

Fabian Tract No. 117.

**THE**  
**LONDON EDUCATION ACT**

**1903:**

**How to Make the Best of It.**

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## THE LONDON EDUCATION ACT, 1903 :

### How to Make the Best of it.

THE Education Act of 1903 gives to the London County Council new powers of immense importance. Hitherto no public body has been allowed to provide the schools and colleges necessary for the proper education of our boys and girls. We have had a popularly elected School Board since 1870 ; but it has never been allowed by Parliament to deal with education : only with "elementary education," which is merely the beginning of what is needed. Latterly, the Government Auditor and the law courts have decided that the powers of the School Board are even more restricted than was supposed. Since 1893 the County Council has, through its Technical Education Board, done what it could to supply what was lacking ; but its educational powers have been still more narrowly limited.

Now, for the first time, education may be dealt with as a whole, without limitation or restriction. The law is still far from satisfactory ; and the new Act contains some objectionable features. But the London County Council can now (with the help of new and increased Government grants in aid of the rates) equip London with a complete educational system, as efficient in its own way as the fire brigade. The Council is authorized to provide, for the whole of the people of London, as much education as it chooses, of whatever kind it chooses, at such fees as it chooses, up to whatever age it chooses, with as many and as valuable scholarships as it chooses, without limit of kind or cost, and without distinction of sex or rank, or class, or race, or creed. On the other hand, it may, if it chooses, leave its new powers unused, and do no more, or even less, than the School Board and the Technical Education Board. It may let down the level of the best schools upon which the School Board lavished so much thought and care, and refuse to raise the level of the inferior ones, especially those now under voluntary managers ; it may restrict the popular scholarships, and altogether neglect secondary and university education ; it may shut up or slowly starve the evening classes ; it may deal niggardly with the training of teachers, upon which, in the long run, all educational efficiency depends. In short, out of dislike of some of the features of the Act, or from grudging the common people any advanced education, or merely through ignorance of the enormous powers and beneficent opportunities now placed in its hands, the London County Council may, if it chooses, not only fail to provide London with a complete educational system, but actually use its powers to prevent it. It is a great gain that Parliament should at last have given over the whole field of education, and not merely, as heretofore, some of the elementary schools, to local popular control. But popular control, when

real, 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 elementary education, or else place sectarian propaganda before public interests. It is, therefore, very important that the electors should see that the County Councillors, without cavil or delay, make the fullest possible use of their new powers, for the benefit of the whole people.

For the next few years, at any rate, the educational work of the London County Council will be even more important to the well-being of London than all its other duties, great as these are. Electors should take care to vote only for candidates who, whatever the quarrels and rivalries of the different religious bodies, or their political prepossessions, show themselves really in earnest about making the whole of London education as thorough and as efficient as possible.

#### What the Law is.

The Education Act for London is very easy to understand. There will henceforth be one education authority for all London, the London County Council. There will be no more School Board elections; the School Board ceases to exist; and its powers are transferred to the County Council. The present Board schools will go on as they are; but they will be governed by the County Council. So, too, in one way or another, will the existing "voluntary schools," whether Church of England or Wesleyan, Roman Catholic or Jewish; so will secondary schools and polytechnics, evening classes and scholarships, technical institutes, and even professional and university education itself. For anything and everything that is education, the London County Council is now under the Act responsible. The Borough Councils of the various metropolitan boroughs have certain powers under the Act, viz. (a) the right to appoint two-thirds of the local managers of the Board schools in their districts, and (b) the right to be consulted as to the site of any new public elementary schools within their districts. The Board of Education may, if it chooses, overrule their objections if they make any.

The new Act comes into force on "the appointed day," 1st May 1904. On this day the Council gets all its new powers and begins to draw the new Government grants in aid of the rates. It might, if it liked, ask the Board of Education to put off "the appointed day," and the Board of Education might consent to postpone it for any period not exceeding twelve months. But any such postponement would mean a serious loss to the London ratepayers, as the County Council could not in the meantime receive the new Government grants (which amount to more than £500 *per day*), nor exercise any of the new powers.\*

\* The net increase in Government grant payable to the County Council from the "appointed day" is about £190,000 a year. This is what London will lose from the 1st May until the Act comes into operation, if any interval is allowed to take place. From the "appointed day" the Council, as against this new grant, has to pay the salaries, etc., of the teachers in the voluntary schools. The new grant, expressly declared to be in

Until the "appointed day" the County Council can do nothing except what is necessary to prepare for its new work. But it may do anything it pleases in the way of preparation.

