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Department of Education.

# THE WORK OF THE SALFORD SCHOOL BOARD.

I. R. Cowan.

Thesis presented for the degree of Master of Education, October 1965.

Supervisor of studies : Professor E. J. R. Eaglesham.

Abstract of thesis The work of the Salford School Board presented by I.R. Cowan for the degree of Master of Education in the University of Durham, 1965.

(Supervisor of studies : Professor E.J.R. Eaglesham.)

Salford was unique in 1870 in being a large town, of some 120,000 inhabitants, with an excess of public elementary school accommodation. In November 1870 Salford elected the sixth board in the country. The Board retained for the whole of its existence the voluntaryist majority with which it was first returned.

Almost immediately the Board took over the payment of school-pence of poor but non-pauper children and with Manchester, up to 1st January 1877, paid more in fees than all the other boards together. Indeed, it was ever the policy of the Board to aid the Salford voluntary schools in any way possible, such as by fees assistance, and from this attitude and the initial excess of voluntary school places, it developed a reluctance to provide new board schools. From 1880 onwards this policy resulted in acute shortages of accommodation in various parts of Salford. The inspectorate constantly exhorted the Board to supply new school places. The Board did not even manage a school until 1877.

The Board resolved to make attendance compulsory as soon

as practicable, and this was enforced from 1872. However, the standards of exemption were low and the Board not particularly zealous in securing attendance. With the passing of the 1880 Elementary Education Act, it unavailingly sought to retain ease of exemption, but thereafter it remained slightly in front of the country generally in its regard for the children's welfare.

It was never easy to induce children to stay on at school - even to-day Salford has the lowest proportion of sixth-formers in the country - and with the passing of the 1889 Technical Instruction Act (largely engineered by the most famous member of the Salford Board, William Mather, who had been a member of the Samuelson Commission) a period of friction between the School Board and the Council's Technical Instruction Committee ensued. A large new technical college was built, and despite agreement, the college attempted to attract children from the upper standards of the Board's higher grade schools. Later, there were rival claims for the recognition as the local authority responsible for Science and Art Instruction, under Clause VII of the 1897 Directory. By 1901, however, a complete reconciliation had occurred.

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I am deeply indebted to Mr. A, Longworth, the Salford City Librarian, who so kindly allowed me to use the facilities of the Salford Central Library at any time that I chose to go along, and to his staff for their unfailing courtesy and assistance. My thanks are also due to the staffs of the Public Record Office, London, the Central Reference, Chetham's Hospital, John Ryland's and University libraries, Manchester. Mr. Smith, the Chief Clerk in the Salford Education Office, too, was extremely helpful when it was necessary to consult the School Board Minutes. The Education Department of Messrs. Mather and Platt Ltd., Manchester, generously made available to me information on the life of Sir William Mather and their long-established works school.

I received wise and helpful guidance from Professor E.J.R. Eaglesham, particularly in the writing of the early chapters of the thesis when the going was most difficult, and my choice of subject stems from his absorbing lectures on the school board period. Mr. A.V. Parsons, Lecturer in Education at the Mather College of Education, Manchester, also rendered me invaluable assistance in the writing of Chapter 2. He had lately finished researching the history of education in the Salford district in the years prior to 1870 and he unselfishly directed me to the sources he had uncovered.

My employers, Bolton College of Education, aided me greatly by providing me with excellent clerical facilities.

Lastly my thanks are due to my wife, not only for her assistance on many occasions but also for her patient forbearance and understanding, without which this thesis could not have been written.

The responsibility for any errors of fact or expression is entirely mine.

I. R. Cowan.

Sources

The background to the thesis has, of course, been drawn from the standard works of reference. The material, however, is drawn from five main sources. Foremost are the local newspapers, most notably the Salford Weekly News, the Salford Reporter, and the Salford Weekly Chronicle. (This last paper is also titled the Salford Chronicle.) The News and the Reporter were Liberal and nonconformist, while the Chronicle was Tory and Anglican, so I had the corrective benefit of both points of view. My other major local source was the Minutes of the School Board, but usually I preferred the press reports which gave arguments, opinions and background, as against the bare outline of motions and votes contained in the Minutes. To supplement the purely Salford references I also consulted the files of the Manchester Guardian which dealt more fully with education in the Manchester area generally. The correspondence of the School Board has not survived, except for a few of the more important letters which were recorded in the Minutes. However, File Ed.16/185, held in the Public Record Office, contains copies of several letters from the Education Department to the Salford School Board and also some extremely valuable and illuminating inter-departmental memoranda. My fourth source was the Blue-books of the period, notably the annual reports of the Education Department and, at the end of the period, the Board of Education. I also found helpful the annual directories of the Science and Art Department

and the reports of the four Royal Commissions on various aspects of education, the Taunton, the Samuelson, the Cross, and the Bryce. The files of the School Board Chronicle from 1871 to 1903 (when it changed its name to the School Government Chronicle) provided me with my fifth major source. But although acute and informed, it had to be treated with caution on controversial issues as its bias was obvious. It is fair to say, however, that the policies of the School Board Chronicle were almost invariably forward looking.

## CHAPTER.1.

## SALFORD IN THE NINETEENTH CENTURY

Salford in modern times, despite its population of around 200,000, has dwelt in Manchester's shadow. It is the largest city in the United Kingdom without a Football League side and it has no well-developed shopping centre. Manchester lies on the other side of the Irwell, spanned, even a hundred years ago, by many bridges. There have been (and there will doubtless continue to be) many attempts to amalgamate the two county boroughs, but all have been defeated by the "patriotism" - or "parochialism" - of the Salford Council.

But - to begin at the beginning - Salford, as the latter element of its name suggests, was a settlement on the banks of the Irwell in prehistoric times. There is abundant evidence of Roman occupation and a presumed reference in the Anglo-Saxon Chronicle in 923. It is in the Domesday Book that Salford is first definitely referred to. From this we learn that a Manor of Salford had been in existence for a considerable time and "was held directly by the King, Edward the Confessor", and consisted of an area of forest lands and "twenty-one berwicks or hamlets held as sub-manors by his English thanes". Salford also gave its name to the Hundred of Salford, one of the six great county divisions.

In 1228 Henry III granted to the town " a fair and market on the eve and feast of St. Mary" and two years later its feudal lord, Ranulf, Earl of Chester, conferred on the town the Charter which created it a free borough, seventy years before a similar grant to Manchester. For nearly six hundred years, until 1791, the borough was administered under the provisions of the Charter.

By the time of the Civil War, Salford was a small country town and the first known street plan, dated 1650, shows only the old bridge ( new Victoria Bridge), Greengate leading to the market place and village green, Gravel Lane leading into Lower Gate ( now the lower end of Chapel Street), and no other thoroughfare at all, only fields and orchards.

The slow but steady growth of the town is marked by increasing references to the activities of its people in cloth-making, silk-weaving, dyeing, fulling and bleaching and by pressure for better government. Salford has long been part of the textile industry and boasts the distinction of being the first settling place of the Flemish weavers. They are believed to have been introduced by Sir John Radcliffe of Ordsall in 1360, who, when asked by D'Artevelde to name his reward for the services he had rendered to the Free Burghers of Flanders, requested that he be allowed to bring to England a party of Flemish weavers to teach

the craft to his people. Salford may thus claim to be the birth-place of the textile industry in this country. By the middle of the eighteenth century the population had risen to 7,000 and the town had spread to Cross Lane.

In 1791 Parliament refused to consider the towns of Manchester and Salford as other than one and passed an Act appointing one body of Police Commissioners for both boroughs. The Commissioners immediately found it necessary to divide themselves into two bodies, one for each township, each administering the Act separately within what it regarded as its own jurisdiction. In 1830 the passing of the Salford Improvement Act legalised this separation, declaring that the two towns could not "conveniently" be regulated by one body of Commissioners acting separately.

The advent of the Industrial Revolution, substituting factory for domestic industry, had a tremendous impact on Salford. From numbering 25,438 in 1811, the population rose to 70,244 in 1841 and to 102,409 in 1861. By 1881 it had reached 176,235 and in 1901 a total of 220,957. The transformation of a country town into a densely crowded, smoke-grimed city, in which many of the "cottages" rushed up in the 1850's and 1860's to house the workers were crowded together at seventy and eighty to the acre, created

vast social problems and difficulties of administration.

These changes were reflected in the government of Salford. In 1831 a town's meeting was held and from this a petition was presented to Parliament asking for the right to elect a member to that body; in consequence, Salford was enfranchised by the 1832 Reform Act. Although the Municipal Reform Act of 1835 enabled the town to incorporate itself into a borough, advantage of this was not taken until 1844 when the town presented a petition to the Privy Council, a Charter of Incorporation being granted on 16th April of that year. The parliamentary borough included the two outlying townships of Broughton and Pendleton and these were amalgamated with Salford proper by the Salford Extension and Improvement Act of 1853. The Reform Act of 1867 gave Salford the right to elect two members to Parliament and in accordance with the Local Government Act of 1888, Salford was created a county borough in April, 1889.

