

Fabian Tract No. 114.

# THE EDUCATION ACT, 1902:

How to Make the Best of It.

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## THE EDUCATION ACT, 1902 :

### How to Make the Best of it.

THE Education Act, 1902, gives to county councils and county borough councils throughout England and Wales, excepting the county of London, new powers of immense importance. Hitherto there has been no public authority able to provide complete education out of public funds. For about two-thirds of England and Wales there were school boards, but these were not allowed to do more than provide elementary education. The county councils and county borough councils could provide nothing but technical education. Now, for the first time, education may be dealt with as a whole, without limitation or restriction. The law is, even now, far from satisfactory ; and it contains some very objectionable features. But the local authorities elected by the people can now provide as much education as they choose, of whatever kind they choose, at such fees as they choose, up to whatever age they choose, with as many and as valuable scholarships as they choose, without distinction of sex or rank or wealth. On the other hand they may, if they choose, provide no better schools than the former school boards and bodies of denominational managers did, no more scholarships than the former technical education committees did ; they may altogether neglect secondary and university education : in short, either in order to save the rates, or out of dislike of some of the features of the law, either from grudging the common people any advanced education, or merely through ignorance of the enormous powers and beneficent opportunities newly placed in their hands, the county councils and county borough councils may not only fail to provide a complete educational system, but actually use their powers to prevent it. Popular control can never be real unless it is given for better, for worse : hence, unless both councillors and electors take the trouble to understand the new Act, and use it energetically in favor of education, it will become a weapon in the hands of those who either object to everything beyond the barest elementary education or else place sectarian propaganda before public interests. It is for the electors to see that their representatives make the fullest possible use of the new powers, for the benefit of the whole people.

#### WHO WILL BE RESPONSIBLE FOR PUBLIC EDUCATION.

In a county borough,\* the town council.

In a county, the county council.

But the small towns within the county may, if they choose, exercise some independent powers. The councils of non-county

\*Any borough having 50,000 population may become a county borough, and nearly all boroughs exceeding that population are county boroughs ; together with a few (such as Canterbury) of smaller size.

*Education - United Kingdom  
LA 11/102*

boroughs of over 10,000 population, and urban districts over 20,000 population, (a) will (unless they throw in their lot with the county) be solely responsible for elementary education within their district, levying their own rate and being free from contribution to the county rate so far as elementary education is concerned, (b) may levy a penny rate of their own, in addition to the county rate (which they will have to pay anyhow) for education other than elementary, (c) may either spend the proceeds of this latter sum themselves, making themselves a sort of duplicate authority for secondary and higher education within their own districts, or relinquish this power to the county council. This point will be considered later.

#### THE EDUCATION COMMITTEE.

The councils must, of course, do their work of education as they do the rest of their work, through a committee. The Act requires them to appoint an education committee, and to arrange for its constitution by a "scheme," which must be approved by the Board of Education. Such a scheme must conform to the following standards:—

(1) Members of the council must be in a majority on the education committee, "unless, in the case of a county, the council otherwise determine."

(2) Outside bodies may recommend or nominate educational experts for appointment on the committee, and the council may, "where it appears desirable," appoint such persons on the committee.

(3) At least one woman (either married or unmarried) must be put on the committee.

(4) Members of existing school boards may be made members of the new education committee.

Persons disqualified from membership of the council by reason of holding an office or place of profit or having any share or interest in a contract cannot be appointed on the education committee; but it is expressly provided that this shall not apply to teachers in schools or colleges "aided, provided or maintained by the council."

The first thing to be done is therefore to frame the scheme for the constitution of the education committee. The following points should be borne in mind:—

(a) A clear majority of the committee should be, not only chosen and appointed by the town or county council, but *actually members of it*. Otherwise the council will distrust its committee, cavil at its recommendations, and cut down its estimates.

(b) The committee should be small enough for effective administration. In small towns, a dozen members; in larger ones, a score; in the very largest towns and the counties, two score is suggested.

(c) It is convenient to allow any permanently organized bodies whose help or co-operation is desired, to *recommend* their own representatives. The Act allows either "nomination or recommendation." The better and safer course is to permit outside bodies to recommend only. Such bodies as the nearest university or university college, and (in a town) the local trades council, might usefully be given, in the scheme, the right to recommend. The Act specially

mentions "associations of voluntary schools" as bodies which *may* be asked to nominate or recommend members; but there is no reason for giving them a positive right by scheme. Better always secure "persons of experience" by the simple choice of the council.

(d) In counties it will be extremely important to secure the cordial co-operation of the non-county boroughs over 10,000, and the urban districts over 20,000. If there are not too many of them in the county, it may be desirable to invite their councils each to recommend a member (or they might be asked to combine for such recommendation).

(e) Other outsiders should be simply chosen by the council itself. The sole object in the choice should be to add to the wisdom and general influence of the committee, so as to make it as effective as possible. Several women should certainly be put on, those being preferred who have had experience on school boards or in managing schools of different kinds, or as teachers. The choice of the other members should depend partly on what persons are available and partly on what elements the committee lacks. Thus, it would not be desirable that the committee, when complete, should be without someone acquainted with university education; or someone with experience of secondary schools or of voluntary schools, as manager or teacher; or a member of the dissolved school boards; or a working man of the wage-earning class; or members practically acquainted with local industries; or a member of the Church of England, or a Nonconformist, or (in large towns) a Roman Catholic. Nor should it be wholly of one color politically. There is no reason for putting on any person merely *because* he is a teacher, or a minister of religion or a political partisan; but the fact cannot reasonably be made an excuse for excluding a fit person, because all persons belong to some persuasion or party, and it is desirable that the committee should be as widely representative as possible.

