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### *The development of Hedworth Monkton and Jarrow, Stanhope and Thornley school boards from 1870-1904*

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VOLUME II.

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## PREFACE

The aim of this thesis is to trace the development of school boards in three selected districts of Durham County and to examine and comment on the various methods used in administering and organising elementary education. Districts with differing geographical features and contrasting socio-economic conditions were chosen for the inquiry and an attempt has been made to evaluate the work of the individual boards and compare their activities and achievements.

One of the primary functions of a school board was to repair deficiencies in public elementary school accommodation; the narrative relates how this was attempted in each district and considers the effects of local economic circumstances, denominational rivalries and social circumstances on the eventual educational provision.

Primary sources of material consulted include school board records and school log books accommodated in the County Records Office and in private collections, national and local records housed at the Public Records Office, and local newspapers and other publications of the period.

I am indebted to Durham County Education Committee for allowing me three months' sabbatical leave to undertake some of the research involved, to the staffs of the Public Records Office and the County Records Office for their helpful interest, to all those who have allowed me access to records unavailable in public collections and especially to Dr. J. Kitching, whose patient criticism has been invaluable.

ABBREVIATIONS USED IN FOOTNOTES

- P.R.O. - Public Records Office.
- C.C.Ed. - Committee of Council on Education.
- B. of E. - Board of Education.
- C.R.O. - County Records Office. All local school board records referred to in the footnotes were inspected at the C.R.O. unless otherwise stated.
- J.S.B. - Hedworth, Monkton and Jarrow School Board.
- S.S.B. - Stanhope School Board.
- T.S.B. - Thornley School Board.
- Mins. - Minutes. Followed by a date (e.g. 2.4.74.) shows that business was resolved on 2nd April, 1874. The year abbreviation always refers to the 19th Century unless indicated to the contrary.

CHAPTER I

PRE - SCHOOL BOARD PERIOD

1833 - 1870

Perhaps the three greatest, and often inter-related influences, on the establishment of a national system of education during the nineteenth century, were the strong denominational issues involved, the financial implications of statutory aid and electoral reform.

Although there may be some conjecture over the degree of influence of the 1832 Reform Act on the acceptance of the principle of Government intervention in education, there seems little doubt that the extension of the franchise and the re-distribution of Parliamentary seats had a considerable effect on educational policy. The 1832 Reform Act added 217,000 votes to an electorate of 435,000 and it seems certain that such an increase, in the order of 49.8%, was a potent factor, not only in the political democratization of the country, but in its effect on statesmen, cautious though they were in their approaches to the controversial question of elementary education.

It seems more than pure coincidence that the 1832 Reform Act immediately preceded the first important landmark in the history of British state education, when, in 1833, the first grants were offered to voluntary organisations to assist in building elementary schools. Caution, occasioned by religious dispute and by economic inhibition, was apparent in the phrasing of the vote, "that a sum, not exceeding £20,000 be granted to His Majesty, to be issued in aid of private subscriptions for the erection of school houses for the education of the poorer classes in Great Britain, to the 31st day of March, 1834".<sup>(1)</sup>

(1) Parliamentary Paper, 178. By the end of 1833 applications for grant had been received in respect of 236 projected schools but no less than 185 of these failed to obtain assistance owing to the exhaustion of the grant of £20,000. Claims for over £24,000 had not been met.

Similarly it seems more than coincidence that the 1870 Education Act, which created elected education authorities, should have been preceded three years previously by the 1867 Reform Act, which, by reducing the county occupation franchise to a £12 limit and the borough franchise to householders of £6 rating, added 938,000 votes to an electorate of 1,057,000 in England and Wales.

Whilst the Reform Acts played their part in precipitating action, it was undoubtedly religious strife and economic considerations that mainly conditioned the progress of elementary education provision during the nineteenth century. The position of the Church, which from the Middle Ages, had initiated and fostered educational institutions of all types, had to be constantly re-assessed during this period and its schools, which had originally combined religious and secular teaching, were faced with difficulties and opposition from both denominational and secular factions. Unfortunately, as sometimes happens in political argument, the objects which all profess to be assisting, are left unaided in the emotive discussions in which they are clouded: so it was with education, and progress at national level was often retarded by bitter religious antagonisms. (1)

The other limiting factor towards accelerated progress was undoubtedly that of finance. High ideals and a genuine concern for ones fellow men are, to many, a luxury which can be forfeited if taxes and rates are to rise in a manner disproportionate to the benefits which they feel may accrue.

(1) From an examination of the work of individual school boards however, it seems that, at local level, denominational differences often acted as a powerful interest motivator for school board affairs.

Some districts were bedevilled by this philosophy during the nineteenth century and the resulting parsimony - for as such it was viewed by educationists - was a contributory reason for the subsequent fluctuating standards of provision throughout the country.

Despite these restricting influences, a firm basis for a system of state assisted elementary education had been established by the 1833 decision and it was soon apparent that further sums of money would need to be allocated for the movement towards educational expansion. Apart from the inadequacy of the sum of £20,000 granted in 1833, its distribution, which was the responsibility of the Treasury, proved to be controversial. Grants could not be made towards the erection of a school unless half the cost was met by voluntary contribution, and all applications had to be submitted through the National Society or the British and Foreign School Society: in addition the more heavily populated districts were given preference in the allocation of grants. It soon became obvious that the poorer districts were at a disadvantage because of their inability to raise their 50% contribution and that the Nonconformists, for a similar reason, were unable to compete with the school building programme of the Established Church. (1)

In an attempt to remedy this situation, and under pressure from conflicting denominational and political opinion, the Government effected a compromise by transferring responsibility for all matters affecting the education of the people, including the distribution of grants, to a Special Committee of the Privy Council. This Committee, appointed on the

(1) By 1839 the Established Church applications were so numerous that they obtained approximately 60% of the total grants awarded.

10th April, 1839, by Order in Council, consisted of four chief ministers, Lord President of the Council, Lord Privy Seal, Chancellor of the Exchequer and Home Secretary; there was a quorum of three. Dr. Kay (afterwards Sir James Kay-Shuttleworth), who had previously practised medicine in Manchester and had been an assistant Poor Law Commissioner, was appointed secretary to the Committee.

The Committee succeeded in correcting some of the anomalies created by the 1833 provision; grants became available to schools other than those in the two main societies and there was a more equitable distribution of assistance between rich and poor communities.<sup>(1)</sup> In addition, Dr. Kay, perhaps insidiously at first, used the Grant System to secure the right of inspection; in 1840 the first two Government inspectors were appointed and by 1849 the Inspectorate had risen to nineteen. Even inspection was surrounded by the complex denominational form of appointment; by the end of the 1850's there were four different sets of inspectors in England, a separate set being appointed to deal with schools attached to the Established Church, the British and Foreign School Society, the Roman Catholic Church and Workhouse Schools respectively.<sup>(2)</sup>

Meanwhile J.A. Reebuck's abortive attempt in 1833 to establish a state system of education was being reinforced by further pressure from certain Parliamentarians. W.J. Fox, a Unitarian Minister, introduced a Bill

(1) This redistribution was by no means completely equitable. According to evidence presented to the Newcastle Commission (reported 1861), only one of the 280 parishes in Somerset with less than 600 population had received assistance. Gosden, *The Development of Educational Administration in England and Wales* (1966) p.14.

(2) Appointments were made by the State with the concurrence of the appropriate Church authorities who received duplicate reports from the inspectors.

proposing that in districts where Her Majesty's Inspectors had ascertained a deficiency of school accommodation, the locality should be invited to set up an education authority with power to levy rates, to supply the deficiency. This Bill was easily defeated by 287 votes to 58. (1)

In 1855, Sir John Pakington a Churchman, seeking no doubt to minimise the denominational objections to previous Bills, appealed to both Anglicans and Dissenters for toleration when he introduced his own Bill which sought to empower local boards to set up new free schools; although it succeeded in gaining a second reading the Bill was eventually withdrawn owing to lack of support. (2)

Interest in public education was mounting rapidly, the demand for more and better secular education was growing and the increase in annual expenditure by the Committee from £30,000 in 1839, to £369,000 in 1855, made some more efficient form of financial control imperative. The rapid growth of activity and expenditure had aroused complaints from the House of Commons of ineffective control and in 1856 the Education Department was inaugurated, under the practical supervision of a Vice-President of the Committee of the Privy Council on Education. Although control remained nominally with the Lord President, the Vice-President assisted by a staff appointed specifically for duty in the new department, was responsible to the House of Commons and was the appropriate education minister so far as the Government was concerned.

(1) Parliamentary Debates 3rd Series Vol. III p.791.

(2) F. Smith, A History of English Elementary Education (1931) p.224.

The Education Department also took control of the Science and Art Department from the Board of Trade and was given responsibility for the inspection of Army and Navy Schools; in addition it was to report on educational questions referred to it by the Charity Commissioners. This artificially inspired integration was not completely successful and by 1863 those schools controlled by the Army, Navy and Poor Law authorities had been withdrawn from the jurisdiction of the Education Department.

Two years after the creation of the Department, a Royal Commission was set up to enquire into the state of popular education in England.<sup>(1)</sup> The main recommendations of the Commission were that the Committee of Council on Education should extend its operations but that there should be no interference with denominational bodies and no control of school management. The Commission also proposed changes in the method of paying grants; it recommended capitation grants from the State to be supplemented by grants paid out of the county rates and related to children's attainments. This latter form of grant-aid was to be administered by County Boards of Education which would also be responsible for the appointment of examiners charged with the task of assessing individual scholars.

The recommendation that County Boards of Education should be established with power to levy rates was probably the Commission's most radical and controversial contribution. The reasoning behind the suggestion appeared sound enough; a greater degree of local interest would

(1) The Newcastle Commission was appointed in 1858 "to enquire into the present state of Popular Education in England, and to consider and report what measures, if any, are required for the extension of sound and cheap elementary instruction to all classes of the people".

certainly be excited and more public elementary schools would be able to obtain financial assistance from public funds. Robert Lowe, Vice-President of the Council, rejected this proposal on the grounds that the redistribution of public expenditure did not necessarily ensure its more effective use. Lowe was also aware that any form of local rate-aid would have introduced severe denominational strife into local politics.

His first reason for rejection seemed to be based purely on financial grounds and discounted the probability of greater local interest; his second reason was valid enough, yet subsequent denominational differences in the field of school board administration aroused tremendous interest and promoted new ideas as well as occasionally stifling progress. There is at least some evidence from an examination of the three school boards under review that interest was stimulated and maintained because of the fierce denominational competition which existed.

The one recommendation of the Newcastle Commission adopted by the Government of the day was that of payment by results. This system was introduced by Lowe in his 1862 Code<sup>(1)</sup> and was fiercely opposed by members of all denominations, some of whom regarded it as a deliberate policy of secularisation.

Most educationists of the time felt that the system of payment by results was instrumental in retarding the growth of a wider curriculum,

(1) The first Code issued in February 1860 contained, in reduced form, copies of minutes and regulations of the C.C. Ed. Subsequent Codes, which were issued annually, were laid before both Houses of Parliament; they were in reality an administrative measure, their legal basis depending entirely upon the individual minutes which they contained.

exerting too much pressure on teachers and pupils and was even degrading to the teaching profession. Although much of this criticism was probably justified, it should be remembered that the introduction of payment by results was intended to correlate additional financial assistance with increased efficiency. At best the system stimulated the less enthusiastic and conscientious teacher into a more efficient work rate and ensured that more care and attention was devoted to teaching the basic subjects; from an inspector's viewpoint it provided an objective test often more reliable than subjective impressions.

Many of the Inspectorate were convinced however that the introduction of payment by results was particularly harmful. Matthew Arnold in his general report for 1867 states, "The mode of teaching in the primary schools has certainly fallen off in intelligence, spirit and inventiveness during the four or five years since my last report. It could not well be otherwise. In a country where everyone is prone to rely too much on mechanical processes and too little on intelligence, a change in the Education Department's regulations, which, by making two-thirds of the Government grant depend upon a mechanical examination inevitably gives a mechanical turn to the inspection, is and must be trying to the intellectual life of a school". (1) These and other equally valid objections to the system failed to secure its abandonment, but during the following twenty years there was a gradual relaxation of the examination of individual scholars and a greater emphasis on general school standards. It was not until 1897, however, that

(1) Report of the C.C. Ed. 1867 - 68 p.290.

payment by results finally disappeared,<sup>(1)</sup> The Revised Code of 1862 had a further detrimental effect; it abolished direct payments to certificated teachers and substituted a single school grant to the school managers thereby creating a situation where grant could be given to schools whose staffs had inferior qualifications. Because of this the number of pupil teachers decreased from 13,964 in 1861 to 8,937 in 1866,<sup>(2)</sup> a severe blow to a qualified teaching service in a field of expanding education.

Despite the refusal of the Government to implement many of the recommendations of the Newcastle Commission and notwithstanding the growing fears of the denominationalists for the future of their schools, it became apparent during the 1860's, that some form of local authority was necessary to co-ordinate educational effort and provide facilities for universal instruction. Prejudice against popular education was diminishing; the principle of educating the poor had come to be accepted and few people now thought that it was dangerous for them to be able to read and write. There was a growing belief that the task of providing universal education was beyond the voluntary societies, although few wished for a completely secular solution; the result was a growing spirit of comparative reasonableness and willingness to compromise.

The work of the Manchester Education Aid Society, formed jointly in 1864 by secularists and denominationalists, was a manifestation of this

(1) Under the terms of the 1897 Code the few remaining subjects for which an individual grant was paid attracted a rate per scholar instead of a personal assessment.

(2) Annual Reports of the C.C. Ed. 1862 - 67.

desire to make mutual concessions and indicated that voluntary effort alone was finding it increasingly difficult to deal with the situation. The efforts of the Society culminated in the formation of the Manchester Education Bill Committee which sought to influence Parliament into establishing a complete system of free compulsory education, supported by local rates and under local management. The voluntary principle was to be protected by assisting existing schools, subject to a conscience clause, but not otherwise interfere with their management. The new schools were to be unsectarian and all schools were to be open to both local and national inspection. Meanwhile similar societies were being formed at Birmingham, Liverpool and Nottingham and politicians, no doubt sensitive to the murmurings from these large conurbations, were moved to action. An extra stimulus was provided by the Reform Act of 1867 which enfranchised an extra 938,000 householders, many of whom now realised the importance of a sound education for their children and its possible relationship with material benefits.

Between 1867 and 1869 a succession of abortive Bills was introduced into Parliament: in 1867 the Education of the Poor Bill, sponsored by Liberal Opposition members, proposed setting up school committees empowered to build and maintain new schools and to offer rate-aid to denominational schools at which fees did not amount to more than ninepence per week. The terms of this Bill were in fact similar to the recommendations of the Manchester Education Bill Committee but the Bill failed to attract sufficient support and was withdrawn after the second reading.

In 1868 the Tory Government introduced into the House of Lords an Education Bill which included a clause declaring against rate-aid on the grounds that it would destroy the voluntary schools. Certainly it appeared at this juncture that much of the difficulty in establishing a national system of education lay in determining the place of the voluntary schools within it. However, before the Bill could make progress the issue was precipitated in December 1868 when the Liberals were returned to power with a majority of over a hundred votes and W.E. Forster was given the responsibility of the Education Department in the Gladstone Administration. To Forster, a determined radical and long-standing advocate of popular education, the importance of expediting the necessary legislation was paramount and he introduced his Elementary Education Bill, not dissimilar in content from the 1867 Education of the Poor Bill, into the House of Commons on 17th February, 1870.

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CHAPTER II

1870 EDUCATION ACT - THE FORMATION OF SCHOOL BOARDS

In introducing the Elementary Education Bill in the House of Commons on 17th February, 1870, Mr. Forster stated, "Our object is to complete the present voluntary system, to fill up gaps, sparing the public money where it can be done without, procuring as much as we can the assistance of the parents, and welcoming as much as we rightly can the co-operation and aid of these benevolent men who desire to assist their neighbours."<sup>(1)</sup>

In an age, in which religious strife precluded the establishment of a harmonious single system of education, Forster decided on the compromise solution of welding a new system on to the established pattern. His intentions in preparing the Bill were to encourage parents to send their children to school and to secure adequate elementary education provision throughout the country.<sup>(2)</sup>

In achieving these aims however, Forster indicated that consistent with the attainments of his objectives, there should be the least possible expenditure of public money, the utmost endeavour not to injure existing schools and the most careful encouragement to parents not to neglect their children.<sup>(3)</sup>

It would have been possible for a central government department to have filled the gaps left by the voluntary system and to have financed such provision entirely from the Treasury: such a solution would probably have

(1) Mr. W.E. Forster's speech introducing the Elementary Education Bill into the House of Commons on 17th February, 1870 - Hansard LXCIX, 3rd Series, 17.2.70.

(2) Ibid.

(3) Ibid.

been less economically sound, but this was not the sole reason for its rejection by the Government of the day. The Government felt that an organisation of this nature would give too much power to the central administration and that it could be administratively unwieldy. (1)

A further alternative was to vest the powers of administering elementary education in municipal government. At this stage of local government, however, no popular county government existed and although municipal boroughs could possibly have undertaken the task, the result would have been a sharp division between town and county administration. The Liberal Government did consider the possibility of utilising the areas of the poor law guardians as suitably sized school districts but rejected the idea because of the stigma attaching to pauperism. (2)

It was decided, therefore, to entrust elementary education to "ad hoc" school boards in districts where there was a deficiency in accommodation. England and Wales was divided into school districts, which were to be synonymous with boroughs, and, outside the boroughs, with civil parishes. The whole of London, which was treated exceptionally, was to immediately form one school district. In districts, where schools, sufficient in size and number, were not already provided by voluntary agencies, such organisations were allowed six months to remedy the deficiency. (3)

(1) Parliamentary papers LXCI 3rd Series 17.2.1870.

(2) P.R.O. Ed. 24/2 21.10.69 - W.A. Forster's confidential memorandum.

(3) The 1870 Education Bill proposed a period of grace of 12 months. During the passage of the Bill an amendment reduced this period to 6 months 1870 Education Act S.96.

In practice, information was submitted to the Education Department by the appropriate local authorities, giving particulars of elementary schools in every borough and parish throughout the country, together with the numbers of children requiring elementary education. This information was checked by inspectors of returns appointed by the Department which subsequently published a notice of its decision relating to the school accommodation for each district. Local ratepayers or school managers were allowed one month, after the publication of this first notice, to object to the Department's findings and a local enquiry could be held. After an enquiry, or at the end of the allowed month, the Department issued a second order to school districts where accommodation was deficient, directing that the necessary additional places should be provided. If, after a further period of six months, the additional accommodation had not been supplied, or was not likely to be supplied by voluntary agencies, then the Education Department directed that a school board should be formed.<sup>(1)</sup>

School Boards could however be formed without these preliminaries if the council of a borough, or the electors of other districts, made direct application to the Education Department.<sup>(2)</sup> In such cases, if the Department thought fit, they could "cause a school board to be formed for such district, and send a requisition to such school board in the same manner in all respects as if they had published a final notice."<sup>(3)</sup>

(1) 33 & 34 Vict. C.75 S.10.

(2) 33 & 34 Vict. C.75 S.12.

(3) Ibid.

A school board was a body corporate with the power to acquire and hold land, and a duty to provide, maintain and keep efficient public school accommodation sufficient for the needs of its district. Any person of 21 years of age, and over, except bankrupts, persons convicted of corrupt practices, imprisoned criminals and contractors with the school board, were eligible for election. School boards were elected for periods of three years, by the burgesses in the case of a borough and by the ratepayers in civil parishes. A cumulative system of voting was employed which entitled every voter to a number of votes equal to the number of candidates to be elected; the votes could all be given to one candidate or distributed amongst the candidates in any manner the elector so wished. Although this system of voting was not universally popular and led to a great deal of controversy, it did ensure that minority groups were represented on many boards.

The number of members of a school board was determined by the Education Department but was not less than five nor more than fifteen<sup>(1)</sup> and was usually related to the population size of the district.<sup>(2)</sup> In practice individual boards' representations, requesting a larger number of members than that laid down by the Department, were usually sympathetically

(1) 33 & 34 Vict. C.75 S.31.

(2) Select Committee on School Board Elections (Voting) 1885. Q.521. Evidence of P. Cumin. The Education Department laid down the following scale:-

Boards of districts with a population of less than	5,000	-	5 members.
" " " " " "	5,000 - 15,000	-	7 members.
" " " " " "	15,000 - 40,000	-	9 members.
" " " " " "	40,000 - 70,000	-	11 members.
" " " " " "	70,000 - 100,000	-	13 members.
" " " " " "	over 100,000	-	15 members.

considered. Two of the three school boards under review, had, at some period of their existence a number of members exceeding the recommended scale.

The financing of school boards centred around the school fund into which was paid all the income of the board and which met all approved expenditure. Income consisted of Parliamentary grants, which had to be earned by board schools on the same terms and conditions as voluntary public elementary schools, fees which had not to exceed 9d. per week, and loans, usually from the Public Works Loan Commissioners on the recommendation of the Education Department. Any deficiency in the school fund had to be met by a local rate which was raised by the appropriate rating authority on precept served by the school board. (1)

Religious wrangling associated with all the pre-1870 Education Bills had continued its restrictive association with the 1870 proposals. Eventually a compromise amendment formulated by Cowper-Temple had been incorporated in the Act, which prohibited, in rate-aided schools, the use of any "religious catechism or religious formulary, which is distinctive of any particular denomination." This amendment, which came to be generally known as the "Cowper-Temple clause" was entirely negative: school boards were permitted but not compelled to provide religious instruction of a non-denominational nature in their schools. (2) As there was no compulsion however, boards could, quite legitimately, conduct their schools on a completely secular basis. If religious instruction was included in the curriculum it was to be limited to the first and last lessons of the day

(1) 33 & 34 Vict. C.75 S.54.

(2) 33 & 34 Vict. C.75 S.7.

to facilitate operation of the conscience clause. (1)

The original proposal in the 1870 Bill to allow school boards to aid existing voluntary schools was abandoned in the face of fierce opposition; to compensate for this such schools were to be given an increased Exchequer capitation grant. Apart from this concession the voluntary schools were not favoured by the Act: building grants ceased after six months, rewards for religious teaching disappeared, the conscience clause with its allied time-table clause became operative and a rival system of education, financed by public funds, was established. In the circumstances it was not surprising that, at the close of the 19th Century, the number of children in average attendance at board schools was approaching the number at voluntary schools. (2)

The 1870 Education Act had, however, been a contributory factor in stimulating voluntary provision; the number of National Society Schools aided by building grants increased greatly during 1872 - 1874 (3) and consequently even at the end of the century the school board provided accommodation had not reached the total accommodation provided by voluntary

(1) 33 & 34 Vict. C.75 S.7.

(2) In Durham County the figures for 1898 from the last report of the C.C. Ed. were as follows:-

	<u>Voluntary Schools</u>	<u>Board Schools</u>
In average attendance	77,914	95,982

(3) Reports of the C.C. Ed. The figures for National Society Institutions were as follows:-

1869	=	94
1870	=	68
1871	=	87
1872	=	321
1873	=	315
1874	=	123

sources. It was, nevertheless, significant that the board schools, at this stage, were attracting more scholars than the voluntary schools in relation to available accommodation. (1) Greater financial resources facilitated the erection of comparably better school buildings and the attraction of more highly qualified teaching staffs.

Although the 1870 Education Act decreed that it was a duty of school boards to ensure that parents carried out their duty of sending their children to school, there was no compulsion to do so at this stage; individual boards could, however, make bye-laws introducing the necessary legislation. (2) The progress of school boards in Durham County in this facet of their work is examined in more detail in Chapters III and VII.

The principal powers and duties of a school board were:-

- (a) Duty to provide public elementary schools where a deficiency existed and to maintain, equip and keep efficient all schools so provided.
- (b) Duty to review the provision in its area from time to time and remedy any defects.
- (c) Power to accept the transfer of voluntary elementary schools in its district. (3)
- (d) Power to maintain or build industrial schools. (4)

(1) According to the C.C. Ed. Report for 1898 the figures were:-

	<u>Accommodation Available</u>	<u>Numbers on Registers</u>
Voluntary Schools	103,792	68,326
Board Schools	93,150	67,590

(2) 33 & 34 Vict. C.75 S.74.

(3) Ibid. S.23.

(4) Ibid. S.28.

- (e) Power to acquire land compulsorily for school building. (1)
- (f) Power to delegate its authority to committees of two or three managers except such authority to compulsory purchase or rate levy. (2)
- (g) Power to make bye-laws establishing compulsion and to appoint officers to carry out these bye-laws. (3)

During the period of school board local administration, which lasted until control of elementary education was transferred to county boroughs and county councils by the terms of the 1902 Education Act, there was additional legislation which extended or modified the powers and duties of school boards. In 1873 an Act was passed which further regulated the conduct of school board elections and controlled election expenses. (4) Educationally it was not of great importance but it did include miscellaneous amendments to the 1870 Education Act; the notable administrative changes concerned the formation of school boards in united districts without enquiry (Section 11) and the union of detached parts of parishes (Section 12).

The most important acts during this period, however, were undoubtedly the 1876 Education Act (5) which set up school attendance committees, and the 1880 Education Act (6) which placed a duty on all local education authorities to enact bye-laws making school attendance compulsory.

(1) 33 & 34 Vict. C.75 S.20.

(2) Ibid. 8.15.

(3) Ibid. 8.74.

(4) 36 & 37 Vict. C.86.

(5) 39 & 40 Vict. C.79 popularly known as Lord Sandon's Act.

(6) 43 & 44 Vict. C.23 popularly known as The Mundella Act.

The 1876 Elementary Education Act was passed with the aim of spreading compulsory attendance; it made illegal the employment of children under ten, and those between ten and fourteen had to attain certain standards or prove a certain number of school attendances before they could be employed. <sup>(1)</sup> As the whole of the country was not covered by school boards, a new type of local education authority, the school attendance committee, was set up in those school districts where school boards had not been formed. School attendance committees were appointed annually by borough councils in the case of boroughs and by the guardians of the union in the case of parishes; <sup>(2)</sup> each committee was to consist of not less than six and not more than twelve members and have similar powers to school boards in relation to school attendance. They were completely dependent on their parent bodies for finance and had no power to levy a rate.

Although the passing of the 1876 Act raised the percentage of the population covered by bye-laws to 73% in 1880, compared with 50% in 1876, the position, especially in certain rural areas, was still unsatisfactory. The 1880 Education Act was formulated to remedy this state of affairs and required all school boards and school attendance committees which had not already done so to enact bye-laws making school attendance compulsory. In practice this ensured that all children between the ages of five and ten were legally committed to attend school, but between ten and thirteen the conditions for exemption varied greatly between one authority and another.

(1) 39 & 40 Vict. C.79 First Schedule.

(2) Ibid. S.7.

In addition some education authorities appeared to be ineffective in enforcing attendance and in extreme cases the Education Department threatened to declare such authorities in default.<sup>(1)</sup> In general, however, the 1880 Act was a successful piece of legislation which ultimately resulted in a high percentage of school attendance throughout the country.

The Education Code (1890) Act<sup>(2)</sup> awarded special parliamentary grants to school districts with populations of less than 500 and relaxed the conditions of grants to evening schools. These regulations repealed the previously included stipulation that elementary education should be the principal part of the curriculum *in evening schools*.

The 1891 Education Act<sup>(3)</sup> heralded the abolition of fees in most public elementary schools; after the commencement of the Act a fee grant of 10/- a year could be paid to school managers in respect of each child over three and under fifteen years of age who was in average attendance. Most public elementary schools, both statutory and voluntary, took advantage of this new concession. To the general relief of all-teachers, managers and parents - the burden of collecting and paying school pence was, for most, finally lifted.

Now that compulsory attendance had been in operation for thirteen years and was generally more acceptable, attention was turned to the task

(1) The Elementary Education Acts of 1870 (S.63) and 1876 (S.27) empowered the Education Department, after enquiry, to declare an education authority in default. The Department could then appoint persons to administer the affairs of the authority and precept for the necessary finance.

(2) 53 & 54 Vict. C.22.

(3) 54 & 55 Vict. C.56.

of legislating for a longer stay at school. The Elementary Education (School Attendance) Act of 1893 <sup>(1)</sup> provided that the minimum age for exemption which had been initially controlled at ten in the 1870 Act should be raised to eleven. Appropriate penalties were fixed for employers who took into their employment children under this age or otherwise contravened local bye-laws affecting school attendance.

The Voluntary Schools Act of 1897 <sup>(2)</sup> and the Elementary Education Act <sup>(3)</sup> of the same year were both concerned with finance; the former was an attempt to bolster the voluntary system, much of which was in financial difficulty, by authorising a special aid grant not exceeding five shillings per head to voluntary schools, and the latter was designed to assist school boards who, for a variety of reasons, were obliged to precept for higher rates. The basic per capita grant of 7/6d. per head was "increased by the sum of 4d. for every complete penny by which the school board rate for the year exceeded threepence. Provided that the said sum of seven shillings and sixpence shall not be thereby increased beyond a maximum of sixteen shillings and sixpence." <sup>(4)</sup> School boards situated in areas of economic stress, boards with little rateable value, and progressive boards, prepared to widen the scope of their curriculum and the quantity and quality of their accommodation, all benefited from this provision.

(1) 56 & 57 Vict. C.51.

(2) 60 Vict. C.5.

(3) 60 Vict. C.16.

(4) 60 Vict. C.16 S.1(1).

Two more Acts, both affecting school attendance, became law before the end of the century; the Elementary Education (School Attendance) Act (1893) Amendment Act, 1899 <sup>(1)</sup> and the Elementary Education Act, 1900 <sup>(2)</sup>. The former Act raised the minimum age for exemption from eleven years, as laid down in the 1893 Act, to twelve years, and also provided that an education authority could, if it effected the necessary bye-law, "fix thirteen years as the minimum age for exemption from school attendance in the case of children to be employed in agriculture." The 1900 Act, which included legislation making various administrative adjustments, included a section which allowed education authorities to raise the school leaving age from thirteen to fourteen <sup>(3)</sup> and raised the maximum penalty for the contravention of bye-laws from five shillings to twenty shillings. <sup>(4)</sup>

Finally, in 1899, an Act entered the statute book, which, although it had little immediate impact on school boards, was part of a movement aimed at rationalising a national system of education apparently lacking in administrative co-ordination and certainly devoid of universal standards. The Board of Education Act, 1899 <sup>(5)</sup> established a central authority which replaced the Education Department and the Department of Science and Art, and transferred to it powers relating to education which had previously been exercised by the Charity Commissioners and the Board

(1) 62 & 63 Vict. C.32.

(2) 63 & 64 Vict. C.53.

(3) Ibid. S.6.(1)

(4) Ibid. S.6.(2)

(5) 62 & 63 Vict. C.33.

of Agriculture. By 1902 this mounting process of rationalisation had overtaken local administration, resulting in the final demise of school boards and school attendance committees.

Apart from this direct legislation, the functions and scope of both school boards and school attendance committees were regulated by Codes issued at intervals by the Education Department. Certainly the curriculum of schools had often to be related to those facets of the current code with the highest grant-earning capacity, but there is no evidence in the districts under review that the Department unduly exercised their undoubted powers of control in other directions. However there is ample evidence, nationally, that a board's failure to accept inspectorial advice could result in a loss of grant and, in extreme cases, its right to pre-empt for a rate because of its failure to conform to the Code. The Education Department could, as a last resort, declare a school board to be inefficient and control future action by appointing new members <sup>(1)</sup>. By 1888, thirty-two boards had been declared in default and new members appointed, and ten boards declared in default and fresh elections ordered. <sup>(2)</sup>

Prior to 1870 the Codes were simply the codified minutes of the Education Department detailing the conditions which had to be satisfied before Exchequer Grants could be awarded. After 1870 this machinery was altered; the Codes, which were now virtually regulations for the conduct of schools, were "laid on the table" in the House of Commons for thirty

(1) 33 & 34 Vict. C.75 S.63.

(2) Cross Commission Report 1887 pp. 1004 - 1005.

days, and if unchallenged, became law and assumed the force of a new Act of Parliament. In practice the power and influence on education bestowed on those who drew up the Codes after 1870 was immense and probably unforeseen by the architects of the 1870 Education Act. (1) Indeed the whole regulative power of the Education Department, emanating from the 1870 Act and the subsequent Codes, was greatly increased. (2) A synopsis of the principal codes, in the new series, issued after 1870, detailing the major changes, is included in Appendix G.1.

In the period from 1870, when the first school board was established, to the end of 1902, when the Education Act of that year decreed their abolition, 2355 school boards had been formed in England and Wales; 1 in London, 200 in the boroughs and 2154 in civil parishes. (3) In the boroughs 142 of the boards had been formed voluntarily and 58 compulsorily whilst in the parishes the figures were 1052 and 1102 respectively. (4) At this stage 21,247,466 of a total population of 32,527,843 were residing in districts controlled by school boards. (5)

(1) 33 & 34 Vict. C.75 S.7.

(2) Evidence of Patrick Cumin, Secretary to the Ed. Dept., before the Cross Commission. First Report Q.453 and 1015 - 1018.

(3) Report of the B. of Ed. 1902 - 1903.

(4) Ibid.

(5) Ibid.

CHAPTER III

THE ESTABLISHMENT OF SCHOOL BOARDS

and

SCHOOL ATTENDANCE COMMITTEES

in

DURHAM COUNTY

In accordance with the terms of the 1870 Education Act, school boards could be formed by one of three methods: voluntarily on application by the responsible body, (1) compulsorily by direction of the Education Department, (2) or by the formation of a United School Board, either at the volition of the districts concerned or by order of the Education Department. (3)

During the period from 26th November, 1870, when Gateshead, the first school board in the geographical county of Durham was elected, to 12th October, 1899, when the village of Hutton Henry claimed the honour of being the last County School Board to come into existence, 54 school boards operated in the County. Twenty-three of these Boards were formed voluntarily under Section 12 of the 1870 Education Act. Under this section of the Act the Education Department could cause a school board to be formed in a school district, without enquiry, if application was made to the Department by the Borough Council in the case of a Borough, or by the ratepayers of the district in respect of a parish, or where the Department was satisfied that a deficiency would result because the managers of an elementary school were unable or unwilling to maintain their school.

By the end of 1870 school boards had been formed at Gateshead and Stockton. School districts which were synonymous with Boroughs

(1) 33 & 34 Vict. C.75 S.12.

(2) 33 & 34 Vict. C.75 S.10.

(3) 33 & 34 Vict. C.75 S.40.

were able to act expeditiously, as, in accordance with Section 12 of the 1870 Act, the Borough Councils could make the necessary application direct to the Education Department. Most Borough Councils met regularly and frequently and if there was a deficiency in school accommodation in such an area, and the Council felt that the formation of a School Board was essential, action could be taken with the minimum of delay. Moreover the Education Department was unlikely to object to the establishment of a Board where such deficiency existed and was unlikely to be repaired. It was predictable, therefore, that the Boroughs should take the initiative.

Gateshead Borough elected its school board on 28th November, 1870, and Stockton Borough's election quickly followed on 29th November, 1870. During the following year, 1871, six further school boards were established in the four Boroughs of Darlington, Sunderland, South Shields and Durham and in the civil parishes of Hedworth, Monkton and Jarrow <sup>(1)</sup> and Witton-le-Wear. The first rural school board to be formed in the county, Witton-le-Wear, with an 1871 population of only 2,329, acted so speedily, that by 1873 it had succeeded in opening a new board school for 220 children.

By the end of 1871 eight school boards had been elected covering an area with a total population of 288,768. <sup>(2)</sup> As, according to the 1871

(1) Jarrow was incorporated as a Borough on 4th June, 1875, and should then have formed a separate school district. It was not until Feb. 1880, that the Ed. Dept. discovered that Jarrow had ceased to form part of the School Board area and that there was no legally constituted education authority in the Borough. To regularise the matter a United School District was formed uniting Jarrow Borough with the existing school district of Hedworth, Monkton and Jarrow (extra municipal) - vide Chapter IV.

(2) Census of Population for England & Wales, 1871.

Census, the entire county population was 685,089, <sup>(1)</sup> there was already 42% of residents of Durham County living in districts in which school boards had been formed.

The rate of progress in the establishment of new school boards was slower during 1872 when only Norton School Board was elected on 19th December and in 1873 when Whickham, the only County school board to be formed that year, came into office on 26th March. From then onwards the pace accelerated; four boards were elected in 1874, twenty in 1875, eight in 1876 and three in 1877. The prime motivation for this acceleration came from the Education Department whose powers of compulsion were widely exercised during the period from 1875 to 1877 <sup>(2)</sup>. In these three years, of the thirty-one school boards which were elected in Durham County, twenty-two were formed compulsorily.

By this stage 66% of the population of Durham County was residing in school districts where school boards had been elected. According to the 1881 Census of Population, the county had a population of 867,258 and in that year 576,288 of them lived in districts under the jurisdiction of a school board. <sup>(3)</sup>

(1) Census of Population for England & Wales, 1871.

(2) Elementary Education Act, 1870. (33 & 34 Vict. C.75 S.10). "If after the expiration of a time, not exceeding six months, to be limited by the final notice, the Ed. Dept. are satisfied that all the public school accommodation required by the final notice to be supplied has not been supplied, nor is in the course of being supplied with due despatch, the Education Department shall cause a school board to be formed for the district as provided in this Act, and shall send a requisition to the school board so formed requiring them to take proceedings forthwith for supplying the public school accommodation mentioned in the requisition, and the school board shall supply the same accordingly."

(3) Information extracted from 1881 Census of Population for England & Wales.

In certain areas where the Education Department felt that a school district larger than a borough or parish should be formed, it could, after the relevant procedure, direct that a united school district be formed. (1) Alternatively boroughs, or more generally small civil parishes, could voluntarily decide to unite to form a larger school district. Usually such amalgamations were confined to relatively small parishes where the number of ratepayers was inadequate to economically and efficiently maintain a school board, but consideration was also given to other factors, including geographical location. There were, however, inconsistencies in these arrangements: in Durham County, the Tudhoe United School District had an 1891 population of over 20,000 including two parishes each of over 6,000 inhabitants, yet Edmondbyers with a population of only 252 in that

(1) Elementary Education Act 1870 (33 & 34 Vict. C.75 S.40).  
 "Where the Ed. Dept. are of the opinion that it would be expedient to form a school district larger than a borough or a parish or any school district formed under this Act, they may, except in the Metropolis, by order made after such enquiry and notice as hereafter mentioned, form a united school district by uniting any two or more adjoining school districts, and upon such union cause a school board to be formed for such united school district.

A united school district, shall for all purposes of this Act be deemed to be a school district, and shall throughout this Act be deemed to be substituted for the school districts out of which it is constituted, and the school board of the united school district shall be the school board appointed under the Act, and the local rate and rating authority for the united district shall be in each of the constituent districts thereof the same as if such constituent district did not form part of the united school district."

year and neighbouring Muggleswick with only 362 had their own school boards. (1) By the end of the century fourteen united district school boards had been formed, nine of them compulsorily by order of the Education Department. (2)

By 1880 most of the school boards which were to be formed in the county were already operative and from this date until 1891 only a further six boards were elected. The 1891 Census showed a county population of 1,016,559 of whom, at this juncture, 712,712 or 70%, dwelt in areas where school boards had been formed. (3) Only two further school boards were elected after this date; Haswell on 10th June, 1897 and Hutton Henry on 12th October, 1899. Consequently by 1901, the year of the next population census, the position had not materially altered; approximately 70% of the population of the geographical county lived in districts where school

(1) No reasons appear to have been advanced by accepted writers on the subject of these inconsistencies. It seems probable that the decisions of the Education Department were influenced by reports of Her Majesty's Inspectors and the Inspectors of Returns; if these officials recommended that the board of a small district would be able to offer efficient elementary education, then it would generally be given the opportunity of doing so alone. In the case of Edmondbyers the Board was formed compulsorily in 1874 whilst the Muggleswick Board was formed voluntarily four years later; perhaps this time factor was a contributory reason for the apparent inconsistency of allowing two small neighbouring parishes to form their own school boards.

(2) Parliamentary Papers 1901 LVI. p.p. 186-188.

(3) Figures extracted from annual reports of the C.C. Ed. and the 1891 Census of Population for England & Wales.

boards had been formed. This compared with a national figure of 65%. (1)

Of the fifty-four school boards in operation in Durham County prior to the transfer of responsibility to the County Council, exactly half had been formed voluntarily in accordance with Sections 12 or 40 of the 1870 Education Act and half compulsorily under Sections 10 or 40 of the Act. Nationally of the 2354 school boards which had been elected to the end of 1902, 1160 had been formed compulsorily. (2) This represented 49.3% of boards to which compulsion had been applied; a figure very similar to the percentage for Durham County.

(1) Report of the B. of Ed. 1902 - 03: there was a population of 21,247,466 in England & Wales under school boards in 1901 and a total population, according to the 1901 Census of Population, of 32,527,843. Individual figures for the differing types of local authority were:

	<u>Population under School Boards</u>	<u>Total Population</u>
1 London	4,536,541	4,536,541
58 S.B's in Co. Boroughs	8,416,712	9,275,515
116 S.B's in Non-Co. Boroughs	2,298,624	3,961,774
2007 S.B's comprising 2865 civil parishes	5,995,589	14,754,013
2182	21,247,466	32,527,843

(2) Report of the B. of Ed. 1902 - 03.

The following table, listed chronologically, details the establishment of school boards in the geographical county and indicates the 1901 population of each district.

ESTABLISHMENT OF SCHOOL BOARDS IN DURHAM COUNTY (1)

Notes: (c) - denotes compulsory formation.  
(U.D.) - denotes United District.

<u>Date of Election</u>	<u>School Board</u>	<u>Relevant Section of 1870 Act</u>	<u>Final No. of Members</u>	<u>Population 1901</u>
<u>1870.</u> 28th November, 1870.	Gateshead.	12	15	109,888
29th November, 1870.	Stockton.	12	13	51,478
<u>1871.</u> 13th January, 1871.	Darlington.	12	11	42,195
13th January, 1871.	Sunderland.	12	15	146,077
27th January, 1871.	South Shields.	12	13	97,263
15th March, 1871.	Durham.	12	9	14,679
24th March, 1871.	Hedworth, Monkton and Jarrow (U.D.)	12	11	34,295
15th April, 1871.	Witton-le-Wear.	12	5	2,807
<u>1872.</u> 19th December, 1872.	Norton.	12	5	4,532
<u>1873.</u> 26th March, 1873.	Whickham. (with Lamesley contributory)	12	7 1	12,852 5,341
<u>1874.</u> 10th January, 1874.	Southwick.	12	7	10,226
9th March, 1874.	Stanhope. (with Wolsingham contributory)	12	9 2	7,765 3,480
23rd July, 1874.	Whitton (U.D.) (Stillington) (Whitton)	40	5	1,099
27th July, 1874.	Edmondbyers.	10(c)	5	209

(1) Information extracted from Parliamentary Papers 1901 LVI, Annual Reports of the C.C. Ed. and Censuses of Population for England and Wales 1871, 1881, 1891 and 1901.