### The Education Committee.

The County Council will do its work of education, as it does the rest of its work, through a Committee and various sub-committees. The Act requires it to appoint an Education Committee. And, because of the extent and complexity of the new duties, the Act permits (and even requires) the Council to call to its aid, as members of the Committee, some persons who are not members of the Council itself. Women, for instance, are not at present allowed to sit on the County Council†: some must be put on the Education Committee. "Persons of experience in education" and "persons acquainted with the needs of the various kinds of schools" must also be put on the committee. Some of these may be taken from among the members of the School Board. The Council may, if it thinks it desirable, invite other bodies to "nominate" or "recommend" such persons; or it may, if it prefers, choose them for itself. Teachers, too (who, if employed by the Council, whether in its own schools or in non-provided elementary schools, cannot be elected to the Council itself), may be put on the Committee. But it is provided that, unless the Council should expressly order it, these outside "experts" are only to form a minority of the Committee.

The first thing, therefore, that the London County Council has to do is to frame a scheme for the constitution of its Education Committee. Until this has been approved by the Board of Education, the new powers cannot be exercised. If the Council neglects to frame a scheme, or presents one which the Board of Education will not approve, then, on or after the 14th of August, 1904, the Board of Education could itself determine (by what is called a provisional order) how the Committee for London should be constituted.

It is left to the County Council itself to settle from time to time the powers of its Education Committee. It may merely ask the Committee's advice; it may, on the other hand, entrust it, under whatever conditions it chooses, with full executive authority, except as to levying a rate or borrowing money. The work will be so extensive that the Council must, in practice, leave a great deal to the Committee, subject, in such matters as it chooses, to confirmation by the Council itself.

For this reason it is not desirable that more than a small minority should be chosen from outside the Council or that the scheme should give any outside bodies the right to "nominate" members. There

lieu of the Special Aid grant hitherto paid direct to voluntary schools, is allotted among the different counties, etc., according to a complicated formula based on rateable value and child population. Under this allotment the London County Council will receive, in 1904-5, nearly £100,000 more than the voluntary schools now cost to maintain. Thus, the school-rate for 1904-5 will, if the "appointed day" is not postponed, be a halfpenny in the pound less than it would have been.

† The great increase of the educational work of the London County Council enormously reinforces the argument in favor of allowing women to be elected as councillors. See Fabian Tract No. 93, "Women as Councillors."

would be less objection to allowing such bodies as the University of London, the Central Governing Body of the City Parochial Foundation (which largely finances the Polytechnics), and the City and Guilds Institute to "recommend" (not "nominate") a few members. There is no need to give denominational bodies any right of this kind. The Free Church Council and the diocesan "associations of voluntary schools" are the bodies on whose behalf such a right is most likely to be claimed; but they would be very ill advised to accept it in view of the great variety and eccentricity of denominations in London outside their constitutions. The other outsiders should be 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 a school board or in managing schools of different kinds or as teachers. The choice of the other members should depend on what elements the Committee lacks. Thus the Committee, when complete, should not be without someone practically experienced in university administration or scientific research; or someone with experience of secondary schools or of voluntary schools, as manager or teacher; or a member of the dissolved School Board; 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 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 whose educational experience would be useful, because all persons belong to some persuasion or party, and it is desirable that the Committee should be as widely representative as possible.

It is suggested by some that there should be no co-opted members, or none but women and members of the School Board. But, as things are, this would inevitably result, not merely in the Education Committee being deprived of the services of members useful in special subjects, such as art, science and hygiene, but also in the over-weighting of one grade of education: namely, elementary, and of one kind only of elementary schools: namely, the Board Schools. It is of the highest importance that the Committee should include persons of experience of the different grades and kinds of education; so that we may get an educational system complete, comprehensive and properly proportioned.

If the County Council makes a mistake about its "scheme," it can correct it. The constitution of the Education Committee can be altered at any time, by the submission by the Council of a new scheme to the Board of Education.

### **The Subordinate Administrative Machinery.**

Those who feared that the abolition of the London School Board would overwhelm the London Council with the double load of its educational work and that of the voluntary schools as well, reckoned

without the size and importance of the new Education Committee. Still, the Education Committee cannot do everything. It will be responsible to the Council for 3,000 separate school-departments, colleges and educational institutions of one sort or another, from the post-graduate college down to the kindergarten; with 20,000 teachers of various grades, from university professors to pupil teachers; and a million pupils in all grades of instruction.

