22	39	36
Irish—				
Ordinary Level	933	826	912	936
Advanced Level	—	221	251	269

The Evidence from the Schools

36. As mentioned in paragraph 5 above, questionnaires were sent out to 342 schools. Of these, 258 answered; 7 had not in fact taught Russian at all, and 11 had abandoned the subject. Returns were received from 221 schools which include Russian in their regular curriculum. We consider it safe to assume that some 300, and perhaps more, schools in the United Kingdom give instruction in Russian.

37. When we wrote initially to all the direct grant grammar schools and the independent secondary schools recognised as efficient, we received replies from some Heads who did not include Russian in their curriculum, but nevertheless volunteered information of interest to us, though it can represent only an unascertainable fraction of the complete figures. Thirty-three stated that they were planning to introduce Russian soon; 35 wanted to introduce it if only the practical difficulties could be overcome; 37 had abandoned the subject, mostly because of staffing troubles; 26 had Russian only as an extra-curricular subject, their reasons being partly difficulties of staffing a full course and partly those of fitting it into the timetable. It seems to be not lack of interest, but obstacles of staffing or of timetable, that restrict the growth of the subject.

* Advanced level was not introduced until 1952.

38. The schools teaching Russian are distributed as follows among various categories:—

Table 6

Number of schools answering the questionnaire which include Russian in the curriculum.

(The total number of secondary schools in each category is given, for comparison, in brackets.)

England and Wales		Scotland		Northern Ireland	
Maintained ...	130 (1,706)*	Public ...	19 (258)‡	County ...	0 (21)
Direct Grant ...	20 (178)	Grant-aided ...	5 (34)‡	Voluntary ...	2 (60)
Independent ...	42 (687)†	Independent ...	3 (43)‡		

Of the total number of schools teaching Russian, 129 are boys' schools, 38 girls' schools and 54 mixed. Until recently the proportion was weighted even more heavily towards boys' schools.

39. Table 7 shows that the proportion of schools teaching Russian to the total number is much smaller for schools under 500 pupils than for bigger establishments. In order to give firm figures we have taken as a standard of comparison the schools in the categories where Russian is chiefly to be found.

Table 7

Size of the schools which answered the questionnaire§

Number of pupils on roll	England and Wales	Scotland	Northern Ireland	Independent||	Totals and Approximate proportion
	Maintained and Direct Grant||	Public and Grant-aided	County and Voluntary	(all U.K.)	
Under 500 ...	20 (832)	1 (72)	1 (61)	22 (654)	44 (1,619) 1-37
500-800 ...	100 (840)	5 (69)	1 (16)	16 (70)	122 (995) 1-8
Over 800 ...	30 (212)	18 (147)	0 (4)	3 (20)	51 (383) 1-7

40. In many schools the size of the classes taking Russian is very small. The effect of this is to make Russian, under present organisation, expensive of teacher-time in relation to other modern languages ; this means that we

* i.e. grammar, multilateral and bilateral, comprehensive and technical. A few secondary modern schools also teach Russian, but it would be misleading to include the whole category here.

† Recognised as efficient. A very few other independent schools are believed to teach Russian, but they are not represented here.

‡ Schools providing a four or five-year course and containing pupils of a level of ability suitable for normal modern language study.

§ On 6 returns information about size of school was not given.

|| See notes to Table 6.

are not getting the fullest benefit from the teachers we have (see paragraph 74). The following analysis shows what occurs.

Table 8

Schools answering the questionnaire grouped according to the number of pupils beginning Russian in 1960.*

Number of Beginners	England and Wales	Scotland	Northern Ireland	Independent	Total
	Maintained and Direct Grant	Public and Grant-aided	County and Voluntary	(All U.K.)	
10 pupils or under ...	70	17	2	19	108
11-20 pupils ...	49	5	0	20	74
21 pupils or over ...	30	2	0	2	34

41. The small size of many of these beginners' classes is clearly related to the fact that most courses in Russian are restricted to the higher forms. The following table shows that over 60 per cent. of schools introduce Russian in the fifth or sixth forms.

Table 9

Year of course in which Russian is introduced in various types of school.
(Based on answers to the questionnaires.)

Year of Course†	England and Wales	Scotland	Northern Ireland	Independent	Total
	Maintained and Direct Grant	Public and Grant-aided	County and Voluntary	(All U.K.)	
1st	4	1	0	0	5
2nd	21	2	0	0	23
3rd	15	14	0	2	31
4th	17	4	0	2	23
5th and 6th‡	93	3	2	41	139

42. If one compares the ages at which Russian and other languages are started one can see how marked is the extent to which French is taken as the first language and Latin started in either the first or second year of the secondary school. The more even spread of German and the rather different pattern of Spanish are also of interest. Schools with entry at 13

* On 5 returns this figure was not given.

† Schools with entry at 13 are fitted into this pattern from 3rd year on.

‡ It was not found practicable to disentangle the few entries of classes beginning at 15 plus from the sixth form ones, since age of entry into the sixth form is not uniform.

plus cannot well be combined with others for this purpose and are omitted:—

Table 10

Analysis of the stage at which various languages are introduced in schools where Russian is taught.

(Based on answers to the questionnaire; omitting schools with entry at 13+. The numbers refer to schools introducing each language at the stage indicated.)

Year of introduction	Russian	French	German	Spanish	Latin	Greek
1st	5	181	25	9	72	0
2nd	23	1	50	11	83	13
3rd	30	2	65	23	7	46
4th	21	0	15	6	6	18
5th and 6th...	107	0	6	24	5	11

The Evidence from Establishments of Further Education

43. Our questionnaire was sent out to 335 establishments of further education which we were told offered classes in Russian. Returns were received from 237 establishments, but three of them had discontinued the subject, one because of inability to replace a teacher and two for lack of support from students. The total of 414 evening classes in Russian in 1960-61 may be compared with the pre-war figure of 43 in 1937-38, from which it rose to a peak of 152 in 1946-47, declined to 79 in 1953-54, and rose again to 175 in 1957-58, the last year in which statistics were regularly collected in this form. Evening classes continue to outnumber hugely the other kinds of Russian courses in further education, as the following table shows:—

Table 11

Analysis of further education classes in Russian in 1960-61

(Based on the answers to our questionnaire)

Type of course	Number of establishments offering it	Number of classes	Number of separate classes for:—		
			2nd year	3rd year	4th and higher years
Evening	234	414	105	29	15
Midday	3	9	3	2	—
Full-time (one year)	1	1	—	—	—
Part of full-time courses	15	26	7	1	—
Day release	6	8	3	—	—
Sandwich courses ...	2	3*	2	—	—
Weekend	1	Occasional†	—	—	—

* One course has at present 2nd year only.

† Each weekend course amounts to 7½ hours.

44. Of the evening classes, 132 take place in establishments where no separate second-year class exists; twelve, however, state their intention to create further grades, having only recently introduced the subject, while others also indicate that they may do so. Other returns show that there are some establishments which have been prevented by the small numbers from making two distinct classes of beginners and more advanced students.

45. Most evening courses are general in character. Only 29 were stated to be organised specifically for students from a particular firm or establishment; in a few others local conditions cause students from one establishment to dominate an open class. Day-release and sandwich courses naturally cater more for special groups, e.g. of scientists, librarians, cartographers. The small number of such groups suggests that industry is making very little use of further education facilities to enable its staffs to learn Russian. It is not unknown for a college to send a lecturer to the organisation or firm to run classes, and it may be that private arrangements are sometimes found more convenient for the purpose, but the difficulty of releasing busy people holding responsible positions is the chief deterrent. Until industry demands more classes, there will be little change.

46. It might prove that firms could better release employees for an intensive course of, say, six weeks, an arrangement which, where it exists, is proving very rewarding. A college of further education, however, would find difficulty in arranging only an occasional course of this kind. The few, lasting not more than a fortnight, which have taken place, have been under the auspices of universities. More is said in Chapter VI about the possibilities of establishing such courses in a central institution.

47. Most evening classes meet once weekly. Only four courses were stated in the returns to meet twice a week; four others with three hours' instruction weekly may also do so. The great advantages accruing from fairly frequent lessons are certainly exploited all too rarely. About 50 classes meet each time for $1\frac{1}{2}$ hours, the great majority for 2 hours.

48. The number of full-time staff teaching Russian in all the establishments of further education which answered our questionnaire is 15. The total count of part-time teachers mentioned in the returns is 311, but there is considerable duplication here in that many teachers visit more than one establishment; many more work in schools by day. About a third of the teachers are graduates in Russian; of these some 7 per cent. had also done the Services course which an almost equal proportion of non-graduates had also taken. Over 35 per cent. have Russian or another East European language as their mother tongue—a much higher proportion than in the schools. Thus further education classes are relying heavily upon immigrants, a source which is likely to diminish in the years to come.

49. Further education classes are evidently doing much to help the many people who want to learn Russian. The trouble is that since few students are interested in taking examinations in the subject there is no objective way of assessing how much is being achieved. It is a tribute at least as much to the energy and enthusiasm of the students as to the facilities they enjoy that a considerable proportion of them get as far as they do with their studies; but the difficulties they encounter are common to all

subjects learnt through evening classes. The number of students who give up during the session is in general markedly less than for French and compares well with the number for other languages. The answers to our questionnaire repeatedly emphasised the good intellectual standing of many of the students, the number of graduates among them and frequently the number of teachers, some of whom were stated to have hopes of teaching Russian themselves. Good intellectual calibre, experience of learning a foreign language and a strong sense of purpose are the qualities emphasised most frequently as necessary for success under the conditions which prevail in evening classes.

21. Some schools are deterred from introducing Russian because it is alleged to be exceptionally difficult. We do not wish to minimize these difficulties but we have reached the conclusion that they are frequently exaggerated. The bulk of those who complain how hard Russian is seem either not to have attempted to learn it or to have done so under unfavorable conditions. The majority of those who answered this point in our questionnaire put Russian as more difficult than French and German. Although a substantial number thought it easier than either, there was a fairly even balance of opinion as regards Latin but Greek was definitely voted hardest. Successful teachers of Russian who have given their opinion hold that it is not particularly difficult. Admittedly it is rather hard to acquire fluency in Russian owing to the highly inflected nature of the language and the lack of affinity between the basic vocabularies of Russian and English. Experience has shown, however, that these difficulties can be surmounted where the subject is taught by up-to-date methods, and particularly where ample oral practice is given and adequate time is allowed for assimilation at the early stages. The Cyrillic alphabet does not appear to deter young people; spelling is comparatively easy and pronunciation not very difficult; gender of nouns is not baffling. It can hardly be argued that Russian is too difficult a language for pupils of grammar school ability, even as an extra-curricular activity. It is not with this regard that we are concerned. It is rather in connection with the present shortage of teachers that a major effort should be made to introduce Russian in these schools, although we note with interest that it is being taught in a few of them.

22. We also teach Russian in the context of Russian studies in grammar schools and other schools containing pupils of the higher levels of ability. Not very many boys and girls who go to secondary schools will be able to profit from the chance to learn Russian and we recommend with the present shortage of teachers that a major effort should be made to introduce Russian in these schools, although we note with interest that it is being taught in a few of them.

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CHAPTER IV

CAN RUSSIAN STUDIES BE EXPANDED?