<u>Date of Election</u>	<u>School Board</u>	<u>Relevant Section of 1870 Act</u>	<u>Final No. of Members</u>	<u>Population 1901</u>
<u>1875.</u>				
22nd March, 1875.	West Hartlepool.	12	11	60,561
24th March, 1875.	Ford.	12	5	2,954
31st March, 1875.	Croxdale (U.D.) (Hett) (Sunderland Bridge) (St. Oswalds)	40(c)	7	2,018
8th April, 1875.	Wolviston (U.D.) (Newton Bewley) (Wolviston)	40(c)	5	607
21st April, 1875.	Winlaton.	12	7	14,626
11th May, 1875.	Framwellgate.	10(c)	5	3,159
11th June, 1875.	Fulwell.	10(c)	5	2,968
22nd June, 1875.	Middlestone.	12	5	1,789
13th July, 1875.	Bearpark (U.D.) (Bearpark) (St. Oswalds)	40(c)	5	2,145
28th July, 1875.	Barmston.	10(c)	5	588
28th August, 1875.	Greencroft (U.D.) (Greencroft) (Greencroft within)	40(c)	5	1,962
9th September, 1875.	Heworth.	10(c)	9	22,467
28th September, 1875.	Crook & Billy Row (U.D.) (Crook)(Billy Row)	40	9	11,471
19th October, 1875.	North Bedburn.	10	5	2,413
29th October, 1875.	Collierley.	10(c)	5	5,224
5th November, 1875.	Kyo (U.D.) (Kyo) (Oxhill)	40	5	5,693
9th November, 1875.	Cassop-cum- Quarrington.	12	7	1,610
12th November, 1875.	Coxhoe.	10(c)	5	3,278
23rd November, 1875.	Thornley.	10(c)	5	2,938
20th December, 1875.	Great & Little Usworth.	10(c)	5	6,195
<u>1876.</u>				
2nd February, 1876.	Wingate. (with Castle Eden contributory)	10(c)	7 1	8,005 1,354

<u>Date of Election</u>	<u>School Board</u>	<u>Relevant Section of 1870 Act</u>	<u>Final No. of Members</u>	<u>Population 1901</u>
<u>1876 continued.</u> 9th February, 1876.	Boldon (U.D.) (Boldon) (Boldon Colliery)	40(c)	7	5,403
10th February, 1876.	Penshaw and Offerton (U.D.) (Penshaw) (Offerton)	40(c)	5	4,085
11th February, 1876.	Chilton.	10(c)	5	1,411
11th February, 1876.	Tudhoe U.D. (Ferryhill) (Low Spennymoor) (Herrington) (Herrington Lane) (Tudhoe) (Whitworth) (Whitworth without)	40(c)	13	21,650
8th May, 1876.	Healeyfield & Cold Rowley U.D. (Healeyfield) (Cold Rowley)	40(c)	5	891
11th August, 1876.	Benfieldside.	10(c)	7	7,457
15th November, 1876.	Medomsley.	12	7	5,496
<u>1877.</u> 1st February, 1877.	Cornforth (U.D.) (Cornforth) (Thrislington)	40(c)	5	5,060
3rd October, 1877.	Willington.	10(c)	7	5,220
4th December, 1877.	Newbottle.	10(c)	5	5,742
<u>1878.</u> 27th March, 1878.	Muggleswick.	12	5	517
<u>1879.</u> 31st January, 1879.	Middleton-in- Teesdale.	12	5	1,157
<u>1883.</u> 11th December, 1883.	Hartlepool.	12	9	22,723

<u>Date of Election</u>	<u>School Board</u>	<u>Relevant Section of 1870 Act</u>	<u>Final No. of Members</u>	<u>Population 1901</u>
<u>1884.</u> 17th October, 1884.	Middleton St. George. (with Low Dinsdale contributory)	12	5	1,157
<u>1889.</u> 15th July, 1889.	Hylton.	10(c)	5	1,715
<u>1890.</u> 17th May, 1890.	Washington (with Harraton contributory)	10(c)	5	4,559
16th June, 1890.	Tanfield (U.D.) (Stanley) (Tanfield)	40	2 9	2,788 8,276
<u>1891.</u> 4th June, 1891.	Chopwell.	10(c)	5	4,183
<u>1897.</u> 10th June, 1897.	Haswell.	12	7	5,512
<u>1899.</u> 12th October, 1899.	Hutton Henry.	10(c)	5	2,578

The Elementary Education Act of 1876 which was designed "to make further provision for the education of children, and for securing the fulfilment of parental responsibility in relation thereto, and otherwise to amend and to extend the Elementary Education Acts" (1) established a new form of local education authority, the School Attendance Committee.

(1) Preamble to the Elementary Education Act 1876 (39 & 40 Vict. C. 79).

The provisions of the 1876 Act were to be enforced by school boards in those districts where they had already been formed, but elsewhere this enforcement was to be the responsibility of the new school attendance committees (1). These Committees, unlike the school boards, were not elected specifically for the task, but were to be appointed annually by the council (in the case of a borough) or by the guardians of the union (if a parish). The urban sanitary authorities with a population of not less than 5,000, and not within the jurisdiction of a school board, could make application to the Education Department to appoint their own school attendance committees. It was required by the Act that each committee should consist of not less than six and not more than twelve members of the council or guardians with the further proviso that, in the case of a committee appointed by guardians, "one third at least shall consist of ex-officio guardians, if there are any and sufficient ex-officio guardians." (2)

The 1876 Education Bill was introduced by Lord Sandon during a period of Conservative administration under Disraeli. Whilst both the major political parties professed their support for eventual compulsion in elementary education, the Conservative Party appeared more sensitive to the pressures from voluntary interests. Perhaps more than anything else this prompted Lord Sandon to introduce school attendance committees rather

(1) Elementary Education Act 1876 (39 & 40 Vict. C.79 S.7)

(2) Ibid. This stipulation was later repealed by the 1894 Local Government Act which was responsible for the formation of district councils. Ex-officio guardians consisted of the justices of the peace residing in the union and their inclusion on school attendance committees was presumably aimed at obtaining a greater degree of co-ordination between executive and judiciary in this sphere.

than cover the country with school boards with their wider spectrum of control.

The Liberal Government in 1870 had decided not to equate school districts with the areas of poor law unions because of the public stigma associated with public relief; the Conservatives, perhaps for administrative reasons, dismissed this objection when forming school attendance committees six years later. The exceptions were the urban sanitary districts with populations of over 5,000, who because of their size became eligible, if they so wished, to form their own school attendance committees on application to the Education Department. (1) School attendance committees were empowered to make bye-laws respecting the attendance of children at school under section 74 of the 1870 Elementary Education Act and enforce such attendance. They were also charged with the duty of notifying the Education Department of any deficiency in school accommodation in their districts and any infraction of section 7 of the 1870 Education Act. Finally they had a responsibility to forward to the Education Department any complaint regarding educational provision which they received from other sources.

School attendance committees were not given authority to raise a rate and were dependent entirely on their parent bodies for finance: this

(1) 39 & 40 Vict. C.79 S.33 - local sanitary authorities were inaugurated by the 1872 Public Health Act. Under a revised administrative pattern, resulting from the 1875 Public Health Act, the sanitary authorities, in urban areas, were made responsible for highways in addition to public health. The extra powers afforded to the larger urban sanitary authorities by the 1876 Education Act appeared to be an extension of the trend to use existing authorities for certain duties not originally within their purview.

weakened their position and put them at some disadvantage compared with school boards.

The main power allocated to school attendance committees on their appointment was that of making bye-laws to enforce the attendance of children at school. (1) This was not a compulsory duty however, and in the case of school attendance committees appointed by unions, bye-laws could only be approved "on the requisition of the parish, but not otherwise." (2)

Indeed, in Durham County, as we shall see, the majority of school attendance committees did not approve bye-laws making school attendance compulsory until they were obliged to do so under the terms of the 1880 Mundella Act. (3)

Apathy may have been a contributory cause for this apparent lack of initiative but it is more likely that the rapid growth of industry in the county during the latter half of the nineteenth century was the most potent factor. The demand for child labour was great and the pressures on school attendance committees from employers, and indeed from many parents, was possibly strong enough to ensure that committees did not enact bye-laws until they were obliged to do so by the appropriate legislation. The Durham County picture did not reflect the national situation;

(1) Elementary Education Act 1876 (39 & 40 Vict. C.79 S.21)

(2) Ibid.

(3) Elementary Education Act (43 & 44 Vict. C.23.)

by 1880 about 73%<sup>(1)</sup> of the population of England and Wales was subject to bye-laws whilst the corresponding Durham County figure was only 56%.<sup>(2)</sup>

There were fifteen Poor Law Unions in Durham County and the following tables, listed alphabetically, show the arrangement for those districts not administered by school boards.

AUCKLAND UNION.

A school attendance committee was formed in April, 1877 and the following parishes or townships<sup>(3)</sup> elected to make bye-laws affecting school attendance before they were obliged to do so.

<u>Parish or Township</u>	<u>Date of Order Sanctioning Bye-Laws</u>	<u>Reasonable Excuses Include</u>
Bishop Auckland.	22nd February, 1878.	No public elementary school within two miles of residence.
Counden.	22nd February, 1879.	-do-
Escomb.	27th November, 1878.	-do-
Lynesack & Softley.	27th November, 1878.	-do-
Newton Cap.	27th November, 1878.	-do-
Pollards Lands.	22nd February, 1878.	-do-
St. Andrew, Auckland.	27th November, 1878.	-do-
St. Helens, Auckland.	22nd February, 1879.	-do-
West Auckland.	22nd February, 1878.	-do-

(1) "The Development of Educational Administration in England and Wales" (Gosden) p.138.

(2) Extracted from Censuses of Population for England and Wales and from P.R.O. files Ed. 6/14 and Ed. 6/15.

(3) P.R.O. Ed. 6/14.

CHESTER-LE-STREET UNION.

In a letter dated 8th June, 1877 (1) the Union informed the Education Department that a School Attendance Committee of 12 members - 8 guardians and 4 ex-officio guardians - had been appointed for the following nineteen districts:-

Biddick South; Birtley; Burnmoor; Chester-le-Street; Cocken; Edmondsley; Harraton (contributory district to Washington School Board formed 17th May, 1890); Lambton; Lamesley; Lunley Great; Lunley Little; Guston; Pelton; Plawsworth; Urpeth; North Biddick (a detached district of Usworth Parish); Waldridge; Washington (School Board formed 17th May, 1890); Witton Gilbert.

No compulsory school attendance existed in any of these districts until after the 1880 Education Act which compelled the school attendance committee to make bye-laws which were sanctioned on 2nd March, 1881.

DARLINGTON UNION.

A school attendance committee of 12 members - 8 guardians and 4 ex-officio guardians) was appointed on 23rd April, 1877. (2) The committee covered a wide area including districts in the geographical county of Durham and the North Riding of Yorkshire. In view of the geography of the area, local committees (3) were appointed to use their more localised specialist knowledge for the benefit of the central committee. Although two school attendance officers were appointed, no bye-laws making school

(1) P.R.O. Ed. 6/14.

(2) P.R.O. Ed. 6/14. Letter dated 4.6.1877 from Guardians to Ed. Dept.

(3) 39 & 40 Vict., C.79 S.32 - local committees consisting of not less than 3 persons could be appointed by the school attendance committee to assist the "parent" body; they did not have power to make bye-laws or to take proceedings before a court of summary jurisdiction under this Act.

attendance compulsory were made until 2nd March, 1881, after the compulsion included in the Mundella Act.

Durham County districts under the jurisdiction of the Committee were Archdeacon Newton; Barmpton; Blackwell; Brafferton; Coatham Mundeville; Coatsawmoor; Cockerton (extra municipal); Denton; Great Aycliffe; Great Burdon; Haughton-le-Skerne (extra municipal); Heighington, High Coniscliffe; Haughton-le-Side; Hurworth; Killerby; Low Coniscliffe; Low Dinsdale; Middleton St. George; Morton Palms; Neasham; Piercebridge; Redworth; Sadberge; School Aycliffe; Sockburn; Walworth; Whessoe.

Middleton St. George formed its own school board on 17th October, 1884 with Low Dinsdale as a contributory district.

#### DURHAM UNION.

In a letter dated 23rd April, 1877, <sup>(1)</sup> from the Clerk to the Union, the Education Department was informed that a school attendance committee of 12 members - 8 guardians and 4 ex-officio guardians - had been appointed "for the following parishes and parts of parishes in the Union":-

Brancepeth; Brandon and Byshottles; Broom; Crossgate Rural Ward; Gilligate Rural Ward; Kimblesworth; Pitlington; Shadforth; Sherburn; Sherburn Hospital; Shincliffe; Stockley; Whitwell House (Willington).

A School Board for Willington was formed on 3rd October, 1877.

(1) P.R.O. Ed. 6/14.

Only the following four of these districts elected to pass bye-laws before 1880: (1)

<u>Parish or Township</u>	<u>Date of Order Sanctioning Bye-Laws</u>	<u>Reasonable Excuses Include</u>
Brancepeth.	16th May, 1878.	No public elementary school within two miles of residence.
Broom.	27th November, 1878.	-do-
Gilligate (Parish of St. Giles).	29th November, 1878.	-do-
Shincliffe.	26th March, 1878.	-do-

#### EASINGTON UNION.

A school attendance committee consisting of 12 members - 8 guardians and 4 ex-officio guardians - was appointed on 19th April, 1877. (2) The guardians informed the Education Department that "several local committees and a school attendance officer have been appointed," (3) but the school attendance committee seemed reluctant to make school attendance compulsory until it became legally necessary in 1880. Indeed it was not until 2nd March, 1881 that bye-laws were passed making school attendance compulsory in 17 parishes.

Parishes included in the area administered by this school attendance committee included Burdon; Castle Eden; Cold Hesledon; Dalton-le-Dale; Dawdon; Easington; East Murton; Haswell; Hawthorn; Hutton Henry; Kelloe; Monk Hesleden; Nesbitt; Seaham; Seaton and Slingley; Sheraton with Hulam; Shotton.

(1) P.R.O. Ed. 6/14.

(2) P.R.O. Ed. 6/14. (Letter to Ed. Dept. dated 14th July, 1877).

(3) Ibid.

Subsequently the parishes of Haswell and Hutton Henry formed their own school boards on 10th June, 1897 and 12th October, 1899 respectively.

GATESHEAD UNION.

In a letter dated 16th May, 1877, (1) the Union informed the Education Department that a school attendance committee of 12 members - 8 guardians and 4 ex-officio guardians - had been formed in respect of the following five districts:-

Chopwell (where a school board was formed on 4th June, 1891);  
Crawcrook; Ryton; Ryton Woodside; Stella.

By the end of July 1880 only one district - Ryton - had made school attendance compulsory in an order dated 31st July, 1880.

HARTLEPOOL UNION.

A school attendance committee of 12 members - 8 guardians and 4 ex-officio guardians - was formed on 21st April, 1877, for the following districts:- (2)

Brierton; Claxton; Dalton Piercey; Elwick; Elwick Hall;  
Greatham; Hart; Seaton Carew and Thorp Bulmer.

No bye-laws relating to compulsory school attendance had been enacted prior to the passing of the Mundella Act in 1880.

(1) P.R.O. Ed. 6/14 (Letter to Ed. Dept. dated 16th May, 1877).

(2) Ibid. (Letter to Ed. Dept. dated 23rd April, 1877).

HOUGHTON-LE-SPRING UNION.

A school attendance committee consisting of 12 members - 8 guardians and 4 ex-officio guardians - was appointed on 16th April, 1877, in respect of the following parishes:-

(1)

Eppleton (Great); Eppleton (Little); East and Middle Herrington; West Herrington; Moorhouse; Meorsley; Merton Grange; Newbottle (School Board formed 4th December, 1877); Rainton (East); Rainton (West); Silksworth; Warden Law.

Houghton-le-Spring which had the status of an urban sanitary authority had the option under Section 33 of the 1876 Education Act to appoint its own school attendance committee and eventually it was decided to form a Houghton-le-Spring United School District which enacted bye-laws in 1880. (2)

LANCHESTER UNION.

Lanchester Union School attendance committee was formed on 19th April, 1877 (3) and consisted of the maximum number of 12 members - 8 guardians and 4 ex-officio guardians. Because the area covered by the committee included detached portions of townships under the authority of the Consett Local Board, this body was allowed representation.

When the school attendance committee was formed the parishes not under school boards were Conside-cum-Knitsley; Cornsay; Ebchester; Esh; Hedleyhope; Iveston; Lanchester; Muggleswick; Satley and Tanfield. Later the parish of Muggleswick withdrew from the jurisdiction of the committee and formed its own school board on 27th March, 1878. Subsequently a united district school board was formed on 16th June, 1890, for Tanfield

(1) P.R.O. Ed. 6/14 (Letter dated 17.4.1877 to Ed. Dept.)

(2) Report of the C.C. Ed. 1879 - 80. Bye law No. 2970.

(3) P.R.O. Ed. 6/15.

and Stanley.

Prior to the Mundella Act only one parish, Iveston, had invoked its authority to make bye-laws and compulsory school attendance dated from 15th January, 1878. Children living two miles or so from a public elementary school were excused compulsory attendance.

#### SEDGEFIELD UNION.

A school attendance committee was appointed on 2nd August, 1877 <sup>(1)</sup> but again no bye-laws making school attendance compulsory were enacted before 1880. It was not until 2nd March, 1881 that the committee introduced compulsion into the 18 districts under its jurisdiction.

The parishes included under the union school attendance committee were Bishop Middleham; Bishopton; Bradbury; Butterwick; Embleton; Elstob; Fishburn; Foxton and Shotton; Garmondsway Moor; Great Stainton; Little Stainton; Mainsforth; Morden; Newbiggin (East and West); Preston-le-Skerne; Sedgefield; Woodham.

#### SOUTH SHIELDS UNION.

As the area under the authority of the Union was nearly completely covered by school boards it was only necessary to form a school attendance committee for the parishes of Harton and Whitburn. <sup>(2)</sup> Despite the small area under its jurisdiction the committee consisted of the maximum number of 12 members allowed by the 1876 Education Act (8 guardians and 4 ex-officio guardians). No bye-laws regulating school attendance were enacted

(1) P.R.O. Ed. 6/15.

(2) Ibid. (Letter to Ed. Dept. dated 28.4.1877).

prior to 1880.

STOCKTON UNION.

In a letter dated 16th June, 1877 <sup>(1)</sup> the Guardians informed the Education Department that a school attendance committee of 12 members - 8 guardians and 4 ex-officio guardians - had been formed in accordance with the 1876 Education Act. The school attendance area was formed by the following parishes:- <sup>(2)</sup>

Aislaby; Carlton; Egglecliffe; Elton; Grindon; East Hartburn; Longnewton; Newsham; Preston-on-Tees; Redmarshall and Stockton (extra municipal).

Once again the school attendance committee felt it unnecessary to formulate bye-laws affecting compulsory school attendance until after 1880.

SUNDERLAND UNION.

The majority of the Sunderland Union was included in the districts of school boards by 1876, and it was only necessary to form a school attendance committee for Bishopwearmouth (extra-municipal), Hylton, Monkwearmouth (extra-municipal), Ryhope and Tunstall. <sup>(3)</sup> No bye-laws affecting school attendance were passed by the committee until after 1880.

Hylton parish formed its own school board on 15th July, 1889.

TEESDALE UNION.

A school attendance committee consisting of 12 members - 8 elected guardians and 4 ex-officio guardians - was elected on 25th April, 1877. <sup>(4)</sup>

(1) P.R.O. Ed. 6/15.

(2) Ibid.

(3) Ibid. (Letter dated 16.6.77 to Ed. Dept.)

(4) Ibid. (Letter dated 4.5.77 to Ed. Dept.)

The area controlled by this committee included 43 districts, 21 of which were situated in the geographical county of the North Riding of Yorkshire.

Durham County Parishes at that time under the jurisdiction of the committee were Barnard Castle; Cleatlam; Cockfield; Eggleston; Forest and Frith; Gainford; Headlam; Hilton; Ingleton; Langleydale and Shotton; Langton; Middleton-in-Teesdale; Morton Tinmouth; Newbiggin; Raby and Keverston; Staindrop; Stainton with Streatlam; Walkerfield; Westwick; Whorlton; Winston; Woodland.

A school board was formed for Middleton-in-Teesdale on 31st January, 1879.

Only Barnard Castle boasting the largest population of any district in the Union, elected to approve bye-laws before being compelled to do so by the 1880 Act. These bye-laws received sanction on 14th September, 1878, and contained a distance excuse of three miles. (1)

#### WEARDALE UNION.

A large part of the area administered by this Union was already the educational responsibility of the Edmondbyers and Stanhope School Boards and the Guardians were only required to appoint a school attendance committee for parts of the parishes of Hwstanworth and Wolsingham. This Committee, consisting of 9 members - 6 elected guardians and 3 ex-officio guardians - was appointed on 20th April, 1877. (2)

(1) P.R.O. Ed. 6/15.

(2) P.R.O. Ed. 6/15. (Letter dated 27.4.77 to Ed. Dept.)

Although the majority of the Union was governed by bye-laws administered by the school boards, affecting school attendance, the attendance committee felt it unnecessary to emulate these enactments and did not introduce compulsory attendance until required to do so by the Mundella Act.

There seems little doubt that school attendance committees in Durham County, formed compulsorily by the 1876 Education Act, were a weak link in the chain of compulsory school attendance prior to 1880. Although in that year all the 8 borough school boards and 36 of the 44 parish school boards operating in the county were subject to bye-laws making school attendance compulsory, only 17 parishes controlled by Union school attendance committees had followed suit: <sup>(1)</sup> Auckland Union (10 parishes); Durham Union (4 parishes); Gateshead Union (1 parish); Lanchester Union (1 parish) and Teesdale Union (1 parish). At this juncture there was a population of 452,034 <sup>(2)</sup> in school board districts under bye-laws making school attendance compulsory, yet only a population of 40,024 <sup>(3)</sup> in the 17 school districts under school attendance committees in which bye-laws were operative.

According to the annual report of the Board of Education (1902/3) about 65% <sup>(4)</sup> of the population of England and Wales were under school

(1) Report of the C.C. Ed. 1879 - 80.

(2) Ibid.

(3) 1871 Census of Population of England and Wales.

(4) 21,247,466 based on a total population figure, according to the 1901 census of 32,527,843.

boards compared with a figure of about 70% for Durham County. Indeed there were few districts with a population of over 5,000 in the county which had not elected a school board by the end of the 19th century.

If the standards of provision and efficiency were varied amongst the school boards operating in the county, at least an authority, specifically elected for the purpose, was in existence, with adequate powers to administer, and in some measure, to integrate elementary education in these areas. This was not so in the remaining districts where school attendance committees, completely dependent on their parent bodies for finance, found their autonomy and powers strictly limited.

In retrospect it seems inconsistent that school boards should have been "ad hoc" bodies freed from the apparent stigma of poor law relief associated with the Unions, while the school attendance committees should owe their parentage to the very bodies considered incompetent to conceive them six years previously.

Perhaps mistakes were made in both 1870 and 1876; if initially, school districts had coincided with Union areas and had elected "ad hoc" school boards for the whole of England and Wales in 1870, a great deal of future criticism may have been obviated. Most certainly more of such boards would have been economically viable, probably attracted more competent members because of the wider choice and greater responsibilities involved and created a better and more uniform provision nationally.

Although there is insufficient evidence available to be categorical, it is fairly clear that, in Durham County, the larger school boards tended to be more progressive and active. The smaller boards were often more

inhibited by financial considerations and the very small boards tended to perform the immediate function of erecting a school and subsequently to discharge the minimum duties required by the current legislation. This was certainly true of the three school boards under review; Hedworth Monkton and Jarrow School Board with its 1901 population of 55,712 was able to provide establishments and innovate schemes apparently beyond the resources of the smaller Stanhope and Thornley School Boards with 1901 populations of 7,765 and 2,938 respectively. (1)

(1) vide Chapters IV, V, VI and VII.

CHAPTER IV

HEDWORTH, MONKTON AND JARROW SCHOOL BOARD  
1871 - 1904.

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POPULATION AND INDUSTRY.

At the commencement of the 19th Century Jarrow was merely a village consisting of the Old Church of St. Paul, three farms and a few cottages. Along with Hedworth and Monkton it formed a township with an 1801 population of 1566. (1) Perhaps the cause of the population explosion, which was to be felt during the last thirty years of the century, was the location of coal in the district, but the real stimulus was undoubtedly the establishment of shipbuilding as the district's major industry in the mid-19th Century. Coal was first raised from the "Alfred Pit" at Jarrow in 1803 but after changing ownership the mine was finally abandoned in 1852. Meanwhile shipbuilding had commenced; as early as 1822 a number of collier brigs were launched and ship repairing was in progress. In 1829 a slipway was erected for dealing with larger vessels but it was not until 1851 that the shipyard, for which Jarrow was to become famous, was established. Concurrent with the rapid advance made by the shipbuilding industry was the manufacture of paper, which had begun in 1841, a chemical industry established in 1845, salt making and coke manufacture. The last mentioned two industries had an indirect connection as the waste heat from the coke ovens was utilised to evaporate salt water pumped out of the river at high tide into salt pans.

(1) 1801 Census of Population of England and Wales.

This acceleration of industrial enterprise resulted in a rapid increase in population and in a hundred years the inhabitants had risen from 1,566 to 55,712 as the following table shows:- (1)

1801	-	1,566
1811	-	3,193
1821	-	3,530
1831	-	3,598
1841	-	3,600
1851	-	3,835
1861	-	6,494
1871	-	24,361
1881	-	37,719
1891	-	50,826
1901	-	55,712

When considering the work of the Hedworth, Monkton and Jarrow School Board it is perhaps useful to remember that the population of the district increased by 126% during its period of office. This may well have presented a challenge which was eagerly accepted by a comparatively new community, but it must also have created problems which could require the full ingenuity and effort of the members of its school board.

The influence of the churches (2) on educational provision was particularly strong during the period of school board control and denominational issues often became inextricably interwoven into educational thought and planning. Jarrow became a fertile area for numerous religious denominations during the 19th Century and by the end of the Century, in addition to the Roman Catholic and Anglican Churches, a whole variety of Non-Conformist Churches existed, including Baptist, Congregational, Primitive

(1) Censuses of population of England and Wales 1801 - 1901.

(2) From early times the area had been associated with religious activity. The Romans had a station at Jarrow early in the Christian era and on part of this site a monastery was founded in 644 by Benedict Bishop. The most distinguished of its monks was the Venerable Bede who was reputedly born at Wearmouth about 673 and achieved international fame for his history of the settlement of Christianity in Britain contained in his "Ecclesiastical History of the Nations of Angles" written about 734.

Methodist, Presbyterian, Salvationist, United Methodist and Wesleyan Methodist. Prior to 1856 the Catholics had been a very small community in Jarrow but in that year a mission was established in a High Street dwelling house and by 1861 the congregation "numbered a few hundred". After 1861 there was a rapid increase in the Roman Catholic population because of the immigration of Irish Labour.

Concurrent with this increase in the Catholic population was the formation and expansion of the Non-Conformist Churches. Indeed it was the "Unsectarian" party which was in control of educational policy during much of the school board era although the strength of the three main parties - Church, Roman Catholic and Unsectarian - was such that control was finely balanced. The intense feeling generated by denominational strife <sup>(1)</sup> and often fanned into a furnace of emotion by the two opposing local newspapers <sup>(2)</sup> may have been a contributory factor to the undoubted zeal and apparent efficiency with which members of the Board approached their responsibilities.

(1) Examples of this intense feeling are amply illustrated in the "Jarrow Express" and the "Jarrow Guardian" throughout the period of School Board authority.

(2) The "Jarrow Express" was generally in active opposition to the Unsectarian Party, whose cause was equally partisanly supported by the "Jarrow Guardian".

THE FIRST SCHOOL BOARD.

The School Board for the Parish of Hedworth, Monkton and Jarrow was elected on the 24th March, 1871. Initially consisting of nine members it was the first school board to be formed in a civil parish in Durham County. Its formation (1) was in accordance with Section 12 of the 1870 Education Act which allowed the formation of a school board without enquiry upon application by persons in a school district who would be responsible for electing a board. (2)

The constitution of the First School Board was 5 Unsectarians, 2 Roman Catholics and 2 Churchmen. This Unsectarian majority resulted in two of their members being elected officers at the first meeting of the Board held on 13th April 1871, Mr. W.H. Richardson securing the chairmanship and his colleague Mr. J.S. Ward being elected vice-chairman. (3) Mr. George Mason a rate collector with the Jarrow Local Board and Clerk to the Burial Board was appointed Clerk.

Two subjects, equally relevant and important to Board Members, initially attracted their attention; the public elementary school requirements of the District and the contentious matter of compulsory school

(1) P.R.O. Ed. 16/63 - letter dated 21st February, 1871, from the Clerk to the South Shields Union informing the Education Department that at a public meeting of ratepayers held at Jarrow on 16th February, 1871, it was unanimously agreed to recommend the formation of a school board for the district.

(2) 33 & 34 Vict. C.75 S.12 (1).

(3) Triennial Report of the J. S.B. 1870 - 73.

attendance.

The latter topic was expeditiously executed by a Committee of the Board appointed to prepare a draft copy of bye-laws for submission to the Education Department for approval. After an initial rejection by the Department the proposed bye-laws were modified by the Board and sanctioned by Her Majesty in Council at the Court of Balmoral on 3rd November, 1871. (1) Hedworth, Monkton and Jarrow School Board had the honour of being the first parish School Board in the country to enact bye-laws making school attendance compulsory: (2) along with Darlington, whose bye-laws were approved at the same Court, it was also the first school board of any kind in Durham County to make elementary education compulsory. (3) These bye-laws, fully reproduced in Appendix J.3., put a responsibility on the parent of every child between the ages of five and thirteen to ensure that their child should attend a public elementary school.

After its uninhibited execution of the problem of compulsory school attendance the Board turned its attention to the equally pressing problem of public elementary school accommodation. A statistical committee was formed and by July, 1871, its comprehensive report was submitted to the Education Department. (4) This showed that the population of the district in 1861 was about 6,500 but that this figure had risen to 24,249 by April,

(1) Report of the C.C. Ed. 1871 - 72.

(2) Ibid.

(3) Ibid.

(4) P.R.O. Ed. 16/63 - Report of J. S. B. Statistical Committee published 10th July, 1871.

1871, an increase of 17,749. The number of children in the school district

between three and five years of age was 1447,  
 between five and seven years of age was 1626,  
 between seven and ten years of age was 1618  
 and between ten and thirteen years of age was 1255.

Thus the total number of children between three and thirteen years of age was 5946 or about 24% of the entire population. The reason for including children between three and five years of age in the report was evidently prompted by the attitude of the Board towards Infant schools for this age group. Board members were "of the opinion that properly conducted Infant schools, under efficient mistresses trained expressly for that department, constitute an important preparatory part of elementary education." (1) Accordingly they recommended that accommodation should be provided for 50% of this age group.

At this stage the main growth of population had been in the township of Jarrow itself and although Hebburn was beginning to expand, the immediate task appeared to be the alleviation of the accommodation deficiency in Jarrow.

The following table shows the distribution of children throughout the district in July, 1871. (2)

<u>Place</u>	<u>Between 3 &amp; 5 years</u>	<u>5 to 13 years</u>	<u>Total</u>
Jarrow.	1086	3349	4435
Hebburn.	59	229	288
Hebburn Quay.	159	461	620
Hebburn New Town.	115	355	470
Hedworth.	11	45	56
Monkton.	17	60	77
<b>Totals</b>	<b>1447</b>	<b>4499</b>	<b>5946</b>

(1) Triennial Report of J. S. B. 1871 - 1874.

(2) P.R.O. Ed. 16/63.

According to the returns collected for the Statistical Committee in 1871 the existing accommodation in public elementary schools, calculated on the basis of eight square feet per child, amounted to 4524. This was shared amongst 35 school departments <sup>(1)</sup> housed in 27 separate buildings (v. Appendix J.5.):-

	Total Accommodation
8 departments in receipt of Government Grant.	1344 places
3 departments not in receipt of Government Grant.	551 places
7 departments in course of erection.	1310 places
6 departments contemplated which if erected would accommodate	722 places
11 departments of Private Adventure Schools.	597 places
Total	4524 places

The Statistical Committee concluded, therefore, that there was a deficiency of 698 which would shortly be increased to 903 when the Hebburn Quay Iron Shipbuilding Company's old schools were closed. To remedy this lack of accommodation the Committee recommended the erection of a large school at the west end of the Local Government District of Jarrow to serve 1000 children from Hebburn as well as Jarrow. <sup>(2)</sup>

(1) P.R.O. Ed. 16/63.

(2) Ibid.

The estimates of the Statistical Committee were rather upset, when, in March 1872, the Inspector of Returns visited the district to enquire into the accuracy and completeness of returns made in pursuance of the 1870 Education Act. (1) He informed the Board that he had been obliged to classify all the Adventure Schools, with one exception, as inefficient and there was a resultant increase in the deficiency of accommodation to 1809 places.

To meet this deficiency the Board in March, 1872 decided to open a temporary school in the Old Theatre, Drury Lane. Shortly afterwards the Presbyterian school in Ellison Street was closed and the Board obtained the use of this building as a second temporary Board School. The Jarrow Ellison Street Temporary Board School premises as they were known were rented from the trustees of the United Presbyterian Church for 10/- per week, accommodation consisting of a schoolroom measuring 46' x 42' and one classroom measuring 23' x 12'. (2) Mr. John Smith was appointed Head Teacher by the Board and took up his duties when the school reopened as a Board School on 15th November, 1872. (3) Neither building was completely satisfactory but they represented the most convenient premises which could be acquired at that time. In his general report for 1873 (4)

(1) J. S. B. Triennial Report 1871 - 1874.

(2) P.R.O. Ed. 7/27 - Preliminary Statement.

(3) Ibid.

(4) Report of the C.C. Ed. 1873 - 1874.

Mr. H.E. Oakeley H.M.I. comments - "There was great difficulty in obtaining temporary buildings and the old theatre was found to be the most convenient place. I inspected the school held there in April; the scene of examination was the pit, children not to be examined being stationed in the boxes and gallery; the infants gave their performance on the stage. The managers had made the most of these somewhat unfavourable conditions, and the children passed a very fair examination indeed, considering that most of them had never seen the inside of a school at the beginning of the year; the discipline was remarkably good and the work was honestly done; a little boy was esconced in the prompter's box, but did not carry out the part."

The Board appeared to be fully cognizant of the fact that the administration and conduct of its own schools required a carefully propounded scheme of education. Parallel with this development, therefore, was the formation of an education committee of the Board which was entrusted with the task of recommending an outline plan incorporating rules for the conduct of Board controlled schools. These recommendations were approved by the Board on 1st February, 1872, and are fully reproduced in Appendix J.4.

It is interesting to note that even at this early stage of its development the policy was to establish large schools because of their efficiency and economy and that all such establishments included Boys', Girls' and Infants' Departments. The Unsectarian dominated Board also made it clear from the outset that Section 14 (2) of the 1870 Education Act should be strictly enforced. (1)

(1) "No religious catechism or religious formulary which is distinctive of any particular denomination shall be taught in the school."

The remainder of the scheme dealt with recommended syllabus and school fees both of which were modified in the light of ensuing events.

Meanwhile members of the Board were giving considerable time and attention to the planning of permanent Board Schools and unanimously resolved to erect a school for 1,000 children on a site immediately west of Grange Farm House on the estate of Sir W.C. James. (1) Plans and specifications for this enterprise were forwarded to the Education Department for approval in March, 1872.

Mr. H.E. Oakeley, the local H.M.I., was somewhat concerned about the proposed size of the building and in a letter dated 1st April, 1872, addressed to the Education Department he commented that an establishment to accommodate 1,000 children "would be rather an unwieldy school." (2) He also felt that the geographical location of the proposed school would not fully provide for infants "who were unable to travel far." (3)

His views must not have been entirely shared by the Education Department for the proposal was eventually agreed. The Department did, however, refer the Board to the fact that there would still be a deficiency of accommodation for 450 children in this part of the district and recommended that this be met by erecting an even larger school to accommodate 1,200 children and at the same time build another school for 250

(1) J. S. B. Triennial Report 1871 - 74.

(2) P.R.O. Ed. 16/63.

(3) Ibid.

infants. Board Members were reassured however that if they preferred to proceed with the original plan the Education Department would leave in abeyance the question of further provision for this part of the district.

The Board decided to proceed with the original plan and the Jarrow Grange School costing £5,000 and catering for 1,000 children was opened on 23rd April, 1873, (1) the first permanent Board School in Durham County. The choice of the site was prompted by the desire to cater for children from Hebburn in addition to Jarrow and its location was at the west end of the Local Government District of Jarrow. (2) Indeed the comparative growth of population in Hebburn was of such an order that by late 1873 special attention had to be given to its own associated school accommodation problems.

Jarrow Grange Board School consisted of: (3)

A Boys' Schoolroom	=	65' x 36'	=	39780 cubic feet.
A Girls' Schoolroom	=	55' x 36'	=	33660 cubic feet.
An Infants' Schoolroom	=	55' x 36'	=	33660 cubic feet.
2 classrooms each	=	20' x 16'	=	10880 cubic feet.
2 classrooms each	=	20' x 23'	=	15640 cubic feet.
1 classroom	=	20' x 26'	=	8840 cubic feet.
1 classroom	=	25' x 16'	=	6800 cubic feet.

(1) J. S. B. Triennial Report 1871 - 1874.

(2) The Grange School, now demolished, stood in a rectangular plot of land now bounded by Oak Street, Beech Street, Fir Street and Birch Street and little more than 100 yards from the present boundary line separating Jarrow M.B. from Hebburn U.B. It was adjacent to the building now known as Jarrow Central Secondary School.

(3) P.R.O. Ed. 7/27 - Preliminary Statement.

The following heads, all trained teachers holding First Class

Certificates were appointed:-

Boys' Department	- Mr. John Witter	- commenced duty 21st April, 1873.
Girls' Department	- Miss Annie Jobling	- commenced duty 21st April, 1873.
Infants' Department	- Mrs. Louisa Witter	- commenced duty 30th May, 1873.

The original letter from the Education Department approving the building of the Grange School had also drawn the Board's attention to the lack of an efficient school at either Monkton Village (situated to the south west of Jarrow) or at the Springwell Paper Mills. It was the opinion of the local H.M.I. that younger children could hardly be expected to travel to Jarrow and a proposal was made to provide a small infants' school midway between Monkton and the Paper Mills. (1) Despite their former insistence on building large units, the Board agreed that in the special circumstances a mixed school to accommodate 200 children should be erected, together with a master's house. Indeed this amount of accommodation was far in excess of the neighbourhood's immediate requirements but the Board considered that the area was ripe for housing development and would eventually attract a large increase in population. (2) A suitable site was speedily obtained and the school, together with a master's house, built at a total cost of £2,164, was opened on 19th May, 1873. (3)

(1) J.S.B. Triennial Report 1871-74.

(2) Ibid.

(3) The site of this school is bounded by Bede Burn Road, Wood Terrace, Dillon Street and Coquet Street. It is now known as the Jarrow Bede Burn County School.

Monkton Board School originally consisted of a schoolroom measuring 54' x 17' (15,200 cubic feet) and two classrooms, one measuring 28' x 20' (9,510 cubic feet) and the other 16' x 15' (3,960 cubic feet).

Mr. William A. Coutts, a First Class Certificated Teacher, trained at Glasgow Free Church Training School, was appointed Head Teacher and took up duty on 19th May, 1873. (1)

Whilst the opening of the Jarrow Grange School had temporarily alleviated the problem of accommodation in the district, the original deficiency, estimated by the Education Department to be 450, still existed. Indeed by July 1873 the position had deteriorated; the temporary Board School housed at Ellison Street had been closed and the unsuitability of the accommodation at Drury Lane raised the total deficiency by 376 and 250 places respectively to 1076. (2) As the east part of Jarrow appeared to be suffering most from this deficiency of accommodation the Board decided to erect a school in a central portion of this area. (3) Eventually a suitable site was obtained in Dunn Street in an extremely advantageous position for that district for which the school was intended to cater.

(1) P.R.O. Ed. 7/27. Preliminary Statement.

(2) J. S. B. Letter Book - Drury Lane temporary Board School finally closed 19.4.74 its children being transferred to Dunn St. School - letter dated 23.4.74 to Ed. Dept.

(3) J. S. B. Triennial Report 1871 - 74.

The school offering the following accommodation was opened on  
20th April, 1874:

Boys' Schoolroom	-	50' x 37'	-	26643 cubic feet.
Girls' Schoolroom	-	50' x 37'	-	26643 cubic feet.
Infants' Schoolroom	-	70' x 30'	-	30450 cubic feet.
1 Classroom	-	20' x 16'	-	4640 cubic feet.
1 Classroom	-	50' x 25'	-	18125 cubic feet.
1 Classroom	-	25' x 18'	-	6525 cubic feet.

Head Teachers, all trained, were appointed as follows:

Boys' Department	-	Mr. Joseph Rigby	(1st Class Certificate)
Girls' Department	-	Miss E.V. McIntyre	(2nd Class Certificate)
Infants' Department	-	Miss E. Davidson	(1st Class Certificate)

Miss McIntyre and Miss Davidson took up duty immediately the new school was opened and Mr. Rigby's appointment dated from 6th May, 1874. (1)

The erection of new schools at Grange, Dunn Street and Monkton had alleviated accommodation problems in these areas, but the Hebburn parts of the school district, with their growing populations, were creating an increasing deficiency problem. As early as July 1871, 300 ratepayers residing in Hebburn New Town had petitioned the Board asking for the establishment of an undenominational public elementary school in Hebburn New Town. (2) At this juncture the only school recognised as efficient in Hebburn New Town was a Wesleyan school with an average attendance of 159. (3) The rapid expansion of shipbuilding and engineering in Hebburn

(1) P.R.O. Ed. 7/27 - Preliminary Statement.

(2) J. S. B. Triennial Report 1871 - 74 - the petition claimed that there were 502 dwelling houses in Hebburn New Town and only one school accommodating 140 children.

(3) Report of the C.C. Ed. 1871 - 72.

at this time was attracting workers into the district and during the 1870's there was large scale immigration to the district. No action was immediately taken by the Board as a result of this petition but when members again considered the accommodation problems of the whole of the Hebburn area in October 1873 it was found that the number of children between three and thirteen years of age had risen to 2,021, an increase of 703 since 1871, whilst the existing accommodation in public elementary schools was only 1058 places, leaving a deficiency of 963 to be remedied. (1)

The Board resolved to erect a permanent Board School in Hebburn New Town and this was finally opened on 3rd May, 1875 having been built at a cost of £8,600. The school, organised in three departments and designed to accommodate 1,000 children provided the undermentioned facilities:- (2)

- 2 Boys' Schoolrooms each 72' x 19'.
- 2 Girls' Schoolrooms each 57' x 19'.
- 1 Infants' Schoolroom measuring 57' x 38'.
- 2 Classrooms each 22' x 18'.
- 2 Classrooms each 20' x 16'.
- 1 Classroom measuring 26' x 19'.
- 1 Classroom measuring 24' x 16'.

The head teachers, all trained and certificated, were:-

Boys' Department	- Mr. John Averill	- commenced duty 3rd May, 1875.
Girls' Department	- Miss Marie Barnes	- commenced duty 26th July, 1875.
Infants' Department	- Miss Ellen Davidson	- commenced duty 24th May, 1875.

(1) J. S. B. Triennial Report 1871 - 74.

(2) P.R.O. Ed. 7/27.

DIFFICULTIES OF THE SECOND SCHOOL BOARD.

The official opening of the Hebburn New Town School had been somewhat delayed (1) as the result of doubts of the validity of elections which had brought the Second School Board into being on 11th March, 1874. The nomination of Mr. William Henry Richardson, the chairman of the First School Board, was rejected in 1874 by the Returning Officer, because the original nomination "did not when delivered at the appointed places in that behalf, state the christian names and surname of the candidate therein nominated but the initials only of his christian names, and that the same did not set forth the place of abode of the said Robert Dickinson one of the two persons who subscribed the same, and that the Clerk for the Overseers of the Poor of the said parish of Hedworth, Monkton and Jarrow had assured him, the said John Salmon (Returning Officer) that the name of the said Robert Dickinson was not on the rate book of the said parish as a ratepayer". (2)

The 1874 election was duly held without Mr. Richardson as a candidate and immediately afterwards all the elected members initially took up office as members of the School Board. Mr. Richardson, aggrieved at the decision of the returning officer, applied to the Court of the Queen's Bench to set

(1) J. S. B. Minutes - 12.4.75.

(2) P.R.O. Ed. 16/63 - extract from a joint statement prepared for the Relator and the Defendants for a case to be heard in the Queen's Bench Court "The Queen against James John Corboy and others."

aside the election. (1) Mainly as a result of this altercation, many of the elected members of the School Board refused to act and by August 1875 only Rev. James J. Corboy (Roman Catholic), and Rev. George A. Ormsby and Mr. John Major (Churchmen) were active Board Members. (2)

These three members, under the chairmanship of Rev. Ormsby, were the minimum number necessary to form a quorum and during the difficult period of their administration it was necessary for all of them to be present in order to transact business. Not unnaturally major decisions of controversy tended to be avoided in such circumstances and the Board concentrated on routine matters and such projects as had already been launched.