Life in nineteenth century Salford for the working classes was hard, but no harder than elsewhere. Living conditions were poor, houses were built back to back, and cellar dwellings were not uncommon; indeed, many of the poorer type of dwellings are still inhabited today, although a vigorous programme of municipal re-housing is under way. A report prepared by Alderman

Davies, later to become vice-chairman of the first School Board, on conditions in 1865 said:

> "The entire area of Salford proper contains 1,329 statute acres, but as 666 acres are unbuilt upon, the population, estimated at 80,000, is housed upon 663 acres, or at the rate of 120 persons to the acre. No law has, until recently, been in force to regulate the laying out of streets and houses; as might have been expected, in the lower parts of the town they have been huddled together without regard to convenience or health. In these districts, the streets are narrow and numerous passages, and alleys and courts or cul-de-sacs have been contrived, certainly to economise in space, but as certain to shut out light and air. The houses in many of these places are very old and dilapidated and altogether unfit for occupation. There are also many hundreds of back-to-back houses, with only a living room and bedroom each, with no yards and no conveniences, where ventilation is almost impossible and where decency, morals and health are in constant peril. There are also not less than 652 cellar dwellings, the greater part of which are necessarily dark and unventilated." [1.]

The death-rate for Salford in May 1865, was 22 per 1,000 of

1. Salford Weekly News, 25.4.1868.

the population, and this was not too unfavourable for the times; that in Manchester was 28 per 1,000 and the average death-rate of healthy places was as high as 17 per 1,000.[1.] But averages only give the picture as a whole, and there must have been areas of Salford where the death-rate was much greater. In the first of a series of seven letters on "The Present State of Popular Education in Manchester" by Edward Brotherton, published in the "Manchester Guardian" of January 1864, we find:

"There can be no doubt that the rate of mortality of the well fed and intelligent people of Manchester is as low as that of the average of England and, if we suppose that only half of the population is in this condition, we perceive that the mean duration of life of the remaining half will be only 10 years. In Manchester and Salford there must consequently be a population of nearly a quarter of a million people whose mean duration of life is about 10 years instead of 40 years."

In the second of these letters Brotherton wrote:

"The uneducated man, when any little change of fortune occurs, has no resources. He has been trained to do one thing, and if that fails, he cannot find at once anything that he can do. A very short time exhausts his resources; he knows not where to go. He will not ask for help until the last extreme. When he

1. Salford Weekly News. 6.5.1865.

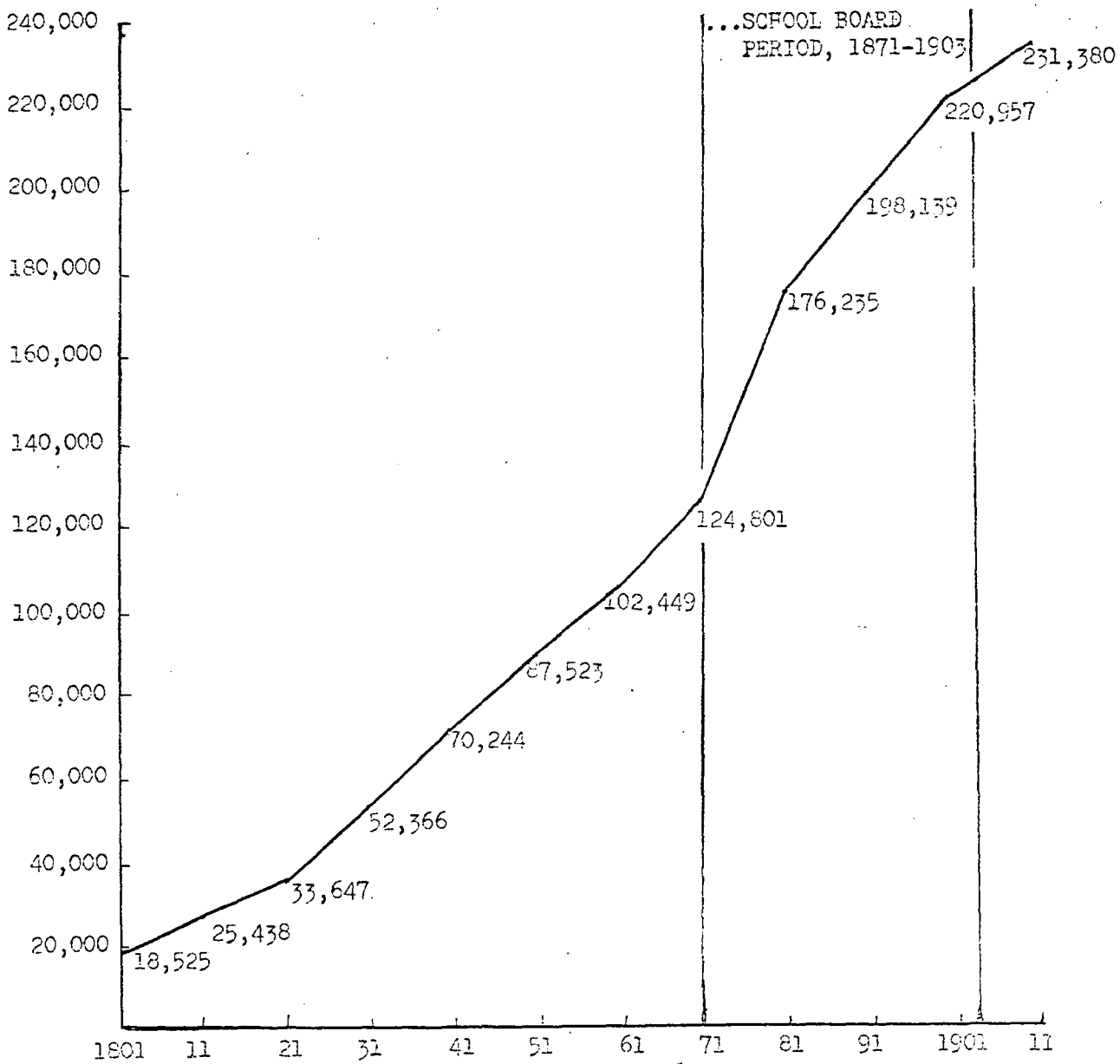
does so he is spoken roughly to and looked on as one of the vagabond class. He becomes what he is taken for. He sinks even deeper, perhaps drinks, when he gets money, to drown his misery. It is all over, he can never rise again. In the great commercial cities there is no security whatever, that a working man can bring up a family without falling in this condition, unless he is educated. Instruction is far more important with us than in rural districts." (The result of these letters was the formation of the "Manchester and Salford Education Aid Society" in the following month. See Chapter 2.)

The vast expansion in Salford in the nineteenth century which gave rise to the conditions described by Davies and Brotherton is shown clearly in the following graph based on the census returns, while the maps on pages 11 and 12 illustrate how the city had grown in terms of bricks and mortar between 1870 and 1904.

The first twenty years of the century saw an average increase in each decade of 7,500 persons, while the censuses from 1831 to 1861 inclusive showed an average ten-yearly increase of 17,000. From 1861 onwards the population rose steeply. By 1871 a further 22,000 persons were resident in Salford and the increase in the ten years to 1881 was 52,000 - a rise of almost 42 per cent. on the figure of the 1871 census. And this was at

POPULATION OF SALFORD, 1801 - 1911.

CENSUS FIGURES.



a time when the compulsory attendance clause in the School Board bye-laws was imposing pressure on the fortunately considerable elementary school accommodation. In both the following decades the increase was 22,000 and in the ten years up to 1911 the increase was only just over 10,000 to 231,380. After reaching a peak of 234,045, in 1921, the population has since declined, owing to municipal re-housing programmes on sites outside the city boundary and to the drift to pleasanter and more prosperous areas, and the census figure of 1961 was down to 155,091.

A comparison of the following two maps shows how Salford had grown in this period. The first shows Salford and its environs in 1870, revealing that development up to this date had been concentrated in the Chapel Street area in the great loop made by the river Irwell, where it forms the boundary with the adjacent city of Manchester. By contrast the Pendleton and Seedley districts and more so the Broughton district were relatively undeveloped.

The second map shows Salford in 1904. The immense increase in property is immediately and strikingly discernible. The Lower Broughton and Pendleton areas have been almost completely developed, but what is particularly vivid is the

contrast between the open fields lying between Regent Road and the "V" of the Irwell in 1870 and the same area in 1904. By the latter date the development of the Salford Docks was almost complete and with their building had come numerous streets of mean terraced houses for the dock workers and many others, mainly employed in the fast growing engineering factories of the area. This area was known as Ordsall, from the hall of that name which still stands there. It was in these areas that naturally most of the school building, both Board and voluntary, took place between 1870 and 1903 and the magnitude of the task was obviously of no mean order.