The scheme must be submitted to the Board of Education for approval before Dec. 1903;\* and the Board must consider objections and may hold a local enquiry, and may, in the last resort, *refuse to approve the scheme*. If no scheme is approved before Dec. 1903, and if no extension of time has been conceded, the Board may itself constitute the committee by provisional order (which, if opposed, has to be approved by Parliament like a Bill). But it may be confidently predicted that the Board of Education will not lightly take this extreme course. Any reasonable scheme, complying with the Act, and providing for proper representation of all sections concerned, will, if insisted on by the town or county council, probably secure approval.

The Act lays down no conditions as to the duration of office of the education committee. The scheme should provide that the education committee shall be appointed by the council annually; and that any bodies authorized to recommend members shall do so annually, as well as on the occurrence of a casual vacancy in the place so filled.

\* The scheme ought to be on view at the local post office.

Hence a scheme for an education committee should include :

- (1) Total number of committee, with the number (a clear majority) to be members of the council.
- (2) Term of office of committee (one year), with provisions as to date for re-appointment and as to filling casual vacancies.
- (3) Names of the outside bodies (such as university and trades council ; or, in counties, non-county boroughs and large urban districts) to be invited to recommend so many members for appointment by the council if thought fit.
- (4) Number of outside members to be chosen by the council itself, with either their names, or else provision that they shall include at least one woman, and such and such classes of persons.

#### SUB-COMMITTEES.

It would be well for the councils of the large and populous counties to consider whether they might not advantageously make use of their option under sec. 17, 5, and draw up schemes providing for the appointment of separate education committees for various parts of their administrative area. Probably it will be found best to have one education committee and several sub-committees for different districts, which need not be exclusively composed of the members of the central committee for the different districts. In this way the committee would be able to dictate the general policy, whilst leaving the sub-committees to administer the details.

#### THE POWERS OF THE COMMITTEE.

The education committee, so far as the law goes, stands, as to powers, in the same position as an ordinary town or county council committee. In fact, it is expressly provided in the Act that the common practice, according to which all matters stand referred to the committee for consideration and report, shall be followed except in case of emergency.

It will, therefore, be open to the council to leave the education committee in practically the same position as any other ; but convenience of administration, especially where the council meets at intervals of a month or more, will make a good deal of executive action by the committee necessary. The council may either require that this action shall be reported to it for ratification, or it may place the education committee in the same situation in nearly all respects as the watch committee of a town or the asylums committee of a county council : *i.e.*, "the council may also delegate to the education committee, with or without any restrictions or conditions as they think fit, any of their powers under this Act except the power of raising a rate or borrowing money." (Sec. 17, 2.)

There will be no good administration unless the council trusts its committee ; and it will generally be desirable to exercise this power of delegation, under the usual conditions. The council cannot delegate the power of raising and borrowing money, and will, of course, retain the right of approving the education budget, which will be brought up in detail once a year.

## URBAN DISTRICTS AND NON-COUNTY BOROUGHES.

Non-county boroughs with populations of over 10,000, and urban districts of over 20,000, are entitled to be, if they wish, themselves the authorities for elementary education. In that case the county council will have no concern with their elementary schools; and they themselves will alone be responsible for their management and finance. They will gain whatever advantages there may be in autonomy, at the cost of undertaking to bear their own burdens. They may also levy a rate up to 1d. for the cost of education other than elementary; but as the 1d. limit will prevent them from providing anything like enough higher grade, secondary, technical and other non-elementary schools, or university instruction, and as they will in any case have to pay for what the county council provides, this may be regarded as a supplementary power to supply a need peculiar to the locality, or to enable an enterprising town to raise the local standard of non-elementary education above the county standard by 1d. in the £. When neither of these considerations exists, it will clearly be wise, both administratively and financially, for the non-county boroughs and urban districts to throw in their lot with the county. Small places will have practically no choice, as they do not need, and cannot support, secondary schools for their own exclusive use. Moreover, as all evening classes are henceforth to be included in secondary education, these will be everywhere under the control of the county council, even when held in the premises of an elementary school. Thus, unless the small towns throw in their lot with the county, there will be some danger of friction and lack of proper connection between the day schools and the evening continuation classes.

In elementary education also, the power to set up an independent local authority is one which should be exercised only in cases where a town desires, and is prepared to pay for, *more* education than the county will supply. This is so little likely to occur that whenever a non-county local body proposes to become the authority for elementary education, the electors should at once take care to ascertain whether the real object in view is not to provide less and cheaper education than the county. Fortunately that sort of saving is not practically possible, even from the shortsighted view of school rates as unremunerative expenditure. Autonomy involves a great deal of waste in the payment of separate inspectors, clerks, and officials. It deprives the local schools of the advantages of the county scholarships. Whatever else it might do where a town wished to go ahead of the county in education, it could not in any case reduce the rates.

As the council is authorized to delegate to the local councils the administration of any institutions in their districts, it will be possible for them, by ceding the legal autonomy granted them in the case of elementary education, to obtain in return practical self-government in all education within their districts without sacrificing the complete unity of administration which is so necessary to efficiency and economy.