50. The study of Russian made disappointingly slow progress until two or three years ago despite the obvious need and official exhortations to place it in the school curriculum. How are we to account for this? What are the main obstacles to increasing Russian studies and how can they be overcome?

IS RUSSIAN A DIFFICULT LANGUAGE?

51. Some schools are deterred from introducing Russian because it is alleged to be exceptionally difficult. We do not wish to minimise these difficulties but we have reached the conclusion that they are frequently exaggerated. The bulk of those who emphasise how hard Russian is seem either not to have attempted to learn it or to have done so under unfavourable conditions. The majority of those who answered this point in our questionnaire put Russian as more difficult than French and German, though a substantial number thought it easier than either; there was a fairly even balance of opinion as regards Latin, but Greek was definitely voted harder. Successful teachers of Russian who have given us their opinions insist that it is not particularly difficult. Admittedly it is rather harder to acquire fluency in Russian owing to the highly inflected nature of the language and the lack of affinity between the basic vocabularies of Russian and English. Experience has shown, however, that these difficulties can be surmounted where the subject is taught by up-to-date methods, and particularly where ample oral practice is given and adequate time is allowed for consolidation at the early stages. The Cyrillic alphabet does not appear to deter young people; spelling is comparatively easy and pronunciation not very difficult; gender of nouns is not baffling. It can hardly be argued that Russian is too difficult a language for pupils of grammar school ability.

RUSSIAN IN THE SCHOOLS

52. When we speak of schools in the context of Russian studies we mean grammar schools and other schools containing pupils of the higher levels of ability. Not very many boys and girls who go to secondary modern schools will be able to profit from the chance to learn Russian and we cannot recommend with the present shortage of teachers that a major effort should be made to introduce Russian in these schools, although we note with interest that it is being taught in a few of them.

53. We also realised reluctantly that we had to accept the framework of school life as we found it. Although boys and girls in other countries spend more years in secondary schools and at the university than they do in this country, our recommendations are not based on plans to increase

the number of years of full-time education in which our pupils and students might be learning Russian or other subjects.

Problems of Curriculum

54. One grave deterrent to the expansion of Russian in schools is the difficulty of fitting it into the timetables which are already bursting at the seams with efforts to stuff more and more into them. It would be easy to say that a greater proportion of the timetable should be devoted to modern languages, including, of course, Russian. But already pupils with leanings towards the arts side may quite possibly be learning three languages other than English before they reach the sixth form and to increase the number of languages would certainly destroy any balance of the curriculum that there may be. It is true that intending science specialists at the same stage may be carrying only one foreign language or at most two. For such pupils, however, the addition of another language would almost certainly have to be made at the expense of science.

55. Two languages have pride of place in our schools: Latin and French. The value of Latin as a linguistic discipline and cultural study (if it is taken far enough) has for long been extolled, even though there are many who challenge its superiority in these respects to a modern language. Departments and colleges in the universities require Latin as a qualification for the great majority of arts students—some even stipulating a pass at Advanced level. It is not now required from scientists and mathematicians, but it is regarded in the schools as a difficult language and is therefore usually begun early before boys and girls begin to specialise. As a result it is studied at that stage by most potential university students, scientists and arts pupils alike, and occupies a considerable proportion of the time that can reasonably be devoted to languages. Thus Latin is safeguarded by tradition and by entry requirements at the university.

56. French is safeguarded by geography and tradition; it will naturally remain an important language in this country, the more so if Britain joins the Common Market. As France is our nearest neighbour and French history and culture are part of our heritage, French is nearly always the first modern language to be taught. Its choice is not particularly determined by pressure from the universities, for only a few university departments specifically demand French as an entrance qualification with no option. Nevertheless, because of its position in the schools, French is taken by more university students than any other language, and this in its turn ensures a good supply of teachers in the schools. French enjoys good conditions also in the supply and quality of teaching aids, in ease of contacts with France and in the mass of knowledge derived from experience of teaching it.

57. If *either* French or Latin held a favoured position, the development of Russian would not be prejudiced. But because both languages are thus favoured, a deplorable barrier to Russian is erected. As long as Latin and French retain their priority for potential university students, there will be little chance of Russian gaining a firm foothold below the sixth form except at the expense of German and Spanish. These two languages, however, have increased in our schools much more slowly than their importance

warrants (see paragraphs 23 and 24 above). We do not think that it is in the public interest that the position of either of them should be weakened by competition with Russian for a place in the curriculum. On the other hand, both Latin and French can well afford to give up some room to Russian. Indeed we consider it essential to the political and economic welfare of this country that they should do so. We strongly recommend that as many secondary schools as possible should offer Russian in the early stages of the curriculum as an alternative to Latin or to French.

58. In Welsh schools the situation is complicated even more by the necessity to cater for Welsh and for pupils of various backgrounds in Welsh, viz. : those who know no Welsh on entry, those who know a little and hear it, for example, at a Welsh church, and those who are bilingual. Since a particular extra language is imposed by circumstances, the case for diversifying the other languages taught becomes still stronger. We have noted with interest that in spite of the difficulties some Welsh schools are already offering Russian.

59. As a result of these obstacles we find that time and again Russian is limited to a course in the sixth form. No doubt some sixth form courses are successful, but they labour under many disadvantages. Even for modern language specialists, the time is usually too short (rarely more than six periods weekly) for the pupils to obtain sufficient oral practice and at the same time to read at all widely. Modern methods and the aid to intensive study afforded by machines may well increase the effectiveness of the short courses. For the present, however, the standard reached at school by many boys and girls, even if they have taken the General Certificate of Education at the Advanced level, compares very unfavourably with the standard reached by the men who took the Services courses.

60. Not only is the standard of achievement relatively low: the number of boys and girls who take Russian is also drastically curtailed. As a sixth form option Russian is unlikely to be timetabled so as to be available to more than a fraction of sixth formers. Most boys and girls in any case will prefer to continue in the sixth form the language they have passed at the Ordinary level, rather than to start a new one. This applies whether they are going to work for the Advanced level examination in the subject or to study it for university entrance purposes. Others do not study a language in the sixth form or even enter the sixth form at all, and yet they would be able to benefit from a grounding in Russian if it were taught lower down in the school. There is only one certain way of ensuring both that teaching groups are of a suitable size and that satisfactory standards can be attained; this is to begin the study of Russian in the early years of secondary school education.

61. The number of schools introducing Russian is unlikely to rise as fast as we consider necessary unless entrance requirements are modified in the universities. It is of course true that, for instance, the medieval historian should know Latin, but we cannot help asking whether universities would not be willing to make some sacrifice in pre-entry academic achievement in order to free the school curriculum from the rigidity which such requirements force upon it. At present they impede not only the arts specialist but the scientist from studying Russian before the sixth

form, and deflect many who would study it in the sixth form when it is available only there. The Hayter Committee's report emphasises the importance of studies relating to countries, including the Soviet Union, outside Western Europe and the need for the students to know the language of the area concerned. It is plain that these university courses dealing with the U.S.S.R. would gain if the students taking them had learnt Russian at school. The Russian courses for scientists held at several universities are inevitably hurried and time consuming if they are to involve enough serious learning to make them worth while. It is in the interests of the universities themselves to remove any obstacles they can to the expansion of Russian. We therefore recommend that the matter of entrance requirements be put by the Minister to the Committee of Vice-Chancellors and Principals for discussion with heads of departments and colleges.

62. Finally there is the obstacle that, with rare exceptions, pressure on the secondary curriculum is not eased by modern language teaching in our primary schools. The scope of modern language teaching in secondary schools might well be broadened if the regular teaching of a first modern language were started in good conditions and by the right methods in primary schools to pupils aged about nine years who would be able to continue that language in their secondary schools and spend fewer periods on it, thus making time for a second language. For many reasons this first language could not at present be Russian. It would probably be French, but in some areas it might be another modern language—the important point would be to ensure that the language begun could be continued in the secondary schools of the area. There would be one important advantage. The secondary schools would know, almost from the outset, which pupils could profitably embark on the study of a second language; and the number of pupils who study two languages at the secondary stage might therefore greatly increase. For many pupils the second of these languages could be Russian.

63. In a number of countries language teaching is already begun in schools corresponding to our primary schools, and some experiments in the teaching of languages to young pupils have been successfully conducted in junior schools in Britain. Preparatory schools have had, of course, long experience of teaching Latin and French, but they have the advantage of small classes. The attractions in starting to teach a modern language early are that pupils become familiar with the foreign idiom at an age when their imitative linguistic faculties are perhaps at their peak. It is of course a prerequisite of success that the teachers themselves should have a really fluent command of the spoken foreign language and that the methods they adopt should be up-to-date. To find or create such a body of teachers would take a long time and care would be needed to avoid undesirable complications in the presentation of the language in secondary schools, which generally draw their pupils from a multiplicity of primary schools. In areas where a modern language is started early, as many as possible of the pupils in the primary schools should participate in this scheme. These problems may not prove to be insoluble, and we certainly hope that they will be sympathetically examined. But such schemes will not solve our problems quickly. Our main objective must be to find a place for Russian in the secondary schools without either seeking to post-

pone the time of leaving or demanding much extra time, at least below the sixth form, for the study of foreign languages.

64. We cannot therefore see how Russian is to gain its rightful place in the curriculum unless it is taught from the early stages of secondary education. In some schools it is quite possible to introduce Russian below the sixth form in spite of the difficulties of curriculum which we have mentioned. This is true especially of large schools, and indeed Table 7 (page 13) shows that it is the bigger schools which have already put Russian into the timetable. A choice can be offered between various languages or between Russian and another subject where a large organisation makes flexibility of timetabling easier. French and Latin can be included in this pattern of options. In the large schools Russian classes and sixth form groups can be big enough not to be wasteful of staff. In small schools little variety will probably be possible. But, whatever their size, new schools have the opportunity of declaring Russian to be one of their main languages. In schools where the curriculum has long been established and language teachers are deployed in accordance with it, the problem is more difficult; but it could be overcome by carrying out a plan, as envisaged in Chapter V, for enabling teachers of other languages to add Russian to their teaching subjects. Already in a few schools Russian is being taught with success from the age of 11. A number of schools also operate a scheme whereby a pupil can start one language from a choice of two or three early in his course, with the option of beginning an extra one later. Most frequently this is found with Latin and German. In some schools already French may be started later. Russian can well enter into such schemes. In schools with entry at 13+ the possibilities are far more restricted. Wherever Russian is started in them, it will in all likelihood compete with German, Spanish and classical Greek as an extra third language.

65. Russian might be further stimulated if the schools were encouraged to link the study of the language with history and geography. Examining boards might follow the example of London and introduce at the Advanced level a history paper on, say, the Russian Revolution or the Stalinist era. This could provide an incentive both to Russian and history specialists to learn about the formative years of modern Russia. Past experience of such innovations, e.g. in Commonwealth history, is dispiriting; few pupils take new options and few teachers find time to get up new subjects. Nevertheless, we recommend that this matter be put by the Ministry to the Secondary School Examinations Council. We also suggest that the Scottish Education Department might bear this recommendation in mind when considering future developments in the examination for the Scottish Certificate of Education.

66. Thus our main conclusion is that, as more staff becomes available, Russian should be taught in preference to the traditional languages in some schools, whether large or small. The responsibility rests upon each school, and in practice it is the heads of schools who will decide whether to include Russian in the curriculum. We urge that, when heads judge it in the interests of their pupils to do so, local education authorities and governing bodies should give them every assistance.