So huge a work as this must be divided among thousands of administrators. This division must be subject to two main conditions imposed by Parliament through the new Act. First, the control and influence of the Council must be maintained; so that the trained common sense and varied experience of its members may play constantly on the narrower "particularism" of local committees or specialist governing bodies. Second, the unity of the educational scheme must be preserved. The plan of allowing each borough to govern its own schools has been ruled out: indeed, it would have been so ruinous to the poor districts that it never would have been proposed had its consequences been foreseen from the first.

Subject to these general conditions, the Council has large powers of creating subordinate administrative machinery, partly out of material already existing, partly *de novo*. It is in the organization and control of the local bodies constituting this machinery that the Council will find scope for all its prudence and all its ability. It will have to struggle with the temptation to keep too much detail in its own hands through jealousy of its authority. The County Council candidate who talks about the Council, or the Education Committee, keeping all the work to itself, and repudiating co-opted aid as "undemocratic," may mean well; but he little knows the magnitude of the job he is undertaking; and the electors may safely assume that his first day's practical experience will cure him permanently of that particular application of democratic principle. Not that he will find any lack of detail work, if he has an appetite for it. On the contrary, the danger is that he may be tempted to busy himself in work that should be left to school managers, and neglect the harder and higher work of thinking out the educational plan for London as a whole, and finding the right principles for conducting schools which he will never have time to visit.

This does not mean that the County Councillors need have no personal acquaintance with schools. On the contrary, they must, if they are to be of real use on the Education Committee, be in close touch with the practical work of teaching. The more they know, by personal investigation, of the actual facts of school life, the better. But their experience will be a safer guide if it ranges over many schools in different neighborhoods, even schools specialized to one part of the work, than the most intimate personal acquaintance with a few schools in a single district.

But experience will soon teach these lessons to individual Councillors and establish a tradition of London public work in education. The important matter at the present moment is the formation of the new subordinate administrative machinery; for this must be done by the Council elected on the 5th March, 1904; and the welfare of many

generations of London children will depend on the foresight, tolerance, diligence and public capacity of the newly elected Councillors during their first year of office. Therefore, leaving for separate treatment the specific reforms which London education requires, we devote to that machinery the remainder of this Tract.

The subordinate administrative bodies contemplated by the Act of 1903 are of three different kinds, standing in varying relationships to the Council itself:—

(a) LOCAL ADMINISTRATION OF EDUCATION ABOVE  
THE ELEMENTARY GRADE.

Nearly all the schools and colleges above the elementary grade are administered by separate bodies of governors, formed under a "scheme" of the Charity Commissioners or a special Act of Parliament, and possessing some endowment, though seldom enough to support their educational work at a proper level of efficiency. Such are the dozen great Polytechnic Institutes, the seventy or eighty public secondary schools, the technical colleges, the "schools" of the university, and the university itself. These are independent bodies controlling educational property worth about four millions sterling, and dealing with a gross income of nearly a million. The County Council cannot abolish them, even if it wished to do so; but as they govern among them nearly all the existing provision of education other than elementary, it is vital to the efficiency of the whole system that they should come effectively under public control. The County Council need not, of course, interfere in the detail management of the hundred and fifty schools, colleges and institutes which they administer. In no department of education is it so supremely important to secure variety and experiment as in this field. But in return for its grants in aid the Council should insist on

- (1) appointing some of its own members on each governing body;
- (2) complete public audit of the accounts;
- (3) regular expert inspection, public reports, and independent examination of all scholars, wherever required;
- (4) the maintenance of a high level of efficiency in whatever work is attempted;
- (5) the effective opening of the institution to the poor scholar, by free places and maintenance scholarships;
- (6) prompt compliance with any specific requirements for improvement or extension of the work.

Subject to these conditions the Council should continue to make liberal grants to these institutions, increasing them as may be required; encouraging them, in return, to meet any criticism of such grants by improvements and extensions of their work; connecting them more and more intimately with the elementary schools and continuation classes; and making them more and more accessible (by reducing fees, multiplying scholarships—perhaps providing railway fare and books—and developing evening classes) to the mass of the people.