## FINANCES.

The council of a county borough has, by law, unlimited rating powers both for elementary and higher education.\* The council of a county, before levying for the requirements of education other than elementary a rate of more than twopence in the pound, must obtain the consent of the Local Government Board. Its power of raising an unlimited rate for the purposes of elementary education needs no such consent. Councils which find the twopenny rate insufficient to meet their needs should apply to the Local Government Board for permission to increase it, a permission which will, almost certainly, never be refused to an energetic county.

In addition, the council will receive for educational purposes (1) the produce of certain duties, commonly called the whisky money; (2) government grants; (3) all fees in its own schools, and an agreed proportion (presumably half) of the fees in non-provided elementary schools.

Its expenditure will have to follow different rules in elementary and non-elementary education.

With regard to education other than elementary, the council, like the late technical instruction committee, may make grants to independent secondary and technical schools and university colleges under governing bodies working for public education. In such cases the receipt for the grant is sufficient voucher for the auditor; and the council is not bound to concern itself about the details of the administration or finances of the institution in question, though it has the power to do so.

But in dealing with elementary education the case is different. The council has no power *to make grants in aid* of separate institutions. It must itself *maintain* all approved public elementary schools, including non-provided schools (formerly called voluntary schools) which have separate bodies of managers; and all moneys spent on these, other than for structural repairs or religious teaching, whether made by the managers or direct by the council, are payments by the council, and must appear as such singly in its accounts. The council may make advances to a body of managers or to any of its officials to be subsequently accounted for; but the accounts of the council cannot be passed until each payment has been vouched for separately.

Thus, teachers' salaries in denominational schools are now legally payable directly by the council to the teachers. For the purposes of audit, at any rate, all these teachers are now officers of the council.

\* It is usually stated that the possible county council rate for non-elementary education is limited by the Act to twopence in the pound. This is not only incorrect, but is even the very reverse of the truth. The Act expressly contemplates the possibility of the county council expenditure on non-elementary education exceeding a twopenny rate; and distinctly authorizes such excess, without limit, subject only to the consent of the Local Government Board being given. This consent is a very usual formality in English local government, *e.g.* the authority to a sanitary authority to incur works and borrow money under the Public Health Acts, and the authority to incur expenditure under the Baths and Washhouses Acts, require the prior consent of the L. G. B., but no one ever imagines that local bodies are therefore not authorized to do these things. On the other hand, the limit of a penny rate in the Public Libraries Acts, and the similar limit to the small towns' expenditure on non-elementary education in the Education Act, 1902, are absolute legal limitations to their powers.

The method of payment is at the option of the authority ; but it is certainly desirable that such payments should be made directly by the council to its employees by cheque or money order. This, by making the teachers obviously public servants, would improve their status, relieve them of the sense of personal servitude which destroyed the self-respect of the teacher under the old voluntary system, and tend to level up the instruction in the different schools.

It may often be convenient to make small advances from time to time to the managers or head teacher for the various minor expenses of the school.

Wherever in an elementary non-provided school fees are now charged they ought, unless in exceptional cases, to be abolished. The council has full power to decide whether to retain them, to alter their amount, or to discontinue them. So long as they exist at least half of them must be paid into the county fund.

Care should be taken to obtain exact particulars of any endowment held by local managers of denominational schools or applicable to elementary education (see sec. 13).

#### THE CO-ORDINATION OF EDUCATION.

Under the Act of 1902 all grades and kinds of education are for the first time placed under a single authority. This is one of the most beneficent of its provisions, because it now at last makes possible a thorough co-ordination, under one authority, of all forms of education, whether literary, scientific, commercial, artistic, or technological in kind, or elementary, secondary or university in grade. It should be the first duty of the new authority to use its powers in this direction to the fullest possible extent.

To this end conferences of representatives, officials, teachers and others concerned with the question should be organized in each locality, so that the least possible friction and difficulty may be incurred in bringing the educational machinery of the district into an efficient state.

#### INSPECTION.

His Majesty's Inspector of Schools has hitherto been regarded by local authorities simply as the man who assessed the amount of the government grant. He ought of course to be a great deal more than this. He should be the general counsellor and monitor of these authorities ; and for that reason it would perhaps be well that he should from time to time be invited to attend the meetings of the education committee.

Every council ought to have at least one inspector of its own, who must be able to inspect secondary as well as primary schools. If the area under the council's control has a population of more than 100,000, at least two inspectors will be necessary. Various forms of physical, manual, artistic and technical training will need specialist inspection, at least once a year ; and this should be arranged for by the aid of skilled inspectors called in for the job. Counties and other autonomous areas might in some cases be grouped together for the purposes of securing the whole services of such an official, or where this is impracticable he could be remunerated for giving a part of his time to the work.



Every education committee should have the services of a skilled medical officer to advise as to the sanitary planning and fitting of school premises, old and new ; to inspect the warming, ventilating, lighting, etc. ; to report cases of overcrowding (the government grant offers a great temptation to overcrowd the schoolrooms) ; to examine cases of vermin, contagious surface diseases, infection, exclusion from school, etc. ; to advise as to the course to be adopted for defective children ; to examine all selected candidates for scholarships and teacher-ships ; and to test the healthiness of the system by periodic measurements of the children. As the results of this work form an important part of the vital statistics of the whole community, it should form part of the duty of the medical officer of health, who should herein act under the direction of the education committee. In every important county and county borough, the medical officer of health should have at least one highly skilled assistant, specially selected for and wholly devoted to this work of school hygiene. In places where the medical officer of health is now a private practitioner giving part of his time only to his official duties, the addition of the school work will enable the council to retain his entire services. This would be a most desirable change, as public medical work is not compatible with the obligations of a general practitioner to his private patients.