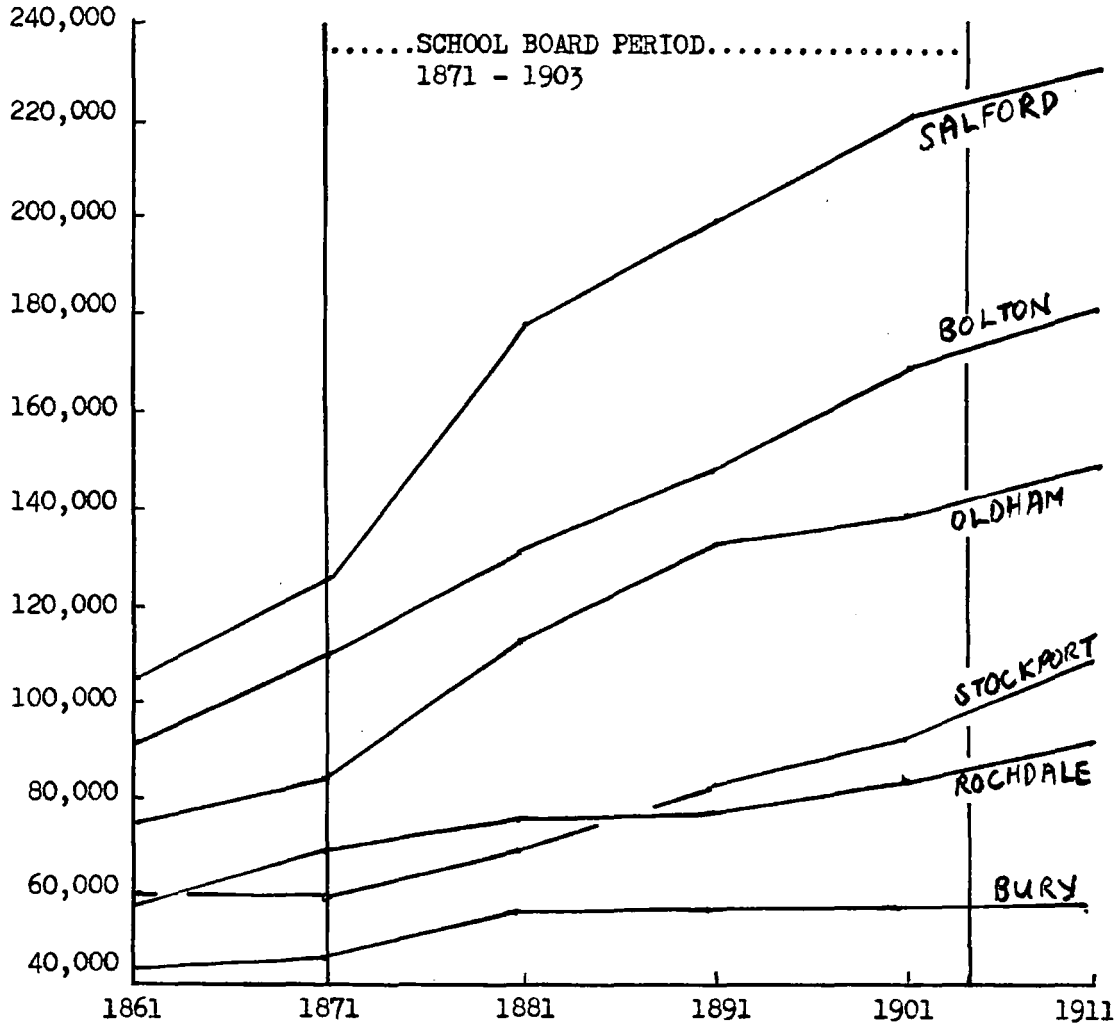
The other towns in the area, with the exception of Bury, also grew considerably in the latter half of the nineteenth century, but in terms of actual numbers only the increase in Manchester exceeded that in Salford. This increase in population is illustrated by the graph, Figure 2, on page 13, showing the comparative growth rates of the large towns of South-east Lancashire and North Cheshire. While the population of England and Wales increased by 45.4 per cent from 1871 to 1901, that of Salford increased by 77.5 per cent.


RIVER IRWELL
Brindle Heath
PENDLETON
SEEDLEY
LOWER BROUGHTON
CHARLESTOWN
STRANGEWAYS
CHEETWOOD
Militia Barracks
CORNBROOK
Botanic Gardens
Ordsall Hall
Hulland Hall
STRETFORD
MOSS SIDE
MANCHESTER
SALFORD & ENVIRONS
From Ordnance & Actual Surveys.

# SALFORD IN 1904



POPULATION IN THE TOWNS OF THE MANCHESTER CONURBATION, 1861 - 1911.




The above graph shows the rise in population in the large towns of the Manchester conurbation between 1861 and 1911. The steepness of the Salford increase in the School Board period, particularly the first ten years, is remarkable. The figures for Manchester and England and Wales in this period are:

| | Manchester. | England and Wales. |
|---|---|---|
| 1861 | 404,161 | 20,066,244 |
| 1871 | 452,163 | 22,712,266 |
| 1881 | 513,231 | 25,974,439 |
| 1891 | 575,741 | 29,002,525 |
| 1901 | 644,873 | 32,572,843 |
| 1911 | 714,333 | 36,070,492 |

Salford lays good claim to be being the founder town of the textile industry, as has been noted above, and such historic records as survive contain many references to the weaving, bleaching and dyeing of cloth. The production of cotton cloth must have been the staple industry of the cottagers in pre-industrial days. When the Industrial Revolution, therefore, made its impact on Salford it was in the form of cotton factories. Salford became the home of some of the most famous cotton manufactories - Richard Howarth's, Sir Elkanah Armitage's, Worrall's and Langworthy's, among others, but Salford escaped the fate of many similar towns in industrial Lancashire of becoming a one-industry centre. Possibly because Salford was a little nearer to supplies of coal and iron, it attracted textile machinery manufacturers, and in the nineteenth century one of the foremost of these was the enterprise of Mather & Platt, Ltd. The engineering and iron-works of the nineteenth century did not for long specialise only in textile machinery, but extended their activities into other branches. Other firms, doubtless attracted partly by the supply of suitably experienced labour, also came to Salford: John Morris & Sons, Ltd, who pioneered fire-hose and fire engines, Greengate and Irwell Rubber Co, Ltd., manufacturing rubber products, Reddaways, one of the first firms to produce machine belting, among others. The

presence of the textile manufacturing industry also brought in its train the garment making-up industry. There was also extensive employment in the brewing industry. The presence of so many works in the area provided considerable commercial employment in their offices and warehouses.

The last aspect of Salford's industrial life that needs to be glanced at is that connected with the Manchester Ship Canal, opened in 1894, the chief docks and warehouses of which are in Salford. The opening of the canal brought a new wave of prosperity to the city in the last part of the School Board era, with additional rail communications to Salford, already one of the older of the railway towns, and the establishment of new warehouses for the import and export trades, and the building of new factories dependent on imports.

The fact that Salford was not a typical cotton town is made clear from the following series of tables derived from the Census Reports for 1871 to 1901. A selection of significant occupations is made from each Report and the figures compared with those for Oldham, a town some eight miles distant, which may be fairly adjudged a typical cotton manufacturing centre.

Select extracts from the Census Reports, 1871, 1881, 1891, 1901.

1871 Census: Occupations of the people.

Manchester and Salford (joint figures):
128,955 males aged 20 years and upwards.

Oldham: 28,965 males aged 20 years and upwards.

| Occupation. | Manchester & Salford. | Oldham. |
|---|---|---|
| Broker,Agent,Factor. | 1,394 | 122 |
| Commercial Clerk. | 3,594 | 269 |
| Railway attendant,servant. | 1,803 | 129 |
| Printer. | 1,241 | 75 |
| Engine & Machine Maker. | 5,126 | 1,583 |
| Cotton Manufacture. | 7,069 | 9,042 |

1881 Census.

| | | |
|---|---|---|
| Salford: | 84,610 Males. | 91,625 females. |
| Oldham: | 53,536 " | 57,807 " |

| Occupation. | Salford. | | Oldham. | |
|---|---|---|---|---|
| | Males. | Females. | Males. | Females. |
| Schoolteacher. | 191 | 574 | 115 | 285 |
| Other Railway Officials and Servants. | 1,081 | 7 | 207 | - |
| Printer. | 808 | 105 | 174 | 2 |
| Warehouseman. | 1,336 | 31 | 152 | - |
| Spinning & Weaving Machine Maker. | 413 | 35 | 861 | 111 |
| Cotton,Cotton Goods,Manufacture. | 2,087 | 8,387 | 12,583 | 16,366 |
| Milliner,Dressmaker,Stagmaker. | 18 | 2,222 | 4 | 966 |

1891 Census.

| | | |
|---|---|---|
| Salford: | 71,132 Males. | 78,007 females. |
| Oldham: | 48,207 Males. | 53,063 females. |

| Occupations. | Salford. | | Oldham. | |
|---|---|---|---|---|
| | Males. | Females. | Males. | Females. |
| Commercial Traveller. | 532 | - | 131 | - |
| Commercial Clerk. | 2,693 | 148 | 934 | 29 |
| Railway Company Employees. | 1,601 | 2 | 306 | 1 |
| Warehouseman. | 9,978 | 11 | 51 | - |
| Electrical Apparatus Maker. | 181 | 19 | 19 | - |
| Cotton,Calico: Printer Dyer Bleacher. | 2,458 | 329 | 50 | 11 |