In July 1875 the Chairman, convinced that the position was untenable, requested the Education Department to issue an order for an election to fill the six vacant seats. (3) The Education Department however, unable to accede to this request because of the relevant sections of the 1870 and 1873 Education Acts, informed the Board in a letter dated 2nd October, 1875 (4) - "since it would appear that the number of members has not been

(1) P.R.O. Ed. 16/63 - The issue before the Queen's Bench Court on 4th May, 1874, was whether the election of 11th March, 1874, was a valid election and whether the defendants were duly elected. The defendants were called upon to show why a writ of Quo Warranto should not be exhibited against them to show by what authority they claimed to exercise authority as members of the J. S. B. It was later ruled that a special case could be stated without the issue of a writ of Quo Warranto to determine the point raised.

The case was referred to an Arbitrator agreed on by counsel for both sides who found against Mr. Richardson. Mr. Richardson eventually decided not to appeal against the decision of the Queen's Bench.

(2) J. S. B. Letter Book - Letter dated 11.8.75 from the Clerk to the S.B. addressed to the Ed. Dept.

(3) J. S. B. Mins. 12.7.75.

(4) Ibid. 11.10.75.

reduced to less than the number required to form a quorum, my Lords cannot proceed under Rule 16 in the first part of the Second Schedule to the Elementary Education Act 1870, and must in pursuance of Rule 2 of the Second Schedule to the Elementary Education Act 1873, defer the election of members to fill the vacancies until March, 1876."

Despite a letter dated 11th October, 1875 <sup>(1)</sup> from the Jarrow Ratepayers' Association urging the Board "to devise such measures as you think fit to get the full complement of members upon your Board, much before such a remote date as March 1876," the Board decided to accept the advice of the Education Department. Indeed an election would have been necessary in any event by March, 1876, as Rev. Ormsby was appointed to a living outside the area in January, 1876, and attended his last meeting as a member of the Board on 1st February, 1876. <sup>(2)</sup>

The special election held on 15th March, 1876, to return 7 members to make up the full complement of the Board, resulted in the election of 3 Roman Catholics, 3 Unsectarians and 1 Churchman to join the remaining two original members of the Board, one of whom represented Roman Catholic and the other Anglican interests. Mr. W.H. Richardson who had been the central

(1) J. S. B. Mins. 11.10.75.

(2) Ibid. 1.2.76.

figure in the 1876 elections failed to secure election by a margin of 139 votes. (1)

For the first and only time during the history of the School Board the Roman Catholic Party had a larger representation than either the Anglican Church or the Undenominationalists. Rev. James J. Corboy a Roman Catholic priest and a sitting member of the Board was elected chairman and Rev. William Hedley, an Anglican, became vice-chairman at the first meeting of the Board, held after the election, on 23rd March, 1876. At this meeting it was also decided, now that the Board was restored to its full complement of members, to appoint standing committees to deal with finance (4 members), school management (4 members) and school building (3 members).

Newly elected members, so it transpired, were not to have much opportunity to exercise their powers, for in the following triennial elections, a year later, the result completely reversed the 1876 position. The controversial Mr. Richardson, rejected by the electorate twelve months previously, easily headed the poll and, indeed, the five names at the head

(1) The full results of the election contained in the Jarrow Express were:-

Elected.

Mr. J. Robinson	-	2442 votes.
Rev. W. Hedley	-	2147 votes.
Mr. J.H. Bald	-	1897 votes.
Mr. H. McGrorty	-	1313 votes.
Mr. P. McParlin	-	1295 votes.
Mr. C. Dougherty	-	1293 votes.
Mr. T. Gibb	-	1088 votes.

Not Elected.

W.H. Richardson	-	949 votes.
W.H. Dickinson	-	627 votes.
R. Plues	-	566 votes.
Rev. J.C. Weir	-	545 votes.
T. Gray	-	215 votes.
J.W. English	-	177 votes.
J. Paton	-	26 votes.

of the lists all represented Unsectarian interests. (1) The result represented a resounding victory for the Unsectarians, a good result for the Roman Catholics who returned three members, and a crushing defeat for the Established Church Party which could only secure the election of one of its number.

The Unsectarians made full use of their restored power at the first meeting of the new Board by electing Mr. W.H. Richardson as chairman and Mr. John Buchanan as vice-chairman for the ensuing three years. (2) The Board also decided at its initial meeting to increase the size of its Education and General Purposes Committee to five members and at the following monthly meeting this number was augmented by the addition of five ladies. (3) This was the first occasion in this history of the Board at which women had been represented on such an important standing committee. Perhaps it was significant that three of the five female members were close relatives of existing Board Members; two were wives of members and one a member's daughter.

(1) The full result of the election as reported in the "Jarrow Express" was:-

Elected.

Mr. W. Richardson	-	3080 votes.
John Robinson	-	2796 votes.
John Buchanan	-	2745 votes.
Thomas Gibb	-	2683 votes.
Oliver H. Duffell	-	2553 votes.
Rev. J.J. Corboy	-	2446 votes.
Rev. John Bee	-	2439 votes.
Hugh McGrorty	-	2321 votes.
Rev. G. Meynell	-	2254 votes.

Not Elected.

William Hedley	-	2136 votes.
Matthew Nixon	-	1234 votes.
Dr. Robert E. Huntley	-	997 votes.
Joseph M. English	-	136 votes.

(2) J. S. B. Mins. 5.4.77.

(3) Ibid. 10.5.77.

FURTHER PROVISION - HIGHER GRADE SCHOOL.

Although no new schools were opened during the Third School Board period considerable attention was devoted to discussing proposed additions to the Jarrow Grange School. The Undenominational majority headed by Mr. Richardson appeared eager to establish a Higher Grade School in Jarrow, a proposal which members knew would not meet with unanimous approval amongst the ratepayers because of the financial implications. Apparently to forestall opposition members of the majority party decided to link the serious overcrowding at the Grange School with their desire to establish a Higher Grade School. The proposal was not mentioned in the School Board Minutes until November 1879 when it was agreed "that the Board resolve itself into a committee for the purpose of discussing the proposed additions to the Grange School Buildings." (1) The deliberations did not subsequently appear in the following month's record of minutes.

There was no doubt at this stage that accommodation at the Grange School was inadequate. On the basis of 8 sq. ft. per child laid down by the Education Department the school held a maximum of 907 children, but the attendance in October 1879 was 1113; an excess of 206 scholars. (2) Such excess attracted a "fine" of one quarter of the grant earned if the Education Department wished to pursue the matter. Further the School Board had never readily accepted the figure of 8 sq. ft. per child as adequate and had adopted wherever possible a minimum of 10 sq. ft. per child.

(1) J. S. B. Mins. 13.11.79.

(2) J. S. B. - Annual Report for 1879.

It was estimated that a new building or additional accommodation for at least 400 children was necessary in order to meet the current situation and allow for the expansion which was taking place in the district. The alternatives proposed were a Junior Mixed Department to be built onto the existing school or a separate school for "upper standards." (1) The majority party favoured the latter course as members felt that there was an earnest desire by some parents to see the Board establish a Higher Grade School even if it had to be self supporting. (2)

Mr. Richardson, chairman of the Board, was particularly anxious to see a Higher Grade school established in Jarrow. He had been instrumental in arranging deputations of Board Members to inspect Higher Grade schools in other areas, notably Bradford where three such schools were in operation. Bradford School Board had also succeeded in limiting their fees to 9d. per week in order that their schools could continue to rank as public elementary schools within the aegis of the Board. In his enthusiasm for Higher Grade Schools Mr. Richardson included in his annual statement, material which must have pleased his political opponents - "there are two social classes of pupils attending the present (Grange) school - those of respectable parents and those who have to be compelled to send their children to school at all." (3)

(1) J. S. B. - Annual Report for 1879.

(2) According to the 1870 Education Act school fees must not exceed 9d. per week per child whereas the Board estimated that they would have to charge 4/- per week per child for a Higher Grade School to make it financially self-supporting.

(3) As it was intended to cater for only 400 pupils (about 10% in the Higher Grade School presumably the majority of children of "respectable" parents would fail to gain admission.

Indeed Mr. Richardson's pressure on his colleagues at this stage was abortive and at the impending triennial elections, when the Higher Grade School was made a main issue, he lost his seat on the Board. (1) A temporary alliance between Roman Catholic and Anglican interests ensured that the possibility of a Higher Grade School would be deferred for at least three years longer.

Just prior to the Third School Board ending its term of office a most unusual situation arose. Jarrow had been granted a Charter of Incorporation on 4th June, 1875 and from this date became a borough and inter alia a separate school district. Apparently this change of status and its effect on the administration of elementary education in the borough was overlooked by both school board and borough council officials and it was not until February, 1880, that the Education Department drew the attention of the School Board to this technical breach. For nearly five years there had been no legally constituted education authority in the borough.

To regularise the position Mr. W.H. Richardson, chairman of the School Board, in his capacity as a Borough Alderman proposed at a Town Council meeting held on 11th February, 1880, that Jarrow Borough should be

(1) According to the "Jarrow Express" the result was as follows:-

Elected.

Rev. W. Hedley (Churchman)	= 3739 votes.
Rev. P. Ward (R.C.)	= 3520 votes.
John B. Robinson (Unsectarian)	= 3131 votes.
Thos. S. Salter (Churchman)	= 2802 votes.
Rev. John Bee (Churchman)	= 2794 votes.
Oliver H. Duffell (Unsectarian)	= 2701 votes.
Hugh McGrorty (R.C.)	= 2631 votes.
John Buchanan (Unsectarian)	= 2613 votes.
Thomas Gibb (Unsectarian)	= 2483 votes.

Not elected.

W.H. Richardson (Unsectarian)	= 2279 votes.
J. Harris (Independent)	= 420 votes.

united with the existing school district of Hedworth, Monkton and Jarrow (extra municipal). The following day the School Board passed a similar resolution to unite with Jarrow. (1)

The sectarian dominated Fourth School Board - now the United School Board - having gained its election victory by opposing a Higher Grade School and its financial consequences, sought to remedy existing accommodation deficiencies by acquiring redundant voluntary schools as temporary Board School premises. Within a period of four months the Board had taken over the Baptist School at a rental of 10/- per week; (2) the United Methodist Free Church School at a rental of 10/- per week to relieve overcrowding at the Grange Board School; (3) the Hebburn Iron Shipbuilding Yard Schools at a rental of £30 per annum (4) and the Oratory at Hebburn Colliery at a rental of £10 per annum. (5) During the following year the Methodist New Connexion Schoolroom at Jarrow was acquired as a further temporary Board School at a rental of 10/- per week for a period of six months to relieve the pressure on the Dunn Street Boys' School. (6)

(1) J. S. B. Mins. 12.2.80 - "That it is expedient that the school district of Hedworth, Monkton & Jarrow, being the extra municipal part of the parish of H.M. & J. be united with the school district of the Borough of Jarrow."

(2) J. S. B. Mins. 13.4.80.

(3) Ibid. 20.4.80.

(4) Ibid. 17.6.80.

(5) Ibid. 12.8.80.

(6) Ibid. 28.4.81.

It was soon evident that these measures were purely palliatives and serious and urgent consideration had to be given to more permanent establishments. The Board eventually decided that the erection of a new school at Hebburn Colliery should be a first priority followed by the addition of classrooms at the existing Grange and Dunn Street Board Schools. (1) The new schools at Hebburn Colliery were opened on 24th October, 1881, and the temporary schools serving the area were closed on the same date. (2) The new establishment organised as separate Mixed and Infants' Departments consisted of:-

- 1 schoolroom (Mixed) - 72' x 35'.
- 1 schoolroom (Infants) - 72' x 22'.
- 4 classrooms (Mixed) - each 22'6" x 22'6".
- 2 classrooms (Infants) - each 22'6" x 22'6".

Mr. John G. Rowell was appointed as Head of the Mixed Department and Miss Ellen M. Lumsden had responsibility for the Infants' Department. (3) The total floor area of the new building was approximately 7000 square feet and by August 1883 there were over 700 pupils on the roll with an average attendance of 545. (4) This school situated adjacent to the Methodist Church and bounded by High Lane Row, School Street and Auckland Road, is now known as Hebburn Colliery County School (Junior Mixed and Infants) and is controlled by Durham County Council.

(1) J. S. B. Mins. 14.7.81.

(2) Ibid. 10.11.81.

(3) P.R.O. sd. 7/27 - Preliminary Statement.

(4) J. S. B. Mins. 13.8.83.

The provision of the Hebburn Colliery Permanent Board School had further eased accommodation problems but there were still deficiencies. Board Officers were instructed to carry out a further census which when completed showed considerable deficiencies at Jarrow and Hebburn Quay. (1)

<u>District</u>	<u>No. of children for which accomm. is required</u>	<u>Existing Accommodation</u>	<u>Deficiency</u>	<u>Excess</u>
Jarrow.	6969	4654	2315	-
Hebburn Colliery.	775	788	-	13
Hebburn Quay.	1363	747	616	-
Hebburn New Town.	1061	1111	-	50
Hedworth.	20	138	-	118
Paper Mills.	38	193	-	98
Monkton Village.	57			
<b>Totals</b>	<b>10,283</b>	<b>7,631</b>	<b>2,931</b>	<b>279</b>

The Board concluded that "after deducting 50% for Infants who do not attend school, 50% for children between thirteen and fourteen years of age and 10% for absentees from various causes, there remains a deficiency for 500 children in Jarrow. (2) It seemed from this census that at least one other school was essential as a minimum requirement for Jarrow and another to ease the accommodation problem at Hebburn Quay which was being served by the temporary Board School using premises vacated by the Hebburn Iron Shipbuilding Yard School. The Fourth School Board was unable to remedy the situation before its termination of office and the 1933 election resulted in a wholesale change in Board Membership. During its period of control the

(1) J. S. B. Mins. 11.8.81 - Chairman's Report.

(2) Ibid. 11.8.81.

sectarian dominated Board had requested the Education Department to increase the constitution of the Board from nine members to eleven; a move possibly aimed at securing greater Sectarian representation. (1) If this was the aim it proved to be wildly inaccurate; of the eleven members forming the Fifth School Board, six were Unsectarians, three Catholics, one an Anglican and one an Independent. (2)

Prior to the 1883 election the Board had "requested the Mayor of Jarrow to call a public meeting of the ratepayers to arrange matters about the election and endeavour to avoid a contest." The Mayor acceded to this request but his efforts were nullified by the independent candidates who insisted on retaining their nominations. The three main parties had tacitly agreed to the return of six Undenominationalists, three Catholics and two Churchmen but the nomination of three Independents necessitated an election which resulted in yet another defeat for the Anglican Church Party.

(1) J. S. B. Mins. 9.2.82.

(2) J. S. B. Mins. 13.4.82. The Ed. Dept. agreed to the proposed increase of members from 9 to 11 to take effect at the 1883 election.

(3) Results of the election as reported in the Jarrow Express were:-

Elected.

W.H. Richardson	-	3943 votes.
Dr. J. Norman	-	3832 votes.
Rev. H. Tower	-	3810 votes.
J. Roy	-	3201 votes.
J. Longmore	-	3147 votes.
H. McGrorty	-	2886 votes.
T. Gibb	-	2857 votes.
Rev. J. Kirwan	-	2748 votes.
J. Jameson	-	2741 votes.
Rev. J. Bee	-	2213 votes.
T. Robinson	-	2070 votes.

Not Elected.

T.S. Salter (C)	-	1760 votes.
H. Hunting (I)	-	1254 votes.
J. Smith (I)	-	23 votes.

Mr. Richardson, the first Board Chairman, ignominiously defeated at the 1880 election, easily headed the poll and at the first meeting of the Fifth School Board was again elected its chairman with his Unsectarian colleague Mr. Thomas Gibb as vice-chairman. (1)

It was soon apparent that the idea of a Higher Grade School was to be resurrected and in his annual report for 1883/84 the chairman stated - "the proportion of children in the higher standards of the Board schools is considerably higher than last year and much above the average for the whole county." (2) It was not until the end of 1884 however that a firm decision was taken to build additional schools at Jarrow Grange and Hebburn Quay, the former to be a Higher Grade School. The Unsectarian majority used their full power to have this measure adopted and finally the Education Department agreed to the erection of the Jarrow Grange (Higher Grade) School for 684 pupils (Boys and Girls) at an estimated cost of £5,000. (3)

Before the school could be completed however another triennial election became due and once again the main election issue surrounded the proposed Higher Grade School. Strong political debate was widely reported in both the "Jarrow Guardian" and the "Jarrow Express", the latter newspaper being strongly against the establishment of a Higher Grade School in particular and the Undenominationalist Party in general.

(1) J. S. B. Mins. 2.4.83.

(2) Ibid. 11.8.84.

(3) Ibid. 11.5.85.

The 1886 election closely followed the 1880 pattern and the jubilant leader of the "Jarrow Express" proclaimed "Victory for the Church, Catholic and Independent Parties." (1)

In fact the Undenominationalists lost four of their six seats on the Board and the ex-chairman and party leader, Mr. W.H. Richardson only just succeeded in retaining his own seat. The remainder of the Board was made up of three Roman Catholics, three Anglicans, one Labour, one Temperance candidate and one Independent. (2) For the first time the emerging Labour Party sponsored three candidates and although only one was returned it was an indication of the rising interest of the working classes in educational affairs.

(1) "Jarrow Express" 19.3.86 - "a greater collapse and a more complete disintegration of a S.B. party in power could not have been anticipated by serious residents than that which the exceptional enthusiasm and marked determination of the numerous array of parties succeeded in bringing about on Wednesday in the ranks of Mr. Richardson and his party."

(2) The full result of the election as reported in the "Jarrow Express" was:-

Elected.

Mr. John Averill (Independent)	→ 6136 votes.
Rev. M. Toner (R.C.)	→ 4351 votes.
Rev. M. Hayes (R.C.)	→ 3933 votes.
Rev. P.W. Clarke (Churchman)	→ 3470 votes.
Mr. A. Morrison (Temperance)	→ 3061 votes.
Mr. H. McGrorty (R.C.)	→ 2956 votes.
Mr. T. Robinson (Churchman)	→ 2922 votes.
Mr. John Roy (Unsectarian)	→ 2919 votes.
Mr. W.H. Richardson (Unsectarian)	→ 2891 votes.
Mr. Thomas Ramsey (Churchman)	→ 2802 votes.
Mr. John Cameron (Labour)	→ 2592 votes.

Not Elected.

Mr. T. Gibb (Unsectarian)	- 2466 votes.
Mr. J. Jameson (Labour)	- 2296 votes.
Mr. J. Ratcliffe (Labour)	- 2014 votes.
Mr. J.W. Moore (Independent)	- 807 votes.
Out of 7878 electors on the electoral roll 4211 polled.	

The 1886 election was also unique for other reasons: Mr. A. Morrison offered himself for election under a "Temperance" label at a time when drunkenness in the district was increasing and Mr. John Averill the ex-headmaster of the Hebburn New Town Board School, offering himself as an Independent candidate, received the highest number of votes ever recorded at a Hedworth, Monkton and Jarrow School Board election. Mr. Averill's engagement had been terminated by the Board in June, 1885, "because of the unsatisfactory way he has performed his duties." (1) No evidence is available in the School Board records as to the exact nature of Mr. Averill's alleged inefficiency and at the July 1885 meeting of the Board a deputation of parents and ratepayers from Hebburn petitioned the Board in Mr. Averill's favour. However during the following month Mr. Averill tendered his resignation on condition that he could continue in his post for a further six months to look for a new situation. The Board acceded to this request and rescinded their June minutes. (2) Eventually Mr. Averill secured a post as an "educational representative" and divested of his ties as a Board employee became eligible for election as a Board member. Perhaps the method of his dismissal together with his professional background attracted the sympathy and support of the electors, culminating in his record poll. At the first meeting of the Fifth School Board, Rev. Martin Hayes (R.C.) was elected chairman, defeating Mr. Richardson by 6 votes to

(1) J. S. B. Mins. 8.6.85.

(2) Ibid.

5 votes, despite the fact that his colleague Rev. Dr. Toner voted against him; (1) Mr. Richardson was elected vice-chairman.

Shortly after the election of the new Board, the erection of the permanent Hebburn Quay Board School was completed and it was officially opened on 19th July, 1886. (2) Children from this district, attending the temporary Board school previously occupied by the ex-Hebburn Iron Ship-building Yard School, were transferred to the new premises and by August 1886 there was an average attendance of 430 in the Mixed Department and 180 in the Infants. Accommodation consisted of two schoolrooms each measuring 73' 6" x 32' and ten classrooms each 24' 6" square; the total area of the premises was 11,904 square feet. The school was organised into two departments; Mr. Henry Lee was appointed as head of the Mixed Department and Miss Mary A. Murray was given responsibility for the Infants' Department. (3)

Probably the most pressing matter facing the Board at this stage was the opening of the new Grange premises intended by the previous Board to serve as a Higher Grade School. At the April 1886 meeting of the Board it was decided to open the premises as a Girls only school and transfer all the girls from the existing Grange Girls' School and from Standard I of the Grange Infants' School. (4)

(1) J. S. B. Mins. 8.6.85.

(2) Ed. 7/27 - Hebburn Quay Board School, Preliminary Statement.

(3) Ibid.

(4) J. S. B. Mins. 13.4.86.

As a result of the opposition of three Board members, Messrs. Cameron, Richardson and Robinson, a special meeting was called in an attempt to reverse this decision and in the following April it was decided to rescind the minutes of 13th April, 1886, and open the new building after the Whitsuntide holidays as a Mixed Higher Grade School for all Standards and for Infants. (1) From the commencement an attempt was made to establish a better status and higher standards for the school by insisting on a well qualified staff and a wider curriculum. (2)

- (a) The Head Teacher was to be a University graduate.
- (b) All Assistant Teachers were to be certificated.
- (c) The fees were to be 9d. per week plus 3d. per week for the use of stationery and books.
- (d) There was to be no remission of fees for pupils attending the school.
- (e) The school was to be affiliated to the Science and Art Department.
- (f) Specific subjects were to be a feature of the school curriculum and a scholarship of one year's free education was to be offered to every child attending any elementary school in the Board's district who passed Standard VII in all subjects.

Subsequently Mr. William Martin B.A. (London), an assistant teacher at the existing Grange Boys' School, was appointed Head of the Higher Grade School on a salary scale of £200 per annum rising by annual increments of £10 per annum to a maximum of £250 per annum with a bonus of £10 if an "Excellent" report was gained and £5 if a "Good" report was

(1) J.S.B. Mins. 29.4.86.

(2) Ibid.

received. (1)

The Higher Grade school which was opened on 19th July, 1886 (2) consisted of a main hall 74' x 30' giving a total area of 2220 sq. ft. and twelve classrooms each measuring 24' x 22'. The total floor area of the school was 8556 sq. ft. (3)

The Board decided that they would appoint a specially trained kindergarten teacher to assume responsibility for the Infants' Department and that initially the following subjects would be taught in the remainder of the school in addition to Reading, Writing and Arithmetic:- (4)

Algebra; Drawing, English Grammar and Literature; Euclid; French; Geography; Geometry; History; Music (Vocal and Instrumental); Spelling and Trigonometry.

In addition girls would be taught Needlework and Practical Cookery.

Parallel with this development at Jarrow was the provision of a new school at Hebburn Quay designed to correct the deficiency of 616 places highlighted by the 1881 Census. This new building, known as the Hebburn Quay Board School, also officially opened on 19th July, 1886, replaced the temporary Board school which had been accommodated in premises vacated by the Hebburn Iron Shipbuilding Yard School. The new premises, situated in Lyon Street, consisted of a Mixed schoolroom measuring 73' 6" x 32' (2352 square feet), an Infants schoolroom of the same dimensions, and twelve

(1) J. S. B. Mins. 11.5.86.

(2) Ibid. 13.7.86.

(3) P.R.O. Ed. 7/27. Form 6B.

(4) J. S. B. Mins. 13.7.86.

classrooms each 24' 6" square, ten of which were allocated to mixed classes and two to infants: the total floor area of the entire school was 11,907 square feet.

Adhering to the general policy of the Board, the Hebburn Quay Board School was designed to accommodate over 1,000 children organised into two departments; Mr. Henry Lee was appointed as head of the mixed department and Miss Mary A. Murray was given responsibility for infants. All pupils attending the ex-Iron Shipbuilding Yard School were transferred to the permanent Board School on 19th July, 1886 and the former premises were vacated by the Board.

In retrospect it appears strange that the Board, seeking to establish a Higher Grade School at Jarrow, should have decided to admit Infants and in the first inspection report reference is made to this by the local H.M.I. (1) Possibly because of this Board members eventually decided to reverse their previous decision and at their December 1887 meeting they resolved not in future to admit Infants to the Higher Grade School. (2)

Although a fairly satisfactory report had been received on the conduct of the Higher Grade School during its first year of existence the managers of the school were apparently dissatisfied with the Head Teacher and at their meeting held on 29th August, 1887, recommended that he be dismissed.

(1) J. S. B. Mins. 2.11.87 - "It seems almost a pity to admit Infants into this school which is by no means adapted for their instruction. There is an excellent Infants' School within a few yards."

(2) J. S. B. Mins. 7.12.87.

Despite a memorial presented to the Board by 163 ratepaying petitioners (1) and a letter to the Vice President of the Committee of Council on Education from Rev. George Kennedy the Jarrow Congregationalist Minister drawing attention "to the irregular dismissal of Mr. Martin," (2) the Board supported the school managers and decided by 6 votes to 5 to terminate his engagement. (3) Eventually Mr. Martin offered to resign and his dismissal notice was withdrawn by the Board. (4) In an attempt to attract a candidate of high calibre to replace Mr. Martin, the Board decided to advertise for "A University graduate who shall be a trained, certificated, experienced and successful teacher." (5) Mr. J.W. Muston apparently possessed these qualities and became the second Head Teacher of the Higher Grade School.

By 1888 such had been the provision of Board Schools in the district that the total number of pupils on the registers of Board Schools exceeded that of the Voluntary Schools. In August 1888 Board Schools had a total of 5451 pupils on the roll whereas the Voluntary Schools had 4653. The average attendances were 85% and 81% respectively. (6) The attraction of the better school buildings and equipment provided by the Board must have

(1) J. S. B. Mins. 2.11.87.

(2) Ibid. 7.12.87.

(3) Ibid. 2.11.87.

(4) Ibid. 7.12.87.

(5) Ibid. 4.1.88.

(6) J. S. B. Mins. - Annual Statement 1888/89.

influenced the decision of all but the most denominationally-minded parents and in 1889 there appeared a further inducement when the Board decided to reduce their school fees. (1)

The decision may also have been an intelligent anticipation of the Elementary Education (Fees) Act 1891, which virtually abolished fees in public elementary schools. The Hedworth, Monkton and Jarrow School Board promptly decided to accept the fee grant of 10/- per head offered by the Government and all its schools were declared free from 1st September, 1891, except the Higher Grade School where a charge of 3d. per week was continued in all standards to help provide books and stationery. (2)

During the period of office of the Seventh School Board attention was directed towards more efficient and economical staffing, extension of the curriculum and attempts at securing a better average attendance. Some of the Board Members, including representatives from the three main bodies represented, sought to effect economies by reducing each school staff by one or two teachers but there was great opposition to this measure, especially from ex-Head Teacher John Averill. A compromise between opposing

(1) J.S.B. Mins. 17.4.89. "The fees payable from this date were:-

Pupils in Standards I & II	- 3d. per week	} All fees to include use of all books and stationery required.
" " " III & IV	- 4d. per week	
" " " V, VI & VII	- 5d. per week	
Infants.	- 2d. per week	
<u>Higher Grade Schools.</u>		
Pupils in Standards I - VI	- 1/- per week	}
Pupils in Standard VII	- 6d. per week	

(2) J.S.B. Mins. 31.8.91.

points of view was eventually agreed; only two teachers' services were dispensed with entirely, but future pupil teachers were only to be engaged if they gave an undertaking to enter a Training College. (1)

In the Board's schools a movement was appearing in favour of practical subjects in the curriculum and following a deputation to establishments under the control of the Liverpool School Board it was decided "that manual instruction be given to boys in Standards V, VI and VII attending the Higher Grade School." (2) A classroom was modified and equipped for this purpose and an assistant master, aided by the Board's joiner took charge of classes. (3) Later this facility was extended to all Standard V and VI boys attending Board Schools and a classroom at Hebburn Quay school was adapted for the instruction. (4) An attempt was also made in 1890 to appoint Drill Instructors to teach Military Drill but after great opposition the motion was withdrawn. (5) It was ten years later before the Board reversed this decision and agreed to appoint two ex-Army sergeant majors and one sergeant as drill instructors each at a salary of £20 per annum. (6)

At this stage of the development of elementary education the Board put great emphasis on a high average attendance, necessary both for

(1) J.S.B. Mins. 4.6.90.

(2) Ibid. 7.10.90.

(3) Ibid. 7.10.90.

(4) Ibid. 7.4.91.

(5) Ibid. 7.10.90.

(6) Ibid. 3.9.1900.

financial reasons and because irregular attendance had a debilitating effect on the progress of school and child. In his annual statement for 1890 the Chairman referred to the 80.1% average attendance for the districts and compared it with London (78.1%) and Paris (92.2%). He concluded that the reason for this high French figure was that Parisian children were able to take their meals at school. (1) The Board were now employing six school attendance officers and to reinforce their activities the Board sent a circular letter to all parents in August, 1891 informing them that in future stricter measures would be enforced in carrying out the bye-laws relating to compulsory attendance. (2)

In April 1892 immediately after the election of the Eighth School Board consideration was given to a further census of the district which had been undertaken in December, 1891. (3) This showed a deficiency in Jarrow of 681 places and in Hebburn of 327 places. (4) To remedy this situation it was decided to provide additional classrooms at Hebburn New Town School for 400 children and erect a new building at Jarrow to accommodate 1,000 pupils. (5)

(1) J. S. B. Mins. 5.2.91.

(2) Ibid. 31.8.91.

(3) Ibid. 21.4.92.

(4) <u>District</u>	<u>Accommodation Required</u>	<u>Existing Accommodation</u>	<u>Deficiency</u>
Jarrow	7375	6694	681
Hebburn	3118	2791	327

(5) J. S. B. Mins. 21.4.92.

This new establishment to be known as Jarrow Croft Terrace Board School, was officially opened on 30th April, 1894, by Mr. Thomas Robinson, Chairman of the Board. It was designed, in accordance with Board policy, to cater for over 1,000 children (Mixed and Infants) and consisted of:- (1)

A Mixed Schoolroom	-	74' x 33'	-	2442 sq. ft.
An Infants' Schoolroom	-	74' x 33'	-	2442 sq. ft.
11 Classrooms (Mixed)	-	24'6" x 25' each	-	6737 sq. ft.
6 Classrooms (Infants)	-	24'6" x 25' each	-	3675 sq. ft.
A Gymnasium	-	49'9" x 24'8"	-	1226 sq. ft.
A Cookery Kitchen	-	25' x 25'	-	625 sq. ft.
A Scullery	-	14' x 10'6"	-	147 sq. ft.

Mr. David W. Voss and Miss Mary Botcherby, both trained and qualified teachers were appointed as Heads of the Mixed & Infants' Departments respectively. It was of interest that for the first time the Board had included a purpose built gymnasium in the school, even if the dimensions by modern standards were modest in the extreme. This school, which is situated between Croft Terrace, Monkton Terrace and Borough Road is still operational today as the Jarrow Croft Terrace Secondary School with rather less than 400 pupils on its registers. Croft Terrace was the last new school to be erected in the district during the School Board period of control and having solved many of the accommodation difficulties members were able to devote more attention to the consolidation and general improvement in the quality of provision.

(1) P.R.O. Ed. 7/27 - Form 6B - Jarrow Croft Terrace.

In his annual statement for 1893-94 the Chairman, Mr. Thomas Robinson, was evidently more than satisfied with the progress of his Board - "Our results will bear comparison with any Board in the North and we have every reason to be proud of them." (1) Indeed his statement was not without foundation for there were now 6242 pupils on the registers of Board Schools, an average attendance of 83.9% and 13 of the 15 school departments had earned the highest grant obtainable during the previous twelve months. (2) Further, provision was being undertaken economically, as the cost to the rates per child in the district was  $9/10\frac{2}{3}d.$ , nearly  $3/6d.$  per head less than the average for the county. The total cost per head in Hedworth, Monkton and Jarrow was £2. 5s. 8d. compared with a national average of £2. 8s. 9d. (3)

#### RATIONALISATION AND EXPERIMENT.

Meanwhile rationalisation and experiment continued side by side; it was decided that no pupils beneath Standard IV should be admitted to the Higher Grade School (4) and that Standards VII should be abolished in all Board schools other than the Higher Grade. (5) This establishment was now a "Day Organised Science School" and at the suggestion of the Science and Art Department the Board constituted itself into a committee to manage the

(1) J. S. B. Mins. 4.10.94.

(2) Ibid. 4.10.94.

(3) Ibid. 2.9.95.

(4) Ibid. 1.7.95.

(5) Ibid. 2.3.96.

Science and Art classes. (1) In May 1897 it was decided to build a new chemistry laboratory at this establishment at a cost of £1,771 16s. 0d. (2) Special concessions were given to students desirous of becoming pupil teachers who attended the Organised Science School for three years: they could begin in the second year of their apprenticeship whilst those studying two years at the Organised Science School could begin in the first year of apprenticeship. (3) This policy further raised the special status already afforded to the Higher Grade School.

During the term of office of the Tenth School Board a Pupil Teachers' Centre was established primarily to centralise the training of pupil teachers employed by the Board but also available for the instruction of pupil teachers from voluntary schools in the district. A brief account of the Pupil Teacher System is included in Chapter VII(c) and the subsequent establishment of Pupil Teacher Centres was to facilitate and improve pupil teacher training. Education Department Circular 297, issued in February, 1891 (Revised instructions to Inspectors) (4) dealt with the collective instruction of pupil teachers and indicated the interest of the Department in these methods. The relevant paragraph suggested that pupil teacher centres would be of some value as "teachers may economise their own powers and give to a group of pupil teachers the stimulus and advantage of collective instruction."

(1) J. S. B. Mine. 14.1.97.

(2) Ibid. 14.5.97.

(3) Ibid. 6.9.97.

(4) Report of C.C. Ed. 1894-95 p.460. Circular 297 February 1891 para. 10.

Originally it was intended to establish a centre at the Higher Grade School (1) but eventually it was opened on 1st November, 1898, at the newer Croft Terrace School. The latter establishment gained preference because the manual instruction room assigned for conversion was "longer and loftier", there was "direct access from the street" and alternative accommodation was available as a replacement room for manual instruction. (2) A Centre Committee was formed to administer the Pupil Teachers' Centre (3) and a Principal Teacher (female) and male assistant were appointed. Pupil teachers spent half of each day at their own schools and half at the Centre, following a syllabus which included all subjects necessary for the Queen's Scholarship examination, excepting reading and repetition, music, and practical teaching which were the responsibility of the Head Teachers of the respective contributory schools. (4) Later physiography was added to the syllabus, instruction for this subject being given on Saturday mornings. (5)

About half the voluntary schools in the district accepted the Board's invitation to send their pupil teachers to the centre at a cost to the school managers of 10/- per teacher per annum. (6) A total of 78

(1) J. S. B. Mins. 8.8.98.

(2) Ibid. 15.9.98.

(3) Ibid. 16.1.99.

(4) Ibid. 2.5.98.

(5) Ibid. 2.10.99.

(6) Ibid. 8.8.98.

pupil teachers was enrolled:- (1)

From Board Schools	-	45
From Jarrow St. Bede's R.C. School	-	20
From Hebburn St. Aloysius R.C. School	-	10
From Hebburn Wesleyan School	-	2
From Hebburn St. Oswald's School	-	1
<b>Total</b>		<b>78</b>

Results from the Centre were impressive; after one complete year's work the number of passes achieved at the Government Collective Examination of Pupil Teachers and the Queen's Scholarship Examination held in 1899 showed a considerable increase over the previous two years' results:- (2)

	P.T. Examination	Queen's Scholarship Examination
1897 passes.	33.3%	31.2%
1898 passes.	40.0%	21.4%
1899 passes.	58.3%	61.9%

Concurrent with these developments was the further expansion of practical subjects in Board Schools and extra manual instruction centres were established at Croft Terrace School, to serve Croft Terrace and Dunn Street Schools, and Hebburn Quay School to cater for pupils from Hebburn Quay, Hebburn New Town and Hebburn Colliery Schools. (3)

(1) J. S. B. Mins. 8.8.98.

(2) Ibid. 2.7.1900.

(3) Ibid. 2.5.98.

In his annual statement for the year ended 31st March, 1900 <sup>(1)</sup> the Chairman referred to a slight reduction in the number of children on the registers of Board Schools despite the increasing population of the district. This was due to two main reasons; the abnormal activity in trade with its consequent greater demand for child labour and the earlier age at which children were passing through the whole of the standards. During this year there were 6608 children on the registers of Board schools, a reduction of 31 compared with the previous year, and an average attendance of 86.5%. Although every school department succeeded in obtaining the maximum grant possible during 1899-1900, the chairman did not welcome the block grant system introduced in 1900 as "it makes little distinction in the matter of grants between good schools and bad." <sup>(2)</sup> Under this system a new principal grant was substituted for the previous fixed variable grants and only special practical subjects remained outside the principal grant. There were many, including apparently the chairman of the Hedworth, Monkton and Jarrow School Board who felt that this was a retrograde step owing to the possibility of lessening effort if definite standards were not to be required. <sup>(3)</sup>

(1) J. S. B. Mins. 5.11.1900.

(2) Ibid.

(3) According to Corlett, A Survey of the Financial Aspects of Elementary Education (1929) p.62 instructions were given to Inspectors always to recommend the higher grant unless they felt they could not report favourably upon a school.

FINAL DAYS OF THE BOARD.

However even more pressing matters than finance now attracted the attention of the Board; the Judgement of the Queen's Bench Court in the case of Regina v. Cockerton threatened not only the future of Jarrow's Higher Grade School and its Evening Continuation Schools, but the very life of the Board itself.

The School Board had long been cognizant of the fact that a single education authority for each district was inevitable and six years previously its representatives had attended the first meeting of the Association of School Boards held in London on 3rd April, 1894. (1) Even at this stage the Association had called for one education authority for each school district to be called Boards of Education, but the conception was of an "ad hoc" authority, indeed an extension of the school boards with powers to administer all forms of education. This aim was restated and emphasised six years later at a further meeting of the Association of School Boards held on 6th April, 1900. (2)

The resistance of the Association and of the individual boards proved to be little more than a rearguard action and defences were finally breached when the 1901 Education Bill was introduced into the House of Commons. The Eleventh and last School Board for Hedworth, Monkton and Jarrow petitioned the House of Commons for the withdrawal of the Bill as "it adds to the present chaotic situation", and the adoption of one local education authority in districts of sufficient size specifically to deal with all forms of

(1) J. S. B. Mins. 3.5.94.

(2) Ibid. 11.6.1900.

education. (1)

Even the efforts of the Association of School Boards, with its 298 constituent boards representing a total population of over 15,000,000, failed to halt the 1902 Education Act which abolished school boards and replaced them with County and County Borough Councils. Under Part III of the Act, Borough Councils with a population of 10,000 or over and Urban Districts with a population of 20,000 or over became authorities for elementary education only.

The Hedworth, Monkton and Jarrow School District now had a population of 55,712 (2) and consisted of two main local government units; Jarrow which had been a municipal borough since 1875, and Hebburn, whose fast rising population had resulted in urban district status in accordance with the 1894 Local Government Act. Thus, whilst most school board districts were being replaced by county boroughs or, more generally, incorporated into the area of a county council, this united school district was being divided, for elementary education purposes, into two distinct local education authorities.

In April 1903, the School Board received a letter from Hebburn Urban District Council asking the Board "to note that in pursuance of Section 27 (2) of the 1902 Education Act, the Board of Education have appointed 1st May 1903 as the day on which the Act should come into operation for the area of the Hebburn U.D.C. (3) A subsequent letter from the same authority however

(1) J. S. B. Mins. 10.6.1901.

(2) Census of Population of England & Wales 1901.

(3) J. S. B. Mins. 6.4.1903.

postponed the operative date to 1st June, 1903. (1)

This transfer of responsibility, although a set-back to those members who believed in directly elected education authorities, appeared to be effected comparatively smoothly and efficiently. (2) The Hebburn U.D.C. formed its Education Committee with great expedition and indeed the first meeting was held on the day appointed for the transfer of authority, 1st June, 1903. The Education Committee consisted of twenty members, including one woman and three members of the old School Board; Mr. T. Wallace (Unsectarian) who was appointed chairman, Rev. Dr. Matthew Toner (Roman Catholic) appointed vice-chairman, and Rev. G.K. Wilkinson (Anglican). Mr. A. Robson, Clerk to the Hebburn U.D.C. was appointed part-time clerk to the Hebburn Education Committee. (3) Thus some degree of continuity of administration was assured and the expertise of three experienced Board Members fully utilised.

From 1st June, 1903, until 1st April, 1904, the Board administered only the area of the Jarrow Municipal Borough and the last meeting of the Board was held on 29th March, 1904. All members were present apart from Rev. Dr. M. Toner who had ceased to attend meetings after his election as vice-chairman of the Hebburn Education Committee. (4) The Board's chairman gave a review of the proceedings of the School Board since its creation and

(1) J. S. B. Mins. 4.5.1903.

(2) This relates to the educational aspects of the "take over". In fact there was bitter wrangling surrounding the question of adjustments of property and liabilities as between the Board and the Hebburn U.D.C. which resulted in litigation. (J. S. B. Mins. 7.3.1904.)

(3) Hebburn Education Committee Minutes 1.6.1903.

(4) J. S. B. Mins. 29.3.1904.



read to members a letter from the Head Teachers of all schools in the district thanking the Board for its valuable work and expressing regret at the termination of its office - "We feel that we owe a debt of gratitude for the respect and courtesy with which we have been treated and shall ever look back upon the same with pride and satisfaction." (1)

The Jarrow Borough Council, anticipating the transfer, had appointed an Education Committee on 28th January, 1904, to control elementary education. This Committee consisted of seventeen members; eleven members elected directly by the full Council, one representing the County Council and five co-opted. Of the five co-optative members, two were women - the only female members of the committee - two were members of the old School Board, and the other the Mayor of Jarrow. In fact three members of the old Board were included on the Education Committee; Mr. Zephaniah Harris (Independent), a direct Council nominee, and Mr. John O'Connor (Roman Catholic) and Mr. William Scott (Unsectarian), both co-opted.

Mr. Thomas H. Spencer, who had been assistant clerk to the School Board, and had been elevated to the clerkship on the death of Mr. George Mason (2) was appointed secretary to the Jarrow Education Committee.

Again a certain amount of continuity was assured with the chief executive officer of the Board assuming a similar role with the Education Committee and three Board Members able to offer their joint experience to the new authority. Indeed the Jarrow Town Council must have been reasonably

(1) J. S. B. Mins. 29.3.1904.

(2) Ibid. 26.1.1899.

satisfied with the administrative framework and general policy of the Board as it resolved in February, 1904, "that existing regulations of the School Board be adopted and applied as far as practicable to all schools, Provided and Non-Provided." (1)

#### EVALUATION OF THE BOARD'S ACHIEVEMENTS.

During its thirty three years of existence the School Board built up a reputation for progress and experiment (2) and the bisection of its district by the 1902 Education Act was probably a retrograde step. With a 1901 population of 55,712 the Board was certainly a viable unit capable of expanding its sphere of influence and utilising its previous experience.

(1) Jarrow Town Council Minutes 11.2.1904.

(2) Comments in the Jarrow newspapers between 1902 and 1904. Even the "Jarrow Express and Tyneside Advertiser", a newspaper with strong Established Church sympathies and a constant critic of the School Board's majority party stated in its editorial on 1st April, 1904 - "During the time of its existence much good work has been done; the old bitterness and party feelings have gone into the background and all the energies devoted to the improvement and moral advancement of its scholars."

A report, dated 8th April, 1904 in the same newspaper includes a speech made by Ald. J. Johnson at the first meeting of the newly formed Jarrow Municipal Borough Education Committee. Ald. Johnson, who was not a member of the School Board was lavish in his praise of the educational system which his Authority had inherited - "The Council schools were in an exceedingly good condition, educationally they were about all that could be desired ..... If all schools had been brought up to the late Board's standards it would have meant the saving of a large sum of money in government grant. Speaking of pupil teachers he said if the School Board had anticipated what the Board of Education intended doing, they could not have done better. The system (of central classes) was practically what the School Board inaugurated."