#### REPORT ON THE COUNTY OR BOROUGH.

The first duty of the new authority will be to have a comprehensive report prepared, showing what provision already exists for the educational needs of the area under its control. This report should be subdivided to show the different kinds of instruction supplied, thus :—

- (1) Elementary : (a) Board schools ;  
                           (b) Voluntary schools ;  
                           (c) Classes and schools for crippled, blind,  
   deaf, dumb, and mentally defective  
   pupils.
- (2) Evening continuation schools and classes.
- (3) Science, art, and technology classes ; cookery, domestic  
       economy, and agricultural schools.
- (4) Secondary and higher grade schools—  
       (a) for boys, (b) for girls, (c) mixed.
- (5) University colleges and technical institutes.
- (6) Training colleges for teachers.

For the purpose of this survey, private venture schools of all kinds, including commercial classes, crammers' houses, preparatory schools and ladies' kindergartens, should be included and fully described.

The report should include as full a statement as possible of the needs of the county or borough in each branch of education. It should state :—

- (1) Population at each age up to 21, and how distributed.
- (2) Numbers of each sex over compulsory elementary school  
       age attending any place of instruction (evening or  
       otherwise).
- (3) Numbers of each sex obtaining any kind of secondary  
       education.

- (4) Numbers of each sex obtaining any kind of university education.
- (5) Trades and occupations of the population, including particulars of the extent and nature of any prevalent system of apprenticeship; the numbers employed in each local industry, etc.

The best way to get this report is to appoint a special committee to arrange for its preparation, with authority to engage a competent man to inspect and report on existing institutions. The more ideas such a committee can succeed in bringing to the notice of the authority the better.

The census authorities ought to bear the education committees in mind in tabulating and publishing their information; and the committee should remember that the information that is most likely to be supplied in future censuses is that which has been oftenest asked for.

#### THE MUNICIPALITY AND THE SCHOOL.

The council of every county or county borough is now the local education authority; so that, for the first time, education as a whole is brought into relation with the other branches of municipal and local activity. It is to be hoped that the local authorities will take advantage of this, to use all the resources of the town or county to enlighten and broaden the education committee, and to make the children conscious of their position as citizens, and to imbue them with that spirit of municipal patriotism on which the success of so many of our social experiments depends.

Thus, in relation to the first object, the rate may be made to go further and the money expended more economically if all finance, law and building in connection with education are dealt with by the appropriate branches of the council's organization.

Again, the libraries and parks owned by the municipalities can be turned to excellent account for educational purposes. Municipal tramways might, if necessary, fix special rates for school children. It ought to be understood that the official staff of the education committee is part of the general municipal staff, and is entitled to the co-operation of all the town officials, the chief educational officers taking their places with the town clerk, borough engineer, borough treasurer, medical officer of health, etc., as colleagues in a single municipal service of public administration.

In a borough the mayor and other magistrates should give special facilities for dealing with educational cases such as non-attendance at school, hearing them at a special time and away from the demoralizing atmosphere of the police-court.

To encourage municipal public spirit among the school children it would be well that prizes should be given away by the mayor in the town hall, which might also be used for occasional exhibitions of work done in the school. The museum and art gallery should be regularly used for the education of the children; and they should have any important buildings or statues in the town shown and explained to them. If there is any special industry characteristic of the borough, the children should be taken periodically over some of the works.

Above all, a place should be given in the school curriculum to the technical side of citizenship. Every boy (and also every girl) should, before he leaves school, know the structure of the local government of his town at least as well as he knows the exports of China. He should know the boundaries of the town wards, the number of councillors returned by each, the electoral qualifications, the population, the produce of a penny rate, the method of election, the simpler problems of electioneering, the number of aldermen and their term of office, the constitution of the council, the established order of public meeting, the nature of a committee, and the use of such common books of reference as "Whitaker's Almanack"; and he should have attended at least once a year a meeting of the council after sufficient civic instruction to follow its proceedings with some amusement and curiosity as to which side would win in the divisions. In many village schools, at present, the whole political education of a school-child consists in teaching it to stand up when the national anthem is played. The councils should bear steadily in mind that whatever else the boys in their school may become, at least two-thirds of them will certainly become voters, and that they can do wider mischief in that than in any other capacity if they are ignorant of the nature and importance of their political functions.

#### ELEMENTARY EDUCATION.

Elementary education is not defined anew by the Act of 1902; but no children may remain in an elementary school after the end of the school year in which they reach fifteen years of age, unless with the consent of the Board of Education. The subjects which may be taught will be defined by the code in force for the time being. It is open to the local authority to effect unlimited improvement in the methods of teaching, school appliances, etc. It should be clearly understood that the teaching given in evening continuation schools, whatever may be its character, must be classed as secondary.

In dealing with non-provided schools the education committee has to act through boards of managers, who carry out the details of administration under the supervision of the authority.