1901 Census:

| | | | |
|---|---|---|---|
| Salford: | 81,716 males | aged 10 years | and upwards. |
| | 88,681 females | -do- | -do- |
| Oldham: | 51,808 males | -do- | -do- |
| | 58,050 females | -do- | -do- |

| Occupation. | Salford. | | Oldham. | |
|---|---|---|---|---|
| | Males. | Females. | Males. | Females. |
| Cotton Manufacture. | 2,376 | 7774 | 13,372 | 17,099 |
| Commercial or Business Clerks. | 3,436 | 488 | 1,094 | 70 |
| On Railways(Conveyance) | 4,813 | not given. | 1,793 | not given. |
| Printers,Lithographers and Stationery. | 1,384 | 1,466 | 199 | 156 |
| Chemicals,Explosives,Oil, Grease,Wax,&c. | 1,285 | not given. | 128 | not given. |
| Textile,Bleaching, Printing,Dyeing. | 2,879 | -do- | 34 | -do- |

It is obvious from the above statistics that Salford, while having quite a large stake in the manufacture of cotton goods, did not depend on this in the way that Oldham depended on it and the allied textile engineering industry. In Salford the finishing side of the cotton industry was of importance, as were warehousing,merchandising,transport and more varied engineering.

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## CHAPTER.2.

## A REVIEW OF EDUCATIONAL PROVISION AND MOVEMENTS IN SALFORD UP TO 1870.

Salford before 1870 was, with Manchester, at the centre of the nineteenth century educational controversy and because of the resulting activity found itself, when the Elementary Education Act was passed, extremely well off for school accommodation, unlike most, if not all, large towns and cities, in having a surplus of school places. Indeed, as I hope to show later on, it was the successful pre - 1870 educational movements, particularly those of the Established Church, which led to the post - 1870 reactionary anti-board school attitude.

The Industrial Revolution, to use a convenient term, was well underway in Britain by the end of the eighteenth century and probably in no place was it more marked than in the southern and central areas of Lancashire, where, on an extensive and easily mined coal-field and in valleys with adequate supplies of waterpower, a vast cotton and engineering industry was in the process of growing up. The area was well served by the port of Liverpool, which was convenient for the eastern-bound sailing ships with their holds packed with raw American cotton, and it was blessed with a damp atmosphere which made easier the processing

of the cotton. It is significant, too, that in this region are to be found the Bridgewater Canal, built in 1761 to carry the Duke of Bridgewater's coal from his mines at Worsley to Manchester, and the first major railway line in the world, running from Liverpool to Manchester and opened in 1830.

To this area were attracted thousands of the country poor, many of whom had been dispossessed by the enclosure acts of the eighteenth century, among them a great host of the Catholic peasantry of Ireland. These people provided the labour for the mills, mines and factories, working and living under conditions appalling to twentieth-century man. The hours of labour were long, the work-places dark and miserable, the rewards poor and the opportunities for recreation few. They lived crammed together in squalid hovels, thrown up by jerry-builders to form courts and alley-ways, dismal breeding grounds for disease. Life for them was, in Hobbes's words, "poor, nasty, brutish and short"- if not exactly "solitary".

It was the condition of these poor hirelings and their families that awakened the conscience of many Christian and public-spirited men of the period, men whose fortunes in many cases were largely the result of the labours of these wretched creatures. A considerable number were undoubtedly stimulated to

their self-appointed task by the religious revival caused by the work of John Wesley, even if many were not themselves Methodists. Others were inspired by the early development of democratic and humanist philosophy, notably Rowert Owen, who arrived in Manchester in 1787, who rapidly made his fortune in the booming cotton-trade, and who set an example for others to follow. Yet again, others found their fear of a Godless working-class as a threat to their property and fortunes and rationalised their fears by seeking to educate the poor in the ways of the law-abiding and godly, whether convincing themselves or not that, in doing this, their motives sprang from the wells of purest altruism. Possibly there was a mixture of these elements at work in most of those interested in the welfare of the poor, and the labours of the public-spirited, however inspired, merit approbation as well as dispassionate analysis and appraisal.

The first general educational provision for the children of the poor is to be found in the Sunday School system, generally acknowledged to have been founded by Robert Raikes in Gloucester in 1780. In November 1783 he published an account of his work in his paper, the Gloucester Journal, and the idea rapidly spread. As a result a Manchester Committee for the promotion of

Sunday Schools was founded in September 1784 and made rapid headway. This Committee in December 1785 decided to extend their work to Salford and in the course of the following year many Sunday schools were founded in that township, five being listed in the minutes for 6th November, 1786, of the committee, which by then had come to be known as the Manchester and Salford Committee for Sunday Schools of all Denominations.[1.] There were also schools founded by bodies other than this, notably the Sunday schools connected with St.Thomas's Chapel, Pendleton.

The movement enjoyed great support initially, The religious teaching given was of a non-denominational character and funds were raised by subscriptions, donations, and church collections, particularly resulting from charity sermons preached in support of the movement. The teachers were usually paid and the subjects taught were spelling, reading and writing and religious knowledge, the text-books used being usually of a pious and improving nature. At a later date the teaching of writing on the Sabbath was discontinued, instructions being given on week-day evenings instead. Reliable figures for the numbers of schools and pupils are not available for this early period, but it has been estimated that there were five schools in the Salford district in 1784 with an average attendance of 474 and this had

1. The First Manchester Sunday Schools: A.P.Wadsworth,p.2.

risen to seven and 2,000 respectively by 1805.[1.]

Interdenominationalism came to an end in Manchester and Salford earlier than elsewhere, the split occurring in 1800 as a result of Anglican children's attending services other than those of their own church. A new committee of Sunday Schools of the Established Church in Manchester and Salford was formed, and the Dissenters continued with the title of Sunday Schools for all Denominations. The clergy assumed direct control of the Anglican Sunday schools and were responsible for instituting the famous Whit processions of scholars in 1801. It was about the latter date that it became customary, as a measure of economy, to employ senior scholars as teachers at half the normal rate and to use voluntary teachers where possible. It was also about this time that the various schools began to erect permanent premises for their classes to replace the earlier hired rooms and buildings. The report of the Anglican Committee for 1817-1818 mentions the erection, in connection with St.Stephen's Church, of a school room in Oldfield Lane, Salford, capable of holding 400 children. In 1818 the Anglican Committee rules banned children of under five from attending their schools and this continued until they opened special infant schools as adjuncts to the normal Sunday-schools in 1835. The ban on the teaching of writing and accounts on the

1. Education in the Salford District,1780-1870: A.J.Parsons,p.81.

Sabbath was repeated, but the school rooms were to be opened on two evenings per week for the teaching of these subjects. Attendance at these classes was to be a privilege and reward for regular attendance and good conduct.

The Anglican Committee continued their work until it was disbanded in December 1839 through financial difficulties, the schools being handed to the local churches. This only meant a change for a small number of Anglican Sunday schools, as most of the churches founded in the period, owing to the increase in population, had established schools but had not bothered to join the association, only eight of the twenty Anglican churches in Manchester and Salford being connected with it.

The same is to be observed in the founding of Sunday schools by the Dissenters in Salford, the only school under The Sunday Schools for all Denominations body being that of Gravel Lane, held in a room beneath the Methodist Chapel, with which it inevitably became closely connected; in 1826 it was formally transferred to the control of the chapel, although up to then it had been regarded as undenominational. Because the dissenting schools were generally not members of the Sunday Schools for All Denominations, it was decided in 1823 to form a union of these schools and in the following year the Manchester and Salford Sunday

School Union was founded. By 1831 four of the Salford schools, with a total of 1,352 children on their roll, had joined this body, although there remained another eleven, with a total of 4,247 children, which had not. As the number of schools increased, a separate Salford Sunday School Union was formed in 1842 and this continued in existence after the School Board period.

Following the Roman Catholic Relief Act of 1829 two Roman Catholic Sunday schools were founded in the Salford district, one in Bury Street and one in Charlestown; this was even before a church had been built.

In 1835 the Manchester Statistical Society investigated the educational provision in Salford, following its report on that in Manchester, and discovered that there were thirty-one Sunday schools with the total of 9,754 scholars on roll and 6,691 in average attendance. All the schools were free and all taught reading to their scholars on Sunday, eight schools, two Roman Catholic and six dissenting, teaching writing also; five of these taught arithmetic as well. Nine schools had weekday evening classes at which writing and arithmetic were taught, usually at a fee varying from a farthing to a penny per night. Many schools had libraries and ran benefit societies. The following table is taken from

the report of the Manchester Statistical Society:

Sunday Schools in Salford, 1835.

| Denominations. | Schools. | Teachers. | Scholars. |
|---|---|---|---|
| Church of England. | 9 | 188 | 2,741 |
| Roman Catholic. | 2 | 66 | 613 |
| Wesleyan Methodist. | 5 | 223 | 2,630 |
| Independents. | 5 | 162 | 1,663 |
| Other Sects. | 9 | 179 | 1,957 |
| Unconnected with any religious body. | 1 | 8 | 150 |

Of the 9,754 children on roll, 299 were aged below five and 1,425 above fifteen years, the remainder, 8,030, being aged from five to fifteen. Nine of the schools, mostly Church of England were conducted on the monitorial basis and the education was adjudged to be less satisfactory in these than elsewhere.