At the end of its term of office the Board had erected the eight permanent schools with a total accommodation for 8516 pupils; Hebburn Colliery Board School (814); Hebburn New Town Board School (1600); Hebburn Quay Board School (1088); Jarrow Croft Terrace Board School (1160); Jarrow Dunn Street Board School (1377); Jarrow Grange Board School (1600); Jarrow Higher Grade School (684); Monkton Board School (193).

An early decision to build large schools was maintained throughout the Board's period of control; the only real exception to this being the Monkton Board School specifically designed to cater for an outlying area which at that time was sparsely populated.

The decision, initially unpopular, to introduce a Higher Grade school into the district, showed progressive thinking and this institution did much to enrich the quality of education. Catering for more senior scholars (1) it developed a wide curriculum and provided a more fertile background for the personal development of prospective pupil teachers and others progressing to alternative forms of higher education.

When the Elementary School Code of 1900 (2) gave recognition, for the first time to higher grade schools, the Jarrow Higher Grade School was firmly established. The Board, somewhat naturally, welcomed the new code but took exception to some of its contents. It was decided to submit a memorial to

(1) No standards beneath Standard IV were admitted to the school after September, 1895 - J.S.B. Mins. 1.7.95.

(2) B. of E. Mins. dated 6th April, 1900. Such schools were to provide a four year's course of instruction with a maximum age limit of 15 years during the last school year. Only pupils who had attended a public elementary school for at least two years and were certified by an inspector to be able to profit by the instruction were to be admitted. Staffing was to be in the ratio of 1:40 in the 1st & 2nd Years and 1:30 in the 3rd & 4th Years. Grants were to be increased and paid in respect of average attendance and also practical instruction.

the Board of Education recommending that:- (1)

- (a) There should be no restriction on entry other than that a scholar should be eligible, on attainment, to enter Standard V.
- (b) There should be no upper age limit as parents should be encouraged to keep their children at school as long as possible.
- (c) The Head of a higher grade school should not be excluded from supervising the whole school including lower classes.
- (d) School Boards should not be prevented from the part employment of teachers of special subjects such as cookery, manual instruction, laundry work and foreign languages.

At this stage the Cockerton decision (2) was already looming however and such protests as these were of little more than academic interest.

School attendance was a focal point of concern throughout the Board's history and from an estimated 34% (3) of the total of children between 3 and 13 years in average attendance in 1871, the figures gradually rose to 92% in Board Schools in 1903. (4)

Although the curriculum of Board Schools was naturally influenced by financial considerations in the form of varying Code changes, there is evidence of the Board's desire to experiment with school curriculum and to seek out new avenues and approaches. The quick acceptance of the principle

(1) J.S.B. Mins. 7.5.1900.

(2) Discussed in Chapter IX,

(3) Report of Statistical Committee 1871.

(4) J.S.B. Mins. 7.12.1903. The figures were 92% for Board Schools and 88% for Voluntary Schools in Nov. 1903. A special holiday was given to all Board Schools on the afternoon of 23rd Dec. 1903 "in order to mark the appreciation of the Board with the remarkable attendance at their schools during the current school year."

of establishing a Pupil Teachers' Centre and its subsequent success gives some indication not only of a desire to experiment but of a capability of succeeding. In its provision of Evening Class Centres, the subject of a more detailed chapter, the Board was found not to be lacking and a wide range of academic, practical and recreational subjects was pursued. The Board also appeared sensitive to the needs of less fortunate children especially during a period of local distress between 1894 and 1895 when they facilitated the work of a voluntary committee which had been formed to provide free breakfasts and dinners for necessitous children. The officials of the "Committee for Providing Free Breakfasts and Dinners" were allowed the free use of Dunn Street and Grange Board Schools for their administration and execution of the scheme. (1)

Despite its comprehensive provision the Board administered with a fair degree of economy. Generally the grants earned exceeded the national average (2) and the grant earned by the Higher Grade School in 1894 - 95 of £1. 6s. 2½d. (3) per head was quite exceptional. The administrative costs, which included the salaries of clerical staff and office expenses,

(1) J. S. B. Mins. 7.2.95.

(2) According to the annual statement for 1899 - 1900 the grant per head earned was £1. 2s. 7½d. This compared favourably with much larger authorities, e.g. Newcastle (£1. 1s. 11d.), Middlesbrough (£1. 1s. 9d.), South Shields (£1. 1s. 7d.) and Gateshead (£1. 1s. 4d.)

(3) J. S. B. Mins. 2.9.95.

were also moderate and compared favourably with other school boards of similar size:- (1)

School Board	Accommodation	Total Annual Cost	Cost per head
Barrow.	7725	£404	1s. 0 $\frac{1}{2}$ d.
Plymouth.	7057	£514	1s. 5 $\frac{1}{2}$ d.
Southampton.	7105	£479	1s. 4 $\frac{1}{2}$ d.
Walsall.	7847	£585	1s. 5 $\frac{1}{2}$ d.
West Bromwich.	7553	£375	11 $\frac{1}{2}$ d.
West Hartlepool.	7000	£386	1s. 1 $\frac{1}{2}$ d.
Jarrow.	7923	£370	11d.

The total cost of educating each child was also consistently below the national average (2) and the cost to the rates per child compared favourably with other Durham County school boards. (3)

In the early days of the Board there were indications that some teachers did not enjoy great security of tenure and that differences in salary scales were not always just, but no accusation of parsimony could be laid at the door of the later Boards. Indeed at the end of its period of office the maximum salary paid to a trained certificated male teacher was £140 per annum and to his female counterpart £100 per annum. (4) The average salaries paid nationally to these classes of teacher in 1902 were £129. 18s. 9d. and £86. 19s. 10d. (5) respectively.

(1) J. S. B. Mins. 6.5.95.

(2) The total cost per head was £2. 3s. 8d. in 1894 compared with a national average of £2. 8s. 9d. J. S. B. Mins. 2.9.95.

(3) The cost to the rates per child was 9/10 $\frac{1}{2}$ d. which was approximately 3/6d. per head beneath the county average - S.B. Mins. 2.9.95.

(4) J.S.B. Mins. 5.10. 1903.

(5) Annual Report of B. of E. 1902-1903.

No history of the work of the Hedworth, Monkton and Jarrow School Board would be complete without reference to the influence of William Henry Richardson first chairman of the Board and a member until 1892. (1) He was chairman of the Third, Fifth and Seventh Boards and vice-chairman of the Sixth School Board. Alderman Richardson's ability for progressive thinking harnessed to his great interest in educational matters and his undoubted persistence in pursuing his theories were potent factors in establishing the educational system of Jarrow; an organisation with which the School Board could feel justifiably proud.

(1) William Henry Richardson was born into a Cleveland Quaker family in 1829. Originally trained for the iron industry he relinquished this trade in favour of paper manufacture when he took up residence in Sunderland at the age of 20. In 1859 he moved to Jarrow and took over the Springwell Paper Mills.

He entered politics as a Liberal and was an active worker in the North Durham constituency. Locally he became chairman of the Local Board and was created a Borough Alderman after Incorporation. He was appointed a J.P. in 1868.

As a member of the Undenominationalist Party he was elected to the School Board in 1871 and became its first chairman. When Durham County Council was created in 1889 he became a councillor, was elevated to the aldermanic bench during the same year and became vice-chairman of the County Education Committee.

According to an obituary editorial in "The Jarrow Guardian" dated 28th June, 1895, Mr. Richardson "was a strong, self-contained, persistent man and manifested his convictions without fuss, but with a characteristic insistence which penetrated all who came near him, before which opponents submitted and which made supporters enthusiastic. For all time the policy of Mr. Richardson became the basis of the educational organisation in Jarrow; that is true of the system of education as well as of the provision of buildings."

Mr. Richardson was found drowned in June 1895 in a reservoir near his residence at Monkton Lodge. The subsequent inquest showed that there was insufficient evidence to determine how he came to be there.

(Jarrow Guardian 28th June, 1895.)

CHAPTER V.

STANHOPE SCHOOL BOARD 1874-1904.

POPULATION AND INDUSTRY.

Stanhope is by far the most extensive parish in the County of Durham comprising an area of 63,232 acres. It is approximately 16 miles in length extending from the boundary of the parish of Wolsingham on the east, to the Cumberland county boundary between Lanehead and Nenthead on the west. The parish is intersected from east to west by the Wear valley and is enclosed on both sides by hills and moorland. The surrounding country was formerly rich in deposits of lead ore and lead has been mined from an early date.

During the boom days of lead mining in the 18th and 19th Centuries, in an era when agriculture was much more demanding of labour than its present day mechanised counterpart, the population of Upper Weardale increased, but the falling price of lead, owing to importation from abroad, reversed this trend from the early 1870's.

The following table illustrates these population changes:- (1)

1841	-	7,063
1851	-	8,882
1861	-	9,654
1871	-	10,330
1881	-	8,793
1891	-	8,031
1901	-	7,765
1951	-	5,854
1961	-	5,121

(1) Census of Population for England and Wales 1841-1901, 1951, 1961.

This depopulation, which has halved the inhabitants of Weardale in a period of 90 years has been caused by the closure of the lead mines and quarries, the reduced labour force necessary with modern agricultural methods and the general exodus of those workers attracted by higher financial rewards offered in various forms of industry in neighbouring conurbations.

The main villages situated from east to west, with their estimated populations in 1870 (1) are:-

Frosterley	-	1,500
Stanhope	-	2,400
Eastgate	-	500
Rockhope	-	1,300
Westgate	-	1,600
St. John's Chapel	}	2,300
Ireshopeburn		
Wearhead	-	1,000
Cowhill	}	800
Lanehead		
Total	-	<u>11,400</u>

The attached composite copy (Plan Ref. 'C') of Ordnance Survey Sheets 102 N.E. and 103 N.W. published in March 1864 and October 1865 respectively, indicates the exact positions of the centres of population, the surrounding parishes and such roads and railways as existed at that time. The line of the main road traversing the valley in an east to west

(1) These population figures were estimates submitted to the Education Dept. by Mr. Arthur Westmoreland, Inspector of Returns, in his report dated 1st Nov. 1871. (P.R.O. Stanhope Parish File Ed. 2/149). In fact the sum total of Mr. Westmoreland's village estimates exceeds the 1871 Census of Population figures for Stanhope Parish.

direction has changed little since 1870, <sup>(1)</sup> but the original Wear Valley Railway opened in 1847, and operating from Witton-le-Wear to Frosterley, was substantially extended in 1895. This extension resulted in much better communication for the whole of Weardale and provided transport from Stanhope, previously the terminus of the original line, to Wearhead.

Even the Wearhead terminus was about two miles distant from Lanehead, the most westerly village in the parish, but the extended railway facilities shortened a journey which had previously involved travelling by a stagecoach which met the 8.24 a.m. and 4.15 p.m. trains at Stanhope and sometimes uncomfortably transported its passengers along the ten miles of winding track to Cowhill. <sup>(2)</sup>

Apart from the agricultural community, the largest number of workers in Upper Weardale during the mid-nineteenth century was employed in lead mining. The majority of these mines were owned by the Ecclesiastical Commissioners and leased to Wentworth Blackett Beaumont M.P. <sup>(3)</sup> for a

(1) Major changes are now being made (1968) to accommodate the increased flow of both industrial and holiday traffic.

(2) John Lee, Weardale Memories and Traditions (1950) p.79 tells us that "the coaches seated six to eight inside, two or three on the driver's seat, and occasionally some sitting on the top of the coach with their legs hanging down over the side of the coach and the luggage behind them."

(3) Wentworth Blackett Beaumont, born in 1829, was elected a Northumberland M.P. in 1852 at the early age of 23. He was returned for the Tyneside Division in 1886 and represented this constituency until 1892 when he retired from active politics. He owned extensive lead mining rights in Allendale and Weardale and founded numerous schools for his workers including the Newhouse British School in Weardale. He died in 1907 aged 78 years. ("Durham Leaders - Social and Political": Ernest Gaskell).

rental of £4,800 per annum plus a tithe of one-ninth of all ore raised. This financial arrangement, which later proved economically unsatisfactory to the lessee, was claimed to be a contributory factor in the lead miners' strike <sup>(1)</sup> of 1876: this caused the closure of many mines and helped to accelerate the depopulation of Weardale. It is probable however that the combination of a lessening demand for Weardale lead as well as the labour disputes were the main factors in mine closures and the consequent depopulation of the area.

Assistant Commissioner A.F. Foster reporting in 1859 on the State of Popular Education in the Mining Districts of Durham and Auckland, Weardale, Penrith and Wigton in the Counties of Durham and Northumberland <sup>(2)</sup> appeared to have a high regard for lead miners contrasting them with neighbouring colliers. In the opinion of Foster the coal miners were "lowest in the social scale ..... earning high wages, which they know no way of spending but in the gratification of animal appetites ..... too often spent on drinking and gambling several days before the next pay-day comes round. Adultery is a matter of jest ..... Incest is frightfully common and seems to excite no disgust. The language heard in the colliery villages, not only between the men, but among women, boys and girls is profane and filthy in the extreme."

(1) The miners wanted the lent money raised from £2 to £2. 10s. 0d. per month but the management claimed that they could not afford to do this because of high overheads and a fall in trading.

(2) Parliamentary Papers 1861 XXI Part II. pp. 320-434 - State of Popular Education in England.

In marked contrast the lead miners appealed to Foster as steady, intelligent workers consisting of families who have remained for considerable periods of time in their local communities - "a high-minded people, disdaining pauperism as the deepest degradation." (1) Despite the fact that the labour of lead miners was by no means as well paid as that of coal miners, their standards of living compared favourably, partly because many lead miners cultivated a small holding to augment their incomes and partly because of better organised mutual benefit societies to assist in cases of ill-health. Foster also considered that the lead miners were generally well educated (2) but not as the result of the quantity or quality of their schooling as compared with that of neighbouring districts. There is a literacy due at present chiefly to home influences transmitted from past generations. There are books in almost every house; attendance on public worship is the rule, not the exception; and profane language is scarcely ever heard."

There is little doubt that during the 19th Century, Upper Weardale was greatly influenced socially and culturally, as well as morally, by the work of religious organisations. Despite the fact that Weardale was once a great forest used for hunting under the control of the Prince Bishops and that in later years it provided rich livings for the Established Church, the 18th Century religious revival was the result of the work of John Wesley.

(1) Parliamentary Papers 1861 XXI Part II. pp. 329-434 - State of Popular Education in England.

(2) Ibid.

The first Wesleyan Chapel, High House Chapel, was built at Ireshopeburn in 1760 reputedly on the site where Wesley preached on his first visit to Weardale in 1752. From this date the Methodist Movement in Weardale flourished and during the 19th Century both Wesleyan and the breakaway Primitive Methodists embarked on a building programme in Weardale. According to John Lee this rivalry between the churches was a brake on religious progress and aroused the baser passions of jealousy and dislike. (1)

Certainly the whole of the public elementary school provision in the parish of Stanhope was conditioned to some extent by denominational attitudes, often emotionally charged, and as the progress of the Stanhope School Board is recorded there is ample evidence to show that the Methodist Church was one of the most potent factors influencing the provision and content of elementary education.

(1) John Lee, Weardale Memories and Traditions (1950) p.124. However another writer J.J. Graham, Weardale Past and Present (1939) p.133 contended that a healthy and friendly rivalry existed between the two churches for over a century.

EDUCATIONAL PROVISION IN 1870.

Located in an east to west direction towards the head of the Wear Valley the following twenty-six school departments existed in 1870:- (1)

FROSTERLEY.

- |      |                            |         |                            |
|------|----------------------------|---------|----------------------------|
| 1.   | Frosterley Wesleyan School | - Mixed | - Teacher: William Parrott |
| 2.   | Frosterley Endowed School  | - Mixed | - Teacher: Richard Gibson  |
| * 3. | Frosterley Girls' School   | - Girls | - Teacher: Margaret Walton |

STANHOPE.

- |      |                            |           |                           |
|------|----------------------------|-----------|---------------------------|
| * 4. | Stanhope Hartwell School   | - Boys    | - Teacher: Thomas Urwin   |
| * 5. | Stanhope Barrington School | - Boys    | - Teacher: James Benson   |
| * 6. | Stanhope Barrington School | - Girls   | - Teacher: Rebekah Bolton |
| * 7. | Stanhope Barrington School | - Infants | - Teacher: Jane Ward      |

EASTGATE.

- |      |                            |         |                             |
|------|----------------------------|---------|-----------------------------|
| * 8. | Eastgate Barrington School | - Boys  | - Teacher: William Hunter   |
| * 9. | Eastgate Girls' School     | - Girls | - Teacher: Isobel Nicholson |

ROOKHOPE.

- |       |                             |         |                        |
|-------|-----------------------------|---------|------------------------|
| * 10. | Boltsburn Barrington School | - Mixed | - Teacher: J.H. Austin |
|-------|-----------------------------|---------|------------------------|

WESTGATE.

- |       |                            |         |                          |
|-------|----------------------------|---------|--------------------------|
| * 11. | Westgate Barrington School | - Boys  | - Teacher: John Grey     |
| * 12. | Westgate Barrington School | - Girls | - Teacher: Mary A Brough |
| ✓ 13. | Island House School        | - Mixed | - Teacher: Ann Morley    |

ST. JOHN'S CHAPEL.

- |       |                                      |         |                            |
|-------|--------------------------------------|---------|----------------------------|
| ✓ 14. | Stoneheap School                     | - Mixed | - Teacher: Joseph Maddison |
| * 15. | St. John's Chapel Barrington School. | - Boys  | - Teacher: George Forster  |
| * 16. | St. John's Chapel Barrington School. | - Girls | - Teacher: Mary Forster    |
| ✓ 17. | St. John's Chapel Hood School-       | Mixed   | - Teacher: J.E. Anderson   |

(1) It is perhaps of interest to learn that present day rationalisation has reduced the number of schools in Stanhope parish from 26 departments in 1870 when the estimated population was 10,500 to 5 departments in 1968 when the estimated population is 5,300.

IRESHOPBURN.

- |                                |         |                              |
|--------------------------------|---------|------------------------------|
| + 18. New House British School | - Boys  | - Teacher: John Barton       |
| + 19. New House British School | - Girls | - Teacher: Annie Oliver      |
| + 20. West Black Dean School   | - Boys  | - Teacher: Thomas James      |
| + 21. Brier Hill School        | - Girls | - Teacher: P.I. Featherstone |

WEARHEAD.

- |                                  |         |                            |
|----------------------------------|---------|----------------------------|
| * 22. Wearhead Barrington School | - Boys  | - Teacher: Alfred Atkinson |
| + 23. Sixdargue School           | - Girls | - Teacher: Mary Ridsdale   |

LANEHEAD.

- |                                  |         |                               |
|----------------------------------|---------|-------------------------------|
| + 24. Copt Hill School           | - Girls | - Teacher: Elizabeth Maddison |
| * 25. Lanehead Barrington School | - Boys  | - Teacher: John Fleming       |
| * 26. Lanehead Barrington School | - Girls | - Teacher: Ellen English      |

\* Schools with Anglican Church connections. The majority of these were named "Barrington schools" after Bishop Shute Barrington of Durham, who had formed an educational endowment in 1819 "for the religious, moral and useful education of poor children in the diocese of Durham." (1)

+ Private Adventure Schools.

+ "British" affiliation. These two school departments had been provided by W.B. Beaumont, lessee of the Weardale Lead Mines.

Mr. Arthur Westmoreland, Inspector of Returns, in his report, dated 1st November, 1871, to the Education Department stated that 19/20th of the population were of the class whose children may be expected to attend elementary schools. His report then listed the existing school provision

(1) Bishop Barrington's Charity was originally established with Consols amounting to £2,957 9s. 8d. which in 1858 yielded an annual amount of £436. Regulations governing the conduct of these schools are fully reproduced in Appendix S.6.

available, the amount of deficiency and his recommendations for each centre of population:-

<u>Village</u>	<u>Existing School Provision (in places)</u>	<u>Estimated Deficiency</u>	<u>Inspectors' Recommendations</u>
Prosterley	132	153	The Endowed School (No.1) to be rebuilt to accommodate at least 60 children. The Girls' School (No.3) be enlarged to cater for 90 children.
Stanhope	436 (155 Boys) (155 Girls) (126 Infants)	20	Existing provision to be considered satisfactory.
Eastgate	116 ( 52 Boys) ( 64 Girls)	None (in fact a surplus of 31 places)	This surplus <u>not</u> considered as available for children from other villages.
Rookhope	153 ( 72 Boys) ( 81 Girls)	94	New school to be built to accommodate 90 Infants.
Westgate	None Satisfactory	304	Existing school (Depts. Nos. 11 & 12) to be rebuilt to accommodate 300 children.
St. John's Chapel and Ireshopeburn	228	209	St. John's Barrington School (Depts. Nos. 15 & 16) to be rebuilt to accommodate 150 children and a small infants' School to accommodate 50 Infants to be built at Ireshopeburn.
Wearhead	78	112	Existing Barrington School (No. 22) should be made a Boys' School and a new school be built to accommodate 112 Girls & Infants.
Lanehead (Heathery Cleugh)	72	88	Existing Barrington School (Depts. Nos. 25 & 26) shall be made a Boys only school built to accommodate 90 Girls & Infants.

Westmoreland in a letter dated 25th November 1871, drew the attention of the Education Department, to the difficulties of administering elementary education in a district the size of Stanhope "sixteen miles long and divided into six Ecclesiastical Parishes some at quite a considerable distance from each other." Although the 1870 Education Act did not empower the Education Department to divide school districts, (1)

Westmoreland felt that Stanhope was a case where the parish should be divided. He was further of the opinion that the considerable deficiency of school accommodation in the district could only be supplied by the election of a school board but he also thought "it may be difficult to get a school board which will take an interest in the whole district." The recommendations of the Inspector of Returns were amply substantiated by Mr. H.E. Oakeley the local H.M.I. (2)

Although there may have been conditions prevailing to warrant a division of the parish, the views held concerning the difficulties of attracting School Board members prepared to take an interest in the affairs of such a scattered district, subsequently proved to be without foundation. Indeed when the School Board was eventually formed it was surprising how quickly and evenly some form of elementary school provision was made throughout the district and how much interest was engendered in

(1) Whilst Section 40 of the Elementary Education Act 1870, 33 & 34 Vict. C.75 allowed the unity of two or more adjoining school districts to form a school district larger than a borough or parish, there was no provision in the Act to reduce the size of any school district by partition.

(2) In a footnote to Mr. Westmoreland's recommendations he added "I agree with all these remarks knowing the county well." P.R.O. Stanhope Parish File Ed. 2/149.)

educational activities.

Subsequently, on consideration of further reports from Her Majesty's Inspectors, the Education Department pronounced that only the following seven schools could be regarded as efficient:- (1)

<u>School</u>	<u>Accommodation</u>
Crawleyside C.E. School	- 50 children
Eastgate Barrington School	- 52 children
Eastgate C.E. School	- 64 children
Frosterley Wesleyan School	- 132 children
Newhouse British School	- 228 children
Rookhope Barrington School	- 153 children
Stanhope Barrington School	- 386 children
<b>Total</b>	<b>- 1,065 children</b>

It was further decided that the Westgate Barrington School (accommodation 240 children) and the Wearhead Barrington School (accommodation 190 children) could not be recognised as permanently efficient and that alternative provision would have to be made in these villages. Further recommendations were that in Rookhope accommodation would have to be found for 50 Infants and in St. John's Chapel and Heathery Cleugh (Lanehead) there were accommodation deficiencies for 185 children and 165 children respectively. (2) Finally the Education Department was of the opinion that (3) "If Frosterley Endowed School is provided with satisfactory premises and accommodation for not less than 90 children, in place of the old church in which the school is now temporarily housed, no further accommodation will be required in the village of Frosterley."

(1) Supply Form Agenda No. 2, P.R.O. - Stanhope Parish File Ed. 2/149.

(2) Ibid.

(3) Ibid.

It was apparent that a deficiency in the district did exist and on 11th July 1873, Notice No. 8716 was issued under Section IX of the 1870 Education Act, detailing, under Schedule II, the aforementioned deficiencies. (1)

As the Education Department received no objections within the specified period of one month of the publication of the notice, no public enquiry was necessary. Subsequently a meeting of ratepayers convened by the Board of Guardians at Wolsingham, was held on 24th December, 1873, and it was agreed that a School Board should be formed. The findings of the meeting were conveyed to the Education Department in a letter dated 14th January, 1874 from the Clerk to the Board of Guardians. (2)

FIRST SCHOOL BOARD.

An election for a School Board of seven members was held in March, 1874, and the following were elected to form the first School Board for Stanhope Parish:- (3)

Mr. Joseph C. Cain.  
 Dr. Thomas Livingstone.  
 Rev. Richard Waters.  
 Mr. George Race.  
 Mr. Jacob V. Walton.  
 Mr. John R. Crone.  
 Mr. John Featherstone.

(1) Section IX of the Elem. Ed. Act, 1870 (33 & 34 Vict., C.75) provided that not less than ten ratepayers of the district, or a lesser number than ten rated to the poor rate upon a rateable value of not less than one third of the whole rateable value of the district, or the managers of any elementary school in the district, could within one month after the publication of this notice apply to the Ed. Dept. who "shall direct the holding of a public enquiry in manner provided by this Act."

(2) This meeting was convened as a result of an Order of the Ed. Dept. dated 3rd Oct. 1873 - P.R.O. Stanhope Parish File Ed. 2/149.

(3) Stanhope S.B. Mins. 26.3.74.

There were two members of the Established Church, Reverend Waters and Mr. Crone, four members representing the Unsectarian interest, Dr. Livingstone, Messrs. Featherstone, Race and Walton, and one Independent, Mr. Cain, Manager of the Weardale Lead Mines. Perhaps fittingly in a district, which at that time, had strong denominational feelings, (1) Mr. Cain, the Independent member, was elected Chairman of the Board and Dr. Livingstone, a member of the majority party was elected vice-chairman. (2) Mr. John Thompson, who was the existing Clerk to the Local Board and to the Rural Sanitary Authority, was given the additional appointment of Clerk at a salary of £40 per annum. (3)

At the first meeting held on 26th March, 1874, it was also decided that Mr. Jonathon E. Backhouse, of Messrs. Backhouse & Company, Accountants, should be asked to act as Treasurer to the Board and that three members, the minimum number required by the Third Schedule of the 1870 Education Act, should form a quorum. (4) The immediate and pressing business was to determine the exact deficiency of elementary school accommodation in the district and to remedy the deficiency by either acquiring existing property or building new schools. It was not surprising, therefore, that at its next meeting

(1) Some evidence of this is contained in Appendices S.4, S.5 and S.7 and in the notes of the local H.M.I. penned on a letter dated 28th Sept., 1874 from the School Board to the Ed. Dept., - "There was a violent sectarian feeling when this school board was elected. The Dissenters have a considerable majority and there is great hostility between them and Rev. Canon Clayton, Manager of the large Church school." P.R.O. Ed. 2/149 - 2761.

(2) S.S.B. Mins. 26.3.74.

(3) Ibid.

(4) Ibid.

the Board decided to take its own census of the parish and simultaneously to ask the Education Department for copies of the official returns showing the Department's deficiency figures for each village. (1)

Almost immediately negotiations were commenced with Mr. Wentworth Blackett Beaumont M.P. to transfer the Newhouse School at Ireshopeburn to the control of the School Board. Newhouse School was the second largest in the district with accommodation for 228 pupils and was the subject of a highly satisfactory report from Mr. A.F. Foster. (2) It had been built by the Beaumont Lead Company in 1854 and financed by Mr. Beaumont and his agent with the help of £400 subscribed by the working miners. After commenting on the high standards of proficiency reached by the children in music and drawing "a facility for sketching anything placed before them, which I have never before seen carried to such perfection in elementary schools," Mr. Foster continues "As regards the more usual branches of education, I found these children at least equal to those of the Barrington Boys' School at Bishop Auckland and the Wesleyan Mixed School at Penrith, to which I am accustomed to recur in my own mind as exhibiting the highest standards. In the Beaumont schools I witnessed what otherwise I should not have thought possible - desks which had been in use for nine years without exhibiting a single cut or other mark of ill usage; school books well kept, though carried home everyday, and the ordinary copy books without a blot.

(1) S.S.B. Mins. 10.4.74.

(2) Parliamentary Papers 1861 XXI Part II - pp.320-434. Report of Assistant Commissioner A.F. Foster, dated 26th July, 1859, on the State of Popular Education in the Mining Districts of Durham and Auckland, Weardale, Penrith and Wigton in the Counties of Durham and Cumberland.

These schools are conducted by an experienced master and mistress, more or less aided by monitors." (1)

Before leaving Mr. Foster's report, it may be pertinent to consider an article entitled "Weardale's Proud Past" by Sydney Walton, C.B.E., M.A., B. Litt., which appeared in a pamphlet "Weardale Railway Centenary" published in 1947. (2) Mr. Walton wrongly assumes that the 1870 Education Act was formulated upon the educational ideas taken from the Wear Valley by Mr. W.E. Forster, Vice-President of the Education Department, whom he confuses with Assistant Commissioner Mr. A.F. Foster responsible for reporting on the state of popular education in the mining districts of Durham and Cumberland for the Newcastle Commission. Successive local historians have doubted the accuracy of Mr. Walton's claim but their explanations have further confused the issue. (3)

(1) Parliamentary Papers 1861 XXI Part II - pp.320-434. Report of Assistant Commissioner A.F. Foster, dated 26th July, 1859, on the State of Popular Education in the Mining Districts of Durham and Auckland, Weardale, Penrith and Wigton in the Counties of Durham and Cumberland.

(2) "Weardale Railway Centenary 1847-1947" published in 1947 by Joseph Lingford & Son Ltd., Bishop Auckland, Co. Durham, to commemorate the centenary of the Weardale Railway (Witton-le-Wear to Frosterly) which commenced operating on 3rd August, 1847.

(3) Mr. Walton, a native of Weardale, who was at that time President of the Northumberland and Durham Association in London, dwells on the Beaumont Lead Company's inspiration and example in education. In his article he states "In fact Foster's (sic) Education Act of 1870 was largely based upon what was done right down the valley to Stanhope in the schools which the Company provided with a fine and gracious wisdom and let the truth be told, with a not altogether unselfish motive ..... Mr. A.F. Foster, (sic) who introduced the 1870 Education Act as a member of Mr. Gladstone's Cabinet, some three or four years before that memorable year, had spent some time in Weardale studying what was being accomplished in the Dale, and the educational ideas he took from the Wear were enunciated in the Houses of Parliament by the Thames."

Unfortunately Mr. Walton had become confused between Mr. A.F. Foster the Assistant Commissioner reporting on the State of Popular Education in Weardale in 1859 and Mr. W.E. Forster whose speech on 17th February, 1870, introduced the Elementary Education Bill to the House of Commons! W.E. Forster who became Vice-President in charge of the Education Department when Gladstone formed his administration in 1868 had, of course, no family connection with Mr. A.F. Foster - indeed they sported differing surnames!

More unfortunate still was the wide circulation of this pamphlet, especially in Weardale, and the perpetuation of this erroneous assumption. Mr. John Lee of Westgate, writing in 1950 doubted the accuracy of Mr. Walton's statement but confuses the issue even further, "Now if Mr. Forster (which he spells correctly with an 'r') spent some time in Weardale previous to launching his Education Act in 1870, studying what was being done in its schools and later embracing its ideas in his Act, then these schools must have been the Barrington Schools and entirely under Church Management, for none other existed except Beaumont's school at Ireshopeburn (serving those within a two mile radius) a private school at Stanhope whose master was Mr. Benson and one at Frosterley with a crippled master. The Quaker Company never had any schools in the dale, so if Mr. Forster gathered anything from their schools it has not been in Weardale but at Wenthhead in Tynedale and Middleton-in-Teesdale. It is beyond comprehension why the Minister of Education, in a bill designed to free education from any shackles and especially that of religious teaching as in Church of England Schools, should go personally to such schools for guidance in drafting his Bill."

It appears that both these writers failed to differentiate between Mr. A.F. Foster, Assistant Commissioner, and Mr. W.E. Forster, Vice-President. Certainly Mr. Forster would consider all the evidence presented in the 1861 Newcastle Report on the State of Popular Education in England, and no doubt reports on the apparently successful Newhouse School would be read with interest, but for his 1870 Education Bill "to be largely based" on this evidence would seem to have only a tenuous connection with fact and must be largely dismissed as the wishful thinking of a staunch Weardalian.

There seems little doubt that the acquisition of such a highly rated establishment as the Newhouse School would be considered a highly successful enterprise by the newly formed School Board, eager, no doubt, to prove its efficiency and expedition to the ratepayers. Negotiations were soon completed and it was agreed to officially transfer the school to the School Board as from 25th July, 1875, on the following conditions:- (1)

- (a) The lease to be for seven years from 25th July, 1875, determinable at the end of three years by either party giving twelve months notice to the other.
- (b) The School Board to pay a rental of £11 per annum for the school house, playground and dwelling house and to be responsible for indoor and outdoor maintenance and for school furniture."

Although no records of the detailed negotiations affecting the transfer of Newhouse School are available it appears conceivable that Mr. Beaumont, would, in 1874, be reasonably eager to abrogate his responsibility, as his lead mines were in some financial difficulty owing to lessening demand occasioned by foreign competition and he was faced with labour disputes culminating in strike action. (2)

After the summer vacation of 1874 the Newhouse School was re-opened as a Board School (3) and the master and staff were asked, and agreed, to

(1) S.S.B. Mins. 8.5.74.

(2) According to John Lee, "Weardale Memories and Traditions" p.61 - "The grievance of the miners was the refusal to raise the lent money from £2 to £2. 10s. Od. a month."

(3) The Newhouse School log book p.23 includes an entry "Re-opened on 16th August, 1874, after a month's holiday. School thoroughly cleaned and floor repaired. 142 scholars present."

continue in their posts for nine months on the same salaries and conditions of service. (1) The premises which housed Newhouse School are still in existence and are used as a privately owned guest house.

Concurrently with this acquisition the School Board were making approaches for the transfer of other voluntary schools in the district and attempting to rent suitable land on which to build new schools. The Ecclesiastical Commissioners were asked if they would rent land at Lanehead (one acre in a field north of the highway); at Wearhead (one acre in a field at the south side of Westfield Bridge) and at Westgate (one and a half acres in a field on the north east side of Middlehope Burn). (2) Subsequently these proposals were agreed by the Commissioners and arrangements were commenced for the erection of new schools at Westgate (250 children); at St. John's Chapel (180 children); at Wearhead (200 children) and at Lanehead (140 children). (3)

The proposal to build a new school at St. John's Chapel was additional to the original resolution but the Board felt that this was permissible because of the large population in the village and in nearby Westgate. It was, however, decided that such a school "should only be of such size as simply to provide for the relative number of children at

(1) S.S.B. Mins. 18.6.74. Resolved that salaries be as follows:--

Master at Newhouse School	£70 p.a.	plus half Government Grant.
Mistress	"	" " " " " "
Pupil Teachers at Newhouse School	£12. 10s. p.a.	with "usual increases."

(2) S.S.B. Mins. 8.5.74.

(3) S.S.B. Mins. 17.7.74.

St. John's and Westgate. (1) This decision was presumably affected by the recent acquisition of the Newhouse School at Ireshopeburn approximately two miles distant from St. John's Chapel. A limitation of the catchment area for any school at St. John's Chapel would prevent transfers of pupils already attending Newhouse School to St. John's Chapel. (2)

Meanwhile approaches had been made to the managers of the Rookhope Barrington School and agreement for the transfer of the school was reached subject to the consent of the Education Department. (3) Before the transfer could be approved a serious altercation took place between the Established Church Authorities and the Nonconformist Controlled School Board. As a result the Board decided by a majority decision that they would not proceed with the acquisition of the Rookhope Barrington School unless the Managers were prepared to allow the existing endowment to be used by the School Board to keep the school in repair. (4)

An Anglican member of the Board, Rev. Richard Waters, doubted the legality of this action, but failing to gain sufficient support within the School Board, wrote to the Education Department on 22nd July, 1874, complaining that the previous resolution of the Board had now been rescinded. He further drew the attention of the Education Department to

(1) S.S.B. Mins. 22.5.74.

(2) Ibid. 12.5.82. This attitude was reversed when the S.B. decided to terminate the lease of Newhouse School. The school finally closed on 26th June, 1882.

(3) S.S.B. Mins. 5.6.74.

(4) Ibid. 17.7.74.

the fact that this action "could lead to the closing of the Rookhope Barrington School at the end of the year." (1)

The Education Department were apparently unimpressed: a letter to the School Board dated 15th October, 1874, stated that in their opinion, it would not have been illegal (in accordance with Section 23 of the 1870 Education Act) to transfer the endowment from the School Managers to the Board. (2) The Managers led by Rev. Waters, remained equally unimpressed by the considered opinion of the Education Department and the unfortunate consequence was the closure of the school in August, 1874. The nonconformist majority on the Board remained adamant; without the attached endowment of £17 per annum they were not prepared to accept the transfer. (3) Further they decided, uneconomic as it may have appeared to some ratepayers, to proceed with the building of a new school at Rookhope. A site was chosen on the north side of the village and a letter dated 21st November, 1874, was addressed to the Education Department asking for approval of expenditure of £350 to purchase this site. (4)

Meanwhile Rev. Waters was still active in his opposition, impressing on the Education Department the fact that the transfer of the endowment would be illegal: the terms of the endowment stated categorically that the Church Catechism must be taught in the school, (5) whereas the School Board

(1) P.R.O. Ed. 21/4709 - Rookhope Barrington School.

(2) Ibid.

(3) Ibid.

(4) Ibid.

(5) Ibid.

had already passed a resolution that no religious instruction of any kind be given in Board Schools except "that the Bible be read without note or comment by the Schoolmaster." (1) He drew attention to the apparently differing methods which the Board were using in dealing with the transfer of other denominational schools, and specifically referred to the Board's ready agreement to accept the transfer of the Frosterley Wesleyan School. In a letter to the Education Department, dated 14th October, 1874, he states "I cannot understand why the Education Department allow the Board to deal out different measures to a Wesleyan School to that of a Church of England School." (2)

Differing measures or not, the Education Department did agree to the transfer of the Frosterley Wesleyan School, and at their meeting on 15th January, 1875, the seal of the Board was affixed to the following transfer agreement:- (3)

- (a) A nominal rental to be paid.
- (b) The school premises to be kept and left in good repair by the Board.
- (c) The Board to undertake to lay down a new wooden floor and to skirt the walls 4 feet high.
- (d) The trustees to retain the power to use the school room every night during the week and every Good Friday.
- (e) Twelve months notice to be given by either party to determine the arrangement.

(1) S.S.B. Mins. 14.8.74.

(2) P.R.O. Ed. 21/4709 - Rookhope Barrington School.

(3) S.S.B. Mins. 15.1.75.

Indeed it is difficult to comprehend any alternative action by the Education Department as the School Board, denominationally biased or not, was the democratically elected elementary education authority and to a remote government department would appear to be expressing the will of the ratepayers.

The Frosterley Wesleyan School had been opened in 1861 and consisted of a single schoolroom measuring 30 ft. x 20 ft. "attached but separated from the Wesleyan Chapel." It had been administered by a local committee "in accordance with the regulations of the General Wesleyan Educational Committee" and had originally catered for 55 children (30 Boys, 25 Girls).<sup>(1)</sup> Although in many ways an inadequate building with its lack of suitable accommodation and an insatiable appetite for extension and repair, it remained under the jurisdiction of the School Board until 1879 when the new Board School was opened as a replacement building.

Attention was now turned to other voluntary schools in the district and after negotiations with the Managers it was agreed that the Barrington Schools at Lanehead, Wearhead and Westgate should be transferred to the Board provided that:-<sup>(2)</sup>

- (a) A nominal rental be paid.
- (b) The School Board undertake to lay down a new floor and to skirt the walls 4 feet high (In cases of Lanehead and Wearhead).
- (c) The Trustees be empowered to use the schools on every night during the week, every Sunday and on Good Friday.
- (d) Twelve months notice be given to determine the arrangement.

(1) P.R.O. Ed. 7/28 - Frosterley Wesleyan School.

(2) S.S.B. Mins. 12.3.75, 23.4.75 and 10.9.75.

On 23rd April, 1875, the agreement for the transfer of the Lanehead Barrington School and the Wearhead Barrington School was engrossed (1) and later in October of the same year the Westgate Barrington School was acquired by the Board. All three schools were erected in 1820 by the Barrington Trust; the Lanehead School measuring  $36\frac{1}{2}$  ft. x 17 ft., the Wearhead School 39 ft. x 16 ft., and the Westgate School  $41\frac{1}{2}$  ft. x 18 ft. There were no trust deeds to any of the Barrington Schools as they were erected on ecclesiastical land by Bishop Barrington and placed in the care of a permanent committee for educational purposes. (2) Such schools were not to operate long under the control of the School Board as plans had already been made by the Board to establish Board schools at all three villages and the new schools were formally opened on Tuesday, 10th October, 1876. This ceremony was quickly followed by the completion of the St. John's Chapel Board School opened on 5th January, 1877.

Having, within three years, acquired existing schools at Ireshopeburn, Frosterley, Wearhead, Lanehead and Westgate and opened new schools at Westgate, Wearhead, Lanehead and St. John's Chapel the Board could congratulate itself on the amount of progress made. In fact the four new schools were really replacements for the three Barrington Schools at Lanehead, Wearhead and Westgate and in part for the Newhouse School at Ireshopeburn the lease of which was finally surrendered in 1882 when the

(1) S.S.B. Mins. 23.4.75.

(2) P.R.O. Ed. 7/25 - Lanehead Barrington, Wearhead Barrington and Westgate Barrington Preliminary Statements.

closure of lead mines in that district resulted in a rapid depopulation. (1)

Certainly the Board had been active in its attempts to transfer voluntary schools under its aegis, apart, perhaps, from the private adventure schools, which conceivably it was disinterested in acquiring. These adventure schools had nationally gained an unenviable reputation and locally had been severely criticised by Mr. A.F. Foster. (2) In his report to the 1861 Newcastle Commission, he stated "the low private adventure schools are, for the most part, in a deplorable state; the premises generally much more confined, the books, if possible, more heterogeneous, and the methods less systematic than in the generality of the uninspected public schools. Some of them are conducted by men of fair talents and attainments, who, by moral obliquities, have lost their position in other spheres of employment; others are taught by women whose main defect appears to be their ignorance."

Little wonder that the first School Board, probably motivated by an anxiety to show substantial progress at the end of its term of office, ignored such establishments and proceeded with all expedition to provide more suitable accommodation. That they were eminently successful in their endeavours is incontestable, as on their retirement from office in March, 1877, School Board members had been instrumental in providing no less than five new schools, acquired five existing schools and had assured a reasonable coverage of elementary education provision throughout its

(1) Newhouse School Log Book entry dated 22nd June, 1882 "This school will permanently close tomorrow owing to the depression of trade in the dale."

(2) Report of Asst. Commissioner on the State of Popular Education in the Mining Districts of Durham, Auckland, Weardale, Penrith and Wigton 1861 Royal Commission Report Vol. II p.336.

district. Indeed the great majority of acquisition and new building occurred during the first three years of the life of the School Board and by March, 1877, educational provision, considered in terms of efficient public elementary schools, had been transformed.

#### EDUCATIONAL PROVISION IN 1877.

##### FROSTERLEY.

The Frosterley Wesleyan School had been transferred to the Board in January, 1875, and this provision was augmented by the Frosterley Endowed School. This voluntary school which had originally been established in 1747 in a single schoolroom measuring 32 ft. x 15 ft., had acquired new premises and could now accommodate 160 children: although a private endowment, the school had strong Established Church connections. (1) The School Board, however, was not completely satisfied with the position in Frosterley, estimated a deficiency of accommodation in the village, and proceeded to investigate the suitability of sites on which to erect a new school.

Unfortunately the site considered most suitable belonged to a Mr. Valentine Rippon, an ardent supporter of the Church of England, who refused to negotiate with a Board controlled by Dissenters. Not to be denied, the Board addressed a lengthy letter to the Education Department detailing their dispute with Mr. Rippon and proposing to purchase the land compulsorily in accordance with Section 20 of the 1870 Education Act. (2)

(1) P.R.O. Ed. 7/26 - Preliminary Statement.