Problems of Staffing

The Present Position

67. The answers to our questionnaire gave the total of 216 full-time teachers in schools, whose work consists partly or wholly in giving instruction in Russian. An analysis of their qualifications is contained in Table 12 below. In addition, 38 schools employ part-time teachers for this purpose. As a number of schools did not answer our questionnaire we cannot assess exactly the total figure of men and women engaged on this work ; but we consider that a reasonable estimate would be 300 and perhaps as high as 350. This latter is the number which we have adopted in discussing the future supply of teachers. At the time of the big increase of Russian in schools in 1959 there was a reservoir of teachers to draw on consisting largely of men who had been through the Joint Services courses and of immigrants. It is probable that this reservoir is now exhausted. Some cases have come to our notice of teachers who are prepared to teach Russian but are having difficulty in finding posts. We consider that this is a temporary phenomenon and does not indicate any considerable hidden reserve of teachers.

Table 12

Analysis of qualifications of full-time teachers who teach Russian in schools which answered our questionnaire

Degree in Russian (or including Russian)					
In addition to Joint Services Russian Course	...	...	...	30	}
Without Joint Services Russian Course	...	...	...	56	
Joint Services Russian Course (but no degree in Russian)*	...	...	...	...	36
Of Russian or East European origin (excluding 7 graduates)	...	...	...	...	20
Other or no paper qualifications in Russian*	...	...	...	...	74
Total					216

68. There is little prospect of supplementing these full-time teachers by part-time teachers to any significant extent for some years. The part-time teachers of Russian are mostly married women and the present ones are in the main immigrants, some of whom are now approaching retirement. The output of women honours graduates in Russian from British universities is small (still only 9 in 1960) and we can expect very few part-time teachers from among them. There are indeed a number of women who know Russian and would be willing to teach it part-time in schools but who have no professional training or experience to fit them for teaching.

69. Of the 74 teachers classified in Table 12 as having other or no paper qualifications some have gone a considerable way towards achieving degree standard. Others, although possessing no certificates, have in fact reached a high level of proficiency in Russian. Nevertheless, a study of the table gives little cause for complacency for it shows that only a little more than half of the 216 teachers about whom we have definite information are qualified either by a degree or by the successful completion of the Joint Services course. It seems unlikely that, amongst the rest of the 350 whom we are taking as our rough estimate of the existing teaching force, the proportion of well qualified teachers will be any higher, if indeed it will be as high. It is clear that our present resources are inadequate not only

* Most of these teachers have degrees in subjects other than Russian.

in number but also in quality. We are therefore faced with two urgent problems: how to increase the total number of teachers of Russian and how to improve the qualifications of a substantial number of those we already have.

Present Prospects

70. We have already stated our belief that a reasonable target for the expansion of Russian is approximate parity with German (see paragraph 23). We must therefore first aim at having about the same number of teachers of Russian as we now have of German. The best available estimate we have of the present number of teachers of German puts it in the region of 1,500. Our target figure therefore must be not lower than that. At present we have at most 350.

71. The main sources of specialist teachers of modern languages are the universities, and it is to them that we must continue to look for our long-term supply of teachers of Russian. Statistics available to the universities appointments boards show that approximately 39 per cent. of the students who in 1958 took honours degrees in modern languages either embarked on teacher training or went directly into teaching. The comparable figures for 1959 and 1960 were 46 per cent. and 47 per cent. respectively. It might be safe to go on the assumption that 40 per cent. is a normal proportion of honours graduates in modern languages entering teaching.

72. Table 13 below shows the number of students completing honours degrees in or including Russian in the years 1959 to 1961 and the proportion of them who went into teaching. The number taking these degrees is too small to form a reliable basis for estimating future supply prospects. But if the number of graduates in Russian were to increase substantially, the proportion going into teaching might become more like the proportion i.e. about 40 per cent., for the more usual modern languages. Although the striking increase in 1961 is encouraging, growth in the next few years, judging by such information as we have, will probably be at a fairly slow rate. We are therefore assuming an annual output in the mid-1960s of some 150 graduates in Russian. This still leaves us very far short of the parity with German at which we are aiming.

Table 13

The supply of graduate teachers of Russian in 1959-61 in comparison with German

Year	Russian Honours Degrees*	Entrants to Teaching†	German Honours Degrees	Entrants to Teaching‡
1959	55	11	390	156
1960	60	13	412	165
1961	107	Not known	438	175

* These figures were supplied to us by the university Russian departments. For Cambridge they include students taking 3 or more papers in Russian in Part II of the Tripos, for Oxford those who took Russian alone or as first language. If those taking only 1 or 2 papers at Cambridge are included and those at Oxford with Russian as second language, then the numbers are 1959: 92, 1960: 96, 1961: 149.

† Information available to the university appointments boards shows that 19 per cent. of Russian honours graduates chose teaching in 1959, 21 per cent. in 1960.

‡ On the assumption that 40 per cent. entered teaching.

73. The only sure way to increase the number of students taking degrees in Russian is to increase the number of pupils learning Russian at school. It could be argued that, if we simply allowed the present trends to take their course, that would happen; but it would at best be a very slow and uncertain process; we cannot afford to wait. We must therefore give some additional impetus to the present trend by supplementing the work of the universities in producing teachers of Russian. We make recommendations on this subject in Chapter V of our report.

74. Finally, we must ensure that our existing staffing resources are used to maximum advantage. Earlier in this report (paragraphs 40 and 41) we referred to the fact that in most schools classes taking Russian are very small, and in Appendix III we include an estimate that, for each teacher, over three times as many candidates sit the Ordinary level examination in French, German and Spanish as in Russian. This means that teachers of Russian are not being used as effectively as they might be. Heads of schools which are fortunate enough to have well qualified teachers of Russian should endeavour to ensure that as many pupils as possible benefit from the opportunity offered for learning this important language.

75. To achieve bigger classes for Russian will necessitate changes in curriculum which must be carefully prepared. All the preparatory work will be undone, however, if the Russian teacher leaves and cannot be replaced. It is the fear of this eventuality which not infrequently prevents the changes from being made at all. Growth will be slow until the supply of teachers is assured and even then the process of development could not be compressed into a short time.

Estimate of the Future Need for Teachers

76. As stated above we believe that a reasonable target for expansion is the level of German teaching today. We believe that it is idle to hope that this level can be reached in less than 12 to 15 years.

77. Within this period, as we have said in paragraph 70 above, the present 350 teachers of Russian should be increased to around 1,500. Allowing for normal wastage (see the calculation in Appendix III) some 120 new teachers must be brought into service annually for the next fifteen years to achieve this result.

78. If one takes the optimistic view and believes that, out of 150 students who graduate in Russian each year, 60 may be expected to become teachers (see paragraphs 71, 72), this leaves some 60 a year to be found in other ways. But if one takes a more pessimistic view and believes that the number of graduates and the proportion of them who will choose to become teachers are not likely to rise above the present figures, then some 90 a year would have to be found and added to the graduates. Later in the fifteen-year period more pupils should emerge from the schools knowing Russian and graduating in it at the university; the numbers of graduate teachers would accordingly rise—and in the end they would be the sole source of teachers of the subject, as in Scotland they are now normally required to be. But the target will never be

reached in fifteen years unless there is a rapid expansion in the early stages of the operation;* and for that special measures will be needed.

79. The nub of the measures that we propose is the provision of intensive courses of not less than one year's duration for teachers who are willing to add Russian to their repertoire. This is in effect to encourage a tendency which is already in evidence. We have in mind chiefly teachers who already have some experience in teaching modern languages. The courses would have to ensure a high standard of competence in the use of Russian. They could not of course aim at providing students with the wide knowledge of Russian history and literature which a degree course gives. For such, longer courses would be needed which practical reasons prevent our recommending. Nevertheless, facilities for further study should be made available for these teachers later on, and similar facilities should be provided for present teachers of Russian who feel the need to raise their standards and refresh their knowledge. There is all the more need for such refresher courses since, unlike their colleagues teaching other modern languages, most Russian teachers are unable to visit the country where the language that they teach is spoken.

80. The method by which courses might be provided is described in Chapter V.

81. Unless these steps are taken, the expansion of Russian studies will almost certainly slow down again after its sudden growth in the last few years and in neither schools nor universities will any substantial progress be achieved.

Help for Schools which introduce Russian

82. In these times of scarcity of teachers one thinks twice before suggesting favourable terms of staffing for a particular subject. Whether the Ministry and local authorities will be able to help must depend on their assessment of priorities, and this Committee is not in a position to compare the need to expand Russian with other needs. We must, however, draw attention to the fact that unless special measures are taken, no adequate expansion of Russian will take place.

83. When Russian is first introduced into a school the amount of teaching time in the subject is small and the teacher who is able to teach only Russian may not be easily provided with a full timetable; this may be why some graduates in Russian have found difficulty in obtaining posts in spite of the shortage of Russian teachers. If Russian is introduced as yet another language below the sixth form, taken by a small set of pupils, the groups for the Advanced course later on would be tiny and would make disproportionate demands on staffing. The small groups which at present take Russian beginning in the sixth form are equally expensive of staff time.

84. During the transitional stage it is difficult to see how Russian can establish itself without a relatively generous allocation of staff. We therefore recommend that in schools where an endeavour is being made to establish Russian additional teaching strength up to the equivalent of one teacher's work should be allowed.

* On the more pessimistic view that only some 20 per cent. of 150 (or even, say, 200) graduates would enter teaching annually, the target would never be reached at all (see Appendix III).

85. We realise that the measures suggested above will, if adopted, do no more than "hinder hindrances" by making it easier for schools to teach, or expand their teaching, of Russian more rapidly if they wish to do so. But will they so wish? Encouragement to develop new subjects, e.g. by the issue of reports and the provision of new examination syllabuses, has not always led in the past to any speedy or considerable increase in the teaching of the new syllabuses. We therefore recommend a five-yearly review of the effect of any measures introduced as a result of our proposals.

RUSSIAN IN FURTHER EDUCATION

The Need for Russian in Full-time and Sandwich Courses

86. The amount of Russian at present taught in full-time or sandwich courses in technical colleges appears to be very small. This neglect over the country as a whole is surprising since the growth in the number of these courses could provide an excellent opportunity of introducing Russian to able students of science and technology who certainly ought to be able to read it. The recent introduction in England and Wales of Ordinary and Higher National Diplomas in Business Studies also gives colleges and departments of commerce an opportunity for expanding the teaching of Russian. The value of courses with at least a period a day devoted to the language would be immense.

87. In England and Wales the courses leading to the Ordinary National and Higher Diplomas in Business Studies are each of two years' duration if taken full-time, or three years if taken as sandwich courses. The courses should therefore be able to provide enough time for students to acquire a reasonable working knowledge of Russian. Russian study in these courses would be valuable to those who intend to take up the study of marketing or are thinking of a career in the export trade, particularly in view of the spread of Russian as a commercial *lingua franca*. Similar considerations apply in Scotland where, however, the administrative arrangements are different. Diploma and Associateship Courses in the field of Business Studies are centralised in the Scottish College of Commerce in Glasgow. Such courses involve full-time attendance in the college for three and four years respectively, and are attended by students from every part of the country. Certain of these courses provide students with the opportunity of commencing the study of a language which they may not already have taken at school. It is recommended that some of these students might be encouraged to select Russian as part of their course of study. Such students would be reasonably competent in the language after three or four years.