Under Section 12 of the new Act any provided schools and (with the consent of their managers) non-provided schools may be grouped under one body of managers. The representation of the foundation managers in the case of denominational schools must be agreed upon between them and the local authority, or, if they cannot agree, determined by the board of education. In an administrative county, provision must be made for the due representation of minor local authorities.

In the case of a borough or urban district it will generally be desirable to exercise this power of grouping, though it may not always be possible in the large area of a county. Grouped administration of this character saves a great deal of money and time, prevents friction, and greatly increases efficiency. It obviates the necessity of employing many unnecessary clerks and officials, and it facilitates the transfer and interchange of teachers. Moreover in a small borough or district the number of competent educationists is never so large as to permit of any unnecessary multiplication of authorities.

## ELEMENTARY SCHOOLS.

The bye-laws and general standard of the elementary schools throughout the country should, under the new authority, be brought up to the present maximum : say up to the level of London at least.

It must be insisted upon that elementary education does not mean merely the teaching of reading and writing by a certified teacher. It means the best and wisest education that can be given to a child up to fifteen or sixteen. The higher the standard aimed at the better for the community.

In those towns which have hitherto had no school board it will generally be found that no provision (or very little) has been made for the education of crippled, blind, deaf or mentally defective children. It will be the duty of the councils to take up this question seriously.

The provision of proper training in cookery, laundry work, physical exercises and the like, cannot be efficiently made by small authorities. With the advent of the county council as authority we have a chance of seeing some real improvement.

Each school has hitherto had some difficulty in the adequate provision of books, apparatus and pictures. It will be a considerable saving if these are bought wholesale by the council, the whole of the articles being enumerated on a requisition list, which should be sent annually to each body of managers, for them to order from it whatever is needed for their schools.

Though the managers of many elementary schools declare that they have found it impossible to allow the children to take their books home, it ought to be possible to try the experiment, which it is believed would result in very little loss, and, if workable, would clearly possess very great advantages.

Particular care must be taken, especially in the case of non-provided schools, that the desks, chairs, and other furniture, should be bought not by the managers but, after proper advice, by the education committee itself, which must anyhow pay the bill.

The new authority should give special attention to the very important question of physical training. Every school should have easy access to a gymnasium and a swimming bath (with free admission for all the scholars), where instruction should be given by competent teachers employed at fair salaries. For this, as for other special subjects, it will often be possible for the same teacher to serve both in primary and secondary schools, and even, in small populations, to divide his time between two or more authorities. If no swimming bath is provided by the local sanitary authority,\* the education committee should take steps to provide one in connection with a local school.

## RURAL SCHOOLS.

Elementary education in rural districts is often in an extremely unsatisfactory state. Over large areas there have hitherto been nothing but starved and inefficient voluntary schools, over which there was no effective public control. Where school boards existed they have often been of the most unprogressive character, dominated in many cases by landlords and farmers whose main object was to keep down

\* See Fabian Tract No. 105, "Five Years' Fruits of the Parish Councils Act."

the rates, and many of whom hated education with all their hearts. The Act of 1902 makes it possible to put an end forthwith to this deplorable state of things.

The attendance in many rural districts has hitherto been particularly bad. It will now be possible to remedy this by appointing county attendance officers, who, with the education committee of the county behind them, instead of an easily terrorized rural district council or school board, will be independent of parochial pressure.

The question of rural evening schools (not hitherto very successful) should be carefully investigated. It is to be remembered that the local authority has the right to the use of any school building for three days a week, outside day school hours, rent free.

#### POOR LAW SCHOOLS AND REFORMATORIES.

The council should endeavor to get into touch with the poor law guardians in order to improve the very faulty and often demoralizing system under which pauper children are at present educated. They should never be allowed to be "educated" in the workhouse. The education committee should cordially welcome their admission into the public elementary schools of the district, treat them in all respects like other children, and be prompt to provide the necessary accommodation for them as day scholars, without grumbling at their aggregation in this or that parish.

The abolition of the school boards makes the town and county councils both the largest owners and the largest customers of reformatory and industrial schools, which are really a part of the educational system of the county. Most of them will be found to need reform far more than their unfortunate inmates.\*

#### NON-PROVIDED SCHOOLS.

Under the new Act the councils are placed in a strong position in dealing with non-provided or denominational schools. The managers must carry out any directions they may give them as regards secular education, "including any directions with respect to the number and educational qualifications of the teachers to be employed for such instruction and for the dismissal of any teacher on educational grounds." It is also provided that "if the managers fail to carry out any such direction the local education authority shall, in addition to their other powers, have the power themselves to carry out the direction in question as if they were managers" (sec. 7, 1 [a]). They are only required to maintain the school so long as these and other such conditions are complied with. Also they have the right of inspection and the right of appointing two out of the six managers.† Finally, it must never be forgotten that the teachers, though selected by the managers, are officers of the town or county councils, from whom they receive their salaries, and who alone have power to fix the amounts thereof.

\* See Fabian Tract No. 111, "The Reform of Reformatories."

† In the case of a county one of these managers is to be appointed by the county council and one by the minor local authority (parish meeting or council, or urban district or non-county borough council) in whose area the school stands.