(2) S.S.B. Mins. 17.12.75.

Indeed statutory notice was served on Mr. Rippon but as a result of protests to the Education Department the Board decided to withdraw this notice as correspondence suggested that the Education Department could not fully support them if acceptable alternative sites were available. (1)

At the end of the first School Board period therefore, Frosterley was without a new Board School but seeds had been planted and paradoxically Mr. Valentine Rippon, the owner of the disputed site, was to emerge during the second School Board period, not only as an elected member of Board, but as a gardener nourishing the seeds into the full bloom of a new school - on a different site!

#### STANHOPE.

It seemed obvious that a Nonconformist School Board holding its meetings in the administrative centre of its district should press for a Board School to be built at Stanhope where the Established Church dominated elementary education. Stanhope, however, had been considered by the Inspector of Returns to be satisfactory in its provision (2) and indeed by the end of 1876 there were five school departments in existence: Stanhope Barrington School, Boys, Girls and Infants with total accommodation for 421 children: Crawleyside Church of England accommodating 72 children and Dr. Hartwell's School with provision for 154 children. (3)

(1) S.S.B. Mins. 24.3.76.

(2) P.R.O. Ed. 2/149 - Stanhope.

(3) P.R.O. Ed. 7/25 - Preliminary Statements.

Stanhope Barrington School founded in 1820 had been financed by the Bishop Barrington Endowment. A new building was erected in 1868 and this was substantially improved and extended in 1871 at a further outlay of £400; (1) a large imposing school in its day it must have been of tremendous practical as well as prestige value to the Church, and there is small wonder that any threats to its continued existence were taken seriously by the local church authorities.

Crawleyside Church of England School was erected in 1873 to cater for those children who lived on the northern side of Stanhope. Located in a relatively isolated situation at the side of the road leading northwards over Stanhope Common it catered for the sons and daughters of farmers and quarryworkers who lived in its proximity; consisting of a single schoolroom 32 ft. x 16 ft. it accommodated 72 children. (2)

Finally there was Dr. Hartwell's School founded in 1724 and re-organised under a scheme of the Endowed Schools Commissioners in 1874. It reputedly had accommodation for 154 children but in 1874 the average attendance was only 54. The School Board, shortly after its election, endeavoured to obtain the endowment (£32 per annum) for use in its own schools, as it felt that Dr. Hartwell's school was a middle class establishment and the local populace "is not of that kind which is in the habit of sending their children to middle class schools." (3) In addition the Board

(1) Kelly's Directory of Durham 1877.

(2) P.R.O. Bd. 7/25 - Crawleyside C.E. School.

(3) S.S.B. Mins. 14.8.74.

was convinced that the school building itself was unsuitable, "and should be placed in the same category with those school buildings already condemned." (1)

Despite this apparently adequate coverage, the Board was anxious to build a new school at Stanhope to accommodate 200 children. (2) From a further census they found that there were 547 children in the village between five and fourteen years, an unusually large number for this age group from a total population of approximately 2,300. (3) Certainly it differed substantially from the figures provided by the Inspector of Returns some two years previously. (4) To substantiate its case the Board submitted that the population of Stanhope was increasing because of the establishment of new limestone quarries and that "more than two-thirds of the ratepayers are in favour of the building of a School Board school." (5) No evidence was submitted to substantiate either of these claims which

(1) S.S.B. Mins. 14.8.74.

(2) Ibid. 17.7.74.

(3) Ibid.

(4) P.R.O. Ed. 2/149. - The local H.M.I's notes on the Board's census stated "My own belief is that no additional accommodation is required, but what can we do against an alleged census? Shall we ask Mr. Clayton to prove his statement that there is sufficient accommodation by obtaining (on his side) a census?"

Subsequently a census was taken by the Rev. I. Wagstaff on behalf of the Anglican Church: this showed a surplus of accommodation of 130 places for Stanhope in the three schools (Barrington, Hartwell and Crawleyside).

(5) S.S.B. Mins. 17.7.74.

appeared to be based more on conjecture than on fact. The Education Department was equally unimpressed, even though its figures were challenged by the Board, and despite the dire warning from the Board that, "if no other accommodation is provided the majority of the Board cannot see their way to enforce their compulsory powers." (1)

Detracting still further from the Board's case was the erection in January, 1877, of a new Wesleyan School at Stanhope providing accommodation for 170 children. (2) These premises consisted of a schoolroom measuring 40' 6" x 24' 6" and two classrooms each 16' x 12'. Dr. Thomas Livingstone the then vice-chairman of the Board, was appointed correspondent of the school and he must have pondered, rather ruefully perhaps, that this new venture, so near to his heart, had finally driven home the last nail in the coffin of the still-born new Board School.

Thus the position stood in 1877, and although the Board eventually gained a school of its own as a result of the transfer of the Wesleyan School in June, 1892, the still-born babe of 1875 was never to be revived.

#### EASTGATE.

According to the report of the Inspector of Returns, Eastgate had a surplus of 31 places in its elementary education provision and throughout the whole of the School Board era the voluntary Church school was deemed to be efficient and sufficient. (3)

(1) S.S.B. Mins. 31.12.75.

(2) P.R.O. Ed. 7/25 - Stanhope Wesleyan School.

(3) P.R.O. Ed. 2/149 - Stanhope.

In 1870 there were two schools in the village; Eastgate Barrington School for Boys and Eastgate Girls' School. The former school, established in 1820 by the Barrington Trust, consisted of a single classroom measuring 28 ft. x 15 ft. and was placed under the management of Trustees who formed a permanent self-elective trust for educational purposes. (1)

Providing for the girls of the village was Eastgate Girls' School built in 1859 and owned by J.R.W. Hildyard of Horsley Hall the principal landowner in the district. In 1870 it accommodated 64 children but later became a Mixed School and was substantially enlarged in 1891 to cater for 128 pupils. Even before amalgamation with the Barrington Boys' School the school had strong Established Church connections and was administered by the church authorities. (2)

Although there was a strong Methodist element in the village during this period when a Wesleyan Chapel was built in 1891, the School Board appeared to be satisfied with the church school provision and no action was taken to supplement the accommodation provided.

#### WESTGATE.

Westgate Barrington School was not regarded as permanently efficient by the Education Department (3) and it was apparent that the Board would need to build a new school to provide for the large deficiency of elementary school accommodation in the village. As a temporary measure the transfer of

(1) P.R.O. Ed. 7/25 - Eastgate Barrington School.

(2) P.R.O. Ed. 7/25 - Eastgate Girls' School.  
Ed. 21/4705 - Eastgate Boys' and Girls' School.

(3) P.R.O. Ed. 2/149 - Stanhope.

the Barrington School had been effected in October 1875 but the period of altered administration was short and it was soon replaced by the new Westgate Board School officially opened a year later on the 10th October, 1876, with accommodation for 242 children. The new school consisted of a mixed schoolroom measuring  $63\frac{1}{2}$  ft. x 18 ft., an infants' schoolroom 30 ft. x 20 ft. and four classrooms each measuring 16 ft. x 12 ft; in addition there were two playgrounds totalling 2,500 square yards. This accommodation must have been a great improvement on the old Barrington School in which, on occasions, over eighty scholars were confined in the single classroom measuring  $41\frac{1}{2}$  ft. x 18 ft. (1)

When the Board took over the Barrington School on 11th October, 1875, there were less than 60 children on the roll but this number had increased to over 100 by the end of the month and had nearly trebled by the time the new Board School opened in October, 1876. (2)

#### ROCKHOPE.

After the abortive attempt of the Board in July, 1874, to effect the transfer of the Barrington School, together with its endowment, immediate plans were put into operation to build a new school in the village. As the Barrington School had been declared efficient by the Education Department, and as the only deficiency in accommodation was for 90 infants, it is possible that the Board's decision to build a new school to accommodate 200 boys, girls and infants was not entirely motivated by good planning sense or economic stringency. One may have assumed some difficulty in

(1) Westgate School Log Book.

(2) Ibid.

obtaining Education Department approval for such a project, but the late 1871 decision, <sup>(1)</sup> that the Barrington School could be declared efficient was "rationalised" less than three years later when the Board's application was received to erect the new school at Rookhope. The comments of the Education Department on the letter received from the Clerk to the Stanhope School Board stated, "Agreement No. 5 (proposal to build at Rookhope) as premises of Rookhope Church of England School are not satisfactory and will probably be discontinued as a day school." <sup>(2)</sup> The decision to build created much ill feeling amongst the supporters of the Established Church and in 1878 abortive attempts were made to secure grant to re-open the Barrington School which had been unable to compete with its statutory competitor.

Inexorably the plans for the new school had progressed and its official opening took place on 3rd July, 1876, the first completely new Board School to be opened in the Stanhope school district. Accommodation consisted of a mixed schoolroom measuring 71 ft. x 18 ft., an Infants' schoolroom 30 ft. x 19 ft. and two classrooms each 16 ft. x 12 ft. <sup>(3)</sup> On its first day of operation Rookhope Board School attracted 82 scholars: 21 were admitted the following day and by 14th July there were 121 children on the roll "75 of whom did not know their letters, the majority of these being over seven years of age." <sup>(4)</sup> By April 1877 the Headmaster,

(1) P.R.O. Ed. 2/149 - Stanhope.

(2) P.R.O. Ed. 2/149 Stanhope - comment on letter dated 28.9.74.

(3) P.R.O. Ed. 21/4709 - Rookhope Supply Form 7.

(4) Rookhope Board School Log Book.

Mr. John Cleminson, had organised his 117 scholars into standards: only six were capable of the work of Standards IV, V and VI and the remainder were allocated to Standard I (68 pupils), Standard II (14 pupils), Standard III (14 pupils) and Infants under seven years of age (15 pupils).

The following year was significant because of a severe trade depression in the district which resulted in migration from the village and absence from school owing to the inability of parents to pay school fees. Although the average attendance for week ended 6th September, 1878, was 115.6 there was a steady decline in the numbers on the roll after this period and by the end of the century this figure had fallen to 73. (1)

#### ST. JOHN'S CHAPEL.

Although St. John's Chapel Barrington School had not been declared efficient by the Education Department in 1871 the Board had acquired the large Newhouse School which was within two miles of much of St. John's Chapel. Indeed it appeared at first that this provision was to be considered sufficient as the Board's preliminary enquiries for land for a new school building were confined to Lanehead, Wearhead and Westgate. (2) It was later decided to include a new school at St. John's Chapel in the original building programme owing to the large population of the village, estimated at that time to be in the order of 2,300, and because of the proximity of Westgate with its comparatively large population estimated to be 1600. When the decision was taken however, it was made clear that the new school "should only be of such size as simply to provide for the

(1) Rookhope Board School Log Book.

(2) S.S.B. Mins. 8.5.74.

relative number of children in St. John's Chapel and Westgate." (1)

Presumably the reason for this was to minimise the number of potential transfer requests from children living west of St. John's Chapel and attending the Board's newly acquired school at Ireshopeburn.

In fact when the St. John's Chapel Board School was opened on 5th January, 1877, shortly before the expiration of the term of office of the First School Board, it provided accommodation for 165 children, considerably less than nearby Westgate (242), Rookhope (200) or Wearhead (200). Even so it was a large building compared with the single schoolroom of the nearby Barrington School which measured only 45 ft. x 18 ft.

The St. John's Chapel Board School consisted of a mixed schoolroom measuring 53 ft. x 18 ft., an infants' schoolroom 27 ft. x 18 ft., and a classroom 18 ft. x 12½ ft. The mixed schoolroom was partitioned making it divisible into two large classrooms. (2) Mr. R. Slacke was appointed as the first headmaster and from slow beginnings the enrolment rose, despite industrial unrest in the nearby Beaumont lead mines and consequent migration. In January 1880 there was an average attendance of 60 at the school (3) but an influx of new arrivals from the Newhouse School at Ireshopeburn, closed by the Board in 1882, led to an improvement in the attendance situation: by June 1883 the average attendance had increased to 118. (4)

(1) S.S.B. Mins. 22.5.74.

(2) P.R.O. Ed. 7/25 - St. John's Chapel Board School.

(3) St. John's Chapel Board School Log Book.

(4) Ibid.

IRESHOPEBURN.

Having acquired Newhouse School the Board considered that Ireshopeburn had sufficient elementary school places to offer. It was not until 1839, after the closure of the Newhouse schools had taken place, that the villagers became concerned about educational provision and sent a deputation from the ratepayers to persuade the Board to erect a new school. (1) As St. John's Chapel Board School was in full operation by this date, the Board felt, perhaps rightly, that existing accommodation was sufficient and rejected the proposal.

WEARHEAD.

Early in the Board's deliberations it had been decided to build a new school at Wearhead; (2) this was opened on 10th October, 1875, to replace the Barrington School temporarily transferred to the Board in April, 1875.

The Wearhead Board School had accommodation for 200 children and amply provided for the deficiency estimated by the Education Department in 1871. The first Headmaster was Mr. Thomas S. Golightly who had initially been appointed in June, 1875, to assume responsibility for the transferred Barrington School. (3)

The opening of the Board School sounded a death knell for the Barrington School although the latter establishment was briefly re-opened in August, 1877, and attracted an average attendance of 32. (4)

(1) S.S.B. Mins. 8.2.39.

(2) Ibid. 8.5.74.

(3) Wearhead Board School Log Book.

(4) P.R.O. Ed. 7/25 - Wearhead Barrington School.

LANEHEAD.

The Lanehead Board School was also opened on 10th October, 1876, and this school effectively replaced the Barrington School with its single schoolroom measuring 36½ ft. x 17 ft. (1) The Barrington School, along with its staff, had been transferred to the Board in April, 1875, but with the opening of the Board School its usefulness was exhausted and it was finally closed as an educational establishment.

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Within three years of the formation of the School Board the majority of Established Church schools had closed with the significant exception of the large Stanhope Barrington School which remained an impregnable bastion of Anglicanism. If this enforced closure of schools was considered to be a negative result of the Board's first three years of existence because of the restriction of choice there were many positive attainments.

Five new schools all offering better facilities than their predecessors, had been erected and most of the 1874 accommodation deficiencies had been completely cured or alleviated.

Although specific items are dealt with later it should be noted that attention to compulsory school attendance had been an early consideration of the Board and bye laws (Appendix S.3) were approved and made effective in July, 1874, (2) less than four months after the Board's election.

(1) P.R.O. Ed. 7/25 - Lanehead Barrington School.

(2) S.S.B. Mins. 17.7.74.

The first Board also found it necessary to decide on a scale of fees for scholars attending Board schools. Fees are discussed in greater detail in Chapter VII; the following enumerates the original dues:- (1)

- (a) Where there were not more than two children of a family attending the school - 4d. each per week.
- (b) Where there were more than two children of a family attending the school - first two 4d. each per week. Third child 3d. each per week. Fourth and subsequent 2d. each per week. Infants under seven years of age 2d. each per week.
- (c) Children were, however, required to pay the Board for all books, slates, pens and pencils they used and such articles were supplied through the head teachers at cost price.

Perhaps naturally with a new authority, many mistakes were made in relationships with other organisations, particularly the Established Church, and even with the management of staff, but when March 1877 arrived and the Board members were called upon to offer themselves for re-election they must have done so knowing that a path of achievement lay behind them.

#### SUBSEQUENT DEVELOPMENTS.

Indeed in 1877 all five members of the Board who offered themselves for re-election were successful and the two Established Church members - Rev. R. Waters and Mr. J.R. Crone - who retired from the Board, were replaced by two members of their own persuasion, Messrs. Thomas D. Bolton and Valentine Rippon: thus the party status quo remained. It was somewhat

(1) S.S.B. Mins. 14.8.74.

ominous for the Established Church however that their four candidates were bottom of the poll. (1) Probably the most interesting result of the election, however, was the candidature of Mr. Valentine Rippon.

Mr. Rippon, owner of extensive lands at Frosterley, had been involved in a serious dispute with the first Board over the Board's attempts to wrest land from him by means of a compulsory purchase order, for the erection of a school at Frosterley. Indeed the circumstances surrounding the acquisition of a suitable site for a school at Frosterley proved to be some of the most important facets of the work of the Second School Board.

Immediately after his election Mr. Rippon proposed that the School Board should investigate suitable sites for a school on the south side of the Wear at Frosterley but his proposal was rejected. (2) Meanwhile the Education Department appeared to be supporting the choice of a site south of the Wear and Mr. Oakeley, the local H.M.I., was asked to visit

(1) Auckland Mercury 8th March, 1877 - the full result of the election was as follows:-

<u>Elected.</u>		
Joseph C. Cain (Independent)	-	3008 votes.
Jacob V. Walton (Unsectarian)	-	1657 votes.
Thos. Livingstone "	-	1325 votes.
John Featherstone "	-	1288 votes.
George Race "	-	1229 votes.
Thos. D. Bolton (Church)	-	1050 votes.
Valentine Rippon "	-	910 votes.

<u>Not Elected.</u>		
Chas. Armison (Church)	-	740 votes.
John Wagstaff "	-	510 votes.

(2) S.S.B. Mins. 6.4.77.

Frosterley to help determine the issue. (1) Subsequent to this visit the Board revised their original judgment, reversed their previous decision and decided to build on a site south of the Wear, .65 mile from the centre of the village, .59 mile from Hill End (a settlement of houses for quarry workers) and 1.56 miles from the Lead Company's houses. (2) Approval was given to this site by the Education Department in March, 1878 (3) and local builder Joseph Dalton's tender of £1084. 17s. 11d. for the building of the school was accepted. (4)

Frosterley Board School was opened on 28th February, 1879, the staff and scholars being transferred from the ex-Wesleyan School which had now completed its role of a temporary expedient and was closed as a public elementary school. No doubt most of the 120 scholars at the ex-Wesleyan school would be pleased to transfer themselves into more suitable and comfortable premises, even if for some, it meant a longer walk to school each day. (5) With the completion of the Frosterley Board School the school district had practically erased its initial accommodation difficulties and this was the last new school to be built by the School Board.

Before it transferred its responsibilities to the Durham County Council in 1904 the Board however did acquire two further establishments. In August 1891 the governors of the Frosterley Endowed School unanimously decided to close the school or transfer it to the School Board. The latter

(1) S.S.B. Mins. 4.5.77.

(2) Ibid. 7.9.77.

(3) Ibid. 7.3.78.

(4) Ibid. 23.4.78.

(5) Frosterley Board School Log Book.

course was eventually chosen and the Board accepted the transfer on the following terms:- (1)

- (a) The lease to be of 21 years duration determinable by the School Board at the end of 7 or 14 years at a nominal rental of 1/- per year.
- (b) The balance of the previous year's grant to be handed over to the Board.
- (c) The lease to be dated and to operate from 10th September, 1891.

Having acquired a building on which repair had been minimal for some years owing to financial stringencies, the Board was faced with some expense to raise the standards to those considered satisfactory by the Education Department. In fact this school continued during the existence of the Board, was later transferred to the Durham County Council and did not finally close until 23rd July, 1931. (2)

Now that there were two Board Schools in Frosterley it was decided to differentiate by a change of nomenclature and as from April 1893 the original Board School was known as the Frosterley South Board School and the ex-Endowed School became the Frosterley North Board School. (3)

The final act of acquisition by the Stanhope School Board was controversial and hotly debated. Dr. T. Livingstone, an ardent Wesleyan, had displaced Mr. Cain as chairman of the School Board after the 1877 election and apart from a three years interlude from 1886 to 1889, during which he remained a Board Member, he continued as chairman until his death

(1) S.S.B. Mins. 7.8.91.

(2) Frosterley North Council School Log Book.

(3) S.S.B. Mins. 1.4.93.

in July, 1901. Dr. Livingstone, also the correspondent of the Stanhope Wesleyan School, was anxious to establish a Beard school in Stanhope, the largest centre of population in the district and the only sizeable centre, apart from Eastgate, which did not provide such an establishment. It seemed natural, therefore, that when the Wesleyan trustees felt that they wished to abrogate responsibility for their school, the Board should accept an offer of transfer with great satisfaction. The Board resolved as from 1st June, 1892, to lease the school for 14 years with an option to renew for a further period of 7 years and to pay a nominal rental of 5/- per year. It was agreed that the balance of the current years' grant should be handed over to the School Board. (1)

This acceptance was not unanimous and two of the Church Members, Messrs. Monkhouse and Wooler, endeavoured to have the terms of the lease rejected at a subsequent meeting of the Board. (2) However the Board members, increased to 11 in number since 1889, decided by 8 votes to 2 to seal the lease. Resentment was to continue however and nearly five years later when the Board proposed to add an additional infants room to the ex-Wesleyan school, the Church members of the Board quickly pointed out that there was sufficient infants' accommodation at the nearby Barrington School. (3) They drew the attention of their colleagues to the fact that there was a

(1) S.S.B. Mins. 27.5.92.

(2) Ibid. 24.6.92.

(3) Ibid. 18.6.97.

surplus of 42 places for infants at Stanhope; 49 infants in average attendance at Stanhope Board School and 61 at Stanhope Barrington School totalling 110, whereas there were places for 152 infants, 48 at the Board's school and 104 at the Barrington School. (1)

When the Education Department concurred with the view of the Church members of the Board, refused to sanction a loan (2) and returned the plans which they could not approve, it seemed that victory was in sight for the Board's minority party. Their hopes were however to be quickly shattered by an apparently chameleonic attitude of the Education Department which ordered a complete reversal of the position. In a later letter the Education Department informed the Board, "as the enlargement the Board propose has been taken in accordance with the report of Her Majesty's Inspectors, which was endorsed by the Department, the increased accommodation should be recognised." (3) This may have been a valid reason for sanction but it hardly explained the inconsistency especially when the Board had made it clear to the Education Department in November, 1896, that the decision to provide better accommodation at the school had been generated by the last report of Her Majesty's Inspector at the school. (4)

(1) S.S.B. Mins. 18.6.97.

(2) Letter dated 7th June, 1897, from Education Dept. to Stanhope S.B.

(3) S.S.B. Mins. 18.6.97.

(4) Ibid. 4.12.96.

In November of 1897 tenders totalling £256. 10s. 9d. were accepted and the work of erecting a new infant classroom began. This finalised the building programme and when the Board's life ended on 31st March, 1904, the following elementary school provision existed.

FROSTERLEY.

- |                                 |   |                             |
|---------------------------------|---|-----------------------------|
| * Frosterley North Board School | - | Accommodation 160 children. |
| * Frosterley South Board School | - | Accommodation 150 children. |

STANHOPE.

- |                                  |   |                             |
|----------------------------------|---|-----------------------------|
| Stanhope Barrington C.E. School  | - | Accommodation 421 children. |
| * Stanhope Board School          | - | Accommodation 220 children. |
| Stanhope Crawleyside C.E. School | - | Accommodation 72 children.  |

EASTGATE.

- |                      |   |                             |
|----------------------|---|-----------------------------|
| Eastgate C.E. School | - | Accommodation 128 children. |
|----------------------|---|-----------------------------|

ROOKHOPE.

- |                         |   |                             |
|-------------------------|---|-----------------------------|
| * Rookhope Board School | - | Accommodation 200 children. |
|-------------------------|---|-----------------------------|

WESTGATE.

- |                         |   |                             |
|-------------------------|---|-----------------------------|
| * Westgate Board School | - | Accommodation 242 children. |
|-------------------------|---|-----------------------------|

ST. JOHN'S CHAPEL.

- |                                  |   |                             |
|----------------------------------|---|-----------------------------|
| * St. John's Chapel Board School | - | Accommodation 165 children. |
|----------------------------------|---|-----------------------------|

WEARHEAD.

- |                         |   |                             |
|-------------------------|---|-----------------------------|
| * Wearhead Board School | - | Accommodation 200 children. |
|-------------------------|---|-----------------------------|

LANEHEAD.

- |                         |   |                             |
|-------------------------|---|-----------------------------|
| * Lanehead Board School | - | Accommodation 140 children. |
|-------------------------|---|-----------------------------|

- |                  |  |  |
|------------------|--|--|
| * Board Schools. |  |  |
|------------------|--|--|

All eleven schools were mixed and only three of them were under voluntary control. In its thirty years of existence the Stanhope School Board had effectively wrested the control of elementary education from the Established Church but not without protest.

EVALUATION OF THE BOARD'S ACHIEVEMENTS.

It is difficult to assess how greatly denominational influences retarded the development of elementary education provision in Upper Weardale. Paradoxically this denominational strife may well have provided the strong motivating forces which were unleashed to accelerate school building. Certainly the sharp division between the two main denominations resulted in a certain amount of duplication and economic inefficiency. It could also be argued that effort dissipated in constant wrangling could have been better used in constructive discussion and joint effort but this is perhaps a Utopian view.

Examination of the Board's attitude to school attendance, fees, staff and evening schools is dealt in later chapters but it is perhaps pertinent to draw some general conclusions on the Board's administration of elementary education during its thirty years of office.

There were ten <sup>(1)</sup> elected Boards during this time and the constitution of each is shown in Appendix S.2. Initially the Board consisted of seven members but in 1886 this number was increased to nine to allow representation of two members from the Wolsingham contributory district. <sup>(2)</sup> The Stanhope members were dissatisfied with this proportion of representation and asked the Education Department to increase their quota to nine members. This proposal was eventually agreed and at the next

(1) There was no contested election in 1880 as three of the original nominees withdrew leaving only seven candidates for election.

(2) In accordance with Section 49 and 50 of the 1870 Education Act 33 & 34 Vict. C.75 the Ed. Dept., ordered that as part of the Wolsingham parish was in a natural catchment area with Frosterley, Wolsingham should contribute towards the maintenance of Frosterley School and elect two members to the Stanhope School Board.

triennial election in 1889 eleven members were returned, nine representing Stanhope and two from Wolsingham.

Perhaps the outstanding figure on the Board was Dr. Thomas Livingstone, a Stanhope medical practitioner and committed Wesleyan. (1) He was vice-chairman of the first Board from 1874 to 1877 and chairman from 1877 to 1886 and from 1889 to his death in 1901. To have been a member of a school board continuously for 27 years and to have been its Chairman for 21 years of this period must have created something of a record.

Although there were small gains and losses at the nine contested elections, Dr. Livingstone's Party, the Unsectarians, Dissenters, or Nonconformists, as they were variously described in the local press, were generally in firm control. The exception was the 1886 election, when the Board was increased to nine members to include two representatives from Wolsingham contributory district. Both Wolsingham members represented the Established Church which had for the first and only period a majority of five members against the four Dissenters. The result was that Dr. Livingstone lost his chairmanship of the Board being replaced by a Churchman, Rev. James P. Shepperd. During the later years of the Board's existence a regular pattern emerged of six Dissenters and three Churchmen representing Stanhope Parish and one Dissenter and one Churchman from the Wolsingham contributory district. However at the very last Stanhope election held in 1901, seven Dissenters and only two Churchmen were returned. (2)

(1) This was denied by some of his opponents who accused him of several sectarian changes - vide Appendix S.8.

(2) Auckland Chronicle 28th February, 1901.

Competition for seats continued to be keen; in the 1889 election there were 17 candidates for the 9 Stanhope seats; in the 1898 election there were 14 candidates for nine seats and even in the 1901 election, when the future of school boards appeared most insecure, there were 12 candidates. (1)

The 1898 election was unique for its inclusion of a woman among the candidates. Mrs. Annie Vickers, representing the Established Church attracted only 314 votes however and was bottom of the list of fourteen candidates. She was 320 votes short of success as Rev. R. Hartley, last on the list of successful candidates polled 634 votes. (2) Perhaps it was significant that Mrs. Vickers had sought election at all, as her nomination is the only record of a lady candidate in any of the elections of the three School Boards under review.

The percentage of votes cast in an election is obviously some guide to the interest of the electorate and in a nineteenth century rural district a poll of 60% in local elections could be regarded as satisfactory. According to the "Auckland Chronicle", the "Auckland Mercury" and the "South Durham and Cleveland Mercury", Stanhope School Board elections were often associated with severe snowstorms and in 1886 only 49.8% of the electorate voted. The general response however was nearer 60% and in 1889 it was as high as 66%.

During the early years of the Board the Church representatives were concerned with protecting the interests of their own schools, but after this battle was fought and lost, their attention, as a minority group, was

(1) Auckland Chronicle 3rd March, 1898.

(2) Ibid.

turned towards the more detailed administration. Particularly during the late 1890's, the Church members called for a division on practically every topic discussed by the Board, although they fully realised that the motions proposed by the majority group would become effective resolutions. (1)

Motions involving increased expenditure on salaries or the appointment of additional staff seemed anathema to the Church Party during this period.

Unfortunately the first election of the School Board in 1874 had aroused deep emotions and a clear reference to this is contained in the notes of an official of the Education Department penned on a letter dated 28th September, 1874, addressed to the Department by the Clerk of the School Board. (2) There were occasions when sectarian differences appeared to dissolve into constructive discussion and action but there was certainly a degree of hostility throughout the Board's history. Detailed reference to this appears in the appendices and in those sections dealing with specific aspects of the Board's work.

This is not to suggest that the part played by the minority party was completely negative or ineffective, as some Church Members became corresponding managers of individual schools and many became members of Board committees. As early as September 1874 the Board divided itself into two Management Committees; one to administer schools in the western part of the district, from Westgate to Lanehead, and the other committee to be responsible for schools at Rockhope, Eastgate, Stanhope and Frosterley. (3)

(1) S.S.B. Mins. 1895 - 1898.

(2) P.R.O. Ed. 2/149 - The note states "There was a violent sectarian feeling when this School Board was elected."

(3) C.R.O. Stanhope S.B. Mins. 25.9.74.

At this stage of its development the Board controlled only one school!

As new schools were built or as existing establishments passed to their control, Board Members appointed one of their own number to act as school correspondent. School correspondents, or corresponding managers as they were later renamed, were generally selected from those Board members who lived in proximity to the school. They were responsible for day-to-day administrative decisions concerning the school, were generally in close communication with the head teacher and were often frequent visitors to the schools. Indeed a great deal of local authority was vested in these correspondents and their opinions were usually respected by colleagues at full meetings of the Board. If an altercation arose between a headmaster and a correspondent it was the latter's evidence which was usually accepted.

It would be a refreshing change for critics of bureaucracy in present day educational administration, if they could be transported back to the Stanhope School Board period. They would have found that government by officialdom was minimal but they may have been equally alarmed by some of the executive decisions reached by the democratically elected members. (1)

Mr. John Thompson, who had the distinction of acting as clerk to the School Board throughout its entire existence was a local solicitor who included the clerkship of numerous other statutory bodies among his duties. After the passing of the 1894 Local Government Act he was clerk to no less than five official bodies; Weardale Rural District Council, Stanhope Urban

(1) Reference to some of these decisions is made in Chapter VIII(d).

District Council, Weardale Union, Weardale School Attendance Committee and the School Board. (1) In the welter of all this administrative responsibility it is little wonder that he could not concern himself with other than the mechanics of the legal and financial aspect of the Board's policies.

Although he guided the Board in these legal and financial channels he was purely an official who communicated the decisions of the Board in an objective way and he appeared to give little or no guidance on decisions of educational policy. This position could be sharply contrasted with the Hedworth, Monkton and Jarrow School Board, where the full-time clerk, (2) without legal qualification, but with an abundance of enthusiasm for his sole occupation, played a much greater part in policy decisions and executive action.

Again possibly attributable to the part-time nature of his duties, Mr. Thompson's recording of minutes was much less complete than some of his full-time counterparts and essential recordings often do not appear. These include precise dates of opening of schools, details of attendance returns and full names of Board members. In an area where Emmersons and Pearts are legion it is of little assistance to learn that a Mr. Peart has been elected to the Stanhope School Board.

The majority group on the Board, under its strong and long serving chairman, certainly had no brake of officialdom on its work and although

(1) Kelly's Directory of Durham 1897 pp. 364-365.

(2) From 1882. Previously he acted as Clerk to the Jarrow Burial Board in addition to his school board responsibilities.

most of its actions may have been motivated by beneficence with economy sometimes they appeared oligarchical and emotional. This was particularly so in relationships with teachers, some of whom were dismissed without a satisfactory hearing and others pressurised to resign. (1) An insular attitude was also apparent in the appointment of teachers as on occasions when it was decided that "all applications be struck out except those who have been trained under this Board." (2) There also seemed some reluctance to investigate the work of other School Boards in the county and there is no record of official deputations visiting the schools of the more progressive authorities.

Despite these apparent deficiencies it seems that the Stanhope School Board was reasonably successful in providing a sound and cheap elementary education throughout its area. Their precepts to the Overseers were modest in the extreme and at no time did their rate levy exceed  $7\frac{1}{2}$ d. in the £. (3) Economic stringencies need not necessarily lead to educational inefficiency and although it is difficult to assess scientifically the quality of education provided, the evidence suggests that financial savings were achieved mainly as the result of moderate salaries rather than a shortage of staff; careful requisition supervised by unpaid correspondents rather than a dearth of materials; voluntary duties by elected members rather than paid labour and a constant demand for value for money expended. References to this, and other facets of the work of the Board, in comparison with other

(1) See Chapter VIII (d).

(2) S.S.B. Mins. 24.12.91.

(3) Annual Reports of the C.C. Ed.

authorities under review, are detailed in the following chapters.

Considering the militance of the earlier years of the Board and its defiance of the Education Department on many occasions, it was perhaps, an anti-climax when in June 1902, three months after the introduction of the Education Bill into the House of Commons, it passed the following comparatively mild resolution, "That this Board protests against the Education Bill now before Parliament chiefly because it tends to do away with direct election of representatives by the ratepayers and thus to destroy popular control and that a copy of this resolution be sent to Mr. Balfour, Sir John Gorst, Sir Henry Campbell-Bannerman and Sir Joseph Pease." (1) Alternatively the death of their Chairman the previous year may have damped some of their fire or they may have realised the inevitability of the 1902 Act and decided to make only token resistance.

Responsibility for elementary education passed to the Durham County Council on 1st April, 1904, and the last meeting of the Stanhope School Board was held on 18th March, 1904. The uncompromising School Board of the 1870's had finally succumbed and in contrast its sole epitaph in the last recorded minutes was official and unemotional, "that a unanimous vote of thanks be passed to the Chairman, Vice-Chairman and Clerk." It appeared that a certain amount of sentiment had died too. (2)

Less than two months later the first meeting of the Stanhope Elementary Education Sub-Committee was held and the eight members present - Messrs. Featherstone, Fenwick, Maddison, Monkhouse, Philipson, Rippon, Snowdon and Vickers - had all been members of the previous Board. Indeed

(1) S.S.B. Mins. 13.6.1902.

(2) Ibid. 18.3.1904.

at first the recorded minutes and business changed little, apart from the added qualification to each resolution which read, "subject to the approval of the County Council." (1)

Real autonomy was disappearing and although delegated powers continued to exist locally, effective control was firmly in County Council hands. The body had been laid to rest but its energies had already produced a sound foundation for the development which was to follow.

(1) Stanhope Elementary Education Sub-Committee Mins. 13.5.1904.

CHAPTER VI

THORNLEY SCHOOL BOARD 1875 - 1904

POPULATION AND INDUSTRY

Thornley, situated six-and-a-half miles east of Durham City, twelve miles north-west of Hartlepool and approximately fourteen miles south-west of Sunderland, owes its commercial and industrial existence to coal mining.

At the beginning of the 19th Century Thornley was a small rural community with a population of 56<sup>(1)</sup> and it was not until 1841 that the population census of that year showed a considerable increase to 2730 inhabitants.<sup>(2)</sup> This population explosion was occasioned by the sinking of Thornley Colliery which began in January, 1834;<sup>(3)</sup> by the end of the decade the development of the village was progressing rapidly and houses, cottages and shops were being erected with great expedition. Early workers concerned with the shaft sinking came from Cornwall and later colliers were recruited from Ireland forming a sizeable Roman Catholic minority which still exists to-day.

The initial success of the coal mine resulted in further population increases which reached their peak in the late 1870's.<sup>(4)</sup>

(1) 1801 Census of population of England and Wales.

(2) 1841 Census of population of England and Wales.

(3) Thornley Colliery Office Records.

(4) The population figures for the 19th Century extracted from the ten yearly Censuses of Population for England and Wales 1801-1901.

This trend was dramatically reversed in 1884 when the owners of the coal mine, Hartlepool Colliery Company, were found to be bankrupt and unable to continue to trade. Miners, temporarily unemployed until new ownership of the colliery could be found, looked for alternative employment in the surrounding coalfield and by 1891 the population of Thornley had dwindled to 2070. (1)

The nineteenth century variations in population are shown in the undermentioned table:- (2)

1801	-	56
1811	-	58
1821	-	60
1831	-	50
1841	-	2730
1851	-	2740
1861	-	3306
1871	-	3059
1881	-	3132
1891	-	2070
1901	-	2938
<hr/>		
1961	-	4535

(1) 1891 Census of Population for England and Wales.

(2) Extracted from the ten-yearly Censuses of Population for England and Wales 1801 - 1901.

PRE-1875 SCHOOL PROVISION

The Hartlepool Colliery Company had quickly turned its attention to the education of its workers' children after sinking the colliery and in 1837 had erected an establishment known as the Thornley Colliery School. This building consisted of two schoolrooms; one for boys measuring 38 feet x 20 feet and the other for girls measuring 20 feet x 20 feet. Fees were charged at the rate of 2d., 3d. or 4d. per week according to Standard. Although the school was owned by the Coal Company its management was vested in the Anglican Church incumbent. (1)

Probably because of its close connection with the colliery, the industrial centre of the village, the Coal Company had decided to erect the school at the colliery entrance immediately facing the mine shaft and out-buildings. This was hardly the most salubrious site in the neighbourhood and subsequently aroused comment from Her Majesty's Inspector, H.E. Oakeley, who made a note on Form X.D. - "N.B. Take care they do not try to patch up the present Girls' School on its objectionable site". (2)

Eventually the boys' schoolroom was allocated to girls; the girls' schoolroom to infants and a new schoolroom measuring 31 feet x 16 feet was acquired for the boys. This last mentioned building was sited approximately 200 yards from the original schoolrooms. (3) In 1873 the school became known

(1) P.R.O. Ed. 7/28 - Form VI.

(2) P.R.O. Ed. 2/151 - This Ed. Dept. form submitted by the Inspector of Returns set out the accommodation requirements for each district. Mr. Oakeley's reference was to the Colliery Company who at that time were considering the provision of accommodation to meet the requirements of the Ed. Dept.

(3) P.R.O. Ed. 7/26 Form VI.

as the Thornley Parochial School. It was leased by the Anglican Church and jointly managed by the vicar, at that time the Rev. William Mayor, and the resident manager of the Colliery Company. There was however no compulsory religious instruction and attendance at the school was open to all children in the village regardless of sect or creed. At this juncture a man and wife team, Richard Wilson and Alice Wilson, neither certificated teachers, were head teachers of the Boys' Department and the Girls' and Infants' Departments respectively; average attendance was 54 Boys, 73 Girls and 30 Infants. (1)

The other religious denominations had quickly established their headquarters in the growing village; a Wesleyan Chapel was built in 1838 and considerably enlarged in 1865 to accommodate 500 persons and a Primitive Methodist Chapel to seat 700 was established in 1871. It was left to the Roman Catholic community however to provide the only other educational establishment in the village, a combined school and chapel erected in Hartlepool Street in 1850. The building was entirely remodelled in 1878, the converted premises consisting of a schoolroom measuring 68 feet x 28 feet and two classrooms each 16 feet x 9 feet 6 inches. (2)

There was considerable room for improvement in the educational provision for the village when the 1870 Education Bill entered the Statute Book; an Anglican-managed Colliery School with a total average attendance of 157 pupils and a small Roman Catholic School. When the Inspector of Returns reported his observations on the district to the Education Department in November 1871

(1) P.R.O. Ed. 7/26 Form VI.

(2) P.R.O. Ed. 7/28 - Thornley R.C. Form VI.

he recommended that "a new school ought to be built to accommodate 660 children".<sup>(1)</sup> He had established that the school district contained 3359 inhabitants of whom 3300 "are of the class whose children may be expected to attend elementary schools".<sup>(2)</sup> The Inspector concluded that on the basis of one school place for every five inhabitants, accommodation for 660 children should be provided, equally distributed amongst boys, girls and infants with 220 places each.<sup>(3)</sup>

Both the Inspector of Returns and the local H.M.I. Mr. H.E. Oakeley were of the opinion that the accommodation provided by the Coal Company's school was inadequate and a final notice in accordance with section 9 of the 1870 Act was issued on 3rd March, 1875. The Coal Company eventually concurred with this view and on 14th October, 1875, they informed the Education Department that as the cost of rehabilitating the existing schools or building new ones would be prohibitive, "this Company has decided to let a School Board be formed", a somewhat academic decision in view of the Education Department's final notice.<sup>(4)</sup>

(1) P.R.O. Ed. 2/151.

(2) Ibid.

(3) Ibid.

(4) Ibid.

FIRST SCHOOL BOARD

The First Thornley School Board was elected on 23rd November, 1875, seven candidates presenting themselves for the five available seats. Although prospective members did not actively campaign under party political or denominational banners it was clear that the main election issue was that of Anglican Church versus Roman Catholic Church. The Anglican members received a majority by having three of their members returned, <sup>(1)</sup> and the Rev. William Mayor, vicar of Thornley, was elected as the first chairman of the Board. <sup>(2)</sup>

From its inception the First School Board encountered great difficulty and denominational strife: the two Roman Catholic members Mr. Cooper and Dr. Galt protested at the first meeting against the legality of the Board, declaring that the election had not been conducted in accordance with the Ballot Act. <sup>(3)</sup> They both declined to take part in any further proceedings of the meeting. The remaining members elected Rev. Mayor as chairman and Mr. Cooper, despite his avowed intention of not taking part in proceedings, as vice-chairman. They also appointed Mr. William Brunton, a Castle Eden solicitor, as part-time Clerk at a salary of £30 per annum. The Board resolved that three members, the minimum possible, should form a quorum. <sup>(4)</sup>

(1) Durham Chronicle 26th November, 1875 - Elected members were:- Rev. Wm. Mayor, Dr. Wm. Galt, Messrs. Philip Cooper, William Binks and Edward Clark.

(2) T.S.B. Mins. 9.12.75.

(3) Ibid.

(4) Ibid.

It was against this uneasy background that the first three years business of the Board was conducted; a great deal of effort being dissipated in personality and denominational wrangles, the recording of which occupied a major part of the minutes during this period.<sup>(1)</sup> Indeed it was surprising that the Board was able to achieve as much as it did during its first three years of office. One of the first actions was to approve bye-laws relating to school attendance, these being adopted at the Board's meeting held on 31st January, 1876, and gaining Royal Assent on 27th June, 1876. (These bye-laws are fully reproduced in Appendix T.3.)

Initially attempts were made to acquire the Coal Company's School and the Primitive Methodist Schoolroom as temporary Board Schools, but when efforts in these directions were frustrated, the Board turned its attention to erecting new premises.<sup>(2)</sup> At the beginning of 1876 successful negotiations were entered into for the purchase of approximately 3000 square yards of land "at the end of Cooper Terrace on the east side of the new street leading to Ludworth" at a total cost of £159. 4s. Od.<sup>(3)</sup>

The tender of £3,646 for the erection of a school submitted by Messrs. Henry Suggitt & Son of West Hartlepool<sup>(4)</sup> was accepted and, defying superstition, the foundation stone was laid on Friday, 13th October, 1876, by Reverend William Mayor, Chairman of the Board.<sup>(5)</sup> The school was finally

(1) T.S.B. Mins. 1875 - 1878.

(2) Ibid. 3.1.76.

(3) Ibid. 7.2.76.

(4) Ibid. 5.6.76.

(5) Ibid. 9.10.76.

opened on 1st October, 1877, organised as three separate departments, Boys, Girls and Infants, each under the supervision of its own Head Teacher. The accommodation provided was:- (1)

Boys' Department

Schoolroom	-	62' x 20'.
1 Classroom	-	20' x 18'.
1 Classroom	-	15' x 18'.

Girls' Department

Schoolroom	-	62' x 20'.
1 Classroom	-	20' x 18'.
1 Classroom	-	15' x 18'.

Infants' Department

Schoolroom	-	57' 6" x 24'.
2 Classrooms each	-	17' x 17'.