Moreover, there must be a steady increase in this provision of secondary and university, technical and professional education. We must get out of the old-fashioned habit of thinking of elementary education as the education of the poor, or of the mass of the people, whilst all the other grades and kinds of education are tacitly reserved for the middle and upper classes. The time has gone by for demanding only "common schooling," in the sense of the same schooling for all, even if this is of the best kind. What the County Council has to provide is such an educational system as will give to every child whatever kind of education, up to whatever grade, its ability requires. We cannot afford, as a nation, to leave any brains uncultivated, merely because of the poverty of the family. We must therefore, take care that the best modern secondary and university education and the highest technical and professional training (according to the special aptitude of each scholar, and his or her ability) are made as effectively accessible to the child of poor parents as they are at present to the child of rich parents.

This will involve, in the course of the next few years, a great increase in all the higher grades of education, for girls as well as for boys. Sometimes this increased provision can be best made by a mere extension of existing institutions, with County Council aid. But there must be no pretence of monopoly or of vested interest in the restriction of opportunities. It may sometimes be better for the County Council to establish a new secondary school or technical institute or university college of its own. In such a case, it will be wise for the Council to appoint its own managing committee, and entrust that committee with a large freedom to work out details.

(b) LOCAL ADMINISTRATION OF THE PRESENT BOARD SCHOOLS.

The heaviest burden of detail work is that presented by the 508 Board schools, with their 1,463 separate departments, and their roll of 546,000 scholars. These have hitherto been "managed" by 2,148 local managers, one-third women and two-thirds men, divided into 184 groups. Under separate management are the 400 evening class centres, with 1,005 local managers in 108 groups. Finally there is the local administrative detail connected with the all-important work of enforcing the law and the by-laws as to school attendance, which takes up much of the time of 102 divisional sub-committees, comprising, in all, about 268 members. Altogether the School Board has been assisted in its work by at least 2,500 separate local managers, some of whom travel from their homes in distant parts of London to supply the lack of suitable residents in the poor districts.

The Act of 1903 brings all this organization to an end,\* and puts upon the County Council the duty of framing a new one. It associates with the County Council in this task the 29 Borough Councils, including the Cities of London and Westminster. To them is assigned the duty of grouping the schools in their respective

\* There is, apparently, nothing to prevent the County Council continuing, temporarily, the existing system for the present, whilst it gets the new organization into existence.



districts, of fixing the number of managers, and of appointing two-thirds of them. But the Borough Council is required to consult the County Council in the matter; and as one-third of the total number of the managers are to be women, and there is to be due representation of the existing managers, the only practical way of complying with the law is for the County Council and each Borough Council to agree to a joint list. Moreover, as it is left entirely to the option of the County Council what duties shall be entrusted to the new managers, and, in particular, whether they shall be allowed to deal with any but the day schools, the Borough Councils will find that the matter must be settled by agreement with the County Council.

The future efficiency of the Board Schools depends largely on the manner in which this question is handled. The Borough Councils have a delicate sense of their own dignity; and if the County Council does not treat them with the needful tact, welcoming their co-operation; waiving, whenever it can safely do so, its power to confine them to the minimum that the Act prescribes; and making them feel that they will be overruled only for the sake of having a comprehensive plan for all London, and not out of any jealousy of their interference, the effect on the school management may be disastrous.

The conditions of efficiency in this matter of management seem to be the following:

- (1) There must be, in all essentials, a uniform system for London. Without practical uniformity, no delegation, even of the smallest details, will be possible.
- (2) The duties of managing the day schools, and co-operating with the County Council in supervising the evening class centres and in securing school attendance, should be united in the same local committee.
- (3) If the personal visiting of all the provided schools is to be maintained, experience shows that the total number of managers must not be much less than the present number of 2,500.
- (4) Yet, if only to escape one-man power, and secure strong and responsible local committees, the provided schools should be grouped together in larger numbers than at present, and the number of separate local committees greatly reduced.
- (5) The cordial co-operation of the Borough Councils should be secured.

These conditions point to the adoption, as the unit of area, of the Metropolitan Borough. This would give the County Council only twenty-nine local committees to correspond with, each of which could be made strong, representative and responsible. Eight of the boroughs have only about half-a-dozen Board schools: in these the whole of the managers might not form too large a local committee. In the twenty-one boroughs having between one to three dozen Board schools each, there would have to be a twofold organization.

Their schools would require from 50 up to 200 managers—too many for a working committee. But in these boroughs “committee-men managers” could be appointed to the number of not more than thirty or forty, who alone should form the local committee; who should divide into sub-committees for each little sub-group of schools; and who should be reinforced, on these sub-committees, by other local managers, acting only for their particular sub-group of schools, and not attending the local education committee.