A further investigation was carried out in Salford by the Chief Constable in 1851, and according to this there were 9,243 children in attendance at 27 Sunday schools; this was out of a population of 63,424 at the 1851 census for the township of Salford, as distinct from Broughton and Pendleton. The Chief Constable discovered that the Sunday schools were doing little to attract the children of the most destitute class. This was largely confirmed by the Report of the Select Committee of the House of Commons on Manchester and Salford Education in 1852, which

listed 28 Sunday Schools in Salford, nine Church of England, eighteen non-conformist, and one Roman Catholic., nine in Pendleton, two Church of England and seven non-conformist, and two Church of England ones in Broughton, the total average attendance being 12,753. By this time it was the general view of the clergy that the function of Sunday schools should be to give religious education only and for merely an hour or so.

It was as a result of this view, which was widespread, that the Sunday Evening Ragged School movement was started, although the date at which these schools first appeared in the Salford district is not clear. However, in April, 1858 a meeting was held in the Free Trade Hall, Manchester, to establish a Manchester and Salford Sunday Ragged School Union, similar to those which had been established in London and Liverpool.[1.] The meeting was interdenominational, being attended by Anglicans and nonconformists. A committee was founded and an appeal made for funds. The first report issued in 1859 of the Union listed twelve schools associated with the Union, of which two were in Salford and two in Pendleton.[2.] The movement increased in popularity and there were at least eight of these schools in the Salford area between 1857 and 1870, at which latter date they had a winter attendance of 2,346.[3.]

1. Manchester Guardian 23.4.1858.
2. Ibid. 16.3.1859
3. Parsons: op.cit.p.59.

The schools proved popular and were cheap to run, although not surprisingly they found it difficult to obtain teachers. The education given on Sunday was of a religious nature, classes being held on two or three evenings a week for the teaching of reading, writing and arithmetic, as well as sewing for the girls. These schools supplied a welcome, if inadequate, source of education for very poor children, for whom the normal Sunday schools had become too respectable and unsuited in so far as they were now mainly confined to the giving of religious education. Thus by 1870 the contribution of the Sunday schools to secular education was mainly confined to the province of the ragged schools; however, even in these the main object was not to educate, but to civilise.

The public day schools in Salford before 1870 were of two types, those of a charitable and those of a profit-making nature, and the former, as being more important, deserve prior consideration.

In 1811 the National Society for Promoting the Education of the Poor in the Principles of the Established Church (hereinafter referred to as the National Society) was founded in London and at the end of the same year a branch, the Manchester and Salford Co-operating National Society, was formed with a view to establishing National Schools to be run on the monitorial

system of Dr.Bell. Funds were raised and a plot purchased in each township for a school, the Salford one near the New Bayley. Building continued throughout 1812 and the Salford school was opened in January, 1813, having cost £2,853.5.6½d. to build and equip.[1] The school started initially with 400 children but by 1817 numbers had risen to 374 girls and 400 boys. By 1827 the Society was having difficulty in securing financial support as interest had waned, and in 1830 it instituted a fee of one penny per week per child, but this did no more than alleviate the situation, for in 1831 there was an excess of £183 of expenditure over income. In 1832 there were only 290 boys and 190 girls in attendance.[2]

In 1845 the school came under the aegis of the Manchester Church Education Society, established in 1844 to raise the tone of popular education in the area, which decided to fit out both the Salford and Manchester National Schools as model schools for the training of teachers.[3] The necessary building alterations were made with the assistance of grants of £200 from both the National Society and the Committee of Council. Just as the Manchester Church Education Society's assistance was failing in 1847 as a result of commercial depression, Government grants became available to the public day schools, and the Salford National School managers applied for and received grants from

1. 2nd.Annual Report of the Manchester & Salford Co-operating National Society.
2. Manchester Guardian. 9.6.1832.
3. Ibid. 22.2.1845.

1848 onwards. Later the school became more closely connected with St.Philip's Church and the school became known as St.Philip's National School by the early 1860's.[1.]

The Select Committee of the House of Commons to enquire into the Education of the Poor, 1818, reported only the National School in Salford, and none in either Broughton or Pendleton. The Manchester Statistical Society's investigation of 1835 revealed that in the years since 1818 there had been a steady increase in the number of public day schools in the Salford area. It cited four Church of England schools, including the National School, two non-conformist and three undenominational schools in Salford, three Church of England and four non-conformist schools in Pendleton, the total attendance at all schools amounting to 1,776; there were no schools listed for Broughton. Two of the Pendleton Church of England Schools, Pendleton Day School and Eccles Broomhouse Lane School, were reported as having been founded in 1778 and 1789 respectively and were presumably omitted from the returns made to the 1818 Select Committee because the fees they then charged were fairly high, as they certainly were in 1835, and thus they may not have been regarded in 1818 as being for the poor. Of the children in attendance, 216 were below five years of age and fourteen above fifteen, the remainder, 1,446, falling between these two limits.

1. Parsons : op.cit. pp.87-91.

The report of the Select Committee on Manchester and Salford Education, 1852, listed, in the Appendix, 29 schools in the Salford district, fifteen Church of England, one Roman Catholic, and thirteen nonconformist. There were sixteen schools in Salford, ten in Pendleton, and three in Broughton. The average attendance at all schools was 4,623, 3,279 in Salford, 1,224 in Pendleton and 120 in Broughton; the total on the rolls was 5,110; and the total number of public day school places throughout the borough was at least 11,533. Between 1852 and 1870 a further twenty-five public day schools were established with a total accommodation of 10,278 places. Twelve of these were Anglican, six nonconformist, five Roman Catholic, and two undenominational. Fifteen of these were in Salford, nine in Pendleton, and one in Broughton. Of the schools established up to 1870, fourteen were aided by government building grants, five between 1833 and 1851 to a total of £1,772, and ten from 1852 to 1870 to a total of £5,635, - £7,407 altogether. £5,762 had gone to Church of England schools, £1,170 to nonconformist schools, and £475 to Roman Catholic schools.

One further school not included in the above figures and meriting special attention was the Salford Industrial and Ragged School which existed from 1854 to 1870 and which was founded as a direct result of the Chief Constable's investigation of 1851. Mr. Neal, the Chief Constable, advocated that a free institution for

1. Committee of Council on Education Minutes and Reports.

the training and reclamation of destitute and neglected children should be set up where they would be given food and shelter, as well as industrial instruction and training. From 1862 a small number of the children were boarded on the school premises, the old fever hospital of the Salford Workhouse. The school never catered for large numbers of children, the yearly admissions varying from 83 (1861) to 43 (1869). Apart from elementary education in the 3 R's, religious education and industrial training was also given; the girls were taught needlework and the boys menial tasks such as making rugs, sorting bristles, wool and hair, and chopping firewood. The managing committee was interdenominational and the Bible was read as a class book. The school was mainly supported by subscriptors and donations, since it was not eligible to receive Government aid under the Industrial Schools Act of 1861 as it did not admit children charged with crime.

Before passing on to the profit-making day-schools, it is worth glancing at Chetham's Hospital, a school founded in Manchester, but close to the Salford boundary, by Humphrey Chetham in 1649 for the education and maintenance of forty poor boys from the ages of nine to fourteen, of whom six were to come from Salford. In 1826 the number of scholars was doubled and from then on twelve Salford boys were given an elementary education at the school.[1.]

The profit-making day schools in Salford up to 1870 varied tremendously in the type and quality of education they gave; some

1. Manchester and the Movement For National Elementary Education: S.R.Maltby. p.35.

offered the equivalent of a good grammar school education, while others of the dame school type were merely child-minding establishments. The former type of school flourished particularly because there was no endowed grammar school in the borough; Salford boys wanting a secondary education went to Manchester Grammar School, founded by Hugh Oldham, Bishop of Exeter,in 1515, and in the nineteenth century this school was situated in Long Millgate, adjacent to Chetham's Hospital and close to the Salford boundary.

Indeed, the first grammar school proper established in Salford was the Roman Catholic Grammar School, at 24, The Crescent, Salford, which began its work about 1862. The boys numbered about one hundred and there was a staff of five. The school was run in connection with St.John's Roman Catholic Cathedral,Salford, and one of its objects was to prepare boys for the priesthood, so that it is likely that it drew pupils from outside the borough, as well as from within. In 1891 the school moved from Salford when it was amalgamated with the Manchester Roman Catholic College.[1.]