The foundation managers are required by law to provide the structure free of expense, in good condition, and to keep it so. It will be necessary for the council to have a survey of all non-provided schools made by or under the county surveyor or borough engineer. Many of them are old and below the present standard; but it may not be possible to condemn them all simultaneously. In that case the surveyor should be instructed to pick out the worst cases for special attention. Express notice should therefore be given by the education committee immediately it comes into existence, to all bodies of denominational managers, stating that the fact of maintaining their schools must not be taken to imply that the council is satisfied with their structural condition, or as an admission that the law has been complied with; and that they must expect to receive, in due course, a specification of the structural repairs or alterations required.

In the same way the council will have to settle, for every school within its district, the numbers, qualifications and scale of salary of the teachers. There is no valid reason for a distinction between provided and non-provided schools in this respect; but the latter will be found in most cases to be understaffed and that by unqualified teachers at low remuneration. The education committee should at once give notice to the various managers and to all their teachers that, in beginning to maintain their schools, it must not be understood to accept the teachers as satisfactory, or to give them any permanence of tenure. The existing teachers should be expressly engaged only up to the termination of the current school year. In the meantime, the education committee should obtain reports by its inspectors on the qualifications and actual efficiency of all these teachers and the schools under their charge. The proper scale of teaching staff (numbers, qualifications, salaries) should be decided on for each school, according to its size, grade, etc. Each existing teacher should be considered on his merits. If he has the prescribed qualifications, is educationally efficient, and is otherwise suitable, he should be formally appointed to the post. If not, he should be only provisionally appointed, told to look out for another situation, and informed that his case would be reconsidered at the expiration of a year. There will be no need for the education committee to retain permanently incompetent teachers who have only lately entered the school. But it is practically impossible to dismiss all the unqualified teachers, so that we must rely on filling up vacancies as they occur with more efficient persons, and on the general improvement in the training of teachers which will now be possible. In the meantime the relative inefficiency of the teachers who have been passed on to us by the old system should not be made an excuse for low salaries. It is far better to overpay an inferior man until the time comes for replacing him with a better than to allow the councils to form their scale of salaries on the results of third-rate teachers. It is very difficult to induce a public body to change its ideas of remuneration; and the practice of paying third-rate salaries to third-rate men invariably leads to getting third-rate men by offering third-rate salaries. But teachers only provisionally appointed, on account of their lack of qualification, etc., need not at once be put on the full scale. There might be a system of deduction adjusted to the merits of each case.

The council should fix the amount it will allow towards the repairs of non-provided schools under the head of "wear and tear"; and it must see that the amount so allowed is expended upon the objects for which it was granted.

It is essential that all non-provided schools should be inspected by the council's representatives and officers in exactly the same manner as the council's own schools.

The council will have to appoint one or two managers for every denominational (or non-provided) school. It will be said by many that these should be members of the council. This, however, will not always be possible, as such schools are in many places far too numerous. It would be better to select persons in the locality in whom the council has confidence and who could be depended on to attend regularly. The appointments should be for one year only, and should be revised annually at a fixed date. Lists of attendances should be obtained, and no manager who has neglected his duties should be reappointed. Women should be appointed where suitable.

In choosing managers, educational efficiency, vigilance and tact should be the primary considerations; and it should not be forgotten that these qualifications are not practically compatible with a strong prejudice either for or against the tenets of the foundation managers. The paramount business of the local authority in this case is to secure the utmost possible educational efficiency of the school, consistently with protecting the rights of conscience of child, teacher and parent; and this quite irrespective of whether the educational efficiency of the school makes for or against the interest of any particular denomination. No person ought to accept the position of manager of a school, if his aim is not to make that school educationally as efficient as possible. The more pronouncedly denominational a school is, the more important will it be that the managers representing the councils should be strong educationists with as little bias as possible.

#### HIGHER EDUCATION.

"The local education authority," says section 2 of the Act, "shall consider the educational needs of the area and take such steps as seem to them desirable, after consultation with the Board of Education, to supply or aid the supply of education other than elementary." By this most valuable section of the Act a definite obligation is placed on the authority to promote those grades of education other than elementary which have been so disastrously neglected hitherto except in a few of the great cities.

Section 23, 2, empowers counties to aid the supply of higher education outside their area "in cases where they consider it expedient to do so in the interests of their area." This provision will enable the smaller counties to co-operate in providing higher education; and it will frequently be found expedient for them to take advantage of it.

##### (a) *Higher Elementary Education.*

Every county and county borough ought to make provision for higher elementary education: that is to say, a certain number of elementary schools should keep their scholars up to the age of 15 or

16. These "ex-seventh" standards at the top of the elementary schools are of the highest importance; but no supply of this higher grade schooling must be allowed to prevent the provision of good secondary schools.

(b) *Secondary Schools.*

There ought to be, in every county or borough, not only a sufficient but a varied supply of secondary schools for boys and for girls. The figure of 12 boys and girls per 1,000 population is often taken as a rough estimate of the accommodation required.

A borough of 10,000 inhabitants may not be able to support two secondary schools, one for boys and one for girls. In such a case it is worth considering whether a mixed school might not be provided. The experiment has been very successful in many places in England, and is, of course, common in America.

A large area ought to have separate schools for boys and for girls, and if possible at least one school of each type: one giving instruction mainly in physical science and modern languages, the other in classics and literature. Every important county or county borough ought to aim at having at least one first grade school for boys and one for girls, providing education up to the age of 18 or 19 and preparing for the universities.

A list should be made of all the private venture secondary schools in the area. They should be offered the advantages of inspection and examination by the local authority. If the standard of the school is seriously low and no attempt appears to be being made to bring it up to the proper level, the authority should abandon the school and abstain from further inspection, making known the fact as publicly as the law of libel permits.