By the adoption of some such plan as this, which (under sec. 2, sub-sec. 1, of the 1903 Act), at the request of the County Council or the Borough Councils, could, if desired, be embodied in a Board of Education Order for all London,

- (1) the valuable services of the existing school managers, including women, and others not residing in the Borough, could be continued;
- (2) the cordial co-operation of the Borough Councils could be secured;
- (3) a strong and responsible local committee, not restricted to any one school, could be appointed.

It is often supposed that the Borough Councils, or the “education committees,” which some of them appoint, are themselves to be the local managers under the Act of 1903. This is an error. After the Borough Councils have grouped the schools, determined the number of managers and nominated two-thirds of these, they and their committees have nothing more to do with the management. The groups of managers under the Act will not be committees of the Borough Councils, nor will they report to these Councils, or receive instructions from them—any more than do the various bodies of trustees or governors of charitable or educational foundations to which the Borough Councils appoint members. The new groups of managers have, under the Act, the status of local sub-committees of the education committee of the London County Council, to which alone they will report, and from which alone they will receive instructions.

Upon local education committees of this sort it might gradually be possible to devolve enough of the details of local administrative routine to leave the central body time to think of wider issues. Such local committees, if only 29 in number, could work in close association with the County Council inspector for the district, who would be able to advise them as to the general policy laid down by the central body, and take care that they did not thwart or pervert it. The recommendations of such local committees, duly checked from the financial as well as the educational standpoint, could, as a rule, be confirmed by the central body. In some such way as this, the gradual delegation of some of the mere administrative detail—without which no genuine stride onward can be made in London's elementary education—could be safely and effectively secured.

The schools provided by the School Board for blind, deaf, epileptic and physically defective children, need not (sec. 2, sub-sec. 3, of 1903 Act) be placed under the new local managers. At present these

schools are under specially chosen bodies of managers, whose experienced services the County Council should certainly continue, at any rate for the present.

Any other provided schools "which in the opinion of the Board of Education are not of a local character" need not be placed under the new local managers. At present the seven "higher elementary" and 74 "higher grade" departments of the London School Board are specially dealt with (the Board, in particular, retaining in its own hands the selection of teachers). It should be a matter for prompt consideration whether application should not be made to the Board of Education to treat some or all of these as non-local schools.

(c) LOCAL ADMINISTRATION OF THE PRESENT "VOLUNTARY"  
SCHOOLS.

The Act of 1902, as applied to London by that of 1903, prescribes that there shall be, for each "non-provided" elementary school, a body of six managers, four (the "foundation managers") being appointed under scheme by the owners of the building, one by the County Council, and one by the Borough Council. This would seem to make necessary the appointment of 1,986 managers for the 331 Church of England schools, 600 for the 100 Roman Catholic schools, 96 for the sixteen Wesleyan schools, 48 for the eight "British" schools, and 54 for the nine Jewish schools: 2,778 in all, of which the County Council would have to find 463 and the twenty-nine Borough Councils from three to forty-two each. To find such a multitude of managers, in addition to the 2,500 or more required for the provided schools, would probably involve, either accepting the services of persons who might give their names but would not do the work, or else putting up with some very unsuitable managers.

Fortunately, the Act allows these schools to be "grouped" for the purposes of management by the County Council, if the school authorities consent, the proportion between foundation managers and others being maintained (sec. 12 of Act of 1902). It would be far more convenient for all concerned, and far more conducive to educational efficiency, if this plan of grouping could be adopted—if all the Wesleyan, Jewish and British schools could unite in a single committee of management in each case; if the 100 Roman Catholic schools could be grouped, say, into four local committees; and if the 331 Church schools would apply to be grouped into, say, 29 groups corresponding with the borough areas, each group having a body of managers of suitable size. In this way, instead of having to find 2,778 managers, fewer than half that total might suffice. The sixth part to be found by the County Council could be reduced to something like 150, instead of 463; and the sixth to be found by each Borough Council would be, on an average, only half-a-dozen.

The powers of the managers are not defined by the Act, with the result that the County Council is placed in a strong position in arranging with the non-provided or denominational schools. The managers must carry out any instructions the Council 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 authority shall, in addition to their other powers, have the power themselves to carry out the direction in question as if they were managers." The Council is required to maintain the school only so long as these and other such conditions are complied with. It has, of course, complete right of inspection. Finally, it must never be forgotten that, though the teachers will be selected by the managers, their appointments will have to be individually confirmed by the County Council, and may be rejected by it on any except religious grounds. On confirmation of their appointments the teachers become officers of the County Council, which will pay them their salaries, and will have the sole right to determine their scale of pay, hours, holidays and privileges, and whether they receive any annual increments.