88. The sharp upward trend in the number of sandwich courses in science and technology has continued steadily over the past five years. In the educational year 1955/56 there were 2,327 students enrolled in advanced sandwich courses in technical colleges in England and Wales. In 1960/61 the number of students had risen to 11,112. Most of the students on these courses are among the future technologists and scientists on whom the future prosperity of this country largely depends. Russian science and technology are certain to influence their activities before they come to retire in about the year 2000. Some of them should surely be in a

position to keep abreast of Russian scientific and technological literature in their own specialist subject and they should learn to speak a little Russian.

Frequency of Classes

89. Courses, whether day or evening, which depend on only one meeting a week lose momentum. In most cases it seems that no other arrangement is possible as most students could not find the time to attend more often. More attempts, however, ought to be made, especially in large centres, to organise classes which would meet more frequently, even if only for the first session of the year, in order to gain momentum.

The Organisation of Evening Classes

Problems from the Closure and Amalgamation of Classes

90. In evening institutes classes are closed if numbers fall below a certain level. Russian is frequently affected even though many local education authorities are generous in delaying the closure. An advanced class is frequently either not started or is discontinued as a separate unit when numbers over two grades dwindle. This frustrates both the students who have progressed beyond the beginnings and are persevering enough to continue to a stage where their work should really begin to show returns, and the elementary students who get only part of the teacher's attention and so progress more slowly than they need. Public funds must not be used wastefully, but wherever possible separate classes should be held at different levels. Otherwise the beginners hamper the practised and vice versa.

'Out-area' Regulations

91. Where more than one elementary class is being held at one establishment, there are advantages in grading the classes according to the linguistic experience and general educational level of the students. The heterogeneous composition of a class adds greatly to the teacher's difficulties. Very small numbers of students make grading impracticable. We have been told of instances of Russian courses being hampered and frustrated by the 'out-area' regulations of local education authorities. We therefore recommend that local education authorities should allow 'free trade' for students of Russian to enable colleges well-placed geographically to provide an efficient teaching service to industry and to the general public, and to develop their work in this subject unhampered by local government boundaries.

Raising the Efficacy of Teaching

92. Not all teachers are trained for the work in further education; some are not trained as teachers at all and too many are amateurish in their teaching. We have been told of many cases where teachers discourage students by dreary grammatical exercises and do not encourage them to practise speaking. An improvement could be made if there were more study of teaching methods in further education. Much would be gained if teachers came together more to discuss their work.

93. Summary

Schools

(a) Although Russian is not an abnormally difficult language we limit our recommendations in the first instance to schools containing

the more able pupils, for example grammar schools. (Paragraphs 51, 52.)

(b) As long as French and Latin are the first two languages taken at school by practically all potential university entrants, Russian will grow little, and specialists both in science and in arts in the sixth form will be hindered from studying it. We recommend that the Minister should raise the question of entrance requirements with the Committee of Vice-Chancellors and Principals for discussion with the heads of departments and colleges in the universities. (Paragraphs 54-61.)

(c) To give a greater chance of fitting Russian into the curriculum by extending school or university courses is beyond the purview of this Committee; we recommend, however, that the possibility of extending modern language studies by starting a first foreign language in primary schools should be investigated. (Paragraphs 62-63.)

(d) Russian should become a normal subject in the curriculum of many schools, introduced as long as possible before pupils reach the sixth form. (Paragraph 64.)

(e) Large schools would find no great curricular difficulties in offering Russian before the sixth form, and some schools, both large and small, should experiment by making Russian the first or second foreign language. (Paragraph 64.)

(f) In schools where (d) is impossible, Russian courses should be started in the sixth form provided that adequate time can be given and modern methods used. (Paragraph 59.)

(g) A paper at Advanced level in modern Russian history might stimulate Russian studies. (Paragraph 65.)

(h) The responsibility for the decision to introduce Russian rests with the heads of schools. We urge local education authorities and governing bodies to help schools which wish to introduce Russian. (Paragraph 66.)

(i) The immediate bottleneck in expanding Russian is the supply of teachers. If in the next fifteen years Russian is to be taught on the same scale as German is taught now, 60-90 teachers will need to be trained each year *in addition* to those graduating from universities. (Paragraphs 67-81.)

(j) In order to bring the number of students studying Russian up to the level of those studying German, these teachers must be given the opportunity to start teaching Russian in classes of the normal size below the sixth form. (Paragraph 74.)

(k) In schools which declare their intention to introduce Russian teaching the staffing ratio should be modified where necessary so as to allow the appointment of one extra member of staff. (Paragraphs 82-84.)

(l) We recommend that the rate at which Russian expands, and the general effectiveness of the measures to facilitate its expansion which we propose, should be reviewed at intervals of five years. (Paragraph 85.)

Further Education

(m) More courses of Russian should be included in sandwich and full-time courses. (Paragraphs 86-88.)

(n) Classes, where possible, should meet more often than once weekly, so that students keep the momentum of their progress. (Paragraph 89.)

(o) Different grades of students should be taught in separate classes and as much generosity as possible should be shown in keeping small classes going. (Paragraph 90.)

(p) The location of classes should, however, be planned so that courses can be better graded with enough students of each grade to justify the expenditure of public money upon them. (Paragraph 91.)

(q) It is important that modern teaching methods should be more widely used. (Paragraph 92.)

CHAPTER V

CAN THE TEACHERS BE FOUND?

94. Throughout this report we have emphasised how urgent it is to extend the teaching of Russian and how this partly depends on increasing the number of teachers. By no means all existing teachers of Russian have the same high proficiency as is found among teachers of other modern languages. In some cases their lack of oral fluency hinders their teaching. We need not only more teachers but better teachers. What organisation is required to produce the extra teachers and to raise standards?

INTENSIVE RUSSIAN COURSES FOR TEACHERS

95. We assume that as the subject expands more school pupils will proceed to the university to read Russian, and some of them will return to teach in the schools after receiving, it is to be hoped, professional training. But expansion of Russian in schools by this process will be far slower than is compatible with the interests of the country. It is important to hasten the increase in the supply of teachers. Intensive instruction can produce people with a competent knowledge of the language though it will not of itself instil proficiency in teaching. In order to avoid prolonging an intensive course by further pedagogical training the intensive course should be offered to those already proficient as modern language teachers. There will be some teachers of other subjects, especially classics, who would similarly make good teachers of Russian, but in the main we recommend that intensive courses in Russian be provided for teachers of other modern languages.

96. We consider that one year is the longest period for which practising teachers could be withdrawn from their schools for this kind of course, which would last some 44 weeks, the time worked annually by students at the Joint Services Schools of Languages. With modern methods of intensive instruction, combined with ample equipment and favourable staffing ratios, a course of this length should enable the students to reach an adequate level especially if before starting the course they had already reached a standard in Russian equivalent to that of the Ordinary level of the General Certificate of Education.

97. We regard it as essential to the success of the one-year courses that the teachers who volunteer for them should not have to suffer financially. There is at present no established policy of paying allowances to cover the extra subsistence costs of teachers who follow one-year courses, although some local education authorities do in fact give assistance. Young married teachers especially are likely to be deterred from applying because of the extra expenses which they would inevitably incur. In view of the importance of extending the teaching of Russian we suggest that education authorities be asked to meet all reasonable extra expenses incurred by the teachers concerned.

98. It would be too time-consuming to include in this course the study of Russian literature and civilisation otherwise than incidentally as part of the material of the language work. These students would, however, be well capable of pursuing literary, historical or present day studies on their own after the completion of the course.

99. The courses would, then, be predominantly linguistic and would have practical aims. Elementary language instruction is not considered to fall within the province of the universities (cf. the Hayter Committee's report, XV, 7-10). It is a sphere of activity much better suited to establishments of further education.

100. We recommend that the first one-year course as outlined above should be organised as a matter of urgency for at least forty teachers. This figure is below what is required, but we take account of the difficulties restricting recruitment to a course of this kind. We propose that expansion should follow as soon as the response justifies it and the necessary experience has been gained.

101. We recommend that these courses should be organised within a college of further education. The college selected might with advantage be situated in London, where the work in Russian could be linked, either formally through a representative on an advisory council, or more informally, with the School of Slavonic and East European Studies and with the London Institute of Education. In London it could also draw on a great reservoir of students and teachers living within daily travelling distance, but residential facilities for members of the courses living at a distance would be necessary. Further reference is made to this subject in paragraph 113 below.

102. We propose only one centre in the first instance because a start must be made with the minimum of delay. If the centre is launched successfully, at least one other should be set up elsewhere. A centre in Scotland would be desirable. Scottish regulations for admission to the teaching profession differ, however, in several important respects from those operating elsewhere in the United Kingdom, though teachers who satisfy Scottish requirements are, as a general rule, eligible for recognition in other parts of the country. While students from the proposed courses could begin immediately to teach Russian in England and Wales, the way may not be clear for a similar project to be undertaken in Scotland. We therefore recommend that the Secretary of State for Scotland should give this matter urgent consideration in consultation with the Scottish Council for the Training of Teachers.

REFRESHER COURSES

103. Refresher courses are also necessary for two reasons. One is that a good number of the present teachers of Russian have never had a full course of instruction and have not become fully proficient in the language. The other is the great difficulty of visiting the Soviet Union or in other ways getting practice in the living language. The vacation courses in Russian for teachers organised at the London School of Slavonic and East European Studies show how many people feel the need for this kind of help.

104. The equipment, knowledge and experience which are required to run the intensive courses for teachers might well be used for this extra purpose if demands on them were not otherwise too heavy. On the other hand there are advantages in dispersing such work to various centres for the convenience of the students.

COSTS

105. None of the proposals we make to extend the teaching of Russian involves expenditure on any large scale. The most expensive item is likely to be the intensive courses for teachers. In many ways the proposed arrangements for these courses would be similar to those for other supplementary courses for teachers, but there would probably be rather higher costs for travelling and subsistence if our recommendations in paragraph 97 are implemented. The annual expenditure for staffing and expenses for a group of forty students would probably be in the region of £62,000, made up as follows:—

Salaries

	£
Five lecturers, including a head of department	10,000
Non-teaching assistants	1,700

Expenses of teachers seconded to the course

Full salaries	40,000
Travelling and subsistence	10,000
Total	61,700

In addition there would be overhead costs which cannot well be estimated without knowledge of the internal arrangements of the college of further education where the courses would be established. Some capital expenditure would also be required for the provision of modern equipment such as twin-track tape recorders housed in booths. The total cost of this our main proposal would, however, be modest considering the advantages which would accrue from it.

106. **Summary.**

(a) One-year courses for at least 40 teachers, mainly of modern languages, to learn Russian should be instituted without delay and held annually. (Paragraphs 94–100.)

(b) These courses should give intensive linguistic instruction over a period of about 44 weeks. (Paragraphs 96, 99.)

(c) In the first instance a suitable large college of further education should be sought in London where these courses could be instituted. At least one further centre should be opened as soon as the necessary experience of running the initial courses had been obtained. (An alternative is put forward in Chapter VI, paragraph 114 (c).) (Paragraphs 101, 102.)

(d) Teachers attending the courses should not suffer financially and education authorities should be asked to ensure that they do not do so. (Paragraph 97.)