It is usual at present to charge fees in secondary schools. To abolish them would merely be to sacrifice resources without gaining any corresponding advantage. But there should always be a number of free places awarded by competition and open to children from the elementary schools.

This alone, however, would not be enough to enable a really poor child to remain at school after it comes of age industrially (at 14 or 15), there must be maintenance scholarships beginning at £8 a year and rising to, say, £30. It is far better, from the point of view of the poor man, to retain fees and give maintenance scholarships, as is done in London, than to throw open the schools free, but to give no assistance to enable him to feed and clothe his child.

The various public secondary schools within the district, usually scantily endowed and administered under "schemes" by responsible bodies of governors, should be regularly inspected, and reported on by the officers of the education committee. They should be offered liberal grants, both for maintenance and equipment, on condition that they bring their schools up to date, place public representatives on their governing bodies, supply full particulars of their finances, school statistics and staff, and admit free a certain number of scholars from elementary schools. Any necessary criticisms of the buildings, apparatus, staff, curriculum or methods of these schools should be pressed upon their governing bodies, but the education committee



would be wise to abstain from detailed interference with their administration. There is no field in which variety is so important as that of secondary education.

(c) *Technical Institutes and University Colleges.*

Hitherto, owing to the limitations of the Technical Instruction Acts, the various technical institutes have confined themselves mainly to subjects of science, art, technology and commerce. It will now be possible for the education committee to redress the balance, and see that history and literature are not neglected. These technical institutes are, for most young men and women, in all but the largest towns, the only available means of higher education. It is therefore important that they should include all subjects, those merely cultivating as well as those obviously technical.

But the provision of university education itself is, under the 1902 Act, as much part of the function of the local authority as the provision of elementary education.

The county or borough council should make full use of the facilities offered by the local university or college. Scholarships should be given to enable the young men and women at the secondary schools to take advantage of the university instruction. This can also be used, as we shall see, for the training of teachers.

There must be provided more universities and university colleges.

At present, unless young men or women can afford to go to Oxford or Cambridge, they find themselves in many places debarred from any opportunity of getting the highest instruction, however great may be their abilities. The town councils of Birmingham, Liverpool, Manchester and Nottingham have already decided to help their local university institutions. Newcastle (with Durham), Bristol, Reading and Southampton ought to be aided to become complete universities; while Leeds, Sheffield, Bradford, Huddersfield, Halifax, etc., could jointly provide one for Yorkshire. East Anglia and Devon and Cornwall should not lag behind. There is no reason why, with the powers of the 1902 Act, every part of England should not, like Scotland and Germany, have its local university, easily accessible to every talented youth, however poor.

(d) *Training of Teachers.*

Every county and every county borough ought to see that it trains annually as many teachers as it needs. The teachers from one training college may, of course, go to teach in another area, or *vice versa*; but this fact should not prevent the authority from providing sufficient places of training for its own requirements.

For this purpose the education committee ought to ascertain how many training colleges already exist in the district, and to what extent they are denominational.

In order to make up the deficiency, the education committee should make use of the day training colleges at the universities, sending thither by scholarships all the promising pupil teachers. This system avoids the disadvantage of segregating the teachers in a kind of seminary, and broadens their outlook on life by enabling them to mix freely with other undergraduates.

But the whole pupil teacher system will have to be reformed, and the education committee has unlimited powers in this direction.

At present, as a rule, the pupil teacher in a rural or small town school has to do a severe day's work before having any time for private study; and his only tuition is obtained from the master or mistress of the school in which he works. This may produce technically capable teachers; but it narrows their outlook by debarring them from that contact with their fellows which should be the most vital part of their education. It is of enormous importance that these pupil teachers should be sent, if possible, to the county secondary schools for a time. For this purpose scholarships might be provided to give those gaining them two years at the best endowed secondary school, during which period they should do no teaching. It might be possible to set up a hostel, where pupil teachers could stay, spending, perhaps, alternate months in teaching and in study. Then, at the age of eighteen, they could proceed to the training college or to the university.

In the towns, where the position of the pupil teacher is somewhat better, everything should be done to improve the present pupil teacher centres. If the pupil teacher cannot himself be sent to a secondary school, why should not other scholars be admitted to the pupil teacher centres? The segregation of the teacher from his fellows is always to be avoided.

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### Literature useful to those who will have to Administer the New Act.

THE new education authorities will (with the exception of a few small towns and the elementary education authorities in some of the urban districts) be required to administer areas so large, and schools so numerous, that the experience of small school boards or the managers or governors of individual schools will be of little use to them. The new bodies must from the beginning aim at acting through officials and by the help of subordinate committees, managers and governors. They will learn most, therefore, from the experience in secondary education of the Technical Education Board of the London County Council, and the technical education committees of the larger counties, and in primary education from that of the London School Board.

#### EDUCATION OTHER THAN ELEMENTARY.

No body has, before the Act of 1902, had legal power to aid secondary education other than technical, but the word "technical" has been so widely interpreted by the Board of Education that a certain amount of valuable experience has been gained. For this purpose the following will be useful:—The Annual Report of the Technical Education Board of the London County Council; price 2s. 4d.; King and Son. The Record of Technical and Secondary Education; price 2s. 6d., quarterly; Macmillan and Co.