Of the many private secondary schools which flourished and perished up to 1870,it is only worth glancing at a few. A private school known as St.Cyprian's or Salford Grammar School was opened in 1735 and for a time became a serious rival to Manchester Grammar School but it closed in 1773.[2.] Henry Clarke,

1. Salford Reporter. 14.3.1891.
2. History of Manchester Grammar School, 1515 to 1815; A.A.Mumford,p.162.

a Doctor of Laws of Edinburgh University, established a Commercial and Mathematical School in Salford in 1765, which operated successfully until 1792 when he moved to Liverpool, although returning in 1794 to the Manchester area. [1.] In 1802, however, he gave up his private educational work when he was appointed a professor at the Royal Military College, Marlow. In 1810 the Lancashire Independent Grammar School was founded in Leaf Square, Pendleton, one of the aims of the promoters being to prepare young men for the Independent (Congregational) Ministry, and so the school was obviously a late form of dissenting academy. However, it was run, in conjunction with an Academy at Seedley Grove, Pendleton, as a private venture school. Its fees were forty guineas per annum and it continued until 1837 when its principal resigned his post. [2.] Lime Place Academy, which claimed to have been founded in 1811, was a notable Broughton private school, as was the boys' boarding and day school kept by Thomas Jackson from 1844 to 1855 and attended by William Mather and his brother. [3.] Other private day and boarding schools are to be found advertising in the press of that period and listed in the Directories, among them schools for girls. With the establishment of the Oxford and Cambridge local examinations in 1857, the better private schools began to

1. Annals of Manchester: W.E.A.Axon. p.154.
2. Lancashire Nonconformity: B.Nightingale,p.202.
3. Sir William Mather: L.Mather (ed).p.3.

prepare their pupils for these academic hurdles.

The Statistical Society's investigation of 1835 listed 29 superior private schools in the Salford District, nine boys' and twenty girls', nineteen of these schools were in Salford, four in Pendleton and six in Broughton, then as now the most select and least built-up area within the city boundary. There were 382 boys and 500 girls in attendance; some of the schools although listed as single-sex schools were obviously mixed ones, as members of the opposite sex figured on the rolls; 30 of the pupils were under five, 790 were aged between five and fifteen, and 62 were aged above fifteen. The fees varied from 10s.0d. to £5.5.0d,per quarter, exclusive of board. The Report of the Select Committee on the Manchester and Salford Education Bill,1852, listed eighteen "high-class schools" and fifteen middle class schools in the district, the total attendance being 1,125 (651 boys and 474 girls).

The first references to the inferior private day schools are to be found in the 1835 report of the Statistical Society on education in Salford. It listed 42 schools, 27 boys' and 15 girls', although pupils of either sex were usually taught in all of them; there was a total attendance of 1,814, 1,215 boys and 599 girls. 34 of the schools were in Salford, seven in Pendleton and one in Broughton. Six of these schools had been established up to 1820, fourteen from 1821 to 1830, and 22 between 1830 and

and 1835. 141 of the pupils were aged under five, 17 were above fifteen, and the remainder, 1,656 were in between these two limits. The fees paid varied from 2d. to 1s.9d.per week. Despite the grandiose claims of some of the schools in respect of subjects taught, the Statistical Society adjudged them all as merely inefficient for any purpose of real education, and this is substantiated by accounts of premises, equipment, books and staff. Indeed, what is surprising is that so many parents were willing to pay comparatively high fees, but doubtless even in 1835 it was thought that a certain cachet was conferred on the child who attended a private school as opposed to the child who attended the school supported by charitable donations.

The report of the Manchester and Salford Bill Select Committee, 1852, listed twelve common day schools, six described as first class and six as second class. The number of children in attendance at these schools was combined with the figure for the 22 dame schools in the district, giving a total of 1,217 pupils, 124 in attendance at boys' schools, 77 at girls' schools, and 1,016 at mixed schools. This shows a considerable decline on the 1835 figure of 1,814, and this was probably due to the increase in the number of public day schools which catered for the same class of children as the common private day schools.

The investigation instituted by the School Board in 1871 [1] to ascertain existing provision for elementary education in the borough discovered 22 private schools with a total of 446 pupils in attendance, of whom 205 were boys and 241 girls. With the exception of one school with nine boys in attendance, all the schools were mixed. Of these 22 private adventure schools, as the School Board termed them, only four, with an attendance of 89 ( 41 boys and 48 girls) were regarded as efficient.

The only detailed reference to dame schools as such in the history of education in Salford up to 1870 is to be found in the Manchester Statistical Society's report, 1835. In the evidence cited above gathered by the Select Committee in 1852, 22 dame schools are noted as being in existence, but distribution and attendance figures are not given, and the 1871 investigation of the School Board must have included dame schools among the 22 private adventure schools to be found in the borough. The Statistical Society found 65 dame schools in the district, 56 in Salford, 8 in Pendleton, and one in Broughton, with a respective attendance of 1,303, 228, and 12, and of these figures 563 were boys and 980 girls. 467 of the children were under five and 1,076 between five and fifteen years, and none above fifteen. The fees varied between 2d,and 8d,per week.

All 65 schools professed to teach reading, but only three said they taught writing; 43 claimed to teach religion, 31 morals,

1. Salford Weekly News. 24.12.1871.

and 55 needlework. Only five were found to be tolerably well provided with books; many schools, indeed, seem to have possessed none and others only fragments. The premises, equipment and qualifications of the teachers were worse than those disclosed generally by the inferior private day schools and the Statistical Society Committee considered that barely one-third of the children in attendance learned anything. Most of the "teachers" seemed to consider their task complete if the children remained in their school for the allotted time each day, thereby recognising the true function of their "schools" as child-minding institutions.

Before turning to the educational movements in Salford up to 1870, it is worthwhile taking a look at the provision for adult education in the period up to 1870. In the late eighteenth and early nineteenth century, the main source of education for adults was private tuition, conducted usually by the teachers of day schools, and although this continued throughout the period it was obviously too expensive for the poorer classes.

In 1788 the Manchester and Salford Committee for the Sunday Schools of all Denominations determined that schools would be opened in all districts for the purpose of instructing grown men and women, but there is no direct evidence that any such school was opened in Salford.[1] Although evening schools were opened in conjunction with the Sunday schools, no evidence is

1. Parsons: op,cit.p.239.

available of the ages of the students in attendance and it must be concluded that most were children.

From the 1820's until the School Board period, with the establishment of commercial and Science and Art evening schools and the technical colleges which slowly followed the passing of the Technical Instruction Act of 1889, the main provider of adult education was to be the Mechanics' Institute movement. The Institutes inspired many other similar establishments, which were hardly distinguishable even if differently named. The movement began in Glasgow in 1823 when the members of a University extra-mural class in practical science for artisans organised themselves into the first Mechanics' Institute. Its stated purpose was the instruction of artisans in the scientific principles of arts and manufactures. The movement soon spread and George Birkbeck, who had conducted the Glasgow extra-mural lectures before his departure for London in 1804, took the lead in establishing a similar establishment in the English capital in 1823. Institutes were most numerous in the great manufacturing centres, each usually had its reading-room and library. Classes were conducted in Mathematics, mechanics, drawing and natural and experimental science and frequently there were lectures of a grander nature with illustrations and demonstrations. Sometimes English literature and foreign languages were taught.

The Manchester Mechanics' Institute was founded in April

1824 and within a short time it had made its impression in Salford, when in 1825 the first specifically adult evening school was opened in the schoolroom under the Unitarian Chapel in Greengate.[1.] The course started in October 1825 with about thirty students and classes were held on Monday and Friday evenings. The course comprised reading, writing and arithmetic, the intention being to give the pupils as they advanced instruction in the elements of chemistry and mathematics, with a view to preparing them for the advantages afforded by the Mechanics' Institute. How long this school lasted and what became of it is unknown, but it is likely that as the initial enthusiasm waned, the classes dwindled until it was dissolved.

In 1826 the Manchester Mechanics' Institute held a series of lectures on Natural Philosophy in Queen Street Chapel, Salford.[2.] Another early adult educational movement was the Pendleton Society for the Extension of Useful Knowledge, founded in 1829, but again no information is available as to how long it lasted. The 1835 Statistical Society investigation reported that one evening school, the Salford Institute or Co-operative Evening School, established in 1832 in connection with a co-operative society, included many adults among its 120 male and 30 female pupils. This school had a more ambitious curriculum than most, including grammar, geography, history, geometry, drawing and phrenology among the subjects taught.

1. Manchester Guardian. 22.10.1825.

2. ibid. 1. 4.1826

The school had a library and some scientific apparatus and every Saturday evening there was a lecture on some subject of Natural Philosophy, illustrated with experiments. There were adults in many of the other evening schools in the district, for of the 526 pupils in them, over half, 273, were aged over fifteen.

Although a Mechanics' Institute had been founded in Manchester in 1824, it was not until 1838 that one was started in Salford. Premises were rented in Bank Parade, Salford, and a popular series of lectures began. Funds were sought for a new building and membership subscriptions were fixed at 16s.0d. per annum, payable quarterly.[1] An exhibition was held in late 1839 to raise funds, but although popular it incurred a loss. The report of the Institute for 1840 spoke of a decline in membership to 310 from 423 in the year previous, the directors of the Institute concluding that it was want of inclination on the part of the operative classes to avail themselves of the instruction afforded, although they did concede that the current economic depression had had an adverse effect.[2] In 1840, however, the Institute received the appellation Royal as Queen Victoria consented to become a patron. A less ambitious exhibition was held at the end of the year and this time realised a profit of £179.[3]

1. Manchester Guardian. 30.5.1838.
2. 2nd.Report of the Mechanics' Royal Institute of Salford,1840.
3. Manchester Guardian. 3.2.1841.