(e) The cost of providing staff and seconding the teachers attending the courses should amount to little more than £60,000 per annum for a group of forty students. (Paragraph 105.)

CHAPTER VI

OTHER COURSES AND RESEARCH INTO THE TEACHING OF RUSSIAN

COURSES FOR SCHOOL LEAVERS

107. Much of what has been said in paragraph 103 applies equally to school leavers about to enter the university and to students during their university course who need to begin or reinforce their study of Russian. The Hayter Committee has recommended help to men and women in these two categories (Chapter XV, 17 and 23). There exists in London a course to the Advanced level examination suitable for those who can devote a whole year to this study, but others whose university places are already assured by Christmas could devote two terms to an intensive study of Russian. Some might need to start from the beginning, and others, having reached only Ordinary level or having completed a hurried course to Advanced level, would still be in need of help. As with the refresher courses for teachers, we consider it on balance more practical to recommend that these courses should be geographically dispersed and not concentrated to swell one central organisation above the size where it might be instituted quickly. If a language institute could be set up without delay the balance of argument might well favour centralisation of these courses (see paragraphs 111 and 112).

108. The provision of financial assistance to school leavers attending such courses has to be faced. We recommend that the Minister of Education and the Secretary of State for Scotland should consider how students could be helped to attend courses of this kind. By no means all local education authorities contribute towards the cost of this kind of study if the work cannot be regarded as an integral part of a degree course. University students taking vacation courses are in a different category from school leavers. What we recommend for them is basically a substitute for residence abroad such as is widely insisted on for the students of other modern languages, and attendance at the Russian courses might well be supported from the same resources as already assist residence abroad.

RESEARCH

109. Research into both materials and methods of teaching is necessary if we are to raise the general level of efficiency in the teaching of Russian, and perhaps of all modern languages. Many of our informants have told us that this country lags behind America, France and the Soviet Union in research into the teaching of modern languages. Few university language departments carry out such research; education institutes are for the most part too hard-pressed to do so and their effort is dispersed; schools of linguistics are indeed engaged on fundamental research, but are not concerned with the problems which touch us closely. We propose

that facilities for research should be provided in conjunction with a teaching establishment; in the context of our recommendations, that means in alliance with the intensive courses for teachers. The research department should have a director of research and three or four research fellows provided with equipment and adequate secretarial assistance. It would require a strong research advisory committee on which should sit representatives of the Ministry of Education, the Scottish Education Department, university Russian departments, institutes of education, the Department of Scientific and Industrial Research (Human Sciences Division), the Applied Psychology Research Unit of the Medical Research Council, the National Foundation for Educational Research and similar bodies.

HIGH LEVEL FUNCTIONAL TRAINING IN RUSSIAN

110. Given the special measures outlined above to increase the number of teachers and to raise standards of teaching, Russian studies will improve. But even the best school can teach the language only up to a certain level. University language departments devote much time to literature and to linguistic studies which involve learning ancient and medieval European languages. At no stage in our present educational system can a student concentrate all his efforts on mastering the modern idiom in a severely practical course. The attitude in this country to learning foreign languages has changed, but we still have no *Dolmetscherschule* as in Germany or Switzerland, no language institutes such as exist in America or the Soviet Union. To set up a separate centre for Russian would be a waste of national resources, but the inclusion of Russian among other languages would be an efficient solution of the problem; the concentration of several languages in the same establishment would prove stimulating to all of them. The same need for high-level functional training exists also for the main West European languages and for the languages not taught in our schools. Although we are dealing with Russian alone, it would be short-sighted to ignore the national needs which could best be met within the same organisational framework as for Russian. We recommend that immediate attention should be given to providing Russian courses for interpreters, translators and advisers in industry, commerce, science and the government services and Her Majesty's Forces. Postgraduate students specialising in East European studies who need to learn Russian should also be catered for, as recommended in the Hayter Committee's report (XV, 23). At least one course should train students who need an expert knowledge of the language and civilisation of the U.S.S.R.

A LANGUAGE INSTITUTE

111. The solutions to the various problems discussed above should not be unrelated to each other. We endorse the proposal made in the Hayter report (Chapter XV) that a language institute should be established which would give courses in certain languages for teachers, mature students and school leavers. Work at a high level would find a natural place here and so would research.

112. Such an institute could hardly be set up early enough to begin the teachers' courses we propose. The courses and research which we recommended could not however be organised independently of one another

without great loss of efficiency and momentum. The idea of a language institute has met with echoes in other quarters in connection with a wider range of languages. Indeed, the establishment of such an institute appears to be urgently needed if the country is to be in a position to meet the demands that closer commercial and industrial integration with Western Europe will make. These considerations lead us, however, outside our terms of reference and we fear that the decision to set up the Russian courses for teachers might be delayed if they had to wait upon the foundation of a separate institute. If an institute should be set up in the very near future, we recommend that the courses and the research should become part of its work. Otherwise, we propose that the teachers' courses and the research should be started together in an existing establishment of further education which has a strong school of languages with a well-qualified staff of specialists providing full-time professional courses in several languages. Within this organisation a centre should be encouraged to develop, which either could pave the way for, or could itself become, a language institute. In this way not only the teachers' courses, but also the functional training in the Russian language and the research, could be started with the minimum of delay and could expand unrestricted in response to future needs.

113. The college referred to in paragraph 101 above should therefore be chosen with this possible development in mind. It should be large enough to contain the language institute without becoming lop-sided. It should preferably be a college which offers instruction in a number of modern languages at a high level. If it is not already generously provided with modern equipment for language instruction then it would need to be so equipped, and this could be done more economically if the apparatus could be utilised for several languages. These conditions apply when we consider the Russian courses for teachers; they are vital when we look to the development of a language institute as the logical outcome of the organisation we propose. We attach importance to a choice of arrangements which at the very least would not impede the growth of a language institute.

114. Summary

(a) Courses for school leavers proceeding to higher education should be organised, as advocated in the Hayter Committee report (Chapter XV). They should last six months beginning in January of each year and could include both beginners' courses and more advanced ones for those who have begun Russian at school. While they might be held in the same establishment as the teachers' courses, there would be certain advantages in dispersing them in various centres and we regard this as the more practicable arrangement in the first instance. (Paragraph 107.)

(b) The Ministry should consider how school leavers and university students can best be helped financially to attend the courses proposed for them. (Paragraph 108.)

(c) It is of great importance that this country should have a language institute. This institute could well grow from the arrangements which

we envisage for Russian courses. Should it be set up as an independent establishment immediately, we should regard it as a satisfactory centre for the first Russian courses for teachers. (Paragraphs 111-113.)

(d) Research into materials and methods for teaching modern languages, in particular Russian, should be conducted at this language institute. (Paragraph 109.)

(e) At the language institute there should be Russian courses for officials in the government service; for those in industry and commerce; for scientists and other postgraduates. (Paragraph 110.)

CHAPTER VII

METHODS OF TEACHING, EXAMINATIONS AND AIDS TO STUDY

METHODS OF TEACHING RUSSIAN

115. Although successful teachers and research workers in applied linguistics agree in general on the principles of teaching modern languages, practice often departs very far from these standards.

The Main Principles

116. (a) Because learning a language means forming habits, practice is the key to success. Vocabulary and speech patterns must be repeated until they can be used with confidence.

(b) The student should hear, speak, read, write—in that order—in mastering new work. (For recognition must come before active use and hearing a modern language spoken is the surest foundation for successful study of the language).

(c) Words should be learnt and practised in meaningful phrases or sentences rather than in isolation.

117. Teachers must, of course, bear in mind factors that influence the practical application of these principles. These factors are:—the aims and level of the course, which must take into account the amount of time available and also the capacity of the students; the students' aptitudes for language learning and their experience of other languages; the size and composition of the class and the age of its members; the teacher's own personality and special gifts; the special characteristics of the language.

Oral Practice

118. In active oral work the student will repeat often enough what he has learnt only if his teacher rigorously restricts the quantity of new material which he expects his pupil to assimilate in a given time. If the teacher expects his pupil to master masses of new vocabulary or too many new forms of expression, the pupil will be frustrated and bewildered. Skill in language teaching depends much on combining the maximum of repetition with the minimum of monotony.

119. The students must learn to hear correctly what is spoken. To do this means for most people concentrated effort and considerable practice. There must therefore be ample opportunities for listening to the foreign language and hearing the same material repeated until it is really known. Lessons should be conducted in the foreign language unless there are clear advantages at a particular moment in the use of the mother tongue.

120. It is through listening and speaking that the student learns most readily to comprehend and to express himself. Opinions vary as to what amount of the initial stages of the course should be spent purely on oral work, but the importance of such work is beyond doubt. There are strong

grounds for introducing all new work orally at every stage of the elementary course. Practical considerations often restrict the length of this oral introduction: students have difficulty in working on their own without referring to written or printed words. Recorded sound is helping to alter that situation. The principal means of reproduction are the gramophone and the tape-recorder, some of the possible uses of which are discussed in more detail in the section of this report beginning at paragraph 151. Here it may be said that, with these mechanical aids, a student is able to hear a text as many times as he needs. With a tape-recorder he may additionally practice his own speech and compare it critically with a model recording. Listening with concentration is a vital part of language learning.

121. The ability to imitate varies from one student to another. Some need more than others to help themselves by their visual memory. To explain how the speech organs produce the sounds is useful.

122. In the early stages the written characters of any foreign language have strong associations for the student with their sound values in his native tongue. They may therefore distort pronunciation and this distortion, once it is established, is hard to correct. Even when a word is not spoken aloud some impression of sound accompanies its recognition. Although a language may be studied exclusively for reading purposes it should first be approached aurally.

123. The Russian Cyrillic alphabet contains a number of letters which cannot be confused with the Roman ones, but the two codes have several symbols in common which represent completely different sounds; and the Russian language presents its own source of confusion through the variations in pronunciation according to the position of the vowels in relation to the tonic stress. Since the fall of this stress cannot be reduced to simple rules and may vary in the inflected forms of the same word, mistaken impressions can easily arise. If the ear does not aid the eye to memorise the correct form, even the use of texts with the stress marked may not guard against error.

Reading

124. Practice in reading should not be all of one kind: it may be intensive, i.e. a concentrated study of the vocabulary and structure of a chosen passage; or it may be extensive, i.e. undertaken to comprehend the general content rather than the details of expression. Extensive reading may begin as soon as the student has advanced far enough to deal independently with the printed word. The text should be safely within his powers of comprehension; it should be chosen in such a way that he does not need to look up an overwhelming number of new words and he should not be fogged by too many unknown forms of expression. The commonest words and expressions, just because they occur most often, will be frequently revised and so swell the active vocabulary which the student has been acquiring by intensive study over a narrow field. In Russian it is most important that stressed texts should be used in the early stages of extensive reading, but the number of stress marks should gradually be reduced to help the student attain independence. The student should be encouraged to read newspapers, modern stories which contain conversation, and travel books. These will give him the feeling that he is in contact with living foreigners and that what he is reading relates personally to him.