One hundred and fifty pupils were admitted to the Boys' School under the supervision of Mr. Thomas W. Douglas a certificated teacher of the second class, who had previously been an assistant master at the Alnwick Corporation's Grammar School. Mr. Douglas who received a salary of £100 per annum, plus a quarter of the government grant, was assisted by three monitors and by the organist of the Parish Church "until properly qualified staff are available". (2) Mrs. Annie E. Douglas, wife of the Boys' School Head Teacher, took up duty as Head of the Infants' School. Mrs. Douglas, also a certificated teacher of the second class, was assisted by two monitors. One hundred and sixty Infants were admitted on the first day of opening "48 of whom can spell two and three lettered words, the remainder have their letters to learn". (3) Mrs. Alice A. Wilson, previously uncertificated Head

(1) P.R.O. Ed. 7/26.

(2) Thornley Boys' School Log Book.

(3) Thornley Infants' School Log Book.

of the Colliery Company's Mixed and Infants' School, had by now achieved certificated status of the third class and was appointed as Head of the new Girls' School, assisted by four monitors. Approximately seventy pupils were enrolled on the first day of opening but this number gradually rose and within six months there were ninety girls attending the school. (1)

Consequent upon the opening of the Board's new premises, the Coal Company's school was closed, its scholars transferred to the new school, and the building later converted into a miners' institute.

Consideration was given to the question of school fees in the Board School and the following scale was finally agreed:- (2)

Infants	- 3d. per week.
Children in Standards I and II	- 4d. per week.
Children in Standards III, IV, V and VI	- 6d. per week.
Pauper children	- 3d. per week.

Total charge for any number of children in one family not to exceed 1/- per week.

Meanwhile the serious altercation amongst opposing factions of Board members continued; a decision was taken to declare Mr. Cooper's seat vacant, in accordance with Schedule 2 First Part (Section 14) of the 1870 Act, despite the fact that Mr. Cooper was present at the meeting and submitted that illness had prevented him from attending Board meetings during the previous six months. (3)

(1) Thornley Girls' School Log Book.

(2) T.S.E. Mins. 10.9.77.

(3) Ibid. 21.5.77.

As a result of this decision a most anomalous situation developed; Mr. Cooper continued to attend meetings of the Board despite the doubtful validity of his vote which was not registered.<sup>(1)</sup> He also decided to appeal to the Education Department against the Board's resolution, claiming his right to vote and enclosing a medical certificate to substantiate his previous statement relating to his indisposition.<sup>(2)</sup> Despite a letter from the Education Department<sup>(3)</sup> informing the Board that Mr. Cooper's seat could not be regarded as vacant, as the Department was satisfied with his explanation of absence, the majority party of the Board was unrelenting. They merely acknowledged receipt of a further communication<sup>(4)</sup> from the Education Department on the subject and as if to substantiate its previous action, decided at its next meeting, to appoint Mr. William Binks to the vice-chairmanship and to invite a Mr. William Dakers to fill the vacant seat.<sup>(5)</sup>

Mr. Dakers was singularly unimpressed by the honour suddenly bestowed upon him; in his reply to the invitation he wrote<sup>(6)</sup> - "I am surprised that you should have taken the liberty of electing me a member of the School Board without ever consulting me on the matter. It is best known to yourselves what your intentions were in placing me in such a position - I decline the appointment and will not be made a convenience of in this manner".

(1) T.S.B. Mins. 21.5.77 - 23.11.78.

(2) Ibid. 13.8.77.

(3) T.S.B. Mins. 13.8.77. - letter dated 6th August, 1877.

(4) T.S.B. Mins. 10.9.77.

(5) Ibid. 17.10.77.

(6) Ibid. 14.11.77.

The altercation between Mr. Cooper and the majority party continued throughout the remainder of the life of the First School Board. Mr. Cooper continued to attend meetings, voting on nearly every motion and having his vote disallowed by the chairman on each occasion.<sup>(1)</sup> At the meeting of the Board held on 3rd December, 1877, Mr. Cooper was required to make up the quorum of three members, but subsequently all the business transacted at that meeting was withdrawn, as the following meeting ruled that, in the opinion of the Board, Mr. Cooper was not a qualified member.<sup>(2)</sup>

At the instigation of Mr. Cooper the Education Department again endeavoured to persuade the Board to restore him to membership, but the Anglican Party remained adamant in their refusal. In its reply it stated "that it is in the province of the Board to decide whether the alleged cause of absence of a member is satisfactory".<sup>(3)</sup> The Education Department's next move was to advise the Board to obtain counsel's opinion; again the Anglican members were unmoved, stating in their reply that such action was unnecessary "as they had been advised on the matter by their clerk, a solicitor of 26 years experience".<sup>(4)</sup>

Having met with this rebuff the Education Department decided to refer the dispute to the Crown's Law Officers whose opinion was that "temporary illness does not require the approval of the school board, their approval is confined to other causes 'not being temporary illness'".<sup>(5)</sup>

(1) T.S.B. Mins. 27.12.77.

(2) Ibid. 27.12.77.

(3) Ibid. 25.2.78.

(4) Ibid. 25.3.78.

(5) Ibid. 13.7.78.

This ruling was conveyed to the Board who resolved to dismiss it as they believed their own construction of the point to be the correct one. (1)

This reluctance to accept the opinion of Law Officers of the Crown apparently moved the Education Department into more positive action and in a letter dated 25th July, 1878, they ordered the Board to restore Mr. Cooper's membership. (2) Even this direct instruction failed to intimidate the Board who informed the Education Department, "that this Board respectfully decline to act upon the order, believing it to be unauthorised by the Act". (3)

It seemed however that the constant drip of Education Department pressure was at last beginning to wear a very small chink in the School Board armour. For the first time in their correspondence with the Education Department on the matter the Board had shown a respectful declination and at the same meeting they condescended to take counsel's opinion. (4) Further it seemed that the clerk was becoming concerned with the apparently eternal wrangling and gave notice of his intention to resign at the termination of office of the present Board. (5)

The Education Department, now provoked into real disciplinary action, informed the Board that the case of Cooper had been referred to the District Auditor with a view to the possibility of "surcharging members of your Board in respect of monies illegally spent by your Board out of rates". (6)

(1) T.S.B. Mins. 13.7.78.

(2) Ibid. 12.8.78.

(3) Ibid. 12.8.78.

(4) Ibid. 12.8.78.

(5) Ibid. 9.9.78.

(6) Ibid. 9.9.78.

At the same meeting at which this letter was considered the reply from the Board's counsel relating to the Cooper case was also placed before members. Counsel advised the Board to remove the Education Department order to the Queen's Bench Division by "certiorari" with a view to its being quashed. After long deliberation the Board decided to take no further action on either item as the term of office of the Board was near its termination. (1) Indeed this decision was followed by anti-climax as the following two projected meetings of the Board failed to attract a quorum. (2)

There is no further record of the Education Department pursuing their veiled threat to surcharge members because of the Cooper case and the unhappy sequence of events, whatever their respective merits, must throw some doubts on the efficiency of a system, which allowed the majority party of a school board to use delaying tactics for eighteen months to achieve its ends.

This unfortunate situation was not to end with the termination of office of the First School Board; the Returning Officer, Mr. John Date, accused at the first election of failure to comply with the terms of the Ballot Act, failed on this occasion, at the appropriate time, to publish a notice of election for the Second School Board. (3) According to the terms of the

(1) T.S.B. Mins. 9.9.78.

(2) Meetings projected for 7.10.78. and 18.11.78.

(3) T.S.B. Mins. 23.11.78.

1870 Education Act<sup>(1)</sup> in such a situation the retiring members of a school board, or so many as were willing to serve, were deemed to be re-elected unless they all refused to serve, in which case the Education Department could appoint another day for the election, or proceed as in the case of a school board in default.

In this instance, all five members, including Mr. Cooper, signified their willingness to continue and Mr. Brunton, the clerk, reconsidered his previous decision to resign, deciding to continue in office, at least temporarily, at his previous salary, despite efforts by Messrs. Cooper and Galt to have it reduced to £15 per annum. Rev. William Mayor was again elected chairman and Mr. William Binks vice-chairman.<sup>(2)</sup>

(1) 33 and 34 Vict. C.75. Second Schedule, First Part rule 5(b).

(2) T.S.B. Mins. 2.12.78.

DENOMINATIONAL CONTROVERSY

Shortly after the formation of the Second School Board, a letter dated 28th January, 1879 was received from the Education Department requesting information concerning the number of Roman Catholic children attending Board Schools. (1) This enquiry had initially been prompted by an application on behalf of Thornley St. Godric's R.C. School to be placed on the annual grant list. The Board had opposed the application on two counts. (2) It alleged that the R.C. School was attended by many children for whom the new Board Schools were provided and it objected to the lower fees charged at the R.C. School compared with Board Schools.

To emphasise these objections, the Board despatched a further letter to the Education Department in April, 1878, reminding the Department that the Board had been formed compulsorily because neither the Colliery Company's School nor the R.C. School was considered efficient. The Board further pointed out that their population was decreasing and that their highest weekly attendance had been 135 boys, 116 girls and 119 infants whereas the various departments could accommodate 180, 180 and 240 respectively. (3) Indeed, despite the fact that St. Godric's was the only other school in the parish, the Board indicated that it would be prepared to enlarge its own schools rather than support grant aid for the Roman Catholic School. (4)

(1) T.S.B. Mins. 24.2.79.

(2) Ibid. 25.2.78.

(3) Ibid. 27.4.78.

(4) Ibid. 13.7.78.

The Board retained its inflexible attitude on this point and in its reply to the January, 1879 enquiry from the Education Department, indicated that no Roman Catholic children were attending Board Schools, because "the heads of the R.C. Church prevent such children from attending and direct them to the R.C. School which is unsuitable, not having proper sanitary or other appliances". (1)

This reply showed some inconsistency; the Board condemned the R.C. School as unsuitable, yet objected to grant-aid being made available to help raise the standards of accommodation. The Education Department apparently considered the reply unacceptable and drew the Board's attention to the fact that 160 of the 172 children attending the R.C. School had never attended any other school. They also posed the following question to the Board - "assuming that annual grants are refused to the R.C. School, I am directed to enquire whether your Board are of the opinion that they can obtain the attendance at the Board school of children now attending the R.C. School". (2)

The Board ignored the question, repeated their former objections and further alleged that the R.C. School was in reality a building specifically erected as a place of worship and unsuitable for scholastic purposes. (3) In an evident attempt, however, to attract children from the R.C. School, the Board at this juncture decided to reduce its own school fees to the following rates:- (4)

(1) T.S.B. Minn. 24.2.79.

(2) Ibid. 24.3.79.

(3) Ibid. 24.3.79.

(4) Ibid. 24.3.79.

Boys and Girls Department -  
Standards I & II

- 3d. instead of 4d. per week.

Boys and Girls Department -  
Standards III, IV, V, VI

- 4d. instead of 6d. per week.

Infants (under 6 years of age)

- 2d. instead of 3d. per week.

Infants over 6 years

- to remain at 3d. per week.

Cognizance was taken of the Board's strongly held objections and the R.C. School's application for recognition and annual grant was eventually refused. (1) Despite this rebuff the R.C. School, which had been remodelled in 1878, continued to function throughout the Board's period of authority and from 1882 did receive grant-aid from the Education Department. (2)

Midway during the term of office of the Second School Board, Mr. William Brunton, the Clerk, finally resigned after indicating his wish to do so on two previous occasions. He was succeeded by a local resident Mr. Richard Balderstone who took up office in November, 1880 at a salary of £25 per annum. (3) The election of the Third School Board resulted in the return of three new members, Mr. John Dees, Rev. William Welford and Rev. J.B. Bulietti. (4) Mr. Philip Cooper, who had been the central figure of controversy during the period of the First Board, was elected chairman and Mr. William Hall, vice-chairman. (5)

(1) T.S.B. Mins. 11.10.79.

(2) Report of C.C.Ed. 1882-83 and successive reports to 1904. The School Board minutes do not register this information but it is perhaps significant that the school was placed on the grant list during a period when the Board chairman represented R.C. interests.

(3) T.S.B. Mins. 25.10.80.

(4) Ibid. 28.11.81.

(5) Ibid. 28.11.81.

FINANCIAL DIFFICULTIES

During the period of the Third Board's administration the Colliery Company encountered grave financial difficulties owing to the uneconomic trading of the Thornley Mine. In April, 1884, the Company were unable to pay wages to their employees and the colliery was closed. The complete dependence of the village economy on the coal industry was tragically illustrated; the overseers were unable to collect rates from their largest contributor, the Colliery Company, and only a proportion of their dues from traders whose incomes were largely dependent on business from coal miners. Consequently the overseers were unable to meet the precept demands of the Board and by May of 1884 the total cash assets of the Board were reduced to £9. They were unable to meet tradesmen's accounts or indeed pay their teachers who were summoned to a meeting of the Board to have the position explained to them. (1)

An appeal was despatched to the Education Department who "regretted that no assistance can be given to the Board in its financial troubles". They suggested that the Board call for an early enforcement of a magistrates order granted to the overseers against the Colliery Company. As a result of this advice the Board wrote to the Assistant Overseer at Thornley insisting upon immediate payment of the precepts not yet honoured. (2) Such action was optimistic in the extreme: the Colliery Company was bankrupt and other ratepayers in the parish were themselves in reduced

(1) T.S.B. Mins. 9.5.84.

(2) Ibid. 9.5.84.

circumstances and unable to meet rate demands. A distress warrant was taken out against Mr. William Ford representing the colliery owners, but the Board<sup>(1)</sup> realising that there may be a considerable time lag before income was available from this source, decided to meet the crisis by adopting bold emergency measures. These involved giving three months' notice to all staff, including teachers and the school warden, and allowing free schooling to all children whose parents were not receiving wages.<sup>(2)</sup> By the end of July, 1884, all the staff, apart from the three head teachers had left the service of the Board<sup>(3)</sup> and by January, 1885, the three departments had been amalgamated into a single mixed and infants school.<sup>(4)</sup>

The only immediate source of financial relief was in the form of grants from the Education Department. When inspectors visited the school on 3rd July, 1884, they were met by a deputation from the Board who explained the dire financial position to them. This somewhat irregular approach appeared to pay dividends; by the end of July the Board received a cheque for £306. 5s. Od. from Her Majesty's Paymaster General in respect of grant earned enabling the arrears of salary to be paid to all staff.<sup>(5)</sup>

The financial crisis was by no means resolved however; the Public Works Loan Board was demanding its dues in respect of capital loans on school building and there seemed no immediate prospect of the re-opening

(1) T.S.B. Mins 23.5.84.

(2) Ibid. 23.5.84.

(3) Ibid. 1.8.84.

(4) Thornley School Log Books.

(5) T.S.B. Mins. 1.8.84.

of the colliery which had been offered for sale by the previous owners.<sup>(1)</sup><sup>182</sup>  
The Board estimated that if the colliery remained closed, the parish rateable value would be so reduced that, even with maximum economies, the school rate would rise to at least 3/- in the £.<sup>(2)</sup>

Continuing pressure from the Public Works Loan Board resulted in a decision by the Board to apply to the Castle Eden magistrates "for summonses against the overseers for the balance of precepts amounting to £275. 7s. 8d."<sup>(3)</sup>  
The Bench decided that they had no jurisdiction in the matter as the 1870 Education Act empowered the Board to assume all the powers of making, levying and collecting a rate themselves if the rating authority was in default.<sup>(4)</sup>  
The Board, realising that their own attempts to effect this would be no more fruitful than those of the overseers, decided to take no further action.

It was nearly two years before the employment situation was resolved: the colliery was acquired by the Weardale Iron and Coal Company who resumed operations early in 1886. This lengthy period of colliery closure and consequent unemployment left a trail of disruption in its wake; the exodus of colliers resulted in a dramatic reduction in population<sup>(5)</sup> and those remaining were forced to accept inferior standards of living.

(1) T.S.B. Mins. 1.8.84.

(2) Ibid. 1.8.84.

(3) Ibid. 24.10.84.

(4) 33 & 34 Vict. C.75 S.56.

(5) The 1891 Census of population showed 2070 inhabitants compared with 3132 in 1881 - a reduction of nearly 34%

From an educational viewpoint restricted funds resulted in inferior staffing ratios, enforced re-organisation of the schools and a virtual halt to any expansion of facilities. As from January, 1885, the three departments were combined under the headship of Mr. Thomas Douglas, previously head of the boys' department, at a reduced salary of £100 per annum plus one quarter of Government grant. He was assisted by his wife, who was responsible for the infants, at a reduced salary of £50 per annum and two female pupil teachers. (1) Voluntary assistance with the superintendence of sewing classes was provided by Mrs. Mayor, wife of the Board Chairman. (2) All the remaining staff were dispensed with including the clerk who was temporarily replaced by Mr. Rowland B. Mayor, son of the Chairman, at a salary of £20 per annum. (3)

Even these reductions were not considered adequate and further economies were effected in July, 1886; the services of Mr. and Mrs. Douglas were terminated and they were replaced by headmistress, Miss A. Phorson, at a salary of £50 per annum plus one-eighth Government grant, and one assistant, Miss M. Robinson at a salary of £21 per annum. (4) At the same time Mr. Mayor, the temporary clerk left the district and a further £5 per annum was saved by replacing him with Mr. John S. Nicholson, a solicitor, as part-time clerk at a salary of £15 per annum. (5)

(1) T.S.B. Mins. 28.11.84.

(2) Ibid. 26.3.86.

(3) Ibid. 19.1.85.

(4) Ibid. 13.7.86.

(5) Ibid. 10.11.86.

During the period of colliery closure attendance dropped considerably, despite the Board's decision to allow children of unemployed workers to attend school without payment of fees. The following school log book entries indicate some of the difficulties:-

Thornley Infants' Department - "Never since the school opened has attendance been so bad. Average attendance 32. Number on books 80." (1)

Thornley Boys' Department - "The teachers now find it difficult to impart instruction with ordinary success. Perhaps an insufficiency of food and the excitement of the times may be the cause." (2)

Although the staffing position improved with the re-opening of the colliery it was not until 1889 that the school was again organised into separate departments, one for boys and the other for girls and infants. (3) This pattern was maintained until September, 1892, when the infants' class again achieved the status of a separate department with its own head teacher. (4)

(1) Thornley Infants' School Log Book 5.12.84.

(2) Thornley Boys' School Log Book 5.8.84.

(3) T.S.B. Mins. 29.7.89.

(4) Ibid. 5.8.92.

Meanwhile the terms of the 1891 Education Act had become operative and the Board decided to accept the 10/- fee grant and abolish fees in their schools as from 1st September, 1891.<sup>(1)</sup> Quite irregularly however, they continued to charge 1d. per week in respect of all children in Standards IV, V, VI and VII towards the cost of books. It was not until 4th November, 1893, that this practice was abolished, consequent upon a letter from the Education Department pointing out that free education included free books and slates.<sup>(2)</sup>

In April, 1893, the Colliery Company again encountered financial difficulties; a large number of coal miners had their engagements terminated and the colliery was reduced to part-time working. By the following month many families were leaving Thornley for surrounding villages where the coal mines showed greater prosperity and as a result school attendance decreased rapidly.<sup>(3)</sup> Fortunately this crisis was of short duration and by the end of 1893 the position had materially improved; the colliery resumed full-time working and school attendance was restored to its pre-April average.<sup>(4)</sup>

(1) T.S.B. Mins. 21.8.91.

(2) Ibid. 3.11.93.

(3) Thornley School Log Books.

(4) Ibid. Girls' school average attendance was 122 in March, 1893, and 133 in July, 1894. Boys' school average was 164 in February, 1893, and 160 in December, 1893.

SUBSEQUENT DEVELOPMENTS

In 1898 the Board turned its attention to the provision of a centre for the training of pupil teachers and a joint meeting was held at Wheatley Hill on 26th August, 1898, with representatives of the Haswell and Wingate School Boards. The Cassop-cum-Quarrington Board had also been invited but declined the invitation. Representatives of the three boards resolved:-<sup>(1)</sup>

- (a) That the school boards jointly organise central classes for the training of pupil teachers and that such classes be held on Saturday mornings in Wheatley Hill Board Schools.
- (b) That voluntary schools in the districts be permitted to send their pupil teachers on the same conditions as the school boards.
- (c) That each voluntary school that sends pupil teachers to the Centre be allowed one representative on the joint committee.
- (d) That each school board guarantees £1. 10s. 0d. in respect of each of their pupil teachers attending the Centre.
- (e) That a teacher be advertised for to take charge of the Centre.

At a subsequent joint meeting it was decided to appoint Mr. T.S. Elliott of Sunderland as "Instructor of Pupil Teachers" at a salary of £30 per annum plus his return railway fare, his engagement to commence on 14th January, 1899.<sup>(2)</sup>

(1) T.S.B. Mins. 26.8.98.

(2) Ibid. 4.11.98.

However when an agreement was formulated for signature by representatives of the three boards, in accordance with Section 52 of the 1870 Education Act, Haswell declined to seal the agreement and withdrew its teachers from the central Pupil Teachers' Centre. Thornley and Wingate decided to continue their support of the Centre and confirmed this in a letter, dated 23rd August, 1900, addressed to the Education Department enclosing a copy of the signed agreement.<sup>(1)</sup>

During the term of the Ninth Board (1899 - 1902) a further census of the district was taken revealing the following position in November, 1900:-<sup>(2)</sup>

<u>Number of children in parish between three and fourteen years, excluding those over thirteen years of age who had left school with an exemption certificate</u>	- 703
No. of children attending school - Thornley Board Boys	- 183
" " " " " " " - Thornley Board Girls	- 183
" " " " " " " - Thornley Board Infants	- 154
" " " " " " " - St. Godric's R.C.	- 183
Under private instruction	- 1

According to this census only three children over the age of five years and only twenty-five children between three and five years were not attending any school. It was found that 44 children between three and five years of age, although not compelled by statute, were also attending school.<sup>(3)</sup>

(1) P.R.O. Ed. 2 - 151/2770.

(2) T.S.B. Mins. 7.12.1900.

(3) Ibid. 7.12.1900.

The position had changed dramatically in less than 25 years:

in 1875 there were approximately 200 children in average attendance out of a total population of 3,059, and in 1902 with a reduced population of 2,938 there were approximately 590 children in average attendance.<sup>(1)</sup>

The inadequate school buildings provided by the Colliery Company had been superseded by a much larger establishment comparatively well equipped and furnished. Unqualified teachers had been replaced by better trained personnel and standards of attainment had risen considerably; some recognition of the value and importance of education had been established.

(1) T.S.B. Mins. 7.3.1902.

EVALUATION OF THE BOARD'S ACHIEVEMENTS

Despite its economic difficulties the Board succeeded in establishing a reasonable standard of education in its district although it suffered from many of the ailments affecting small education authorities. Limitation of finance has always been a problem with small authorities, producing an inhibiting effect on those who wish to experiment or expand their activities. Lack of size is also often acquainted with a degree of inflexibility, occasioned by fear, and this seemed to manifest itself, in the case of Thornley, by the Board's opposition to the application of the only voluntary school in the district to be placed on the grant list. The initial religious controversy, which seemed during the First School Board period, to be in danger of stifling the progress of elementary education in the district, eventually subsided without ever completely disappearing.

For most of the time the Anglican Church members held power, and although the Roman Catholics often secured two seats on the Board, the balance, usually vested in a Dissenter, was generally cast in favour of the Established Church. It was the communal suffering of the 1830's which appeared to weld the various denominational factions into a more unified team engaged on the urgent task of comforting both physical and spiritual distress; by the end of the century the Board minutes showed little sign of strong denominational feeling.

The Board Schools were often handicapped by inadequate staffing occasioned by economic stringency and successive reports of H.M. Inspectors

bear witness to this. (1) Head Teachers often referred to these staffing difficulties, (2) which coupled with occasional parsimony in salary structures, resulted in constant staff changes, to the general detriment of even progress.

The use of the school premises outside of normal school hours appeared to be a feature of the district and the Board minutes record applications submitted, and granted, from the following wide range of organisations:- (3)

Ambulance Brigade; Cricket Club; Football Club; Miners' Lodge; Parish and Parish Council Meetings; International Order of Good Templars; Anglican Church and the Welsh Chapel.

In addition the school was frequently used for concerts, entertainments, musical evenings and jumble sales - a veritable 19th Century community centre!

(1) Thornley School Log Books - e.g. Mr. H. Brown's report dated 27th July, 1892 - "The staff of the Boys' school should be at once strengthened so as to meet the requirements of Article 73 which are not at present being satisfied."

(2) Thornley Boys' School Log Book - 10.11.1902 - "Board decided to transfer a member of the Boys' school staff to the Girls' school leaving only two teachers (including the head), a matter of impossibility." Further reference is made to this in Chapter VII.

(3) Although there is evidence, in the minutes of the Hedworth, Monkton and Jarrow S.B. and the Stanhope S.B., that a number of Board Schools were used by local voluntary organisations, the Thornley Board Schools seem to have been much more widely used for these purposes.

In August, 1902, the Board decided to extend the school and accepted a tender of £852. 10s. 0d. for the erection of extra classrooms, a cookery centre and extra lavatory accommodation. (1) This was one of the last major decisions of the Board which was to disappear on 1st April, 1904, when, in accordance with the terms of the 1902 Education Act, responsibility passed to the Durham County Council.

In consequence a triennial election was not held in 1903 and existing members of the Board continued in office. (2) The last meeting of the Board was held on the 25th March, 1904, without direct reference in the minutes to any transfer of authority. The Clerk read the provisional instructions which he had received from the County Education Committee to sub-committees and managers and sounded the last chapter in the history of the Board. (3)

The five members of the Board became the five members of the newly constituted Thornley Council Schools Sub-Committee which held its first meeting on 6th May, 1904. (4) From this date the new County bye-laws replaced the local bye-laws and the consent of the County Council was required for all appointments and finance. (5) The transition appeared painless.

(1) T.S.B. Mins. 19.8.1902.

(2) Ibid. 9.1.1903.

(3) Ibid. 25.3.1904.

(4) Thornley Council Schools Sub-Committee Minutes 6.5.1904.

(5) Ibid. 1.7.1904.

CHAPTER VII

SPECIAL PROBLEMS ASSOCIATED WITH THE EVOLUTION OF THE SCHOOL  
BOARDS UNDER REVIEW:-

- (A) School Fees
- (B) School Attendance
- (C) Teachers' Salaries and Conditions of Service
- (D) Religious Instruction in Board Schools

A. SCHOOL FEES.

In introducing the 1870 Education Bill in the House of Commons, Mr. W.E. Forster was adamant that fees should be charged in schools provided by the new school boards - "The parents paid in school fees last year about £420,000 ..... If this scheme works ..... that £420,000 would have to be doubled, or even trebled. I hope the country would be ready to incur that cost if necessary; but I think it would be not only unnecessary, but mischievous".<sup>(1)</sup> It seemed, therefore, that although economic considerations played the major part in Mr. Forster's decision, he was also concerned lest completely free education should undermine the duty of parents. This Victorian concept was tempered by a modifying clause which empowered school boards to remit the whole or part of a fee, in cases where parents were unable to meet school fees owing to poverty.<sup>(2)</sup>

Fees, to a maximum of 9d. per week, persisted in public elementary schools, until the enactment of the Elementary Education Act of 1891, which offered a fee grant of 10/- per head, on condition that no charge be made in respect of any child over three and under fifteen years of age.<sup>(3)</sup> The vast majority of public elementary schools, both statutory and voluntary, took advantage of this Act and school fees in this sector of education were virtually abolished.<sup>(4)</sup>

(1) Speech by Mr. W.E. Forster introducing the Elementary Education Bill into the House of Commons, 17th February, 1870.

(2) 33 & 34 Vict. C.75 S.17.

(3) 54 & 55 Vict. C.56 SS. 2 & 3.

(4) By August 1893 only 132 schools out of 19,515 had refused the grant.

The 1870 Education Act introduced a degree of compulsion in those parts of the country where school boards had been formed and had elected to enact bye-laws making school attendance compulsory.<sup>(1)</sup> It seemed somewhat illogical therefore that school fees should be charged in cases where parents were compelled to send their children to school. It became even more illogical after the 1876 Education Act which covered the country with local education authorities, all empowered to frame bye-laws, and the 1880 Education Act<sup>(2)</sup> which put an obligation on all these authorities to effect such bye-laws making school attendance compulsory. Nevertheless it was not until eleven years after this universal compulsion that fees were finally abolished, due possibly to a combination of economic circumstances and opposition from those who considered that abolition of fees would be commensurate with a weakening of parental responsibility.

During that period of school board administration when fees were payable, there were constant pressures on parents, pupils and teachers; parents faced with the sometimes overwhelming task of paying their dues, pupils turned away from school because of their parents' financial plight or irresponsibility, and teachers placed in the unenviable position between sympathy for their charges and duty to their employers.<sup>(3)</sup>

(1) 33 & 34 Vict. C.75 S.74.

(2) 43 & 44 Vict. C.23 S.2.

(3) J.S.B. Mins. 12.9.78. - In a letter dated 20th Aug., 1878 to the Board, the District Auditor commented, "Arrears of school fees are a serious subject, some teachers may not be so happy as others in getting in fees, it requires tact and management and every encouragement should be given to promote success in collecting".

Forster had assumed that school board expenditure would be obtained from three sources in about equal proportions; public taxes by way of Exchequer grant, local rates, and school fees.<sup>(1)</sup> Many boards had therefore to decide on a scale of fees which would keep them viable, consistent with precepting for an acceptable rate levy.

Fees charged by school boards varied considerably; in 1873 however 92.15% of children in board schools paid a fee of between 1d. and 4d. per week and 65.28% a weekly fee of between 2d. and 4d.<sup>(2)</sup> Such fees were usually related to the age of the child, his standard of attainment, the number of children in the family or to a combination of these items. In the cases of the boards under review, Hedworth, Monkton and Jarrow and Thornley related their fees to "Standard"<sup>(3)</sup> whilst rural Stanhope decided to link their fees with family size and so reduce the financial strain on larger families. The fees initially charged by Thornley and Hedworth, Monkton and Jarrow School Boards are compared overleaf

(1) Forster's speech introducing the Elementary Education Bill, 17th Feb., 1870.

(2) Report of the C.C.Ed. 1873-74.

(3) "Standards" laid down in the Education Department Codes were standards of proficiency or attainment. The class to which a pupil was allocated reflected his stage of attainment and was commonly known by a Standard number; the larger the number the greater the proficiency.

	<u>Thornley</u> <sup>(1)</sup>	<u>Hedworth, Monkton</u> <u>and Jarrow</u> <sup>(2)</sup>
Infants	3d. per week	1d. per week
Children in Standard I	-	2d. " "
Children in Standards I & II	4d. " "	-
Children In Standards II, III & IV	-	4d. " "
Children in Standards III, IV, V & VI	6d. " "	-
Children in Standards V & VI	-	6d. " "
Pauper children	3d. " "	-

In Thornley there was a maximum charge of 1/- per week per family regardless of the number of children in the family attending school; this measure like that adopted by Stanhope was designed to prevent financial overburdening of large families.

In Stanhope Parish where fees were entirely dependent on the number of children in the family attending school, the charges were <sup>(3)</sup>:-

- (a) Where not more than two children of a family were attending the school - 4d. each per week.
- (b) Where three or more children of a family were attending the school -
- |                     |   |                    |
|---------------------|---|--------------------|
| First two children  | - | 4d. each per week. |
| Third child         | - | 3d. " " "          |
| Fourth & subsequent | - | 2d. " " "          |
- (c) Infants under seven years of age - 2d. each per week.

(1) T.S.B. Mins. 10.9.1877.

(2) J.S.B. Triennial Report 1871-74.

(3) S.S.B. Mins. 14.8.74.

In Thornley and Hedworth, Monkton and Jarrow it was usual for school fees to include the provision, by the school, of all text books, copy books and a certain amount of stationery, but in Stanhope children were required to pay for all books, slates, pens and pencils "which the master shall supply at cost price".<sup>(1)</sup>

The Hedworth, Monkton and Jarrow Board appeared immediately aware of the problems besetting poor families and when they introduced their scale of fees, they also made provision to meet these problems. It was agreed that the whole or part of fees should be remitted in those cases where, in the opinion of the Board, the parent was unable to pay:<sup>(2)</sup>

- (i) Where the family consists of two persons, and the weekly income (after allowing for rent) does not exceed 4/- per head per week.
- (ii) Where the family consists of three or four persons, and the income (after allowing for rent) does not exceed 3/6d. per head per week.
- (iii) Where the family consists of five or six persons and the income (after allowing for rent) does not exceed 3/- per head per week.

(1) S.S.B. Mins. 14.8.74.

(2) J.S.B. Triennial Report 1871-74.

Such expenditure was met by the Board until the 1876 Education Act put a duty on Boards of Poor Law Guardians to pay the fees of children whose parents were unable to do so because of poverty;<sup>(1)</sup> however after this new legislation the Board decided not to remit fees and to advise parents to apply to the Poor Law Guardians.<sup>(2)</sup>

Thornley Board, which because of trade depression was in some financial difficulty throughout much of its existence, also took advantage of the 1876 Act and placed the responsibility of paying fees on the Poor Law Guardians. Although this procedure may have immediately helped Board funds it was of small assistance to the Parish ratepayers "as fees remitted by the Thornley School Board and paid by the School Attendance Committee in accordance with Section 35 of the 1876 Education Act are charged to the Township of Thornley".<sup>(3)</sup> Prior to 1876, the Stanhope School Board was also somewhat parsimonious in its attitude to the remission of school fees,<sup>(4)</sup> but this policy was reversed after the 1876 Act when responsibility for paying the fees of poor children became a function of the Poor Law Guardians.

(1) 39 & 40 Vict. C.79 S.10.

(2) H.M. & Jarrow S.B. Mins. 14.12.76 and 22.2.77.

(3) T.S.B. Mins. 21.3.81 - letter from the Clerk to Easington Poor Law Guardians.

(4) S.S.B. Mins. 12.2.75.

Scales of fees could be amended in the light of changing circumstances subject to Education Department approval.<sup>(1)</sup> Stanhope Board, in an endeavour to eliminate the arrears of unpaid fees, decided to reduce their charges for six months from 1st November, 1878. To reinforce their belief that the new scale of fees reproduced below,<sup>(2)</sup> was within the reach of all, apart from those whose fees were paid by the Poor Law Guardians, a circular letter was addressed to all head teachers advising them that in future "inability to pay was no excuse" and children were to be excluded from school if fees were not paid.<sup>(3)</sup>

First child of a family in attendance at the school - 4d. each per week.

Second " " " " " - 3d. " " "

Third " " " " " - 2d. " " "

Fourth " " " " " - FREE

Infants under seven years of age - 2d. each per week.

In 1886 fees were further reduced in respect of all scholars who had passed the IVth, Vth, VIth and VIIth Standards in Boards Schools "provided that such scholars attend school regularly".<sup>(4)</sup> A year later however it was found that this measure had not produced the desired results and a return was made to the original charges.<sup>(5)</sup>

(1) 33 & 34 Viet. C.75 S.17.

(2) S.S.B. Mins. 1.11.78.

(3) Ibid. 29.11.78.

(4) Ibid. 16.7.86.

(5) Ibid. 23.9.87.

The decision of the Thornley School Board to reduce their school fees was taken in the middle of an altercation involving the Education Department and the managers of the St. Godric's Roman Catholic School, the only voluntary school in the Parish. The managers of the R.C. School had applied to the Education Department for annual grant and in accordance with usual practice the views of the local board on the application had been sought. The Thornley Board strenuously opposed the application, informing the Education Department that the Board schools provided ample accommodation for the entire school district. The Education Department apparently not completely satisfied with the Board's reply enquired "whether your Board are of the opinion that they can obtain the attendance at the Board Schools of those children now attending the R.C. School".<sup>(1)</sup>

It seemed that, because of denominational differences, such a task would be beyond the powers of the Board, but, in a token attempt to increase the appeal of their own schools compared with the R.C. school, a reduction in fees was effected as from 31st March, 1879:-<sup>(2)</sup>

	<u>New Fee</u>	<u>Old Fee</u>
Standards I & II	3d. per week	4d. per week
Standards III, IV, V & VI	4d. per week	6d. per week
Infants (under 6 years of age)	2d. per week	3d. per week
Infants (over 6 years of age)	3d. per week	3d. per week

(1) T.S.B. Mins. 24.3.79.

(2) Ibid. 24.3.79.

The new scale of fees was approved by the Education Department without demur, perhaps because even this scale exceeded the fees charged by the R.C. School. No further change in fees was made until November, 1881 when fees for infants between three and five years of age were further reduced to 1d. per week. (1)

During the critical period which commenced in 1884 after the closure of the colliery, the Board decided to offer free schooling to all children whose parents had not received wages. From this date until 1889 each meeting of the Board dealt with numerous cases of fees remission; monthly reminders, if such were necessary, of the economic plight of the parish.

The fees adopted by the Hedworth, Monkton and Jarrow School Board remained constant until the opening of the Jarrow Higher Grade School in April, 1886. Children attending the Higher Grade School were required to pay higher fees; 9d. per week as a basic fee, plus an extra 3d. per week for stationery and the use of books. (2) There appears to have been some discrimination against children from poorer homes at this stage, as the Board decided that application for remission of fees would not be considered in respect of Higher Grade School pupils. (3) Although there is no evidence that the Board expressly desired to create a process of selectivity, there were 22% of children in the district in 1886 who had their fees remitted. (4) It seems fair to assume, therefore, that nearly one-quarter of the children in Jarrow could have been debarred, on financial grounds, from attending the Higher Grade School.

(1) T.S.B. Mins. 31.10.81.

(2) J.S.B. Mins. 29.4.86.

(3) Ibid. 29.4.86.

(4) Ibid. 16.11.86.

In 1889 a decision was taken to adjust school fees in all schools; and a revised scale was introduced:- (1)

	<u>Revised Scale</u>	<u>Previous Scale</u>
Children in Standard I	3d. per week	2d. per week
Children in Standard II	3d. " "	4d. " "
Children in Standards III & IV	4d. " "	4d. " "
Children in Standards V, VI & VII	5d. " "	6d. " "
Infants	2d. " "	1d. " "
<b>Higher Grade Schools:</b>		
Children in Standards I to VI inclusive	1/- per week	} 9d. per week plus 3d. for books and stationery.
Children in Standard VII *	6d. per week	
Children in Standard EK - VII **	3d. (2) per week	

All new fees to include the free use of stationery and books

\* If pupils had passed Standard VI in all subjects.

\*\* If in attendance at any of the District's Board Schools.

In common with the vast majority of school boards in the country, Jarrow, Stanhope and Thornley all took immediate advantage of the 1891 Education Act and abolished fees in their schools as from 1st September, 1891.

(1) J.S.B. Mins. 17.4.89.

(2) Ibid. 5.2.90. = Raised to 6d. per week in February, 1890.

## B. SCHOOL ATTENDANCE

Although the 1870 Education Act did not introduce universal compulsion in school attendance, it did provide the facility whereby school boards could pass bye-laws introducing compulsory attendance for those children between five and thirteen.<sup>(1)</sup> In 1876 this facility was extended to the newly created school attendance committees in accordance with the terms of the 1876 Education Act<sup>(2)</sup> and from then onwards the whole country was covered by education authorities, each equipped with the necessary statutory powers to effect compulsory attendance.

These two measures did in fact result in nearly 73% of the country's population being subject to bye-laws by 1880 although there were still some reluctant authorities, especially in rural areas. The Liberal Government, elected in 1880, decided to deal with this minority problem through the 1880 Education Act<sup>(3)</sup> which placed a duty on all local education authorities to pass bye-laws making attendance compulsory for all children between five and thirteen.<sup>(4)</sup> There were still however many exemptions on

(1) 33 & 34 Vict. C.75 S.74 - Under this section, however, byelaws requiring children between ten and thirteen to attend school, had to provide for the total or partial exemption of children who had reached certain standards of attainment. Neither had such bye-laws to include conditions "contrary to anything contained in any Act for regulating the education of children employed in labour".

(2) 39 & 40 Vict. C.79 S.21.

(3) Commonly known as the Mundella Act after its sponsor Mr. A.J. Mundella, Vice-President of the Committee of Council on Education from 1880-1885.

(4) 43 & 44 Vict. C.23 S.2.

the grounds of attainment, for children between the ages of ten and thirteen, and even at this stage some authorities were not over-enthusiastic in enforcing their bye-laws. Moreover the conditions for exemption varied greatly from one school district to another.

All three boards under review acted with the utmost expedition in framing their bye-laws; Hedworth, Monkton & Jarrow School Board, formed in April, 1871, had enacted bye-laws by November of the same year, Stanhope School Board formed in March, 1874, had their bye-laws approved in July, 1874, and Thornley School Board elected in November, 1875, had adopted bye-laws by January, 1876. Copies of all three sets of bye-laws appear in the appendices.

Hedworth, Monkton & Jarrow School Board quickly saw the need to involve all parents in the task of securing good school attendance; an address was circulated to every house in the district urging all parents to send their children to school and drawing attention to the penalties for contravention of the bye-laws.<sup>(1)</sup> In January, 1872, the Board appointed an officer to enforce the bye-laws and this measure resulted in an immediate increase in school attendance. When an additional officer was appointed later in the year a larger attendance was secured at most schools, both statutory and voluntary. By the end of 1873 the figures for all public elementary schools showed a substantial increase on the 1871 returns:-<sup>(2)</sup>

(1) J.S.B. Triennial Report 1871 - 74.

(2) Ibid.

	<u>No. of children on Registers</u>	<u>Average Attendance</u>
1871	2,463	1,666
1873	4,100	2,921
Increase	1,637	1,255
% Increase	66%	75%

Although the larger number of children attending school in 1873 compared with 1871 must have included many reluctant scholars, the average attendance for the whole district improved from 67% to 71%. During the period from 1871 to 1874 the school attendance officers<sup>(1)</sup> visited, or revisited, 2201 families in respect of 2701 children. The Board found it necessary during this period to serve notices to 1238 parents in respect of 2677 children and to summon 299 of these parents before the County Magistrates.<sup>(2)</sup> So much emphasis was focussed on school attendance at this stage of development that the Board's first triennial report stated: "The most important and difficult part of school board work is to see that every child attends school, as it is useless to have names on the books unless regular and punctual attendance is enforced. In fact this will always be the most important work of the Board, and the necessity of its machinery will exist until a different state of society is attained."<sup>(3)</sup>

In 1877 the original bye-laws were amended increasing the total exemption age to twelve years and the attainment to the VIth Standard; half-time attendance for children under twelve years of age was virtually abolished.<sup>(4)</sup>

(1) Originally referred to as "bye-laws officers".

(2) J.S.B. Triennial Report 1871-1874.

(3) Ibid.

(4) J.S.B. Mins. 14.6.77.

Novel methods were occasionally used by the Board in their endeavours to increase attendance; at Dunn Street Infants' School, where attendance during 1877 had been particularly poor, a school treat, paid for by private subscription, was given to all pupils.<sup>(1)</sup> Although there is no evidence that the outing was responsible, average attendance at the school increased, within two months, from 114 to 157.<sup>(2)</sup> At the same time more punitive measures were also being put into effect; during the period August to September, 1877, 235 parents were summoned before the Board for failing to send their children to school and 33 of these cases were the subject of appearances before the local magistrates.<sup>(3)</sup> In an endeavour to further increase attendance, additional school attendance officers were appointed and by 1880, the year of the Mundella Act and universal compulsion, the number of children attending school regularly had shown a remarkable increase, especially in the Board's own schools. Figures for the Board's eleven school departments were:-<sup>(4)</sup>

	<u>No. on Books</u>	<u>Average Attendance</u>	<u>Percentage</u>
1876	1,584	994	62%
1880	3,999	2,804	70%

(1) J.S.B. Mins. 3.9.77.

(2) Ibid. 11.10.77.

(3) Ibid. 13.9.77.

(4) Ibid. 12.8.80.

Some value of the work of the Board's four school attendance officers may be gauged from a summary of their activities during a period of three weeks in July, 1880:-(1)

Number of house to house visits	-	2,753
Enquiries regarding irregular attendance	-	1,667
Number of legal notices served	-	54
Number of prosecutions	-	26
Number of visits to elementary schools	-	146
Number of parents summoned before Attendance Committee	-	88

Despite the excellent improvement in the attendance position, Board members felt that the more persistent offenders were being dealt with too leniently by the magistrates and that this was prejudicing the efforts of the attendance officers. They decided to send a deputation to the magistrates urging the infliction of fines on parents of absentee children rather than the mere making of attendance orders. (2) This action did not apparently secure the desired results; occasional reference was made to the inadequacies of the local magistrates in this respect during the next fifteen years of the Board's administration, culminating in a further frontal approach in 1896. A letter was received from the Clerk to the Magistrates offering full co-operation to the Board in the task of carrying out the spirit and intention of the Education Acts, but suggesting that a responsible officer from the Board should be present at all school attendance

(1) J.S.B. Mins. 12.8.80.