The County Council, as an administrative body, has nothing to do with the policy of maintaining denominational schools. This is a matter which Parliament has reserved in its own hands. It has decided in its favor for the present; and it is not for the Council to question that its decision is a representative one. The question will probably come up again more than once, and be decided, perhaps, in some different sense. Meantime, what is supremely important is that the Council *should not let the children's education suffer* for its members' approval or disapproval of this or that feature of the law. There are over 220,000 children—two-sevenths of the whole—in "non-provided" schools in London. As Parliament has decided that such schools are to continue, and are to be maintained in efficiency, the policy of the Council should be to turn a blind eye to the particular religious denomination of these schools, whether Wesleyan or Anglican, Catholic or Jewish; to make them, in secular subjects, as efficient as the Board Schools; to watch very closely that the "conscience clause" and other safeguards against proseletyzing are strictly maintained; to insist on the school buildings being made sanitary and educationally efficient at the earliest practicable date; to secure the most efficient teaching staff that the conditions of the law allow; and to exercise the utmost possible public control.

The foundation managers are required by law to provide the structure free of expenses, in good condition, and to keep it so. It will be necessary for the Council to have a survey of all the non-provided schools by a competent staff of surveyors. This survey must, of course, be absolutely impartial. The same standard of sanitation and structural efficiency must be enforced in one set of public elementary schools as in the other. We must not let the children's health or comfort suffer, any more than their education, on account of the school buildings being provided by a religious body. Unfortunately, so many of these school buildings are old and below the present standard, that it will not be possible to condemn at once all that need to be rebuilt. The surveyors should be instructed to pick out the worst cases for instant attention and deal with the rest as soon as they can. 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 paying the salaries of the teachers in their schools must not be taken to imply that the Council is satisfied with the sanitary or structural condition of the school building, or that it complies with the law. The notice should also state clearly that the foundation managers must expect to receive in due course a specification of the needed repairs and alterations. It need hardly be added that in the present state of party feeling it is important that the strictest good faith should be kept in levelling up the non-provided schools in this respect. No excuse should be given for the slightest suspicion that the requirements of the law are being pressed unfairly against non-provided schools, whatever their denomination.

In the same way the Council will have to settle, for every non-provided 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 unfortunately the latter will be found in most cases to be at present under-staffed, and that, too, 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 pay the salaries of the existing staff, it must not be understood to accept the teachers as satisfactory. 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 at the full salary of the new scale. If not he should only be provisionally appointed. The Education Committee is under no obligation to retain incompetent or unsuitable teachers. But in the existing dearth of competent teachers it is practically impossible to replace those at present at work, even if they are technically unqualified; 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 some of the teachers must not be made an excuse for depriving the school of the advantage of being, so far as permanent appointments are concerned, under a proper scale. Those teachers who, through defective qualifications, are only provisionally appointed will not necessarily get their present salaries raised to the new scale. But even in these cases remuneration should, in the transition period, err on the side of generosity, being rather in proportion to the work required than to technical qualifications. Such teachers, often of long and faithful service, have done hard work under difficult circumstances; and their lack of technical qualifications may be more the fault of a bad system than their own. Moreover, it is far better to overpay an inferior man until the time comes for replacing him with a better, than to allow the Council to form its scale of salaries on the merits 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. And opportunity and encouragement should be offered for the provisionally appointed teachers to fulfil the requirements for permanent appointment, and the privileges of the new scale. These requirements, moreover, in the case of those already in the service, need not necessarily be the same as for those henceforth entering it. Not that there should be any encouragement of mere "certificate-hunting." There should be ample provision of "normal" courses of real educational value.

The Council must, by the Act (sec. 7 of 1902 Act, sub-sec. 1, *d*), fix the amount it will pay to the managers of non-provided schools for damage done to the school building under the head of "fair wear and tear"; and it should do this after very careful consideration, under expert advice, as to how much this item really amounts to.

The County and Borough Councils will, as we have seen, have to appoint 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 number in London nearly five hundred. It would be better to select persons (not necessarily resident close to the school) 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 systematically obtained; and no manager who has failed to attend or neglected his duties should be re-appointed. Women should be appointed where suitable. They often make the best managers.