Free Composition

125. Good students are keen to express their own thoughts. They cannot do so in the very early stages because they do not know the language. The only way they can overcome their frustration is by mastering the patterns of speech. Question and answer can provide variety ; so can substitution exercises and controlled sentences leading on to guided conversation and guided (free) composition. This free composition may usefully be introduced by degrees early in the course, leading in time to varied forms of written expression. Free composition makes great demands on the teacher. Marking is particularly onerous ; the teacher must decide whether to risk discouraging initiative by calling attention to a mistake without further explanation when the point has not already been covered in class, or whether to take the point up out of sequence. Plenty of practice in free composition, however, is worth while. If properly controlled by the teacher, it affords the pupil the satisfaction of using his knowledge creatively and satisfies his desire for security by enabling him to discover just what command of the language he has.

Translation into Russian

126. It is natural to think that any student learning a foreign language should be able to translate into it passages from his mother tongue, and even the teacher may be led to underestimate the difficulties of this kind of exercise because his best pupils can manage it with comparative ease. Translation into the foreign language, however, demands a considerable ability to deal with abstractions (viz. grammatical rules), and often with many abstractions at the same time. Most boys and girls acquire this skill slowly, long after they have learnt to understand what they hear and read. Only material which is well within the pupils' ability to translate at sight with almost complete accuracy should be used in the early stages. If translation from English is used prematurely the pupils tend to impose on the foreign language the patterns of their mother tongue and to think in isolated words instead of in phrases and whole sentences. A disproportionate amount of time must in that case be spent on giving them practice ; even so the results are rarely encouraging and the pupils would be far better employed in increasing their familiarity with the foreign language—understanding it when spoken, speaking it themselves, reading it, writing it without the need to translate. When they have acquired a really good general knowledge of the language they can usefully tackle the problems of translation into the foreign tongue.

Grammar

127. We use language to express thoughts or feelings. To this end grammatical rules are an aid : if the pupil derives them from an analysis of speech patterns they help him to understand and retain these patterns. The teacher will naturally have the grammatical structure of the language in his mind when he shapes the course of study. Grammatical rules should not be learnt in advance of use. The scaffolding of language can be especially frightening in a highly inflected language like Russian and, without the comfort of mastering the essential words and patterns used in everyday speech, the student may find the intricacies of grammar unmanageable and depressing.

Background Studies

128. Learning about Russians—about their country and their culture—is part of Russian language study. To understand the finer points of the language itself one must know the life and customs of the people. In the more elementary stages background studies do not influence the methods of teaching, though they should have some bearing on the material chosen for study.

More Advanced Linguistic Work

129. The principles outlined above are just as true for advanced courses. Less of the time, however, is spent in establishing basic patterns, more in using what has been learnt and in exploring the cultural avenues which open with knowledge of the language. Wide reading is important at this stage; so too is listening to stories, poems and plays. Translation from and into the native language can begin, but only begin, to become a worthwhile intellectual exercise. It is still important to continue to revise.

Responsibilities of the Student

130. No methods, however good, can take the hard work out of learning a language. The student must cooperate strenuously. He must cooperate outside class time. He must not only read, but listen to, the material which he is learning. He will not be able completely to assimilate in class all the necessary forms of expression because time will limit the amount of repetition and active use of language that he can undertake. If he is to advance at a good pace, he will have to put in work on his own to memorise vocabulary and the basic patterns of the language. If a student is to accustom his ear to the native idiom, he must memorise phrases, sentences and even whole passages of the foreign tongue. That is the only short cut to the fluency which is otherwise acquired only by long residence in the foreign country.

EXAMINATIONS

Ordinary Level

131. Many people answering our questionnaire declared that the examinations in Russian for the General Certificate of Education were unsatisfactory. They complained that Ordinary level papers were unreasonably difficult by comparison with those in other languages, and certain papers in particular were singled out for adverse comment. Our evidence taken as a whole, however, suggests that these criticisms do not apply to the most recent examinations. The small numbers and the variety of the candidates made it difficult at first to establish suitable standards, but the growth of the subject and the recent increase of candidates has helped to overcome the earlier troubles.

132. The most frequent comment concerned the inclusion in the Russian papers of uncommon words. Many teachers would like to see the examinations at Ordinary level based in the main on an agreed list of common words. We understand that the Association of Teachers of Russian has promoted the compilation of a basic vocabulary and we consider this a very valuable undertaking. In the long run there should be, however, a scientifically constructed basic vocabulary and basic syntax, but this would demand much research and considerable resources.

133. Many wished to see translation into Russian taken out of the papers at Ordinary level and replaced by tests in comprehension. They did not deny that prose composition was a well-tried examination technique, but they held that it led teachers to concentrate far too much on composition and translation as a method of instruction. All translation into the foreign language was discontinued several years ago in the Lower Grade of the Scottish Leaving Certificate Examination and will not be included in the Ordinary Grade papers for the Scottish Certificate of Education.

134. A strong weight of opinion supports the desire that the oral part of the Ordinary level examinations in Russian should be given greater importance. Many feel that, until this happens, the oral side of the work will receive insufficient attention. In connection with this it would be necessary to consider ways of improving methods of examining oral skill.

135. We wrote to the Secondary School Examinations Council asking first for "any observations on modern language papers at the Ordinary level of the General Certificate of Education which provide an alternative to translation from English as a test of ability in using the foreign language". The answer to this question was:—

In examinations in modern languages, translation from English (or prose composition) is a very effective test of the knowledge that candidates possess, and it is perhaps especially suitable for good candidates having a certain maturity. However, it need not be regarded as indispensable in an examination at the Ordinary level of the General Certificate of Education, provided always that candidates are adequately tested in other ways in their ability to express themselves in writing in the foreign language and that the general standard required for passing the language examination as a whole is not lowered by the omission of the paper in prose composition.

136. We continued:—

Moreover, since Russian in particular is frequently studied in order primarily to acquire a reading knowledge, it has been suggested that there might be a place for a different type of examination at Ordinary level which would not require the candidate to write the foreign language at all, but would in return test the ability to understand and to translate into good English much more difficult passages of Russian than are set in normal papers at the Ordinary level. Your Committee's views on this suggestion would also be welcomed.

To this the answer was:—

In a language such as Russian there might well be a type of examination that would not require the candidate to give evidence of ability to write the foreign language, but a test that was solely translational could not be regarded as a satisfactory alternative to examinations of the present pattern in modern languages at the Ordinary level, a pass in which should indicate that a candidate has a satisfactory elementary command of the language, both as it is spoken and as it is written.

137. We take note that the Secondary School Examinations Council is prepared to consider proposals for alternatives to prose composition.

An Examination testing only Translation from Russian

138. Some teachers have expressed the desire for an examination to suit pupils whose primary aim is to learn to read Russian. This examination would serve the historian and the scientist alike and could act as an auxiliary to other subjects. Many pupils would no doubt continue to aim at passing in Russian at the Ordinary level, but in our opinion an examination limited to translation from Russian offers interesting possibilities. We

agree that it could not be an alternative to a pass at the Ordinary level ; it might suitably be open only to candidates sitting other subjects at the Advanced level.

Advanced level

139. We have received some criticisms of the Advanced level examinations in Russian, chiefly concerning the choice of set books. The choice of books has no doubt been restricted in the past by the lack of suitable editions, and we hope that the range of works available will continue to improve ; the Association of Teachers of Russian is already using its influence towards this end. The request to include a greater number of modern authors among the set books has our sympathy, but we have to recognise that there are considerable difficulties.

LITERATURE

140. Some people think that literature is given altogether too much prominence in school language courses. They think that the literature of a century ago is not a good guide to the way Russian is spoken and written today and prevents students from relating their oral practice to what they read. We do not agree with this view. To banish literature from the curriculum would be deplorable. Students should be expected to read some of the masterpieces of Russian literature that every educated Russian man or woman would have read. To read in the original in adolescence the poetry of Pushkin and Lermontov, and such works as *Fathers and Sons* or *The Three Sisters* or *The Twelve* can be the most exciting of all the rewards in the adventure of learning Russian.

TEXTBOOKS AND OTHER TEACHING AIDS

Textbooks

141. In the last few years the number of textbooks for English-speaking students of Russian has increased and more of the books available are now in tune with modern teaching methods. Textbooks produced in the United States, especially those for science students, are useful though highly expensive. But suitable and cheaper British books have recently appeared. The Soviet Union has issued books for English speaking users. Books from the Soviet Union often suffer from the disadvantage that they may quickly go out of print and remain unobtainable for an indefinite period. The firm which imports books to this country from the Soviet Union tries to keep permanently in stock works for which there is a considerable steady demand, but finds the situation difficult with regard to other books. The demand fluctuates to an unusual extent ; nor is this surprising because copies are not available on approval and few bookshops carry any considerable selection. As a result teachers outside London and other big centres experience considerable difficulties.

142. A real contribution to raising the standard of books and also adding to their number is being made by the Association of Teachers of Russian, which advises authors and publishers at their request and has sponsored several works.

143. The British course-books which have appeared or are planned to appear in the near future should meet the main needs of the schools, and

the complaints about textbooks which until recently were frequently heard are losing their force. There is now a choice of good quality books on modern lines. In spite of some improvement recently there remains a dearth of supplementary readers, especially for pupils in the early stages of learning Russian. Books of this kind still remain the greatest need. The supply of rather more advanced readers is improving but is not yet satisfactory. Schools need texts which are written in contemporary language so that pupils learn modern and not antiquated Russian.

144. Appendix IV gives the main desiderata for course books and for readers agreed on by our sub-committee which looked into these matters.

Reference Books and Maps

145. Reference books are still supplied largely from Soviet sources. Dictionaries are available but those entirely in Russian do not give explanations using illustrations or simple Russian wording. A valuable addition to the books available for sixth forms or university students would be a reasonably comprehensive reference grammar which had an efficient index and gave clear explanations especially of syntax.

146. There are some difficulties over aids such as good wall-maps of the Soviet Union and suitable pictorial material for display. Educational filmstrips are available in considerable numbers.

Libraries

147. Answers to our questionnaires showed that few schools and still fewer further education establishments have Russian libraries of any size. The local groups of the Association of Teachers of Russian are building up libraries at their various centres and books are being exchanged with the Soviet Union. The public library service might also play a bigger part by developing more centres which specialise in Russian. Some university and technical college libraries make their books available to teachers, at least for reference.

148. While resources are necessarily limited, those that exist should be fully known and used. The Russian Union Catalogue of the National Central Library is a useful source of information.

Recordings

149. Gramophone records of stories poems and plays imported from the Soviet Union are to be had in London, but the supply and selection are limited.

150. Gramophone courses produced in this country are sometimes used as auxiliaries. There are also recordings of the reading texts of some course-books. These are largely on tapes produced in most cases under the auspices of the Association of Teachers of Russian. Speech recordings are becoming more plentiful, and the Association is to be congratulated on its work in sponsoring and lending recordings—a service which deserves to be extended.

The Tape-Recorder

151. Tape-recorders are already being used in some schools and colleges as an integral part of courses in modern languages, and they may well exercise a revolutionary influence on methods of teaching in the next

ten years. In a number of establishments single-track machines have long had a place in schemes of work. They have been the means of providing students with remedial speech practice, and the ease with which they can be made to repeat, without any change of pitch or pace, passages that have not been immediately grasped has enabled teachers to use them for familiarising classes with new voices speaking the foreign language at the normal rate of conversation. Few departments of modern languages, however, have had exclusive use of even one tape-recorder.