(2) Ibid. 10.3.81.

cases - "if such an official had been present many of the complaints would not have reached your Board".<sup>(1)</sup> From this date a more amicable and efficient state of affairs must have existed as there are no further accusations of magisterial failures.

By 1884, each of the staff of school attendance officers, which had now grown to five members, was allocated specific schools in addition to areas, and held directly responsible for the regular and punctual attendance of the children attending the schools assigned to him.<sup>(2)</sup> From this time there was a further increase in school attendance, both in Board Schools and voluntary schools: during July 1887, voluntary schools secured an average attendance of 77% and Board schools 80%.<sup>(3)</sup> During 1890 however there was a slight decrease in average attendance in Board schools to 80.1% compared with the previous year's figure of 81.5%. To help the situation a further school attendance officer was appointed, increasing the school attendance staff to six members.<sup>(4)</sup> In 1891 the average attendance increased to 81.1%, but the chairman of the Board was still concerned about the situation - "It is observed from the returns which we receive that our best teachers have the highest attendance. The loss to the district, through irregular attenders is over £1000 per annum requiring the constant attention of the Board, its officers and teachers".<sup>(5)</sup>

(1) J.S.B. Mins. 7.9.96.

(2) Ibid. 8.12.84.

(3) Ibid. 2.8.87.

(4) Ibid. 3.2.91.

(5) J.S.B. Mins. - Annual Statement for 1891.

The abolition of fees in 1891 contributed to an increase in average attendance to 83.1% in 1892, but this improvement did not induce any complacency in the chairman; in his annual report for 1892 he stated - "the large number of parents summoned for irregular attendance shows that the compulsory powers possessed by the Board still require to be vigorously enforced".

In many ways however, 1891 represented the peak of effort to raise school attendance; although the necessary enforcement continued after this date, the sense of urgency that had been apparent earlier was disappearing because it was no longer so necessary. Parents were beginning to realise the value of a basic education for their children and its relation to levels of employment. From about this time, the Board's policy was not to replace school attendance officers who retired or resigned and by 1898 their number had been reduced to three.<sup>(1)</sup> In the following year a standing committee of the Board was appointed to co-ordinate and supervise the work of these three officers.<sup>(2)</sup> The average attendance was still increasing with these reduced resources and reached 85.8% in Board schools during year ended 31st March, 1898.<sup>(3)</sup> During 1898-99 there was a small decrease in attendance which prompted the Board to introduce their "Prize Scheme". For Infant Departments a system of coloured tickets was devised; each Friday afternoon a red ticket was given to each pupil who had punctually attended all ten sessions during the week, a white ticket was earned in respect of nine sessions attendance, and

(1) J.S.B. Mins. 7.3.98.

(2) Ibid. 6.3.99.

(3) Ibid. Annual statement for 1898.

a blue ticket for attending eight sessions during the week. Prizes were awarded on the following basis:-<sup>(1)</sup>

- 14 red tickets entitled a child to a 1st Class Prize valued at 9d.  
 14 white " " " " " 2nd Class Prize " " 4d.  
 14 blue " " " " " an illuminated motto or text.

In school departments, other than Infants, calculations were made on an annual basis:-<sup>(2)</sup>

- Pupils securing 100% punctual attendance - 1st Class Prize.  
 " " 98% " " - 2nd Class Prize.  
 " " 96% " " - 3rd Class Prize.

Prizes, which consisted of books, or other materials approved by the Books Committee, had the following values:-<sup>(3)</sup>

	<u>1st Class Prize</u>	<u>2nd Class Prize</u>	<u>3rd Class Prize</u>
Standards I, II & III	2/6d.	1/6d.	1/-
Standards IV & V	3/-	2/-	1/6d.
Standards VI & VII	3/6d.	2/6d.	2/-

By November, 1900, nine Board School departments had achieved average attendance of over 90%<sup>(4)</sup> and the figure for all Board schools for the year ended 31st March, 1901 had risen to 89.7%.<sup>(5)</sup>

(1) J.S.B. Mins. 5.2.1900.

(2) Ibid. 5.2.1900.

(3) Ibid. 5.2.1900.

(4) Ibid. 4.11.1900.

(5) Ibid. 3.2.1902.

It may be that average attendance would have increased without the introduction of the Prize Scheme incentive, but the immediate rise after its introduction suggests the Scheme may have been responsible. Attendance in the district continued to increase and in 1903, the last full year of the Board's administration, the November figure showed an average attendance of 92% in Board Schools and 88% in Voluntary Schools. The Board ordered a special holiday on the afternoon of Wednesday, 23rd December, 1903, "in order to mark the appreciation of the Board with the remarkable attendance at their schools during the current school year". (1)

Neither Stanhope nor Thornley School Board was as successful as Hedworth, Monkton and Jarrow in securing satisfactory average attendances at the schools in their districts. The Jarrow Board regularly collated statistics showing the trends in attendance at individual schools; Stanhope and Thornley published little information, often relying on verbal reports from their school attendance officers. Indeed Stanhope in particular, and Thornley to a lesser extent, experienced great difficulty in obtaining information from the voluntary schools in their districts.

Stanhope's difficulty was associated with the denominational connection of the Dissenter - controlled Board which was diametrically opposed to the Anglican voluntary schools. After numerous unsuccessful attempts to obtain accurate voluntary school attendance information locally, the Board endeavoured to enlist the aid of the Bishop of Richmond in obtaining such returns. (2) This move also proved abortive, and although certain individual heads of voluntary schools in the district occasionally supplied the Board

(1) J.S.B. Mins. 7.12.1903.

(2) S.S.B. Mins. 30.3.94.

with attendance information the position was always unsatisfactory.

As late as 1902 there is a record of the Clerk to the School Board being instructed to write to the Head Teachers of all voluntary schools requesting them to submit regular attendance returns. (1)

Initially, Stanhope did not engage a school attendance officer, preferring to appoint attendance committees for each village; nine such committees were appointed during 1877, each consisting of six members, all male. (2) These attendance committees, elected annually by the Board, were also charged with the responsibility of supervising the Board's school buildings and contents in their villages and reporting on their condition to the Board. The attendance duties of the committee consisted of members visiting the parents of known absentees and urging them to send their children regularly to school. Persistent cases of absence were reported to the Board. (3)

In 1878 however, this policy was changed; Mr. John Peart of Lanehead, was appointed as School Attendance Officer at a salary of £55 per annum with an added incentive bonus for increasing the average attendance at Board schools. (4) Mr. Peart was the only school attendance officer employed by the Board throughout its entire term of office; he continued in this post after the transfer of responsibility in 1904 eventually retiring in October, 1918.

(1) S.S.B. Mins. 3.10.1902.

(2) Ibid. 1.6.77. and 14.6.77.

(3) Ibid. 14.6.77.

(4) Ibid. 26.7.78.

It was not until 1880 that the Board resorted to legal proceedings in school attendance cases; in October of that year four parents were summoned before the local magistrates and fined for failing to send their children regularly to school. (1) The Stanhope Board seemed somewhat reluctant to make use of this final sanction and although the most blatant breaches of the attendance bye-laws were usually dealt with in this way during the next thirteen years, it was August 1893 before the school attendance officer was authorised to issue a summons to defaulting parents in all cases where school attendance notices had been despatched and did not immediately have the desired result. (2) In the following year a prize attendance scheme was instituted in an endeavour to improve attendances. Initially it was proposed that all children who made 80% or more of possible attendances should be allowed to compete in an examination which would decide the distribution of a sum of £12 which was to be allowed for prizes each year. (3) The allocation of this sum was to schools, not to the individual scholars, and was to be used for the purchase of books. Eventually, at the request of head teachers, the percentage was increased from 80 to 90, but the examination, which coincided with the Government examination, was retained; thus the prizes, although nominally awarded for attendance, were in fact awarded for attendance plus attainment. (4)

(1) S.S.B. Mins. 26.11.80.

(2) Ibid. 18.8.93.

(3) Ibid. 9.11.94. and 21.6.95.

(4) Ibid. 7.12.94.

Although exhaustive school attendance records for the district are not available for this period, it appears that the prize scheme did achieve substantial results in some of the villages. In Rookhope, for example, average attendance rose from 78% in early 1895 to a record 99.7% for the week ended 17th March, 1899. (1) In rural Weardale, however, with its small communities, and the effect of seasonal farming and inclement weather on school attendance, it is difficult to accurately assess the success of the measures taken from time to time to promote good and punctual attendance. In the absence of well kept official records the task becomes impossible.

In contrast to Stanhope, Thornley School Board decided to engage their own school attendance officer almost immediately after the opening of their Board Schools. Mr. John Wade of Thornley was appointed at a salary of £10 per annum (2) and within three months successful proceedings had been taken against six parents for their failure to secure regular attendance at school from their children. (3) A further ten cases of prosecution were reported at the February, 1878, meeting of the Board and yet another ten cases the following month. After at first resorting to the courts in nearly every case of unsatisfactory attendance, the Board decided on a more moderate policy; as from May 1878, parents contravening the bye-laws were invited to meet the School Attendance Committee of the Board to proffer an explanation prior to any threatened prosecution. (4)

(1) Rookhope Board School Log Book.

(2) T.S.B. Mins. 17.10.77.

(3) Ibid. 28.1.78.

(4) Ibid. 27.4.78.

Although the Board's official records do not give details of school attendance during this period, school log books show a less than average attendance ranging from 62% to 70%.<sup>(1)</sup> This may have been a contributory factor in the Board's decision to dispense with the services of Mr. Wade, their School Attendance Officer, although the expenditure on his salary may have been the greater issue. Whatever the primary reason for this decision, the Board decided to combine with neighbouring Wingate School Board and jointly appoint a school warden who would be responsible for the collection of the arrears of school fees in addition to his school attendance duties.<sup>(2)</sup> Mr. F. Barber secured the appointment which dated from 1st April, 1881, and the Thornley Board accepted responsibility for one-third of his salary.<sup>(3)</sup>

In 1883 a novel measure was introduced to assist in securing better attendance; on a motion by Rev. W. Mayor, Chairman of the Board, it was resolved to distribute throughout the parish 100 large posters "setting out the names in full of the parties who were proceeded against at Castle Eden on 31st March, for irregular attendance at school."<sup>(4)</sup> An entry appearing in the Boys' School Log Book shortly after this, suggests that this unusual course of action may have met with, at least, partial success - "the attendance of children at school is now becoming more regular, caused doubtless by the bringing of the parents of irregular children before the public".<sup>(5)</sup>

(1) Thornley School Log Books.

(2) T.S.B. Mins. 19.11.80.

(3) Ibid. 29.11.80.

(4) Ibid. 13.4.83.

(5) Thornley Boys' School Log Book, 1st June, 1883.

The closure of the colliery in 1884 caused an immediate decrease in school attendance and the averages for all departments was reduced as the year progressed. By December the average attendance at the Infants School had dropped to 40% and that at the Boys School to 66%.<sup>(1)</sup> The level of poverty due to unemployment led to a subsistence level which produced a high incidence of sickness, all contributory factors to this lessened school attendance.

During the financial difficulties associated with the colliery closure<sup>(2)</sup> the Board had effected numerous staffing economies, including dispensing with the services of their attendance officer. By the beginning of 1888 however, most of these difficulties had been overcome, the schools had resumed normal working and more attention could be focussed on school attendance. The Board therefore, decided to engage another officer and appointed Mr. John Oliver of Thornley to the post at a salary of £10 per annum.<sup>(3)</sup> This appointment resulted in an immediate rise in the number of cases of non-attendance appearing before the Board; most parents received a warning and only extreme cases were ordered to the courts.<sup>(4)</sup> The presence of an active school attendance officer in the district appeared to be an effective deterrent to bad attendance and when Mr. Oliver resigned in June 1891, a successor, Mr. Richard Wilson was quickly appointed.<sup>(5)</sup>

(1) Thornley Schools' Log Books.

(2) v. Chapter VI.

(3) T.S.B. Mins. 9.1.88.

(4) Ibid. 28.5.88. - 14 cases appeared before the Board for decision.

(5) Ibid. 5.6.91. and 3.7.91.

From January 1893 the reports of the Attendance Committee were incorporated in the Board Minutes, a large proportion of which were devoted to recording the reports of the school attendance officer and interviews with parents. Nothing but documentary medical evidence was accepted by the Board in cases of absence and even a signed medical certificate was occasionally considered suspect. (1)

By 1902 the average attendance of both Board schools and Voluntary schools had improved and the figures for February, 1902, showed a marked increase:- (2)

Thornley Board School

Boys' Department - 88.7%

Girls' Department - 88.2%

Infants' Department - 80.3%

Thornley St. Godric's R.C. School

Boys' & Girls' Department - 94%

Infants' Department - 89%

Since the 31st January 1876, when the Board had adopted its bye-laws, a great deal had been achieved in the district; not only had school attendance risen to an acceptable level, but the attitude of parents had also changed and there was less resistance to compulsion.

(1) T.S.B. Mins. 7.7.99.

(2) Ibid. 7.3.1902.

All three boards made substantial progress during their periods of control in attracting better school attendance and by the end of the Century the position in each district could be considered satisfactory. Undoubtedly the Hedworth, Monkton and Jarrow Board, with its greater resources, achieved the most substantial success in this sphere but it was not faced with the geographical difficulties of rural Stanhope nor the amount of economic stress experienced by Thornley. Certainly in Thornley, prior to 1891, there appeared to be a definite correlation between unemployment of parents and the school absences of their children.

The appointment of school attendance officers was an important factor in securing improved school attendances at both statutory and voluntary schools although the Stanhope Board's initial policy of paying their officer an incentive bonus for attracting better average attendances at Board schools seemed rather against the spirit of the 1870 Education Act. Prize schemes and other enterprising means of attracting better attendance coupled with free schooling made possible by the Education Act of 1891 all made a firm contribution to the eventual success which the Boards achieved in raising substantially their attendance figures.

### C. TEACHERS' SALARIES AND CONDITIONS OF SERVICE

From the mid 19th Century onwards, it became increasingly apparent that inadequate salaries and poor conditions of service in the teaching profession, were serious obstacles which had to be overcome if a satisfactory service was to be achieved. Sir James Kay-Shuttleworth, secretary of the Committee of Council on Education, wrote as early as 1847, "The first business of the State is to improve the lot of the teacher — Whilst their condition remains without improvement, a religious motive alone can induce the young men who are now trained in Normal Schools to sacrifice all prospects of personal advancement for the self-denying and arduous duties of a teacher of the children of the poor."<sup>(1)</sup>

It was indeed largely due to the efforts of Kay-Shuttleworth that State-aid was extended, and voluntary schools were able to offer higher salaries and better conditions of service to their teachers. These inducements had the added effect of attracting a higher calibre of entrant to the profession. It was at this stage that the Pupil Teacher System was introduced;<sup>(2)</sup> in every school under Government inspection the most able scholars on reaching the age of thirteen could be apprenticed to the head teacher for a period of five years. The pupil teachers were required to present themselves for yearly examination, and if successful, a Government grant of from £10 to £20 was paid to the school on their behalf.<sup>(3)</sup>

(1) Sir James Kay-Shuttleworth, *Four Periods of Public Education*, (1862) p.475.

(2) Report of the C.C.Ed. 1846-7.

(3) *Ibid.*

Masters and mistresses who were required to supervise these pupil teachers, by providing a minimum of one and a half hours separate instruction each day, received additional allowances.<sup>(1)</sup> At the conclusion of their apprenticeship pupil teachers could offer themselves for the Queen's Scholarship examination; if successful they were eligible for admission to a three-years' course in a teachers' training college. By 1860 the training college system was operating successfully and 34 colleges, accommodating 2,388 students, were in existence;<sup>(2)</sup> further, the Report of the Newcastle Commission, published in 1861, produced evidence to show the clear superiority of trained teachers over their untrained colleagues.<sup>(3)</sup>

In 1862 however, the improvement in teacher training of the previous years was halted by the introduction of the Revised Code of that year. Mr. Robert Lowe, Vice-President of the Council, told the House of Commons, when introducing the Code, "I cannot promise the House that this system will be an economical one and I cannot promise that it will be an efficient one, but I can promise that it will be one or the other. If it is not cheap it shall be efficient; if it is not efficient it shall be cheap."<sup>(4)</sup> Under the Code, building grants to training colleges ceased and a new and narrower curriculum was imposed. The old agreement between head teacher and apprentice was replaced by one between school managers and pupil teacher;

(1) Initially this was £5 per annum for one pupil teacher, £9 for two and £12 for three.

(2) Birchenough - History of Elementary Education p.442.

(3) Report of the Newcastle Commission p.151.

(4) Speech by Mr. Robert Lowe introducing the 1862 Revised Code in the House of Commons. The Code came into operation on 1st August 1862.

the Education Department ceased to pay pupil teachers' stipends, and managers, who received a Government grant for the purpose, were left free to impose their own conditions of service on their pupil teachers.<sup>(1)</sup>

The disastrous effects of this Code were described by Matthew Arnold,<sup>(2)</sup> "the school legislation of 1862 struck its heaviest blow at them (pupil teachers); and the present slack and languid condition of our elementary schools is the inevitable consequence". The ratio of pupil teachers to scholars fell from 1:36 in 1861 to 1:54 by 1866 and the actual number of pupil teachers was reduced by more than one-third during the same period.<sup>(3)</sup> The threatened shortage of teachers forced the Government to modify some of the rigours of the 1862 Code and in 1867 extra capitation grants were given to encourage better staffing, resulting in an increase of pupil teachers from 8,866 in 1866 to over 11,000 in 1868 and 14,621 by 1870.<sup>(4)</sup> During the whole of this period however the training colleges seemed unable to expand and from 1860 to 1870 their total accommodation was only increased by about 100 places.<sup>(5)</sup> This was the staffing position which faced school boards on their election after the 1870 legislation.

(1) Revised Code 1862.

(2) In his general report for 1867.

(3) Reports of C.C.Ed. There were 13,351 P.Ts. in E. & W. at 31st Dec., 1862, and 8,837 at 31st Dec., 1866.

(4) Ibid.

(5) Ibid.

Not surprisingly the three boards under review diverged in their approach to the problems of staffing their schools; Hedworth, Monkton and Jarrow, the area with the largest population, was generally able to offer financial inducements greater than those of the other two boards; Stanhope, possibly because of its extensive area and its concern for economy, sometimes appeared parsimonious; and Thornley, beset by exceptional financial troubles during much of its existence, was unable to offer attractive salaries to its potential employees. Stanhope appointed numerous Article 68 teachers, Hedworth, Monkton and Jarrow refused to consider appointing such unqualified staff;<sup>(1)</sup> Thornley was reduced to appointing teachers at beneath the national salary averages, the wealthier Hedworth, Monkton and Jarrow Board could always offer salaries well above the norm.

All school boards were responsible for negotiating salaries and conditions of service with their teaching staffs and initially each appointment was considered separately. The usual salary scale for a head teacher consisted of a basic annual sum plus an incentive payment of a fixed proportion of the annual Government grant. The Hedworth, Monkton and Jarrow Board adopted a comprehensive scale of salaries for all their teachers in 1878, removing some of the anomalies which had previously existed:-<sup>(2)</sup>

(1) v. p.230 footnote (1) for further information.

(2) J.S.B. Mins. 8.8.78.

Head Masters (Boys' Schools). (1)

£150. per annum plus a quarter of Education Grant; two-thirds of Pupil Teacher Grant; and the whole of the Drawing Grant.

Head Mistresses (Girls' and Infants' Schools).

1st Year - £70 per annum; 2nd Year - £80 per annum; 3rd Year - £90 per annum; 4th Year - £100 per annum, plus the same proportions of Government Grant as for Head Masters.

Certificated Assistant Masters.

1st Year - £80 per annum; 2nd Year - £100 per annum;  
3rd Year - £120 per annum.

Certificated Assistant Mistresses.

1st Year - £60 per annum; 2nd Year - £65 per annum;  
3rd Year - £70 per annum.

Ex-Pupil Teachers.

Male - 1st Year - £50 per annum; 2nd Year - £60 per annum.  
Female - 1st Year - £40 per annum; 2nd Year - £50 per annum.

Pupil Teachers.

Boys - £15 for 1st Year rising by annual increments of £5.

Girls - £12. 10s. 0d. for 1st Year rising by annual increments of £2. 10s. 0d.

Monitors.

Boys - 3/- per week during time school is open.

Girls - 2/- per week during time school is open.

(1) The Head Master in the small mixed School at Monkton only received £85 per annum with the same proportions of Government grant as other heads but he was granted a free house and coals.

These scales of salaries were modified from time to time in the light of changing circumstances: certain general reductions were first effected in 1880<sup>(1)</sup> and later those components of head teachers' salaries, which were based on a proportion of Government grant, were reduced. Such specific reductions were associated with the appointment of specialist teachers for subjects such as Singing which obviated the necessity of the head teacher devoting so much of his time to this part of the curriculum.<sup>(2)</sup> Even so when a further new salary structure was introduced in 1884, the following comment appeared in the appropriate minute,<sup>(3)</sup> "In future preference will be given to head teacher appointments who have obtained the full Drawing Certificate, who hold two or more Science Certificates and who can teach singing by note." The 1884 scales restored many of the cuts made by the 1880 amendments and a distinction was made, for the first time, between trained and untrained certificated assistants; the former class of teacher receiving £5 per annum more than their colleagues.<sup>(4)</sup>

In the following year, 1885, as though to anticipate the recommendations of the Cross Commission, yet to be appointed, the Hedworth, Monkton and Jarrow Board decided "that after the turn of the current school year, all teachers be paid a fixed salary and not by share of Government Grant".<sup>(5)</sup> This decision seemed particularly forward-looking and departed completely from the premise that head teachers' salaries should be related to the amount of Government grant earned.

(1) J.S.B. Mins. 23.9.80.

(2) Ibid. 13.8.83.

(3) Ibid. 18.8.84.

(4) Ibid. 18.8.84.

(5) Ibid. 12.1.85.

The new salaries were based on average attendance in the preceding school year:-<sup>(1)</sup>

Scale A	-	200 and under.
Scale B	-	201 - 250.
Scale C	-	251 - 300.
Scale D	-	301 - 350.
Scale E	-	351 and over.

Grade of Head Teacher.	Minimum Salary					Annual Increments	Maximum Salary				
	A	B	C	D	E		A	B	C	D	E
H. Master (Boys Dept.)	100	130	160	180	200	10	140	170	200	220	240
H. Master (Mixed Dept.)	80	100	120	140	150	10	120	140	160	180	200
H. Mistress (Girls Dept.)	100	105	110	115	120	10	120	125	130	135	140
H. Mistress (Infants Dept.)	100	105	110	115	120	5	110	115	120	125	130

The only incentive bonus was £10 per annum if the school received an "excellent" report and £5 per annum if it merited a "good" report from Her Majesty's Inspectors.

With the opening of the Jarrow Higher Grade School a further modification was necessary to the established scales of salaries. When the first head master of the Higher Grade School was dismissed,<sup>(2)</sup> the Board felt that a higher salary of £300 per annum should be offered to a "university graduate, who shall be a trained, certificated, experienced and successful teacher".<sup>(3)</sup>

(1) J.S.B. Mins. 22.2.85.

(2) v. Chapter IV p.88. & p.89.

(3) J.S.B. Mins. 4.1.88.

Later in 1888, in order to reward assistant teachers who had not been able to gain promotion, and probably to retain their services, the Board decided to offer an extra £10 per annum to trained certificated teachers who had served in their schools for seven years and an extra £20 per annum to such teachers who had been ten years or more in the Board's employ. (1)

Further increased salary scales were adopted by the Board to take effect from 2nd January, 1893, (2) after which the chairman, in his annual statement averred, "that the salaries of our assistants are now equal to those paid by the majority of the leading school boards in the country". (3) From 2nd January, 1899, assistant teachers were paid differential salary scales dependant on their first, second or third division qualification, (4) and immediately prior to the expiration of their term of office, the Board introduced yet another and simpler salary structure to operate from 1st November, 1903. Specialist teachers in Woodwork, Cookery and French were given their own scales and special allowances were introduced for degrees and other academic qualifications. (5)

(1) J.S.B. Mins. 5.12.88.

(2) Ibid. 2.6.92.

(3) Ibid. 3.8.93.

(4) Ibid. 16.1.99.

(5) Ibid. 5.10.1903.

The final scales were:- (1)

<u>Head Teachers (average attendance 250 and over)</u>	Men: £200 x £10 - £240.
	Women: £130 x £10 - £150.
<u>Head Teachers (average attendance under 250)</u>	Men: £160 x £10 - £200.
	Women: £110 x £10 - £130.
<u>Trained Certificated Assistants</u>	Men: £90 x £5 - £140.
	Women: £75 x £5 - £100.
<u>Untrained Certificated Assistants</u>	Men: £70 x £5 - £120.
	Women: £65 x £5 - £90.
<u>Assistant Teachers - Articles 50, 51 &amp; 52</u>	Men: £55 x £5 - £70.
	Women: £45 x £5 - £60.
<u>Pupil Teachers</u>	Boys: £20 x £2.10. - £25
	Girls: £12.10. x £2.10.
	- £17.10.
<u>Specialist Teachers</u>	Woodwork: £100 x £5 - £130.
	Cookery: £70 x £5 - £100.
	French: £70 x £5 - £100.

No doubt the high standards of work in the Board's schools were largely due to the policy of attracting capable teachers by offering above-average financial rewards. The functioning of the Pupil Teachers Centres in this and the districts of the other Boards under review is dealt with more fully in Chapters IV and VI but it can be concluded that in all the areas there was a firm correlation between the quality of existing staffs and the success of pupil teacher training; the Hedworth, Monkton and Jarrow Board seemed particularly successful in this sphere.

(1) J.S.B. Mins. 5.10.1903.

Stanhope School Board were less consistent in their approach to a uniform scale of salaries for their district. In May, 1878, a salary of £70<sup>(1)</sup> per annum, plus half the Government grant earned, was introduced for all headmasters, but by 1883 this procedure was dispensed with and future appointments were again made on an individual basis. Prior to 1878, the Board retained the staff at voluntary schools which they acquired, usually protecting their salaries; this decision of the Board resulted in a decrease in salary for some of the transferred staff. This lack of consistency in salary structure for head teachers extended to the rest of the schools' staffs; qualified assistants, mostly mistresses, attracted salaries of between £40 and £50 per annum by the end of the School Board period, pupil teachers' salaries ranged from £7. 10s. Od. per annum to £15 per annum and monitors from 1/- to 2/- per week.<sup>(2)</sup> From April 1876 a number of appointments as part-time sewing mistresses were made at salaries of 3/- per week.<sup>(3)</sup> These ladies were untrained local residents who showed some aptitude for needlework and were employed on three afternoons each week to teach the children the fundamentals of sewing. As the schools became better staffed these part-time appointments became less frequent and by the end of the Century were no longer made.

In 1892 although no set salary structure existed for headmasters, the position arose that all the heads in the district were being paid a salary of £70 per annum, plus half Government Grant except the master at Rookhope

(1) S.S.B. Mins. 31.5.78.

(2) S.S.B. Mins. and Cash Books.

(3) S.S.B. Mins. 21.4.76.

Board Schools who had been appointed two years previously at a salary of £60 per annum plus half Government Grant.<sup>(1)</sup> This anomaly led to a request from the Rookhope head for similar terms to his colleagues, and in September, 1892, the Board agreed to increase his salary "as soon as he has been three years at the school".<sup>(2)</sup>

In the following year an attempt was made by the cost-conscious opposition members to reduce the salaries of all head teachers, by 15% in six of the Board's schools and by 10% in the remaining two. This attempt proved to be abortive, the motion being lost by seven votes to four.<sup>(3)</sup> A final attempt to secure a standardised scale of salaries for all head teachers was abandoned in 1901 "in view of the probability of a change in the educational system in the near future".<sup>(4)</sup> The attempt to rationalise the salaries of assistant teachers, appointed under Article 50 was more successful. In 1899 it was decided that assistants previously paid £40 per annum should have their salaries raised to £45 per annum, and those previously paid £45 per annum should be raised to £50 per annum, the increases to be at the rate of £1 per annum for those with three years service; those teachers with less than three years service were required to wait this period before their increments commenced.<sup>(5)</sup>

(1) S.S.B. Mins. 25.7.90.

(2) Ibid. 16.9.92.

(3) Ibid. 1.4.93.

(4) Ibid. 29.11.1901.

(5) Ibid. 24.3.99.

The staffing position in the Board's nine schools at the end of 1902 is illustrated in the undermentioned table:-<sup>(1)</sup>

School.	Head Teacher.	Staff.
Frosterly South	Mr. J. Squire	2 Assistant Teachers. 1 Article 68 Teacher.
Frosterly North	Mr. J.W. Chapman	1 Assistant Teacher. 2 Article 68 Teachers.
Stanhope	Mr. T.D. Collingwood	3 Assistant Teachers.
Rookhope	Mr. W.F. Walton	1 Assistant Teacher. 1 Article 68 Teacher.
Westgate	Mr. J.S. Freeman	1 Assistant Teacher. 2 Article 68 Teachers.
St. John's Chapel	Mr. J. Rushton	1 Assistant Teacher. 2 Article 68 Teachers.
Wearhead	Mr. J. Coulthard	1 Assistant Teacher. 1 Article 68 Teacher.
Lanehead	Mr. W. Stobbs	1 Assistant Teacher.

The all-male staff of head teachers was paid at the rate of £70 plus half Government grant; assistant teachers received salaries of between £45 and £50 per annum and the unqualified "Article 68" teachers were paid £20 per annum. Pupil teachers received an initial salary of £7. 10s. Od. per annum rising by annual increments of £2. 10s. Od. during their period of apprenticeship.<sup>(2)</sup>

(1) S.S.B. Mins. 28.11.1902 - the terms "assistant teacher" and "article 68" teacher are referred to in the New Code (1891). Assistant Teachers were persons who had passed the Queen's Scholarship examination or had previously been recognised as assistant teachers; Article 68 Teachers were "additional female teachers", women over 18 years of age approved by the Inspector to give general instructions and teach needlework in mixed, girls or infants schools only.

(2) S.S.B. Mins 1.11.96.

The majority of teachers employed by the Board were natives of Weardale and generally preference was given to such candidates when appointments were being made. Indeed in 1891 when the headship of the Frosterly North Board School was considered, the Board resolved not to consider any applicant who had not been trained under the Stanhope School Board. (1) Salaries paid to Board school teachers in the Stanhope district did not compare favourably with those paid by the Hedworth, Monkton and Jarrow School Board or indeed with those paid by the Thornley Board except during its period of acute financial stress. The rural nature of the district, with its smaller schools, was probably a contributory factor to this.

From about 1884 onwards there were fewer reports of altercations between Board and staff, but the first ten years of the Board's administration resulted in numerous dismissals. In 1882 Mr. R. Slacke, head of St. John's Chapel Board School, was accused of flogging one of his pupils. Although no record appears establishing his guilt, the Board concluded, despite Mr. Slacke's denial of the charge, that it would be advisable to transfer him to Lanehead School, a smaller establishment offering a lesser salary. (2) Mr. Slacke evidently dissatisfied with this decision, immediately forwarded his resignation which was accepted at the next meeting of the Board. (3) The following year Mr. John Barton, head of the Rookhope Board School was also dismissed for ill-usage of one of his pupils although in his case there was a further charge of irregularities in fees collection. (4)

(1) S.S.B. Mins. 24.12.91.

(2) Ibid. 10.11.82.

(3) Ibid. 24.11.82.

(4) Ibid. 6.7.83.

Although it appears that the Stanhope Board made little attempt to attract highly qualified staff or to take much initiative, as Hedworth, Monkton and Jarrow did, in new developments, they succeeded in providing a reasonably sound and certainly an economic system of elementary education.

The staffing of the Thornley Board School was conditioned to a great extent by the success or failure of the coal mine on which the village economy was based. Initially the heads of the three departments of the Board School were paid £100 per annum (Boys), £70 per annum (Girls) and £60 per annum (Infants), each with the addition of half the Government grant earned.<sup>(1)</sup> A hint of the forthcoming parsimony was shown in 1879 when it was realised that Mrs. Alice Wilson, head of the Girls' Department, possessed only a Third Class Certificate which made her ineligible to supervise pupil teachers. The Board decided that Mrs. Wilson must select, and pay from her own resources, a teacher over 18 years pursuant to Article 32 of the New Code, to assist her until such time as she gained a Second Class Certificate.<sup>(2)</sup> By March of the following year Mrs. Wilson was successful in the examination for her Second Class Certificate but the Board ruled that until pupil teachers could be appointed the temporary assistant must continue and be paid by Mrs. Wilson.<sup>(3)</sup> Fortunately this resolution was rescinded at the Board's following meeting.

(1) T.S.B. Mins. 15.8.77.

(2) Ibid. 19.5.79.

(3) Ibid. 22.3.80.

There were other occasions when the Board portrayed an apparent lack of sympathy towards their employees' misfortunes; in 1883 Mrs. Annie Douglas suffered a serious illness and asked the Board to release her from her duties, without pay, for a period of six months in order that she could fully recuperate. Despite the fact that Mrs. Douglas had served them efficiently for over six years, the Board suggested that she should resign in order that a permanent appointment could be made. After an exchange of correspondence between the Board and Mr. Douglas compromise was arrived at and Mrs. Douglas was informed that she would be released for three months without salary. (1) At the end of this period she was re-appointed on a month's trial, her re-appointment not being made permanent until the end of this period. (2)

When the Board schools first opened in 1877 their staffing compared unfavourably with those of the other Boards; in the Boys' Department a master and three monitors for one hundred and fifty children, in the Girls' Department a mistress and four monitors for 86 children, and in the Infants' Department, a mistress and two monitors for 160 children. (3) The position at the Infants' School was improved the following year when an additional mistress was appointed for three months, but her engagement was not renewed after this period owing to a fall in average attendance. The Boys' Department obtained the services of an assistant master in 1880, when Mr. William Butcher was appointed at a salary of £55 per annum (4) and the Board agreed, after the report of the H.M.I. in 1883 to appoint an assistant mistress

(1) T.S.B. Mins. 5.11.83.

(2) Ibid. 22.2.84.

(3) Thornley Board Schools Log Books.

(4) T.S.B. Mins. 25.1.80.

at the Girls' School at a salary of £40 per annum.<sup>(1)</sup> Even so these staffing arrangements were not liberal for schools with numbers on the roll of 130 and 117 respectively.

The Board's serious financial plight, consequent upon the closure of the colliery in 1884, resulted in drastic staff economies; the three departments were integrated under one head teacher and the remainder of the staff were either dismissed or were forced to accept reductions of salary.<sup>(2)</sup> By 1886 the position had deteriorated to such an extent that the long serving Mr. and Mrs. Douglas had their engagements terminated and were replaced by cheaper labour: a female principal teacher at a salary of £50 per annum plus one-eighth Government grant, and a female assistant who was paid £21 per annum.<sup>(3)</sup>

It was not until August 1889 that the Board was again able to expand its teaching force; Mr. Daniel Hogan was appointed head of the Boys' School at a salary of £80 plus a share of Government grant and Miss Phorson, who had acted as principal teacher of the combined departments became head of the Girls' and Infants' School at a salary of £70 per annum plus a share of Government grant.<sup>(4)</sup> Staff salaries increased gradually with the more favourable financial climate in the district occasioned by the colliery's resumed working and by 1898 Mr. Hogan's salary had been increased to £100 per annum.<sup>(5)</sup>

(1) T.S.B. Mins. 24.9.83.

(2) Ibid. 28.11.84.

(3) Ibid. 13.7.86.

(4) Ibid. 13.7.86.

(5) Ibid. 2.9.98.

When the Thornley Board surrendered their schools to the Durham County

Council on 1st April, 1904, salaries had risen to a more acceptable level:-

Head of Boys' Department	- £112 per annum.
Head of Girls' Department	- £80 x £2. 10s. Od. - £90 per annum.
Head of Infants' Department	- £90 per annum.
Certificated Assistants (Male)	- £100 x £2. 10s. Od. - £105 per annum.
Female ex-pupil teachers	- £85 per annum.
Article 68 teachers	- £40 per annum. (1)

Although these salaries compared favourably with those paid by the Stanhope Board they were beneath the national average and not conducive to attracting the best qualified staff. Unlike Stanhope, teachers from outside the district were recruited but generally those appointed possessed inferior qualifications. (2)

Throughout the three districts under review there were periods of uncertainty for teaching staffs, the insecurity of which must have been unsettling to teachers and therefore to the schools. The evidence seems to indicate that in a minority of cases teachers were dismissed, or put under pressure to resign, because of reasons other than their inadequacies. Apart from the Hedworth, Monkton and Jarrow district, salaries were minimal and there seemed to be a strong relationship, from this limited comparison, between the wealth of a district, expressed in terms of rate product, and the average salaries paid to teachers in that district.

(1) T.S.B. Mins. 4.12.1903.

(2) v. Chapter VI.

#### D. RELIGIOUS INSTRUCTION IN BOARD SCHOOLS

The broader religious denominational issues, which affected the administrative pattern and policy of all three Boards, to a greater or lesser extent, have been recorded in Chapters IV, V and VI; the inclusion of some form of religious instruction in the curriculum of Board schools, although inter-related with these issues, seems worthy of special comment.

The 1870 Education Act specified that Parliamentary grants should not be made in respect of instruction in religious subjects; indeed the regulations governing grant specified that<sup>(1)</sup> "such conditions shall not require that the school shall be in connexion with a religious denomination, or that religious instruction shall be given in the school, and shall not give any preference or advantage to any school on the ground that it is or is not provided by a school board". Consequently religious instruction was not a compulsory part of the curriculum of public elementary schools although the majority included it in their time-tables.

When religious education was provided it was a condition of grant that a school should not require a child, admitted to its registers, to "attend or abstain from attending any Sunday school, or any place of religious worship, or that he shall attend any religious observance or any instruction in religious subjects in the school or elsewhere, from which observance or instruction he may be withdrawn by his parent, or that he shall, if withdrawn by his parent, attend the school on any day exclusively set apart for religious observance by the religious body to which his parents belongs".<sup>(2)</sup>

(1) 33 & 34 Vict. C.75 S.97.

(2) 33 & 34 Vict. C.75 S.7(1).

This part of the regulations governing grant-aid became known as the "conscience clause" and the whole of the regulations for the conduct of public elementary schools had to be conspicuously displayed in every school awarded State assistance.<sup>(1)</sup> In addition School Boards were further regulated by the famous Cowper-Temple clause<sup>(2)</sup> which decreed that "no religious formulary which is distinctive of any particular denomination shall be taught in the school".<sup>(3)</sup>

Religious instruction was to be given either at the beginning of the school day or at the end, in order that it should not interfere with secular subjects and also to facilitate the withdrawal of scholars whose parents objected to denominational teaching: it was emphasised that such withdrawal would not invalidate other school benefits.<sup>(4)</sup> School timetables, all of which were to receive the prior approval of the Education Department, were to be kept permanently and conspicuously affixed in every school room.

In the new Board schools the permissiveness of the 1870 Education Act created problems for the recently elected education authorities resulting in a wide divergence of action; in London the Board resolved that the Bible should be read with "such explanation and such instruction therefrom in the principles of morality and religion as are suited to the capacities of the children" but Birmingham School Board decided that "the Bible should be read without note or comment".<sup>(5)</sup>

(1) 33 & 34 Vict. C.75 S.7.

(2) v. Chapter II p. 18.

(3) 33 & 34 Vict. C.75 S.14(2).

(4) 33 & 34 Vict. C.75 S.7(2).

(5) Marjorie Cruikshank - "Church and State in English Education" pp. 43-44.

The Hedworth, Monkton and Jarrow School Board in deciding their scheme of education for Board schools embarked on a policy similar to that adopted by London:- (1)

- (a) That the school be opened with singing a hymn and prayer.
- (b) That the authorised version of the Scriptures be read and such explanation be given therein by the Head Master or Mistress in each school, as is suited to the capacities of the children.
- (c) That sections 7 and 14 of the 1870 Elementary Education Act be strictly enforced and observed.
- (d) That 30 minutes be allowed for religious instruction.
- (e) That children, who, in compliance with the provisions of the Conscience Clause are withdrawn from the Bible Lesson, shall receive instruction in secular subjects separately.
- (f) That these rules shall not be enforced in any schools which may be transferred to the Board, without the sanction of the managers of such schools.

Indeed Clause (f), which may have initially been incorporated to allay the doubts of denominational school managers contemplating transfer, went much further towards denominational teaching than the London resolution and may well have contravened section 14(2) of the 1870 Education Act.

(1) J.S.B. Triennial Report 1871 - 74.

The policy adopted by the Board appears to have been reasonably successful and it was not until 1882 that a formal complaint was registered in the minutes against the Rev. W.P. Clark who was accused of infringing the terms of the 1870 Act by giving denominational religious instruction during school hours at the Hebburn Colliery Board School. (1) It is not clear whether this incident was instrumental in provoking further denominational exchanges, or whether the whole issue festering for some years under an apparent surface calm, suddenly erupted, but at the following meeting of the Board, the Anglican Chairman, Rev. J. Bee, presented a new scheme for religious instruction: it was resolved "that the prayers for opening and closing the Board schools and the scheme for religious instruction prepared by the Chairman, Rev. J. Bee, be adopted". (2)

However, the 1883 elections saw the return of an Unsectarian majority in April of that year, and in the following August the Board had decided to rescind the July 1882 resolution; the only objections coming from Rev. Bee and the Roman Catholic priest, Rev. M. Tener. At the same meeting there was a proposal to appoint an examiner of religious instruction but this motion received little support and was heavily defeated. (3)

By 1886 the Board, temporarily controlled by denominationalists, decided to appoint a committee for each Board school, "to conduct an examination in Religious Knowledge annually on the last Friday in July"; (4) these

(1) J.S.B. Mins. 8.6.82.

(2) Ibid. 18.7.82. - details of this scheme do not appear in the Board's records.

(3) Ibid. 27.8.83.

(4) J.S.B. Mins. 8.6.86.

examinations, which became a feature of the curriculum, were initially held in July, 1886, the first reports of the examiners being considered by the Board in the following month. <sup>(1)</sup> In October 1886 an agreed syllabus of religious instruction for examination purposes was formulated and the final version of this syllabus appears in Appendix J.8.

In order that the percentage of passes in the Religious Education examinations would not suffer, dull or backward children were given instruction in morals and moral training, an area of education in which the Board felt that more encouragement should be given by the State. <sup>(2)</sup> Indeed, as early as 1877, the Board had ordered that a wide range of mottoes should be printed on suitable material and prominently displayed in all schools. Most of these mottoes had a moral message. <sup>(3)</sup>

"Cease to be evil - learn to do well.

Manners maketh the man.

The drunkard and the glutton shall come to poverty.

Cleanliness is next to Godliness.

Abstain from all appearance of evil.

Civility costs nothing and is worth much.

Whatsoever a man soweth, that shall he also reap.

Speak the truth.

Speak evil of no man.

Poverty and shame to him that refuseth instruction."

(1) J.S.B. Mins. 10.8.86.

(2) Ibid. 16.11.86.

(3) Ibid. 11.10.77.

Although the wisdom of the methods employed by the Board in its moral training programme may have been suspect, there seems little doubt of the sincerity of Board members in their desire to inculcate the accepted morals of the day into their charges.

The bitter denominational feuding between Anglican and Roman Catholic members of the Thornley School Board<sup>(1)</sup> did not particularly manifest itself in the religious instruction content of the Board school syllabus; this was probably due to the fact that the Thornley St. Godric's School, a non-aided establishment catered for practically all the Roman Catholic children in the school district. Functioning without State assistance for many years, St. Godric's was able to establish and conduct its own syllabus of religious instruction free from the restrictions of Sections 7 and 14 of the 1870 Education Act.