Meanwhile, in 1839, a Lyceum, a form of Mechanics' Institute which made a more deliberate attempt to cater for the working classes, and which was peculiar to south-east Lancashire was founded in Salford and as its fees were lower, at 2s.0d.per quarter, and as it offered more extensive facilities, it rapidly became popular. At the first annual meeting, held in June 1839,[1] it was announced that there were already 504 members and the number was about the same the following year. The Lyceum was also open to female membership and held distinct classes for women in such subjects as sewing, knitting and singing, as well as in the 3 R's. Following the success of the Salford Lyceum, a similar institution was set up in Pendleton in 1841 with a membership of 100.[2] However, when membership declined over religious controversy in the discussion class, the enterprise was given up.[3]

In 1843 a crisis occurred in the affairs of the Salford Mechanics' Royal Institute when moves for an amalgamation with the Salford Lyceum broke down and the Institute decided to wind up owing to financial difficulties. Membership had fallen to about 240 and there was an excess of expenditure over income of £38 in the year 1842-43. Probably the main reasons for its failure were its high membership fees and the competition of the Lyceum.[4]

With the demise of the Mechanics' Institute, the Lyceum decided in June 1843 to change its title to that of the Salford

1. Manchester Guardian. 26. 6. 1839.
2. ibid. 27. 10.1841.
3. Salford Weekly News. 19. 10.1867.
4. Manchester Guardian. 1. 4.1843.

Literary and Mechanics' Institute.[1] The library of 2,000 volumes of the defunct Institute was purchased by the new one, which also decided to encourage membership by allowing subscriptions to be paid at the rate of twopence weekly.[2] Despite this, after the initial high membership, numbers began to fall off. At the time of change of name in 1843 the membership was 384, but by 1851 it had declined to 168. However, it continued with fund raising activities with a view to building its own premises. These were erected on a plot of land in Great George Street, Salford, donated by Mr.E.R.Langworthy, a local philanthropist, being opened on the 14th November, 1853, and a new title, the Salford Mechanics' Institute, was adopted. The annual report for 1854 stated that the total cost of the building, together with furniture,fittings and heating appliances, came to £2,023, of which £1,504 had been raised by donations of one form or another to the building fund; the deficiency was made good by borrowing £500 on mortgage. The new building included premises for a mixed day school which had been conducted by the Institute since at least 1843. This school continued into the School Board period, under the auspices of the Working-Men's College; it was primarily for the children of members. The average number of pupile on roll was about 175.

The newly housed Institute,however, still failed to attract

1. Manchester Guardian. 10. 6. 1843.
2. History of Adult Education: J.W.Hudson, p.136.

members and the last annual report, that for 1858, showed a deficiency of £109.19s.6d.[1] for the year and in the following year the institute was absorbed by the Salford Working Men's College, which had started in 1858. The Working Men's College movement had begun with the People's College founded in 1842 in Sheffield, whence the idea had been carried to London in 1854. Following the success of the college there, it had spread to many other large towns, including Manchester. The Salford College had started in rooms provided by the new Institute and over 180 students had enrolled in the first two months for the courses offered; subscriptions were 1s.6d. per term plus sixpence per class.[2]

It was not, however, the competition of the Working Mens' College that caused the failure of the Mechanics' Institute, the Salford Weekly News claimed in an editorial of 1st October 1859, but the fact that lectures were no substitute for a progressive course of study and that the Institute's reading rooms and library facilities had been superseded by better facilities offered free by the Municipal Peel Park Museum and Library, which had been opened in Salford in 1850. The Working Men's College took over the land, buildings, books and furniture and assumed responsibility for the mortgage and other liabilities amounting to £150. A fund was started to pay these off and £700.19s.0d. was subscribed so that the new college was able to pay off the mortgage and liabilities,

1. Manchester Guardian. 19. 2. 1858.

2. ibid. 19. 5. 1858.

with a balance for alterations and repair.[1]

The College conducted various classes from 1858 for the Union of Lancashire and Cheshire Institutes' examinations and from 1861 for the Society of Arts', and the Science and Art Department's examinations. Where possible the college used voluntary teachers and whenever six or more members expressed a desire of forming a new class the governing council, democratically elected from the student body, did their best to obtain a teacher. Social activities were also carried out and in summer excursions were arranged. The College was at first for males, but after the amalgamation with the Mechanics' Institute it was necessary to admit women because of an undertaking to maintain the classes which had been held previously; however, the number of women was never large, an average of 25 out of an average annual membership 240. The majority of the male members, an analysis of the membership in 1858 and 1862 shows, were of the skilled artisan and clerical class rather than labourers and unskilled workers.[2]

The College was undoubtedly a success; before the formation of the School Board evening classes, it never encountered serious financial difficulty after the initial £700 had been raised, although its main source of income was simply the fees of students. From 1863 its day school received government grant but the evening classes did not receive government aid until 1869, when a free-hand drawing

1. Report of the Salford Working Men's College, 1859.
2. Salford Weekly News, 8.11.1862.

class received aid from the Science and Art Department. Undoubtedly the gratuitous service of many of the teachers was of great assistance. Many students successfully sought to better themselves from attendance at the classes; one ex-student was said to be Dr. William Diggle, who later became Bishop of Carlisle; another Student won a Queen's Medal for Chemistry, one of two awarded by the Science and Art Department for the whole country in 1862. The choice of subjects to be studied was left to the students themselves and evidently many were trying to build on shaky foundations. This was criticised by the Reverend E.Birley,H.M.I., who, after assessing some of the students in 1861 in a preliminary examination, suggested that they ought to have given more attention to defects in their basic education before embarking upon more advanced studies. [1.]

Another important Mechanics' Institute in the Salford district was that established in Pendleton in 1850 in rented premises in Picton Street. These were so cramped that they deterred many prospective members and a building fund was started in 1854. By 1856 £1,200 had been raised, more than the intended cost of the building, which was opened in Gardner Street, Pendleton, in 1857. Special classes in the 3 R s were established for women from 1852 and they continued with an average membership of 20, on the roll; male membership averaged 200 per annum. The classes held were mainly in reading, writing, arithmetic, mechanical drawing, freehand drawing,

1.Salford Weekly News, 13.4.1861.

and gymnastics. French, chemistry and shorthand were also taught at various periods. There were also a reading and newsroom and a library. Paid teachers were usually employed as these were felt to be better than voluntary ones. The Pendleton Mechanics' Institute was never very secure financially and by 1868 had a deficit of £182. The membership fees are unknown and it appears to have depended heavily on the generosity of local philanthropists.

After 1862 when grants were made to day-school teachers for evening-school work, the number of evening-schools connected with the public day schools in the borough rose from three in 1865, with an average attendance of 335 students, to twelve in 1870, with an average attendance of 685. Six of the fourteen were Church of England, two Roman Catholic, three nonconformist and one non-denominational. No details are available as to the nature of the students but there were doubtless many adults and adolescents on the rolls; the subjects taught were of course elementary.

Despite the many efforts in the Salford district on behalf of adult education, it is evident that they were all comparative failures, the bulk of the working-class having no taste for education. The institutes of Salford were trying to build on a foundation that did not exist; there was no adequate system of elementary education to create a demand for the type of instruction the Mechanics' Institutes could have offered, and this was largely

true elsewhere in Britain.

Apart from taking all the above direct measures with respect to educational provision,Salford, with Manchester, was in the forefront of the nineteenth century movement for establishing comprehensive schemes of popular education. There were several attempts to secure the passage of an education bill, local or otherwise, through Parliament. The first and least known one was the petition of the congregation of the Greengate Unitarian Chapel, Salford, to the House of Commons in 1833 for the establishment of a national system of education. The petitioners added that their proportion of the necessary taxes would be willingly paid. [1.]

The first widely known meeting of the supporters of a national system of education was held in Salford Town Hall on 23rd September 1837. This meeting passed seven resolutions on the subject of national education, calling for a government sponsored system for the whole population and petitions embodying the resolutions adopted were sent to both Houses of Parliament.[2.] Following a similar meeting in Manchester on 26th October,1837, a branch of the National Education Society, a short-lived but influential society which lasted until 1839, was formed. [3.] On the 16th November, 1837, was held a further meeting at which the Manchester Society for Promoting National Education was formed; its object was a general system of education with the Bible being taught without comment. These proposals led to the bitter opposition of Canon Stowell, Rector of Christ Church, Salford, who condemned the

1. Some of the Financial Aspects of Elementary Education: I.Corlett, p. 21.
2. Manchester Guardian. 27.9.1837.
3. Maltby: op.cit.p.50.

movement as "irreligious" and [who] wanted a system conducted by the Anglican church.[1.]