152. Now experiments are being conducted with so-called 'audio-visual' courses for teaching the early stages of some languages. These courses, in which filmstrips are synchronised with the tape-recorder, enable students to approach the study of a foreign language through the spoken word; in essence, they are a development of the well tried and effective teaching technique of basing on pictures and photographs question and answer (and eventually free oral composition) in the foreign language. If establishments are to make regular use of courses of this type in all the modern languages of their curriculum, quite small language departments will evidently need unrestricted access to one or more tape-recorders and film-strip projectors.

153. Even when teachers have introduced these courses and made the greatest possible use of devices such as the repetition of correct answers by groups or whole classes, there remains the fundamental difficulty of giving each student sufficient practice in speaking the foreign language. It is here that tape-recorders of the twin-track ('teacher-pupil') pattern offer immense possibilities. These machines enable students to work on their own (whether or not the exercises are designed for them alone or for a group) and to improve their pronunciation and intonation by first imitating the master recording and then checking the result of their own efforts against the model. The fact that they hear both their own voice and the original in precisely the same conditions, disembodied as it were, makes self-criticism easier. To erase their own recording is a very simple operation and they can try again as often as time and their own will to succeed permit. The master recording can be erased only by the teacher. In striving for a near-perfect rendering students add in the most natural way, and almost as a by-product, to their store of foreign words and phrases. The shyest students can undertake this work without any worry about the reactions of their fellows to their efforts, and the pace of work can be adjusted to their individual talents. There is the further advantage that, while working with the machines, students are not contaminated by the errors of their class-mates.

154. In some countries, notably the United States, the U.S.S.R., and France, special practical language rooms, or 'laboratories', are now being used to house the machines. In Britain practical language rooms in technical and commercial colleges have already been provided with twin-track tape-recorders, and plans are known to be far advanced for the equipment of rooms on broadly similar lines in other colleges of further education and in grammar schools. If rooms of this sort also contain good collections of graded recordings, students may with profit undertake private study of the spoken language in much the same way, as with books in a library, they are able to study the written language for themselves. Work with

twin-track tape-recorders appears to be specially appropriate for adults and senior pupils, but experience may show that extension to younger pupils in courses of the ordinary kind is both feasible and advantageous. There is much to be learnt about the most effective use that can be made in language teaching of these potentially invaluable aids. It is however certain that, if they are to be fully used (and full use will surely be necessary to justify the cost of supplying them), they must be sturdy.

Broadcasting

155. Broadcasting has made a contribution to Russian studies. Beginning in 1959, the B.B.C. launched "Russian for Beginners", a series of 40 twenty-minute lessons broadcast weekly and each repeated later in the same week. The whole series was repeated a year later and a follow-up course, "Keep up your Russian" began; this had a successor in the autumn of 1961. It is planned to continue Russian language broadcasts in future years. The original series was the first B.B.C. language course to assume no previous knowledge of the language on the part of the listeners. The pamphlet which was published in association with the course sold over 53,000 copies, a striking proof of the great interest in Russian at that time. A sample investigation of the results in actual study, undertaken later by the B.B.C., showed, as might be expected, that students without any earlier experience of learning a foreign language and those who relied solely on the broadcasts were unlikely to be among the 25 per cent. who followed the introductory course to the end. Those who benefited most were people who were studying simultaneously by some other method. Some evening classes linked their work with "Russian for Beginners" and used its pamphlet. This practice, if extended, would in effect have the same result as increasing the frequency of evening institute lessons. It would also overcome the disadvantage that broadcast language lessons used on their own leave the student entirely passive.

156. Television, which offers great possibilities in the field of language learning, has not so far been used for Russian.

VISITS TO THE SOVIET UNION

157. There can be no need to explain the value to the student and teacher of visits to the country of the language he is studying. He practises the language in realistic situations which cannot be simulated in the classroom; the language assumes a deeper reality and enhances the student's appreciation of the country's culture.

158. Many universities require their modern language students to spend at least a term abroad for this purpose. In Scotland foreign residence of three months to a year, according to the qualification sought, is normally required of all teachers of modern languages. This requirement has had to be waived in the case of Russian because it is impracticable, and those who become Russian teachers are at a disadvantage. At present few teachers are likely to have the chance to visit the Soviet Union. Some manage visits as tourists despite the high cost, but a tourist existence in hotels is much less satisfactory as an aid to study than living in a family. The obstacles, however, to visits to families still seem to be insurmountable.

159. Valuable as they are, the exchange courses for teachers run under the inter-governmental cultural agreement, mentioned in paragraph 26, offer opportunities to only a small proportion of our teachers even at their present numbers. An increase in the size of the exchange would be most welcome. There have been many requests from British teachers for exchanges of Assistants such as are arranged with Western European countries; unfortunately, there is little hope of such exchanges with the U.S.S.R. at the present time. It would be of immense value if a scheme such as that worked by the International Association for Exchange of Students for Technical Experience could apply to the Soviet Union as it does already to Poland and Yugoslavia.

160. Some parties of boys and girls have made the journey to the U.S.S.R.; they have been privately organised and have received no subvention. The cost seems to be about £80 per pupil for up to a fortnight in the Soviet Union. The Association of Teachers of Russian has attempted to organise exchanges for boys and girls at school but so far without success. The Central Bureau for Educational Visits and Exchanges and the Educational Interchange Council are in a good position to promote visits. There is no point in adding to the machinery which exists already and is available for this work, and we can only hope that the progress made in increasing the flow of visits of teachers and university students will continue and that in time circumstances will be favourable to extending the visits and exchanges to school pupils.

161. Another kind of contact with individual Soviet boys and girls can come through correspondence with pen-friends. This has been arranged by a number of schools, in some cases successfully; in others letters have failed to arrive. One teacher who collects the individual letters and sends them in a single envelope marked "School Correspondence" reports that the correspondence proceeds perfectly smoothly, with the incidental advantage that the date-line for despatch stimulates those who tend to postpone the task of writing.

162. Summary

Methods

(a) We give an outline of the methods of teaching Russian accepted by many successful teachers of the subject and research workers in applied linguistics. (Paragraphs 115-130.)

Examinations

(b) There is a widespread demand for the removal of translation into Russian from the General Certificate of Education examination at the Ordinary level. Greater emphasis should be placed on oral attainment. (Paragraphs 131-137.)

(c) We recommend that the possibility should be explored of instituting an examination in translation from Russian, not as an equivalent to the examination at Ordinary level but possibly open only to candidates taking other subjects at the Advanced level. (Paragraph 138.)

(d) At the Advanced level we favour the continued inclusion of a paper on literature. The set books should include a greater number by modern authors. (Paragraphs 139-40.)

Textbooks and other aids to study

(e) There are now some better textbooks and readers for Russian, but Russian is still much less well provided for than other modern languages and recorded material is also limited. (Paragraphs 141-150.)

(f) We recommend that tape-recorders should be installed much more widely and that teachers and students should use them on the lines we have indicated. (Paragraphs 151-154.)

(g) Broadcasting has already played a useful part in helping those who are learning Russian. We should hope to see it used more widely in conjunction with evening classes. (Paragraph 155.)

Visits

(h) A limited scheme of visits of teachers to the Soviet Union now exists. We hope that it will be possible to extend such schemes and eventually to provide for students and pupils of Russian. (Paragraphs 157-160.)

APPENDIX I

Bodies and Individuals with whom the Committee Corresponded or who Submitted Evidence to the Committee

(in addition to schools and establishments of further education which completed our questionnaire)

Associated Electrical Industries (Overseas) Ltd.
Association of British Chambers of Commerce.
Association of Special Libraries and Information Bureaux.
Association of Teachers of Russian.
Bemrose School, Derby.
Board of Trade.
British Broadcasting Corporation.
British Council.
British European Airways.
British Petroleum Company Limited.
The Principal, Choate School, Wallingford, Connecticut, U.S.A.
Department of Scientific and Industrial Research.
Dundee College of Education.
Educational Institute of Scotland.
Educational Interchange Council.
Emanuel School, London.
Examining Bodies for the General Certificate of Education.
Professor Mischa Fayer, Director, Russian Department, Middlebury College, Vermont, U.S.A.
Firth Park Grammar School, Sheffield.
Foreign Office.
Great Britain-U.S.S.R. Association.
George Watson's Boys College, Edinburgh.
Imperial Chemical Industries.
Iron and Steel Board.
Joint Committee of the Four Secondary Associations.
Joint Iron Council.
Jordanhill College of Education, Glasgow.
London Chamber of Commerce (Inc.).
Ministry of Defence.
Ministry of Education for Northern Ireland.
Modern Languages Association.
Moray House College of Education.
Professor Moseley, formerly of the Russian Institute, Columbia University, U.S.A.
National Association of British Manufacturers.
National Chemical Laboratory.
National Coal Board.
National Committee for Visual Aids in Education.
National Physical Laboratory.
National Union of Teachers.
The Principal, Philips Academy, Andover, Massachusetts, U.S.A.

Royal Institute of Chemistry.
Royal Society of Arts.
Russian Departments of the Universities of Birmingham, Cambridge, Edinburgh
Glasgow, Leeds, Liverpool, London, Manchester, Oxford.
School of Applied Linguistics, University of Edinburgh.
School of Russian Economic and Social Studies, University of Birmingham.
Scottish Council (Development and Industry).
Scottish Education Department.
Scottish Secondary Teachers Association.
Secondary School Examinations Council.
United Kingdom Atomic Energy Authority.
University Appointments Boards.
University Grants Committee.

Persons giving oral evidence to the Committee

Mr. A. C. W. Crane, Industrial Group, Distillers Co. Ltd.
Mr. J. M. C. Davidson, Acting Secretary, Association of Teachers of Russian.
Dr. A. H. King, Controller, Education Division, British Council.
Mr. N. Lunan, of Madras College, Fife, formerly Deputy Principal, Joint
Services School of Languages.
Colonel H. P. Montague, formerly Principal of the Bodmin Joint Services
School of Languages.
Mr. B. E. Ware, Education Officer, National Physical Laboratory.

APPENDIX II

The Work of the Association of Teachers of Russian

1. ORIGIN

In the summer of 1958 the first exchange of teachers with U.S.S.R. took place. The members found that not the least of the many benefits derived from the visit was the mere fact of their having met each other.

A conference for teachers of Russian organised by Mr. A. D. C. Peterson, Director of the Department of Education at Oxford University, took place in January, 1959, at New College and was attended by 100 teachers. The idea of forming an association was accepted by the conference and some 75 of the teachers present immediately joined it.

2. AIMS

The following aims were agreed by the inaugural conference in 1959 and subsequently confirmed at later conferences:

1. To exchange information and experience concerning methods of teaching Russian.
2. To exchange information concerning textbooks and teaching aids and, where necessary, to compile new ones designed expressly for use with modern teaching techniques.
3. To provide information for education authorities, heads of schools and heads of departments interested in beginning Russian.
4. To review existing examinations and suggest improvements.
5. To encourage the establishing of Russian with a regular place in the curriculum of secondary schools.
6. To press for more frequent and widespread interchange of teachers, students and materials with Russia.

3. MEMBERSHIP

In 1960 the following rule for membership was adopted :

“The Association is open to all persons concerned in the teaching of Russian.”

This enabled students of Russian, representatives of publishing houses, senior members of modern language staffs, headmasters etc. to join the Association as Associate Members, receiving all A.T.R. literature etc. but not being qualified to hold office.