The bye-laws of Thornley School Board<sup>(2)</sup> included a section "hours of attendance and exemption" which gave parents of children attending the Board school the right to withdraw their children during times of religious observance. The relevant section also stated that no child should be required:-

- (a) to attend school on any day exclusively set apart for religious observance by the religious body to which his or her parent belongs.
- (b) to attend school on Sunday, Christmas Day, Good Friday, or any day set apart for a day of public fast or thanksgiving, or on Saturday after 12 o'clock at noon.

(1) v. Chapter VI pp. 177-179.

(2) v. Thornley Bye-Laws, Appendix T.3.

(c) to attend school on any day fixed for the inspection of the school, or the examination of the scholars therein, in respect of religious subjects.

These bye-laws apparently satisfied the Catholic members of the Board in the early years, but it was not until 1880, that Mr. Cooper and Dr. Galt, enlisting the aid of non-Catholic member, Mr. William Hall, persuaded their colleagues to extend the principle of the bye-laws to their teaching staff. It was resolved<sup>(1)</sup> "that this Board does not require teachers to be members of any church or religious denomination ..... or to take part in any ..... Sunday School connected with any denomination, but leaves them at perfect liberty to please themselves".

The only further reference to religious instruction in the Board records, occurs in 1882 when it was resolved, despite a strong objection from Rev. J.B. Bulletti, a Catholic member, that the Rev. William Welford (Methodist Minister) should visit the Board schools "to ascertain to what extent religious instruction is practised by the master and mistresses".<sup>(2)</sup> Records do not divulge the outcome of this visit, but in the absence of further evidence, it may be assumed that the Methodist interests were being adequately attended to in the sphere of religious instruction. Indeed during the entire period of School Board control there were few incidents of major altercation between Anglicans and Methodists, the latter being able to accept in principle the form of religious instruction practised in Board schools. Neither was religious instruction in the Board schools a threat to the Roman Catholics,

(1) T.S.B. Mins. 4.10.80.

(2) Ibid. 24.3.82.

for their children attended St. Godric's School; the issue between Anglicans and Catholics revolved around the continued opposition of the Established Church members on the Board to recommend Government Grant for the Catholic school. (1)

Stanhope School Board, with its strong Dissenter majority, veered towards the Birmingham policy (2) resolving, shortly after its formation, "that the Bible be read without note or comment by the schoolmaster in the Board Schools". (3) The following year, the Established Church members sought to modify this decision and proposed "that the Bible shall be read in the schools with such explanation and instruction in the principles of religion and morality as are suited to the capacities of the children; provided always that no attempt be made to attach the children to any particular denomination". (4) the proposal was defeated by three votes to two.

A slight relaxation of the original minute of August 1874 was made in 1879 when it was resolved that the minute "does not preclude a dictionary explanation of words", (5) and an even greater departure from the original, not dissimilar to the 1875 opposition proposal, was accepted in 1880, when the Clerk was instructed "to inform the head teachers that the minute does not preclude them from giving such explanation as may be necessary to enable the children to understand the passage when read, but it is only intended to prevent denominational teaching and denominational content". (6)

(1) v. Chapter VI.

(2) v. page 237.

(3) S.S.B. Mins. 14.8.74.

(4) Ibid. 9.11.75.

(5) Ibid. 24.1.79.

(6) Ibid. 20.2.80.

Within two years, however, the Board had moved further towards formal teaching of the Scriptures; it was decided to hold a conference in June of 1882 to arrange for Scripture examinations to be held in October of that year. All Board schools were to participate in these examinations, the syllabus for which was to be based on the Book of Genesis and the Gospel according to St. Luke. <sup>(1)</sup> Due to administrative difficulties the first examination was postponed until December, 1882, this decision being communicated to head teachers in September of that year, together with an instruction that they would be expected to have their charges prepared for the examination by that date. <sup>(2)</sup> No further attempt was made to effect major changes to this system until 1895 when Rev. R. Hartley, Vicar of Rookhope, was elected to the Board. He proposed "that half an hour be spent each morning, before the commencement of work, in teaching Scripture and devotional exercises and that each child be supplied with a Bible"; the proposal was defeated by five votes to two. <sup>(3)</sup>

It seems evident that throughout the history of the Stanhope School Board, the majority party devoted a great deal of their energy in ensuring that no form of Anglican dogma was practiced in their schools. It is probable that the relaxation of the original decision not to allow any comment whatsoever on Bible reading was prompted by pressure from teachers and from ratepayers concerned with the complete absence of any form of religious instruction in the curriculum. Certainly the Anglican Party,

(1) S.S.B. Mins. 17.3.82.

(2) Ibid. 17.9.82.

(3) Ibid. 26.4.95.

headed by Canon Clayton, were most vociferous in their condemnation of the Board's policy, resorting to a campaign during 1874-75 during which thousands of handbills, supporting their case, were distributed throughout Weardale. These handbills, <sup>(1)</sup> a copy of which was forwarded to the Education Department, included a quotation from the speech of the Right Honourable W.E. Forster in the House of Commons: "It would be a monstrous thing, if, in a Christian country, the Bible, and not merely Bible reading, but Bible teaching were excluded from the day school."<sup>(2)</sup>

The initial pressure exerted on the Board subsided in 1880 when it was agreed that explanation of Bible reading would be allowed, and the denominational altercation was less evident towards the end of the period of School Board control. <sup>(3)</sup> It was significant however that as the Century progressed and the attitude of the Board became less rigid, there were fewer protests, suggesting that extremists in both the Anglican and Dissenter parties were becoming closer to a central position; the denominational controversy persisted but the acrimony had been diminished.

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(1) V. Appendix S.4

(2) P.R.O. - Ed. 2/149. Stanhope.

(3) P.R.O. - Ed. 2/149 (Stanhope Parish file 2761) - In the early days of the Stanhope School Board there was evidence of great hostility between the Established Church and the Dissenters when both parties appear to have overstated their cases in order to win Education Department approval. In a letter dated 28th September, 1874 to the Dept., the Board proposed the erection of a new school at Stanhope, claiming that there were 680 children in the village. The Inspector's notes on the letter state "I cannot imagine

how there can be 680 children at Stanhope. There was a violent sectarian feeling when the School Board was elected ..... and there is great hostility between the Dissenters and Rev. Canon Clayton, Manager of the large Church School. My own belief is that no additional accommodation is required but what can we do against an alleged census? Shall we ask Mr. Clayton to prove his statement that there is sufficient accommodation by obtaining (on his side) a census?" A subsequent census taken by Mr. Clayton's curate, Rev. I. Wagstaff, purported to show a surplus of 130 places in Stanhope and alleged faulty enumeration by the School Board census.

Further references to early hostility is made in Chapter V and in Appendices S.4, S.5 and S.7 but there was less evidence of this as the years progressed. During the last five years of the Board's life there is no record of unreasonable opposition although perhaps some feeling between the factions continued.

CHAPTER VIII

THE DEVELOPMENT OF EVENING SCHOOLS

Immediately prior to the passing of the 1870 Education Act, Evening Schools recognised by the Education Department, were considered to be extensions of the day school; their primary function was continued elementary instruction for scholars of post-school age. Such scholars could be classified into two main groups, young people who had already attended day school and wished to reinforce or extend their previous learning and adults who had never attended a day school. Public funds could be earned by evening schools on a similar basis to those offered to day schools although such grant aid was fixed at a lower level.<sup>(1)</sup>

Whilst the 1870 Education Act empowered the newly established school boards to spend public money on the provision of public elementary schools for children, the age of "children" was not clearly defined nor was the term "elementary". The Act did, however, define an "elementary school" as "a school, or department of a school, at which elementary education is the principal part of the education there given";<sup>(2)</sup> as there were no restrictions on the hours at which a school could meet, evening schools conducted by school boards could be recognised as elementary schools and become eligible to receive grant aid from the Education Department.

(1) The 1862 Revised Code encouraged the development of evening schools by making grants available to them on a similar basis to those awarded to day schools. Such grants were however at a reduced rate and were not payable in respect of pupils under twelve years of age. As a result of the Code the numbers in average attendance at evening schools rose from 14,073 in 1863 to 83,457 in 1870 (Reports of the C.C. Ed.).

(2) 33 and 34 Vict. C.75 S.3.

The 1871 Code confined evening school grant to scholars between the ages of twelve and eighteen, such grant being earned by presenting evening scholars for examination in the various "standards" of reading, writing and arithmetic. For economic reasons most evening schools related their syllabus of instruction to these three elementary subjects and the curriculum suffered from this narrow concept.

The gradual introduction of compulsory education for children between five and thirteen, culminating in the 1880 Education Act, resulted in a marked decline in the percentage of young people between twelve and eighteen years who had never attended school, with the result that the number of evening scholars fell steadily during this period despite the raising of the upper age limit to twenty-one in 1876.

The grant-earning potential of evening schools continued to be disadvantageous compared with that of day schools and as late as 1879, evening scholars, in addition to the 4/- attendance grant, could only earn 2/6d. for each of the three basic elementary subjects, compared with 3/- for day scholars; evening scholars were also prohibited from entering examinations in class or specific subjects.<sup>(1)</sup> Further subjects were however introduced for evening scholars in 1882 on condition that such scholars submitted themselves for individual examination in the three basic subjects as a pre-requisite to acceptance for examination in these extra subjects.<sup>(2)</sup>

(1) Eaglesham, From School Board to Local Authority (1956), pp. 53 - 54.

(2) 1882 Code - Report of the C.C.Ed. 1882.

The difficulties surrounding evening schools, combined with the occupation of school boards and voluntary societies alike in solving the problems of school supply occasioned by compulsory day attendance, all contributed to a fall in average attendance in evening schools from 83,000 in 1871 to only 24,000 in 1884. <sup>(1)</sup> It was not until 1890 that falling attendances were dramatically reversed by the Education Code (1890) Act, 1890. <sup>(2)</sup> The necessity for this piece of legislation was raised by the Report of the Cross Commission (1888). The Commission advocated, but did not attempt, a definition of elementary education, <sup>(3)</sup> and recommended that the requirement that all evening scholars should pass in the three elementary subjects be abandoned and no upper age limit be imposed. <sup>(4)</sup>

The legislation was made inevitable by the Education Code of 1890 which specified - "No evening scholar may be presented for examination in the special subjects alone or in less than three elementary subjects, unless such scholar at the time of presentation produces a certificate that, having been a scholar in a public elementary school, he had passed Standard V in the elementary subjects." <sup>(5)</sup> On reflection, it seemed to the Education Department, that under this article of the Code they had sanctioned the payment of grant for facets of evening school education which could not be clearly defined as elementary. In consequence a Bill was presented to Parliament which stated

(1) Eaglesham p.55.

(2) 53 & 54 Vict. C.22 S.1.

(3) Cross Commission, Final Report pp. 145-6.

(4) Ibid. p.164.

(5) Education Code of 1890 Art. 106(b) (v).

specifically that elementary education was not to be a condition of grant to evening schools. (1) The relevant section of the Act was interpreted liberally by many school boards who, freed from the duty to provide purely elementary education, concentrated on a wider curriculum including secondary and technical education; as a result the number of enrolled students rose from 40,854 in 1885 to 96,842 in 1891. (2)

In 1893 a new evening school code was inaugurated, quite separate from the day school code; students over twenty-one years of age were recognised for grant purposes, examinations in the "standards" were abolished and grants were based on the general efficiency of the school as a whole. The new evening schools were renamed "Evening Continuation Schools" and offered a wider choice of curriculum adapted to the needs of the scholars, whether these needs were instruction in basic subjects, industrial skills or recreative activities. This Code resulted in a rapid rise in the number of evening students and by the end of the 19th Century school boards were providing a wide range of subjects in their evening continuation schools. Indeed many evening schools were providing secondary education in their curricula even though they remained administratively under the control of the school boards and the Education Department.

A situation had developed where the evening school system, costing the Exchequer £199,451 per annum on some 23,539,298 attendances, was being organised and maintained partly by school boards under the terms of the

(1) 53 and 54 Vict. C.22 S.1.

(2) H.J. Edwards, The Evening Institute (1961) p.35.

Elementary Education Acts and partly by the County Council, County Borough and Urban District Councils under the 1889 Technical Instruction Act and the 1890 Local Taxation (Customs and Excise) Act.<sup>(1)</sup> This dichotomy of control, together with the attendant difficulties surrounding the Cockerton Case (v. Chapter IX) led to the Board of Education issuing an Evening School Minute dated 3rd July, 1901, which eventually diminished the authority of school boards in this sphere and vested real control with the County and County Borough Councils.

This Minute, and the subsequent Education Act of the same year, was designed, according to the Sykes-Morant Memorandum<sup>(2)</sup> "to put a premium upon solid continuous educational work by serious students, and a discount upon the production of large numbers of irregular attendances in an infinity of assorted subjects ..... the Government have in view in their re-organisation of evening schools, the prevention of waste and overlapping of effort and machinery, and the recognition of Quality rather than Quantity in all their educational output". In effect school boards desirous of continuing to conduct evening schools could only do so independently if they observed all the provisions of the Elementary Education Acts and on condition that grants would not be received in respect of pupils who were over fifteen years of age at the commencement of the school year. If school boards wished to continue their involvement with secondary and technical education in their evening

(1) Morant Memorandum (written about February 1901) on the "Organisation of Evening Schools", M.E. Private Office Papers. Robert Morant, who prepared the draft of the 1902 Education Bill, became private secretary to Sir John Gorst, Vice President of the Committee of Council on Education, in 1899, and was appointed "Senior Examiner" at South Kensington in 1900.

(2) M.E. Private Office Papers.

schools they could only do so as agents of the County or County Borough Councils. Differing county authorities adopted a varying pattern of control but generally the Technical Instruction Committees of these authorities reserved powers of visitation and were the final arbiters if disputes arose; the consequence was a drastic reduction in enrolments during session 1901-2.<sup>(1)</sup> Certainly the Minute had checked immediate development and had caused serious damage, if only of a temporary nature, to many evening classes.

The Hedworth, Monkton and Jarrow School Board was busily engaged in creating a comprehensive system of day schools during its first fifteen years of existence and although evening school provision was included in the original Scheme of Education<sup>(2)</sup> it was not until the opening of the Jarrow Higher Grade School in 1886 that serious attention seemed to be given to the promotion of evening classes. In connection with the Science and Art Department it was proposed to commence evening courses at the Higher Grade School in September, 1886;<sup>(3)</sup> instruction was to be given in Mathematics, Sound, Light and Heat, and Magnetism and Electricity; fees

(1) It is not possible to compare with accuracy enrolments for 1901-2 with the previous year owing to a change in the method of compiling the statistical information. There is little doubt however that the reduction was of considerable size and caused some alarm at the B. of E. - Report of B. of E. 1902-3 p.14.

(2) v. Appendix J.4 S.IX - "To meet the wants of those whose elementary education has been neglected and of those who seek more advanced instruction, we recommend that evening schools should be established in connection with every school for boys and girls over 13 years of age."

(3) J.S.B. Mins. 13.7.86.

were to be 1/-d. for every four weeks of an elementary course and 1/6d. for a similar period of an advanced course. A concession was made for day scholars who were required to pay 6d. for a four-weeks period of elementary instruction and 9d. for an advanced course.<sup>(1)</sup> Unfortunately 1886 fell in the period when evening schools received little Government support and only limited success was achieved.

It was 1893 before the Board embarked on a more comprehensive pattern of evening continuation schools. Doubtless the financial inducements offered by the 1893 Code were, in part, responsible for this decision, and in September, 1893, a programme of commercial and non-vocational subjects was offered at the Higher Grade School, including Commercial Arithmetic, Commercial Geography, Shorthand, Typewriting, English Literature, Cookery, Domestic Economy, Needlework, Vocal Music and Life and Duties of the Citizen. Teachers were paid 3/6d. per hour for their first hour of duty each evening and 1/6d. per hour for subsequent hours; no fees were charged to regular attenders "in order that the grant offered by the Durham County Council may be obtained."<sup>(2)</sup>

During the first month of operation 570 students had enrolled<sup>(3)</sup> and by the end of the 1893-94 session, 931 students had made a total of 20,365 attendances.<sup>(4)</sup> During the session a total grant of £190. 14s. 6d. was earned

(1) J.S.B. Mins. 13.7.86.

(2) Ibid. 7.9.93.

(3) Ibid. 26.10.93.

(4) Ibid. 4.10.94.

by evening scholars, showing a small credit balance, due, according to the Board's chairman, "to the concentration of our efforts on one school. Had we commenced a number of schools instead of centralising the work .... there would undoubtedly have been a call on the rates."<sup>(1)</sup>

During its second session the Evening Continuation School earned grant of £106. 18s. 0d. from the Education Department but, owing to an alteration in the system governing grants, only £27. 8s. 8d. from Durham County Council, an amount which elicited the following comment - "It is questionable whether the County Council grant is worth having, taking into account the enormous amount of clerical work involved".<sup>(2)</sup>

In 1897 the Durham County Council informed the Board that they required the local technical committee, in effect a district committee of the County Technical Instruction Committee, to assume control of the Evening Continuation School at Jarrow. Since 1889, when the Technical Instruction Act<sup>(3)</sup> had permitted county, borough and urban sanitary authorities to raise a rate of not more than 1d. in the pound for the purpose of supplying or aiding technical instruction,<sup>(4)</sup> many school boards had been fearful that these new authorities in the educational field would usurp their powers. By allowing these authorities to control a certain amount of finance, the Technical Instruction Act, proved to be a significant step in the breakdown of school board authority. The Hedworth, Monkton and Jarrow Board, perhaps not

(1) J.S.B. Mins. 4.10.94.

(2) Ibid. 2.9.95.

(3) 52 & 53 Viet. C.76.

(4) 52 & 53 Viet. C.76 S.8 - the terms technical and manual instruction were liberally interpreted and included commercial subjects and instruction in modern languages.

unnaturally, in view of the national resistance at that time of the larger school boards to the pressures for the abolition of school boards, decided to reject the Durham County Council proposal. The Board considered the proposition quite impracticable and decided to continue conducting the Jarrow Higher Grade Continuation School under the Elementary Code only, dispensing with County grant. A small committee was appointed to supervise this centre and to arrange for the opening of further Evening Continuation Schools in Hebburn and Jarrow. (1) Despite the resulting altercation with the Durham County Council, further centres were established at Jarrow Croft Terrace School and Hebburn Quay School and it was not until 1899 that agreement between the two authorities was finally reached on the question of control.

The County Council then agreed that the Board should have further direct representation on local technical committees; three members plus the Clerk were appointed to serve on the Hebburn Committee and seven members were nominated for service on the Jarrow Committee. (2) Probably as a result of this conciliation the Board, at their next meeting, agreed to relinquish control of the Jarrow Higher Grade Evening Continuation School to the Jarrow Local Technical Committee whilst retaining full control over the centres at Jarrow Croft Terrace and Hebburn Quay which continued to be administered by a committee of six Board members. (3)

(1) J.S.B. Mins. 6.9.97.

(2) Ibid. 5.6.99.

(3) Ibid. 3.7.99.

During the 1899 - 1900 session the Board substituted the New Town School for the Quay School as the appropriate centre for Hebburn and included Mathematics, Shorthand, Drawing, Cookery, Dressmaking and Woodwork in the curriculum. At Croft Terrace a wider range of subjects was offered including:- (1)

Commercial Subjects:- Shorthand, Book-keeping, Commercial Arithmetic, Commercial Geography, Commercial Correspondence.

Domestic Subjects:- Dressmaking, Practical Cookery, Domestic Economy.

General:- Elementary Mathematics, Drawing, Latin, Woodwork.

In Durham County, as in other county areas, the 1901 Evening School Minute made it increasingly difficult for school boards to conduct evening schools under their own jurisdiction and the County Council became the appropriate authority for such education. In practice this controversial minute meant that parish school boards had to obtain the sanction of the County Council if they wished to conduct courses for adults; consequently it was responsible for a drastic reduction in enrolments in the County during session 1901-2.

The Hedworth, Monkton and Jarrow Board decided to continue evening schools at Jarrow Croft Terrace and Hebburn New Town schools during session 1901-2, despite these restrictive measures but classes were to be commenced on 23rd September, 1901, subject to the approval of the Durham County Council as required by the Education Act, 1901. Teachers' salaries at these two centres were fixed at 3/6d. for a 1 hour class, 4/3d. for 1½ hours and

(1) J.S.B. Mins. 2.10.99.

5/- for a 2 hour class; each student was required to pay a registration fee of 1/6d. for the session.<sup>(1)</sup> The New Town Evening School continued to function under the Board's authority until 1st June, 1903 when part of the Board's functions were transferred to the Hebburn Urban District Council and the Croft Terrace Centre continued until the Board finally relinquished its authority at the end of March, 1904.

The Stanhope Board's role in the administration of evening schools was a passive one, confined, in the main, to allowing its schools to be used by the local technical education committees. The first interest shown by the Board was in December, 1890<sup>(2)</sup> when a conference of Board members, managers and head teachers of all schools in the parish was held to consider a circular received from the Durham County Council relating to the terms of the Technical Instruction Act 1889. No immediate action was taken at this conference, but members were made aware of the part the County Council was prepared to play in helping with the provision of technical education.<sup>(3)</sup>

Subsequently after this conference, at the instigation of the County Technical Instruction Committee, science classes were commenced at the Frosterley Endowed School (later Frosterley North Board School) in January, 1892<sup>(4)</sup> and parallel with this development a number of courses, ranging from the basic subjects to science classes, was commenced in September of the same

(1) J.S.B. Mins. 2.9.1901.

(2) S.S.B. Mins. 12.12.90.

(3) Durham County Council Minute dated 7.11.90 stated that a sum of between £11,000 and £12,000 would be available for the administrative county area for 1890-1891.

(4) S.S.B. Mins. 8.1.92.

year at the newly acquired Stanhope Board School. Numbers of students were limited but during the first session the Stanhope Centre earned a total grant of £20, 4s. 0d. (1)

In 1894 the use of the Rookhope Board School was granted to the Rookhope Technical Education Committee but a request from the head teacher of the Frosterley North Board School to use his school for the purpose of conducting independent evening continuation classes was refused, as the Board preferred all such classes to be controlled by the Frosterley Technical Education Committee. (2) This policy became the established pattern in most of the villages, and further centres were eventually commenced at Wearhead and Westgate. The Board secured direct representation, usually of four members, on the local technical education committees and a reasonably happy relationship appears to have existed between the Board and the County Council. (3)

From the commencement of the 1897-98 session a change appeared in the Board's policy; they took direct control of the management of evening classes at the Frosterley North Board School (4) and decided "that the use of the Board Schools be granted to any of the Board's teachers who are commencing evening schools". (5) The curriculum at these centres was however mainly concerned with basic subjects and recreational activities and side by side with this development the local technical education committees with the

(1) S.S.B. Mins. 23.6.93.

(2) Ibid. 11.10.95.

(3) Ibid. 1890-1897

(4) Ibid. 10.9.97.

(5) Ibid. 8.10.97.

approval of the Board continued to organise their own more advanced courses. There is no evidence in the Board's records that the 1901 minute caused concern; indeed the initial co-operation with the County Authority appeared to strengthen and some degree of cross fertilisation of ideas was achieved by the Board's representation on all the local technical instruction committees.

The first incursion of the Thornley Board into the field of evening school education was in 1880, a particularly disadvantageous year from an economic point of view; at this time grants for evening scholars were only 2/6d. for each of the three basic elementary subjects in addition to the 4/- attendance grant and scholars unable to present themselves for examination in other subjects. Despite the lack of financial incentive, the Board resolved to commence an Evening School on 8th November, 1880; classes in reading, writing and arithmetic were offered on four nights each week. Fees of 4d. per week were to be charged if only one member of a household attended the Evening School and 3d. per student per week if more than one member of a household attended, "the same to be kept off at the colliery".<sup>(1)</sup> The system of deducting dues from miners' wages by the employer, was a common practice in the East Durham coalfield; this form of "levy" still exists to-day but is now mainly confined to funds for the promotion or maintenance of recreational and welfare facilities. The practice of Thornley at that time did however illustrate the close link between industry and public bodies many of which contained strong representation from the management of the mining company.

Mr. W. Butcher, an assistant master at the Thornley Boys' School, was appointed as teacher-in-charge of the evening school and received as his salary, all the school fees plus one-quarter of the Government grant.<sup>(2)</sup>

(1) T.S.B. Mins. 3.11.80.

(2) Ibid. 27.12.80.

At the end of the 1880-81 session, nineteen students were presented for examination and nineteen passes were gained in reading, thirteen in writing and sixteen in arithmetic; the total grant earned was £11. 16s. 0d. (1)

Apparently Mr. Butcher had been far from satisfied with the response of the Thornley residents to the evening school and reported to the following Board meeting "that the night school had been a total failure". (2) Although the evidence does not seem to justify such a complete condemnation, it was decided not to resume the evening school during session 1881-82.

Indeed it was not until 1895, that the Board, prompted no doubt by the more attractive financial returns offered by the new 1893 Evening School Code, resolved to commence an Evening Continuation School in their own premises on 14th October and to apply to the Education Department for the appropriate grants. (3) Mr. Daniel Hagan, headmaster of the Thornley Board Boys' School was appointed to take charge of the evening school, "at a salary of 12/- per week and if the grant exceeds this total, half the difference between that total and the grant be paid (additionally) to the master". (4)

The subjects to be taught were:- (5)

Mondays: Arithmetic, Writing and Composition.

Wednesdays: Mensuration, Reading.

Thursdays: Drawing, Geography.

(1) T.S.B. Misc. 13.6.81.

(2) Ibid. 28.11.81.

(3) Ibid. 8.10.95.

(4) Ibid. 8.10.95.

(5) Thornley School Log Books (Evening Continuation School).

Thirty-nine male students presented themselves for enrolment on 14th October, 1895, when the school opened and by the end of the month the total number had increased to sixty.<sup>(1)</sup> By the middle of November, however, the attendance had fallen and in February, 1896, acting on Mr. Hagan's recommendation, the Board resolved to close the evening school because of the poor response.<sup>(2)</sup>

A further attempt was made to attract evening school students during session 1896-97; thirty students - again admission was confined to males - studied Arithmetic, Mensuration and Physiology. Despite the small number of admissions a much more favourable entry appeared in the school log book<sup>(3)</sup> - "The regularity of the attendance of the pupils was a pleasing feature and the steadiness with which they applied themselves to their studies was no less gratifying." Twenty-eight male students were admitted during 1897-98 and at the end of the session Mr. Hagan reported<sup>(4)</sup> - "the older members, both in application to their work and in general intelligence are much ahead of the younger ones".

In November, 1898, Miss Martha Kay, headmistress of the Girls' School, was given permission to commence an Evening Continuation School for girls<sup>(5)</sup> and from this date until the end of the school board period of control, evening school facilities for both sexes were provided. However, neither

(1) Thornley School Log Books (Evening Continuation School).

(2) T.S.B. Mins. 7.2.96.

(3) Thornley Evening Continuation School Log Book - 29.4.97.

(4) Ibid. April, 1898.

(5) T.S.B. Mins. 4.11.98.

of the two evening schools succeeded in attracting high enrolments; instruction was in the main confined to Mathematics, Writing, Mensuration and Geography, and the largest admission is shown as 45 male students in session 1899-1900.<sup>(1)</sup>

Unlike the Stanhope Board, Thornley did re-act unfavourably to the 1901 Minute and resolved "that owing to the many obstacles placed in the way of the Board there will be no evening school this year (1901-1902)".<sup>(2)</sup> The Board later decided, as a further sequel to the 1901 Minute, to inform the Durham County Council that they did "not desire to apply the rates to the assistance of evening schools"<sup>(3)</sup> and from session 1901-2 onwards all evening courses at the Thornley Board schools were conducted under the control of the County Council.

From the evidence produced by this limited survey, it appears that the activities of school boards in this sphere were firmly regulated by the financial arrangements. Until the implementation of the 1893 Code, which offered wider monetary incentives, only the Thornley Board made a serious attempt, unsuccessful as we have seen, to conduct evening courses: the attempt was abandoned in 1881 with the tutor's report of "total failure". Even the comparatively powerful Hedworth, Monkton and Jarrow Board met with little success in their 1886 attempt to commence evening courses in science subjects.

(1) Thornley Evening Continuation School Log Book.

(2) T.S.B. Mins. 13.9.1901.

(3) Ibid. 7.3.1902.

After 1893, however, some progress was made; in Hedworth, Monkton and Jarrow the Board's Evening Continuation Schools offered a wide range of subjects available both to school leavers and to adults who realised later in life their need for further knowledge. Again there appears to have been some connection between the size of a district and its ability to provide adequate evening schools; in many small villages such facilities were non-existent and neither Stanhope nor Thornley was able to offer the variety of courses provided by Hedworth, Monkton and Jarrow Board.

CHAPTER IX

SCHOOL BOARDS IN DECLINE

Although the Cockerton judgment<sup>(1)</sup> is popularly associated with the final demise of school boards, there were numerous contributory reasons spread over the previous thirty years which led to their eventual abolition.

The 1870 Education Act, which had created school boards, included in its terms a lack of definition resulting in a flexibility, admirable in the initial stages of creating a national system of education, but controversial during the ensuing period of expansion. The unlimited access of school boards to local rates attracted considerable hostility from ratepayers, local authorities and voluntary schools, and criticism of expenditure, on education of doubtful legality, surrounded the work of the more progressive boards during much of their existence. This doubtful legality was itself occasioned by the ambiguity of references in the 1870 Education Act to "children" and "elementary education".<sup>(2)</sup>

From a comparatively early stage in its development the London School Board had had numerous disputes with the district auditor, appointed by the Local Government Board<sup>(3)</sup> to audit accounts and report actions which appeared to be "ultra vires". The culmination of these incidents arose when the London County Council applied for recognition<sup>(4)</sup> as an authority for secondary and technical education, an application strenuously opposed by the London School Board who claimed to be the superior local education authority.

(1) Court of Queen's Bench, 20th December, 1900.

(2) 33 & 34 Vict. C.75 SS.3 & 5 - The term "children" in the Act did not specify the intended age group nor was the content of "elementary education" defined.

(3) 33 & 34 Vict. C.75 S.60.

(4) Under Clause 7 of the regulations of the Art & Science Department.

The main arguments centred round the Education Code (1890) Act, 1890, which the Board claimed legalised certain items in the 1890 Code apparently contrary to the 1870 Education Act. In fact the 1890 Act, although perhaps over-liberally interpreted by many school boards, related specifically to evening schools. (1)

The advice of Lord Gorst, Vice-President of the Committee of Council on Education, was instrumental in the decision of the Science and Art Department to accept the London County Council's application; he was concerned, however, over the arguments which had been advanced by the School Board and initiated a train of events which led to a challenge of London School Board accounts before the District Auditor. (2) Cockerton, the auditor at this time, decided against the London School Board's expenditure on certain science and art classes and surcharged school board members.

The London School Board appealed against this decision and the judgement of the Court of Queen's Bench delivered on 20th December, 1900, upheld the decision of the auditor: an appeal against the judgement in the Court of Appeal was abortive and the Court, on 1st April, 1901, confirmed the findings of the lower court. As a result of the Cockerton judgement it became illegal for school boards, out of the rates, either to teach adults or to conduct science and art classes under the Directory. Although the judgement had not specifically defined "children", it had mentioned an upper age limit of

(1) 53 & 54 Vict. C.22 S.1 - the heading stated - "Elementary Education not to be a condition of grant to Evening Schools".

(2) Eaglesham, From School Board to Local Authority (1956) p.114.

"somewhere between sixteen and seventeen", (1) a decision which meant the virtual elimination of evening classes under direct school board control (v. Chapter VIII).

The two Cockerton Acts of 1901 and 1902, ostensibly aimed at temporarily legalising higher education by school boards, did in fact, sound their death knell and were strenuously opposed by the general body of Liberals. It was clear however that school boards had lost some of their autonomy and that the Tory Government of the day was to pursue a policy in which county councils and county borough councils were to be the appropriate authorities for higher education and eventually for the entire field of statutory education.

It seemed inevitable however that, even without the Cockerton judgment the administrative and organisational structure of education should change. In 1870 when school boards had been initiated, there had been no comprehensive pattern of local government; the choice of civil parishes and boroughs as appropriate areas for local education authorities had been one of expediency rather than perfection, resulting in an amorphous administrative structure. In Durham county as in the rest of the country, the enormous increase in population between 1871 and 1901 (2) seriously disturbed an imperfect system and the growing needs of secondary education, stunted, to some extent by the dichotomy of central control, and the demand for greater powers by the county

(1) R.v. Cockerton - Judgment of J. Wills.

(2) The 1871 Census of Population showed 685,089 inhabitants in the geographical county; this number had increased to 1,187,361 by 1901.

councils and county borough councils created by the 1888 Local Government Act, all contributed to the downfall of the school board system.

The broader base of local government, formed by the terms of the 1888 Local Government Act, and to a lesser extent by the 1894 Local Government Act,<sup>(1)</sup> heralded a decline in the popularity of "ad hoc" public bodies, which had been a feature of nineteenth-century organisation and administration. The movement towards multi-purpose authorities, a single-tier system in the county boroughs and a two-tier system in the counties, was gaining ground. Most of the education commissions appointed after 1870 had recommended re-organisation of either central or local control in the administrative machinery and the wide differences in provision by the various school boards, growing ever more divergent in size,<sup>(2)</sup> compelled the major political parties to consider taking positive action.

When the Conservatives returned to power in 1895, they were subjected to extreme pressure by the Church Party to effect legislation to ease the financial difficulties of the voluntary schools. In the following year the Government introduced Sir John Gorst's Bill (1896), the principle aim of which was to integrate all branches of education under a single authority. The Bill proposed that the county councils should be the supreme local education authorities, with power to control and inspect elementary education and to supervise technical instruction and secondary schools. In order to redress the balance between statutory and voluntary schools, the rating power

(1) The 1894 Local Government Act created urban and rural district councils.

(2) By 1901, Sunderland the largest school board in the county, had a population of 146,077; Edmondbyers School Board catered for only 209 residents.

of school boards was to be limited to 20/- per child and voluntary schools were to be exempted from rates and assisted by Government loans. The Bill included the suggested abolition of the existing limitation on grant aid and a further grant of 4/- per pupil to voluntary schools and necessitous Board schools. Finally the 1870 compromise on religious instruction was to be modified to allow denominational teaching in those Board schools where sufficient parents demanded it.

Not unnaturally, the Bill met with severe opposition from the Liberal Party who regarded the proposed legislation as a threat to the continued existence of the school boards which they had created. Although eventually the Bill was withdrawn, some of its provisions were incorporated in two further Acts of Parliament which reached the statute book in 1897, the Voluntary Schools Act<sup>(1)</sup> and the Elementary Education Act, 1897.<sup>(2)</sup> The former Act repealed the 17/6d. limit incorporated in Section 19 of the 1876 Education Act, provided a special "aid grant" of 5/- per head to voluntary elementary schools and exempted such schools from paying rates;<sup>(3)</sup> the latter Act included provision for the relief of necessitous school boards by allowing further Exchequer grant to those boards who were obliged, through economic necessity, to precept for higher rates. The important administrative provision in the 1896 Bill, the creation of supreme county education authorities, was not, however, included in any new legislation; this was due as much to the many difficulties associated with the complex pattern of local education authorities within a county area, as to the Liberal opposition.

(1) 60 Vict. C.5.

(2) 60 Vict. C.16.

(3) 60 Vict. C.5 S.3.

The Voluntary Schools Act, 1897, brought only temporary relief to the voluntary schools and by 1900 their renewed economic plight was again instrumental in attracting the Government's attention to local administrative reform. Re-organisation of the central administration by the Board of Education Act, 1899<sup>(1)</sup> and the continued criticism of the local administrative dis-unity by such bodies as the Fabian Society, seemed to make local reform even more urgent. Sidney and Beatrice Webb, in their publication of January, 1901, "The Educational Muddle and the Way Out",<sup>(2)</sup> were particularly critical of the existing system and strongly supported the abolition of school boards within county areas. They felt that for administrative unity it was essential to have only one public education authority in each district; they rejected the school boards as the proposed authorities because:-<sup>(3)</sup>

- (a) They did not exist in one third of England.
- (b) They were unpopular with large sections of the population.
- (c) The majority of them were responsible for districts which were too small, 2,085 of the existing 2,527 school boards governing populations of less than 5,000.
- (d) They "have inevitably become the scene of religious quarrels, and experience shows that their election is almost always made the occasion for a struggle between religious denominations".

(1) 62 & 63 Vict. C.33.

(2) Fabian Tract 106 (1901).

(3) Ibid. pp. 8 & 9.

The Webbs dismissed the old theory that "ad hoc" bodies were superior, by citing France, Germany and Switzerland as countries, having efficient education systems, where the public bodies, responsible for managing other local affairs, also managed their schools.<sup>(1)</sup> They advocated the replacement of county school boards by county councils "responsible for the provision and maintenance of every kind and grade of education within its area";<sup>(2)</sup> these recommendations, together with others affecting non-county boroughs and the larger urban districts, were largely incorporated in the 1902 Education Act. The Webbs' proposal to leave the school boards of county boroughs responsible for elementary education, did not find favour in Government quarters and when the 1902 Education Bill reached the Statute Book, all school boards, including those in the county boroughs, were to be abolished.

The determination of the Conservative Party to end the school board era was prompted by four main concerns; the strain put upon local finances by school boards empowered to raise unlimited rates for elementary education but with no responsibility for general expenditure, the "imperfect co-ordination of educational effort above the limiting line of elementary education", the unsatisfactory system of teacher training and the "deplorable starvation of voluntary schools".<sup>(3)</sup>

(1) Fabian Tract 106 pp. 10 & 11.

(2) Ibid. p.12.

(3) Speech by A.J. Balfour, Prime Minister, introducing the Bill into the House of Commons, 24th March, 1902.

The 1902 Education Act<sup>(1)</sup> abolished school boards and transferred their powers to county councils and county borough councils who became the responsible bodies for both elementary and secondary education; non-county boroughs with populations of 10,000 or more and urban district councils with populations of 20,000 or more could administer their own elementary education and became known as Part III authorities.<sup>(2)</sup>

The other main provisions of the Act were:-

(a) Each education authority was to appoint an education committee responsible for all matters under the Act.

The majority were to be members of the appointing authority but women had to be included and co-optations, including teacher members, could be made.<sup>(3)</sup>

(b) Local Education Authority schools were to be known as "provided schools" and voluntary schools, now eligible for rate-aid if they accepted certain conditions including one-third of their managers being appointed by the Local Education Authority, became "non-provided schools".

(c) Religious instruction could be given in provided schools subject to the terms of the Cowper-Temple clause.

(1) 2 Edward 7, C.42.

(2) Part III of the 1902 Education Act dealt with elementary education, hence authorities only able to administer elementary education were known as Part III Authorities.

(3) 2 Edward 7, C.42 S.17.

- (d) Local Education Authorities could grant-aid higher education and had the power to train teachers.
- (e) Elementary education was defined as for scholars under sixteen years of age. (1)

Although the 1902 Education Act did ensure a more co-ordinated national system of education, it not only retained but temporarily strengthened the dual system and created certain administrative difficulties by the introduction of Part II and Part III authorities. Many school boards had built a tradition of efficiency with economy; the more progressive had been largely instrumental in providing a range of services and instruction inconceivable in 1870.

Although the "ad hoc" principle certainly found disfavour towards the end of the 19th Century, this specialisation had much to commend it; the objections to the principle as applied to school boards were mostly associated with economics rather than with the quality of provision. The main valid objection however to the continuance of school board control was undoubtedly the considerable discrepancy in the size of authorities, an objection which was minimised by the 1902 Act. Some of the smaller school boards may have been efficient within the limits of their financial resources, but it was clearly impossible for the smallest to be really viable.

Of the three districts reviewed, the Hedworth, Monkton and Jarrow School Board showed itself to be easily the most progressive, being constantly in the vanguard of educational advance. Its policy of building large schools for a rapidly increasing population proved to be completely

(1) 2 Edward 7, C.42 S.22.

sound and by offering salaries well above the national averages, it was possible to attract a higher quality of teaching staff. That the Board was able to achieve so much at a cost consistently less than the national average, suggests efficiency as well as foresight; it is undoubtedly true however that the booming economy of the district during much of the school board period was advantageous to educational expansion. The 1901 population of 55,712<sup>(1)</sup> was larger than that of many county boroughs and the adverse effect of the 1902 Education Act was to divide the school district into two Part III authorities for elementary education, Hebburn Urban District Council and Jarrow Municipal Borough. Although it was certainly not the intention of the sponsors of the 1902 Education Act to create smaller education authorities, the decision to allow the larger urban districts and non-county boroughs to administer elementary education resulted in the formation of two less viable authorities in Hebburn and Jarrow and a temporary lull in the accelerated progress previously achieved by the School Board.

Of the districts under review, Thornley was the smallest both in area and population. Because of its relatively compact geography, it may have been possible for the Board to have created a comparatively efficient and economical system of elementary education; that it failed to achieve this aim was due, in part, to its industrial disasters as well as to its small population.<sup>(2)</sup> Stringent economies resulted in inferior staffing which, during the 1884 - 1890 period in particular, brought a marked decline in

(1) Census of population England and Wales 1901.

(2) There is some connection here however; in a larger district, such as Jarrow, the failure of one industry did not completely wreck the economy, as the failure of the coal mine did in Thornley.

the quality of educational provision in the district. The industrial depression in Thornley pervaded the whole life of the community during these years and the schools did not escape their share of suffering.

Whereas in the two larger districts, industrial Jarrow and rural Weardale, the denominational antagonisms often appeared to stimulate thought and action, in Thornley the reverse was probably true. This was due partly to the smallness of the district and partly to the fear of the Established Church Party that the strong Roman Catholic minority with its own voluntary school, would present a serious challenge to the Board school. As a result much of the energy, thought and time which could have been expended in educational advance was wasted on inter-denominational rivalry.

Despite the handicap of being a large rural area with a declining lead mining industry, Stanhope succeeded in building an economical system of elementary school education. Mr. W.E. Forster, when introducing the Elementary Education Bill in the House of Commons on 17th February, 1870, had indicated three problems associated with the demand for a complete system of national education: the first was that of covering the country with good schools, the second that of effecting this coverage economically and finally the problem of introducing a new system without destroying the old.

The Stanhope School Board was certainly successful in its attempts at providing, with remarkable economy, an adequate coverage of schools for its district: it was less successful in satisfying Forster's third condition of constructing a new system of schools without destroying the old. The available evidence suggests that no positive action was taken to retain the best of the existing system; indeed its complete replacement seemed an urgent concern of the Board's majority party. It could be argued however that where

the old system was destroyed, it was generally replaced by better school buildings, better qualified staff and a growing public realisation of the importance of a sound education.

Although it is true that in all three districts acute political and religious controversies did arise, it is equally true that in both Jarrow and Stanhope, these disputes were responsible for a greater public concern for education and a strengthened motivation - even if for the wrong reasons - towards the expeditious provision of sound and expanding systems of education. This was less true of Thornley where the consistent failure of the Board to allow the recognition of the only voluntary school in its district, St. Godric's R.C. School, was instrumental in delaying expansion.

Although the positive effect of the 1902 Education Act was to bring all grades of education into a much closer relationship than previously, it seems, in retrospect, that this could have been achieved equally well by some of the larger school boards. Certainly the lasting impression is that Hedworth, Monkton and Jarrow School Board, with its thirty-three years experience of educational administration and its viable population of 55,712 could, given the opportunity, have progressed even further in an integrated sphere of education under its control. Although the existence of a multiplicity of small school boards made a reform inevitable, the "ad hoc" principle need not necessarily have been discarded if boards had been amalgamated into larger units.

With a growing national population and a system of local government which yearly becomes more complex and demanding for its elected representatives, the present system of local educational administration is again under review. (1)

(1) Royal Commission on Local Government in England.

The Department of Education and Science feels that future education authorities should have a minimum population of 300,000 in sparsely populated areas, 500,000 in mixed urban and rural areas and no set maximum for major urban concentrations; <sup>(1)</sup> indeed a far cry from the rural school board with its 209 residents. If local education authorities are to be so much increased in size, and if local democracy is to be equated with efficiency, a tenet as important in the education service as in any other branch of local government, it could happen that serious consideration will again be given to the election or appointment of bodies specifically for the purpose of education.

(1) Written evidence of the Department of Education and Science to the Royal Commission on Local Government in December, 1966.