In choosing managers, educational efficiency, vigilance and tact should be the primary considerations; and it should not be forgotten that these qualifications are not often practically compatible with a strong prejudice either for or against the tenets of the foundation managers. The paramount business of the County and Borough Council 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; so that the public interest may be safeguarded against the encroachments of private or denominational interests.

#### **The Powers of the Education Committee.**

The Education Committee, so far as the law goes, stands, as to powers, in the same position as an ordinary 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 Com-

mittee for consideration and report, shall be followed except in case of emergency.

It will accordingly be open to the Council to leave its Education Committee in practically the same position as any other ; but convenience of administration 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 Asylums Committee, *i.e.* "the Council may also delegate to the Education Committee, with or without any restrictions or conditions as they think fit, any other powers under this Act except the power of raising a rate or borrowing money," or it may make any other arrangement it chooses from time to time.

As there will be no good administration unless the Council trusts its Committee, it will be desirable to exercise to some extent this power of delegation, under carefully devised conditions, securing to the Council itself the decision of issues of principle. The Council cannot delegate the power of raising a rate or that of borrowing money, nor can it part with its right of approving the estimates of educational expenditure, though it may decide in what detail or at what intervals it will require them to be presented by its Finance Committee.

#### Finance.

The London County Council has under the Act unlimited rating powers both for elementary and higher education ; and it needs no sanction of any government department for expenditure charged to rate account.

In addition, the Council will receive for educational purposes

- (1) the produce of certain duties, commonly called the whisky money, which must be wholly devoted to educational purposes ;
- (2) all the government grants ;
- (3) all fees in its own schools, and an agreed proportion (presumably half) of whatever fees it may sanction, if any, 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 not only itself conduct schools, but may also make grants to independent secondary and technical schools and university colleges under governing bodies. 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* public elementary schools recognized for the time being as efficient by the Board of Education, including non-provided schools (formerly called voluntary

schools). All moneys spent on maintaining these schools, other than for structural repairs or alterations, whether made by the managers or direct by the Council, are legally payments by the Council, and must appear as such singly in its accounts. The Council may make advances to a body of managers, as 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, the teachers' salaries in non-provided schools are now legally due directly from the Council to the teachers. All these teachers become officers of the Council. 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. This, by making the teachers obviously public servants, will raise their status, relieve them of the sense of personal servitude which sometimes impaired the self-respect of the teacher under the old voluntary system, and tend to level up the character of the staff.

Wherever in a non-provided elementary 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, it should be required that half of them should be paid into the county fund.

A systematic investigation should be undertaken to obtain particulars of all endowments held by trustees of denominational schools or otherwise applicable to elementary or other education. New schemes should be promoted in all these, applying the money to some educational objects which cannot legally or conveniently be paid for out of the rates, such as apprenticeship premiums or travelling fellowships (especially for women) or advanced scholarships for research. To use such endowments for anything that can be done out of the rates is virtually to confiscate them for the ratepayers' benefit.

### School Hygiene.

The County Council will take over from the School Board the nucleus of a highly skilled medical staff for the school service, and has, moreover, in its service the nucleus of a highly skilled medical staff for municipal hygiene. The amalgamation of these two services ought to make possible a great development of school hygiene, of which we are as yet only at the beginning, together with valuable statistics of the physical condition of the child population.

The Education Committee should use its skilled medical officers to advise as to the sanitary planning and fitting of school premises, old and new ; to inspect the warming, ventilating, lighting, etc. ; to report instances in which the schoolrooms are overcrowded ; 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 teacherships ; and to test the healthiness of the system by periodic measurements of the children.



### An Educational "A.B.C."

It is a special characteristic of London that it always remains an unexplored and unknown territory, even to its oldest inhabitants. Half the opportunities and advantages of London go unused from sheer ignorance of Londoners as to what is open to them. This is especially true of education. Neither parents nor students—not even the schoolmasters themselves—have any adequate idea of what schools and colleges, institutes and classes already exist; what are their relative advantages; what subjects are taught, at what hours, and at what fees; what scholarships are offered and where the proper preparation for each occupation can be obtained. In addition to the Monthly Gazette of the Education Committee we sadly need an A.B.C. guide to all public education in London—a comprehensive plain handbook, prepared from the standpoint of the would-be student or his advisers, rather than from that of particular governing bodies. Such an "Educational A.B.C.," if published annually by the County Council at a nominal price, would do much to open up opportunities at present only partially used. The unification of London's education is the psychological moment for this new departure. The modern municipality can no more dispense with advertising than can the soap man.