The history of the whole question and the principles of reform are very extensively dealt with in—The Report of the Royal Commission on Secondary Education, 1893-4; nine vols.; Eyre and Spottiswoode.

A useful set of rules are those drawn up by the London County Council Technical Education Board on the duties of advisory sub-committees.

Mr. Llewellyn Smith prepared for the London County Council in 1890 an admirable preliminary report on the problem of technical education for London, which might serve as a model for reports prepared by new bodies. Valuable special enquiries have been undertaken by the Technical Education Board in the following subjects:—Building Trades, Commercial Education, Teaching of Chemistry, Relation of Science to Industry.

## ELEMENTARY EDUCATION.

Elementary schools are carried on under the Government Code of Regulations for Day Schools and the Revised Instructions applicable to the Code; price 4d. each; Eyre and Spottiswoode. The Code of Regulations and Instructions of the School Board for London, price 3s., P. S. King and Son, will be found to contain rules on many points which will have to be considered by the new authorities. A large number of "forms" also have been prepared by the School Board for London, the adapting and re-printing of which may save time to members of the new authorities.

The relation between technical and literary subjects in the curriculum of elementary schools was discussed at length by a Royal Commission for Ireland, and will be found in the Final Report of the Commissioners on Manual and Practical Instruction under the Board of National Education in Ireland (1898); Eyre and Spottiswoode.

*School Attendance.*—See London School Board Report of a Special Committee on School Attendance (1898); P. S. King & Son. Report of a Special Committee of the London School Board on Administration of the Bye-Laws (1890); P. S. King & Son.

*Pupil Teachers.*—See Report and Evidence of a Departmental Committee on the Pupil Teacher System (1898); price 4s. 11d.; Eyre and Spottiswoode.

*Domestic Economy.*—See London School Board Code of Regulations and Instructions for the Guidance of Teachers of Domestic Subjects; price 3d.; P. S. King & Son. London School Board Syllabus of Instruction in Domestic Economy, combining Cookery, Housewifery, and Laundry Work at Centres; price 1d.; P. S. King & Son.

*Blind, Deaf and Dumb, Mentally and Physically Defective and Epileptic Children.*—See Report of a Royal Commission on the Blind and Deaf (1889); 4 vols., Eyre and Spottiswoode. Report of a Departmental Committee on Poor Law Schools (1896); 3 vols.; Eyre and Spottiswoode. Report of a Departmental Committee on Defective and Epileptic Children (1898); 2 vols.; Eyre and Spottiswoode. *The Mentally Deficient Child*, by Dr. Shuttleworth; H. K. Lewis, 136 Gower Street, W.C.

*Industrial Schools.*—Report of a Departmental Committee on Reformatories and Industrial Schools (1896); 2 vols.; Eyre & Spottiswoode. Fabian Tract No. 111, 1d.

*Books and Apparatus.*—New bodies will find it very convenient to form a requisition list from which managers and teachers may order books and apparatus. Such a requisition list can be obtained from the School Board for London.

*Further Information.*—Report with Evidence of a Special Sub-Committee of the School Board for London on the Relation between "Inspection" and Examination; P. S. King and Son. Report on the Existing Supply of Training College Accommodation, by Graham Wallas, Chairman of the School Management Committee, School Board for London. *The School Board Gazette*, published monthly, price 1s., by Bemrose and Sons, 4 Snow Hill, London (now discontinued), was the special organ of the Association of School Boards in England and Wales, and usually contained important information on many subjects, e.g., schools of science, training colleges, registration of teachers, etc., etc. With regard to general information, especially outside the United Kingdom, valuable help can be obtained from the eleven volumes of Special Reports on Educational Subjects, by M. E. Sadler, Director of Special Enquiries and Reports to the Board of Education; published by Eyre and Spottiswoode. The best detailed account of the state of the law with regard to Education from 1870 to 1902 can be obtained from *The Education Acts Manual* (Owen); price 21s.; Knight and Co., La Belle Sauvage, Ludgate Hill; or Wyatt's *Companion to the Education Acts, 1870-1902*; price 7s. 6d.; Wyatt, 279 Deansgate, Manchester. The best history of the development of educational legislation up to 1900 is contained in Graham Balfour's *Educational Systems of Great Britain and Ireland* (1898); Frowde; 7s. 6d.

NOTE.—The published papers and documents of the Technical Education Board of the London County Council, and of the School Board for London, can be obtained from P. S. King and Son, 2 and 4 Great Smith Street, Westminster, while all Government publications can be obtained from them or from Messrs. Eyre and Spottiswoode, East Harding Street, Fleet Street, E.C.

## THE 1902 ACT.

*Analysis of Education Act*, with full text, by H. B. N. Mothersole; 6d. net. *How to Work the Education Act*, by Dr. T. J. Macnamara and M. Jackman; Schoolmaster Office, 3 Racquet Court, E.C.; 1s. *The Education Act, 1902*, by E. A. Jelf; Cox, Bream's Buildings, E.C.; 2s. 6d. *Everybody's Guide to the Education Act, 1902*, by H. B. N. Mothersole; 2s. 6d. net. *Education Act, 1902*, by W. Casson and G. C. Whiteley; 7s. 6d. net. *Education Law (Acts 1870-1902)*, by T. A. Organ and A. A. Thomas; 12s. 6d. net. All sold by W. Clowes and Sons, 7 Fleet Street, E.C.

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