4. ORGANISATION

To fulfil the aims of the association the following 5 sub-committees were set up at the inaugural conference and subsequently confirmed :

- i. Textbooks.
- ii. Teaching aids and methods.
- iii. Examinations.
- iv. Exchanges with U.S.S.R.
- v. Information and Broadsheet.

The functions of these sub-committees are:—

i. *Textbooks*

(a) Compilation and dissemination, on personal request and via the Broad-sheet, of information concerning existing and projected textbooks of Russian.

(b) Co-ordination of work of members engaged in writing textbooks, working on the principle that maximum linguistic accuracy and pedagogical efficiency is best achieved by co-operation between native Russian-speakers and native English-speakers.

(c) Liaison with publishers, finding publishers for authors and vice versa.

(d) Reviewing new and existing books for publishers.

(e) Reading of MSS for publishers, each book being examined by the sort of teacher for whom it is intended.

ii. *Teaching aids and methods*

(a) Compilation and dissemination of information on existing aids (recordings, visual aids, song-books etc., filmstrips).

(b) Co-ordination of efforts of members engaged in work on aids.

(c) Recordings of readings etc. made by A.T.R. members and visiting Russians are loaned free of charge to all members.

(d) Discussion on methods appropriate to science and arts courses.

iii. *Examinations*

(a) Compilation and dissemination of information on examinations in Russian.

(b) Liaison with examining bodies concerning complaints of members, suggestions for reforms and appointment of examiners.

iv. *Exchanges*

(a) Compilation and dissemination of information on ways of visiting Russia, providing hospitality for visiting Russians etc. (in co-operation with the G.B.-U.S.S.R. Association, Educational Interchange Council etc.).

(b) Organisation of visits of school-children to U.S.S.R.

(c) Liaison with other bodies (i.e. British Council, Ministry of Education) concerning ways of arranging exchanges of teachers and pupils, setting up of school “links” by correspondence etc.

v. Broadsheet

- (a) Dissemination of materials provided by sub-committees, notices of meetings etc.
- (b) Publication of articles on aspects of teaching Russian.
- (c) Reviews of books (including text-books).

B. LOCAL BRANCHES ("KRUSHKI")

At the 1960 Annual General Meeting it was decided to set up local branches to facilitate intercourse between teachers living in major towns, etc. Branches are now active in London, the South-West, the Midlands, Leeds and District. Liverpool-Manchester and Scotland.

SCOTLAND

At a conference of Scottish Teachers of Russian held in Dundee in April, 1959, lectures were given by members of A.T.R. and a Scottish Branch was set up.

5. A.T.R. LIBRARY

As a result of the acquisition of books by the Exchanges sub-committee from Moscow, from British publishers and by private gifts from members, a library has been set up from which books are lent free of charge to all A.T.R. members.

6. FUNDS

The membership fee is now £2 per annum (£1 for associate members). A gift of £200 from the Gulbenkian Foundation in 1960 enabled the publication of a printed Broadsheet, now fixed at two editions annually.

APPENDIX III

Quantitative Considerations

How many Teachers of Russian will be required Annually?

What rate of increase will be necessary to raise the number of teachers of Russian to 1,500 (the present number for German, see paragraphs 76 and 77 and Table 14 (page 53)) in 15 years?

For simplicity it will be assumed that the same number x is to be produced each year and that there is a constant wastage rate w . (Actually the process, if successful, is likely to snowball as more graduates become available and w is not really a constant. For present purposes, however, these complications can be ignored.)

If the present number of teachers is a and a total of b teachers is required at the end of n years, the required annual increase x is given by:—

$$x = \frac{w(b - a(1 - w)^n)}{(1 - (1 - w)^n)}$$

In the present case $n = 15$, $b = 1,500$, $a = 350$ (see paragraph 67) and we assume that $w = 0.045^*$; we then find $x = 120$. The answer is sensitive to the assumed value of w ; if for instance we take $w = 0.07$ (the average for both sexes), x rises to 160.

* The annual wastage of graduate teachers is on average 3.8 per cent. for men, 9.8 per cent. for women and 6.8 per cent. for all teachers; it is higher for untrained than for trained graduates. Since the present preponderance of men teachers of Russian is likely to continue for some years, the assumed rate of 4.5 per cent. is probably near enough to the truth to be realistic.

The formula gives not only the desirable annual increase, but brings out the fact that if the annual increase falls much below the appropriate figure, the target aimed at will never be reached. Instead a smaller number will be reached such that the annual increase merely replaces the wastage. Thus we may rewrite the formula:—

$$b = a(1 - w)^n + x(1 - (1 - w)^n)/w$$

and in the limit of large enough n (i.e. after many years) this becomes:

$$b = x/w$$

If, for example, the annual increase x is only 45, the final number of teachers will never exceed 1,000 if $w = 0.045$ (at the end of 15 years it would be only 675).

Average number of Ordinary level candidates per teacher

Since the ultimate aim is to raise the number of pupils to the present level of German, the aim will not be achieved by raising the number of teachers of Russian to equality with the number of teachers of German unless each teacher of Russian is on the average teaching as many pupils as his German colleagues. We know that, for Russian, classes are small (see Table 8), but we have no comparable figures for other languages. A rough quantitative comparison can however be made between the position in Russian and in other languages, by estimating the average number of O level candidates per teacher, and this is made in Table 14.

It can be seen that the number of candidates in Russian presented by each teacher is much lower than for German (which in this respect does not differ greatly from French or Spanish). Unless the number of pupils of Russian per teacher can be increased at least threefold, there is no hope of achieving parity with German, even if the number of teachers of Russian is increased at the rate envisaged above.

Table 14

*(Calculation of average number of O-level candidates per teacher in 1960)**

	Russian	German	French	Spanish
Number of G.C.E. O-level candidates	570 (1,030)	21,800	136,600	6,200
Number of schools submitting candidates in 1960	110 (205)	1,000	3,300	360
Number of teachers per school teaching the language... ..	1.15	1.5	2.3	1.1
Number of teachers in the language in schools counted above	130 (235)	1,500	7,500	400
Number of candidates per teacher	4.4 (4.4)	15	18	15

* Complete information for 1961 was not available when this table was completed, but the 1961 figures for Russian only are added in brackets.

Notes on assumptions of Table 14

(1) The numbers of G.C.E. entries (slightly rounded off) do not relate quite exactly to the numbers of schools and teachers given below. Thus about 18 per cent. of the entries were not from the schools at all, while about 10 per cent. of the schools and teachers are from Scotland and Ireland where the G.C.E. is not taken†. In calculating the number of candidates per teacher these factors will tend to cancel each other, and the resulting error is not likely to affect the general picture.

(2) The numbers of schools submitting candidates in Russian in 1960 and 1961 have been assumed to be the same as the numbers of schools teaching Russian in 1958 and 1959 respectively. According to Table 1, these were 91 and 165 respectively out of the 211 schools for which data were available; for the estimated total of 260 schools teaching Russian at present there should therefore have been about 110 in 1958 and 205 in 1959.

† The figure of 18 per cent. refers to G.C.E. entries in all subjects in 1959, while the figure of 10 per cent. refers only to Russian teaching schools; although they are not strictly comparable, these figures do give some idea of the inaccuracies.

(3) For the number of teachers of Russian in schools submitting candidates in Russian, no distinction has been made between full-time and part-time teachers. The 221 schools which answered the questionnaire had 254 teachers of Russian and we have assumed that this ratio, 1.15 teachers per school, is applicable to the estimated numbers of schools teaching Russian in 1958 and 1959.

(4) For the number of schools and teachers in the other languages it was difficult to arrive at complete and reliable information, and the entries in Table 14 are a compromise between estimates arrived at in different ways. First, the numbers of teachers per schools were taken from a sample survey of 285 schools made recently by the Ministry of Education. An estimate of numbers of schools teaching the various languages was also obtained from the survey by assuming that among an assumed 3,500 total of relevant schools*, the proportions teaching the various languages were the same as in the sample. The numbers of teachers were then deduced using the teacher per school figures; this is estimate (a) below.

Since the assumed total number of 3,500 schools was not reliably known, a second estimate (b) was made using the data available at the Ministry for the total number (10,600) of modern language graduates in full-time teaching in 1961, and for the proportions of teachers with various languages as their main subject among 8,000 graduate teachers in primary and secondary schools only, in 1959, and then assuming that the 10,600 teachers were distributed in the same proportions. The numbers of schools were deduced from the numbers of teachers using the same teacher per school figures as in the first estimate.

The two estimates for numbers of teachers were:—

		German	French	Spanish
(a)	... ..	1,600	7,700	460
(b)	... ..	1,260	7,500	240

Probably all the numbers in (a) are a little too high because 3,500 may be an overestimate of the total number of relevant schools, while the German and Spanish figures in (b) may be low because the proportions in primary and secondary schools are not typical of all schools. The compromise figures given in Table 14 (from which the numbers of schools were deduced once again by using the teacher per school figures) are probably sufficiently close to the truth for the present purpose.

APPENDIX IV

Qualities Desirable in Textbooks for Russian

1. Course-books

(a) New vocabulary and new grammatical and syntactical material should be introduced a little at a time in amounts which can be properly assimilated before students are taken on to the next step. Comprehension of the new material should be made as easy as possible. There should be plenty of opportunity to absorb the new work and to practise it.

(b) The amount of material to be learnt thoroughly and used actively should be repeated to a calculated extent in chapters subsequent to its first introduction.

(c) To aid this repetition, revision exercises should be provided frequently, say after each four chapters, and the revision should be presented in forms offering variety and interest.

(d) All kinds of work should be represented in the exercises, but translation from English, if used at all, should be a test of work which pupils can be expected to have mastered completely. Printed questions on the reading passages should attempt more than just to elicit answers which can be read from the text, since these can best be provided in greater quantity by the teacher as part of the process of studying the text.

* To the totals given in Table 6 some secondary modern schools and some independent schools not recognised as efficient have been added since both categories contain a few schools teaching Russian.

(e) Paradigms of declensions and conjugations, as far as they are taught at all, should be the summing up, not the introduction of a section of the work.

(f) There is no evidence for the superiority of any particular order of introduction of grammar. It is, however, important that pupils should be enabled to make meaningful remarks of a simple nature as early as possible.

(g) The points of grammar and vocabulary which need much practice before an automatic response is obtained are not necessarily those which are difficult to understand. The use of "svoj", and the double-imperfective verbs may be cited as examples. Care should be taken to ensure that the vital points are dealt with adequately.

(h) The reading matter should be interesting to the people it is intended for, and should therefore be adapted to younger or to older school pupils or to adult students. Interest of content should, however, be subordinate to sound method.

(i) The material used should as far as practicable deal with aspects of modern Russian life.

(j) There should be illustrations of a genuine Russian character which will depict vital aspects of the life of the Soviet Union and will also act as a basis for oral work.

2. *Supplementary readers*

(a) The content of readers should be interesting for the intended users. It is desirable that there should be books with a contemporary setting which reveal something of life in the Soviet Union.

(b) Readers should be well within the grasp of the students using them; many grades are therefore necessary, but especially plenty of quite simple texts are wanted.

(c) The elementary readers need not aim at having literary value because this is incompatible with the severe restriction on vocabulary and forms of expression which are within the grasp of the pupil at this stage. It is desirable to introduce the student to authentic texts when practicable.

(d) Russian readers should be marked with pronunciation stresses.

(e) A Russian-English vocabulary should be provided in the book.