### A Word to Candidates—and to Electors.

The task of constructing and administering a complete educational system, from the kindergarten to the university, for a city of nearly five million people, is so vast and so supremely important that it will require not only good intentions and loyal fairness on the part of the elected County Councillors, but, from those who sit on the Education Committee, high administrative ability and a willingness to devote practically the whole day to their duties. Even then the wise Councillor will be aware of his own limitations, and not seek—amateur as he is—to do the work which should properly be done by a trained professional staff. No good government of London's education is possible without an official staff—inspectors and supervisors; specialist advisers for art, science, domestic economy, and other subjects; pedagogic experts of this kind and of that—the very best that the County Council can enlist in its service. London's education is well worth as good a civil service as that which stands at the disposal of the Dutch or Belgian or Saxon or Bavarian Minister of Education for the whole of his kingdom. It is by the work of such a staff, and not by the superior genius of foreign education ministers, that their schools and colleges become so much more efficient than ours.

The lack of a trained, professional, expert, official staff cannot be made good even by the most zealous and devoted councillors. Though the County Councillors have to decide how the educational machine is to be constructed, and to see that it runs smoothly and works efficiently, with as little waste as possible of money or power, they cannot—fortunately for them and for London—do either the work of teaching or that of seeing that the teachers teach. It is to be

hoped that they will be careful not to try! The Education Committee of the County Council ought to be the Cabinet of London's educational empire. What the electors have to do is to see that they elect men to the Council who are—by proved ability and educational experience, by temperament and training, by willingness to labor and freedom from sectarian bigotry—equal to this high task.

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

[All the following books and reports can be obtained of Bookshops, Limited, 9 Arundel Street, Strand, London, W.C.].

“London Education,” by Sidney Webb (Longmans; 1903. 2s. 6d. net).—An up-to-date review of the condition of London educational institutions and an outline of the policy to be adopted for their maintenance and development. An invaluable volume for educationalists and politicians.

#### THE LAW.

*The Education Acts, 1902 and 1903.* With hints to Education Committees and Voluntary School Managers, draft schemes for grouping Voluntary Schools, etc. By M. Barlow and H. Macan. Second edition; 1903; 3s. 6d. net. *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 Acts, 1902 and 1903*, by E. A. Jelf; Cox; 2s. 6d. net. *Everybody's Guide to the Education Act, 1902*, by H. B. N. Mothersole; 2s. 6d. net. *Wyatt's Companion to the Education Acts, 1870-1902*; price 7s. 6d.; Wyatt, 279 Deansgate, Manchester. *Education Act, 1902*, by W. Casson and G. C. Whiteley; 7s. 6d. net. *The Education Acts*, by H. C. Richards and Henry Lynn; 1903; 7s. 6d. net. *Education Law (Acts 1870-1902)*, by T. A. Organ and A. A. Thomas; 12s. 6d. net.

#### EDUCATION OTHER THAN ELEMENTARY.

No public body has, before the Act of 1902, had legal power to aid secondary or university education other than technical, but the word “technical” has been so widely interpreted by the Board of Education that much 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.; P. S. 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 of secondary education are very extensively dealt with in—The Report of the Royal Commission on Secondary Education, 1893-4; 9 vols.; Eyre and Spottiswoode. 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; published by Eyre and Spottiswoode.

Mr. Llewellyn Smith prepared for the London County Council in 1893 an admirable preliminary report on the problem of technical education for London (P. S. King and Son; price 5s.), 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, Technical Training of Women; the report in each case contains an elaborate survey of the existing provision, and the problems.

The Calendar of the University of London (3 volumes; published annually by the University), contains, not only a complete survey of the university instruction now being given, but also an account of the formation and reconstruction of the university.

## 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 necessarily form the basis of the new organization.

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 and Son. Report of a Special Committee of the London School Board on Administration of the Bye-Laws (1890); P. S. King and 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 and Son. London School Board Syllabus of Instruction in Domestic Economy, combining Cookery, Housewifery, and Laundry Work at Centres; price 1d.; P. S. King and 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 and Spottiswoode. Fabian Tract No. 111, 1d.

*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. 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. 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.

**FABIAN SOCIETY.**—The Fabian Society consists of Socialists. A statement of its Rules and the following publications can be obtained from the Secretary, at the Fabian Office, 3 Clement's Inn, London, W.C.

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