On 25th April, 1843, a town's meeting was called at the Salford Town Hall to oppose the education clauses of Sir James Graham's Factory Bill because they interfered with the rights of parents to superintend the education of their children and because it would have given the power of exacting a rate to persons who were not responsible to the ratepayers for objects over which the ratepayers had no control.[2.] As a result of this and similar agitation elsewhere the educational provisions of the bill were dropped.

In 1844 the leaders of the Established Church in Manchester and Salford set up a new organisation called the Manchester Church Education Society. It was this society that took over the management of the Salford National School and started a scheme for the training of teachers in the National Schools of Manchester and Salford. In addition to these activities, the society also aided Church of England schools in the Manchester area, among them St. Bartholomew's school and St.Philip's Infants' School in Salford.[3.]

By 1851 many local differences were resolved and in that year the Manchester and Salford Committee on Education was formed,producing the Manchester and Salford Bill, which was brought before Parliament in 1852, when it was adopted by one Salford Council on behalf of its citizens. Salford thereby expressed its willingness

1. Manchester Guardian. 1.11.1837.
2. ibid. 26.4.1843.
3. Parsons: op.cit.p.306.

to pay a sixpenny local rate towards the cost of maintaining the schools.[1] A canvass of 9,981 ratepayers out of a total of 14,167 in the Salford district produced 8,447 signatures for the Bill; only 1,544 refused to sign the petition.[2] Local opinion was, therefore, in favour of aiding the existing schools out of the rates, since it was seen by 1851 that the system of relying on voluntary subscriptions had failed to maintain the schools efficiently, even with the aid of government grants to assist building. By 1855, however, it was seen that the Bill was not going to be accepted by Parliament and it was withdrawn. But by this time it was clear that educational strife was dying out in its extreme form in the Manchester area and in 1857 another local education bill was introduced in the House of Commons, although withdrawn later that year.[3]

Three years previously a Mr.E.R.Le Mare, a member of the congregation of Christ Church, Salford, had taken over the management of a scheme, run in conjunction with the Manchester City Mission, to aid parents with the payment of school fees for their children. The scheme had been started in 1849 by a Mr.Forbes, one of the City Missionaries.[4] As extended and conducted by Mr.Le Mare, the scheme aided the children of poor but respectable parents who had to pay at least a penny per week towards the school fees. The parents could choose the school to which the child was sent, but it had to be one which taught evangelical duties and doctrine. The children who were aided were chosen by the City Missionaries. The very lowest

1. Maltby: op.cit.pp.83-85.

2. Report of the Select Committee on Manchester and Salford Education, p.390.

3. Maltby: op.cit. pp.89 and 92. 4. Ibid. -p.96.

class of children were not, hoever, aided, because it was considered that they would have lowered the character of the day schools. By this scheme 334 children were enabled to attend eight schools, non-conformist and Anglican, in 1855, at an approximate cost of 5s.6d.per child per year. The scheme was described in detail by the Reverend W.J.Kennedy H.M.I. in the Committee of Council Report, 1855,[1.] being put forward by him as the basis for a national scheme to aid the public day schools. This scheme continued until 1865 when it was amalgamated with that of the Manchester and Salford Education Aid Society, but after 1855 separate figures are not available for the number of children assisted. An average of about 1,500 children were, however, assisted each year, in the Manchester and Salford area until 1865.[2.]

In 1864 the Manchester and Salford Education Aid Society was founded, on the same basic lines as those of Mr.Le Mare's scheme, as a result of seven letters written by Mr.Edward Brotherton to the "Manchester Guardian" between 5th and 27th January, 1864. Brotherton believed that the reason why many children in the area did not receive education was lack of money and not lack of school accommodation. The object of the Education Aid Society was to pay as much of a child's school fees as was needed. The Society was supported by subscriptions from the wealthy merchants and manufacturers of Manchester and Salford.[3.]

The Society made a canvass of parts of Manchester and Salford,

1. p.445.
2. Manchester City Mission Reports, 1855-1865.
3. First Report of the Education Aid Society,1865.

seeking out children who were not attending school. They soon found, however, that paying the school fees of children was not enough to get many of them to school; one quarter of the grants available for the last quarter of 1864 were not taken up; out of the 950 grants available to children in the Salford district only 688 ( or 72%) had been used. This had fallen to 51% of the grants available in 1865, when only 1,555 grants were taken up out of 3,019 available. This was largely because many children had not got shoes or suitable clothing. In some districts there were schools which took children who were barefooted, but in other districts they were not admitted. There were also many parents who were found to be unwilling to pay their share of the fees, or who were indifferent to the need for education. In some cases teachers or managers of schools did not care to admit some of the children who were sent by the Society. The Education Aid Society's scheme differed from that of Mr.Le Mare in that it did not stipulate the type of school which the child must attend, fees being paid at Roman Catholic schools as well as at Anglican and non-conformist ones. The cost to the Society of each child sent to school was stated to have been 4s.0d.per year in 1866 and 4s.6d. per year in 1869, the increase being due to the improved attendance of the children. In 1866 and 1867 the money paid out in grants greatly exceeded the income of the Society and it became necessary to curtail activities, grants being only given to those children who

were likely to use them and whose parents were most in earnest about the education of their children.[1.]

An Education of the Poor Bill was introduced into Parliament in 1867 and this had, in Maltby's words, "a special and intimate connection with the Manchester Education Aid society,"[2.] and was clearly the old Manchester and Salford Education Committee Bill remodelled. By this Bill a rate might be levied, but neither was education to be free nor attendance compulsory. The Bill was withdrawn in July 1867, but reintroduced the following year,with a permissive clause for a compulsory order, again clearly reflecting the conclusion of the Education Aid Society that parental impecuniosity was not the only cause of children's non-attendance at school.[3.]

In 1869 the National Education League was founded in staunchly radical Birmingham; its unsectarian and compulsory aims, while supported by the Manchester and Salford branch, were moderated by them in a declaration that they did not wish to interfere with any school then existing whether denominational or secular. Prominent local supporters of the League included William Mather and W.E.A.Axon, both to become unsectarian members of the Salford School Board.[4.] In reply to the League, the National Education Union was founded at a meeting in Manchester Town Hall in November, 1869. Its principal motive was to oppose the secular aims of the League and to foster the voluntary school movement. The

1. Education Aid Society's Reports, 1865 to 1870.
2. P.101.
3. Maltby: op.cit. p.103.
4. Maltby: op.cit.p.113.

chairman of the executive committee was Hugh Birley, M.P., a brother of Herbert Birley, who was to become the first chairman of the Salford School Board.[1.] These two great movements epitomised the nineteenth century educational controversy and the conflict begun before 1870 was to continue thereafter in an exacerbated form, particularly in Salford in the first four years of the School Board's existence. In 1870 the Elementary Education Bill introduced by W.E.Forster to the Liberal dominated Parliament was placed on the statute book and a new phase of English history, not merely that of education, began.

1. Maltby: op.cit.p.114.

PUNCH, OR THE LONDON CHARIVARI.—JULY 2, 1870.




"OBSTRUCTIVES."

MR. PUNCH (to Brit. A.). "YES, IT'S ALL VERY WELL TO SAY, 'GO TO SCHOOL!' HOW ARE THEY TO GO TO SCHOOL WITH THOSE PEOPLE QUARRELLING IN THE DOORWAY? WHY DON'T YOU MAKE 'EM 'MOVE ON'?"

The above political cartoon, taken from Punch of 2nd July 1870, is directed against the controversy of the various factions over the form of public elementary education proposed by W. E. Forster's Education Bill. It illustrates the obstructions facing the establishment of a national system of elementary education, both before and after 1870.

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## CHAPTER.3.

## THE YEARS OF DISSENSION: THE SALFORD SCHOOL BOARD, 1870-1874.

On 9th August 1870 the Elementary Education Act received the Royal Assent and eight weeks later, on 5th October, Salford Town Council carried unanimously a motion "that application be made to the Education Department, under section 12 of the Elementary Education Act, 1870, for the formation of a School Board for the district of the borough of Salford". The mayor, Alderman Davies, to applause, in moving the resolution said that there was a lamentable deficiency of primary schools and that action would have to be taken for supplying that most distressing want. In particular, schools would have to be supplied for the numerous "street arabs", who up till then had been neglected except by the ragged schools, whose aid had proved insufficient.[1]

On 30th November the burgesses of Salford went to the polls to elect their first School Board and the sixth in the country. The result was a triumph for the supporters of sectarian education; seven Church of England candidates were returned (Birley, Goulden, Shelmerdine, Hardcastle,Pearce, Radford and Robinson), two Roman Catholics (Somers and Mart), three Wesleyans (Davies,Harrison and Briggs) and three unsectarian nonconformists (Warburton,Mather and Boddington).[2]

Herbert Birley, a noted local philanthropist and Church school

1. Salford Weekly Chronicle 8.10.1870
2. Salford Weekly News 3.12.1870

manager, who had come second in the poll, was appointed chairman, a post he was to hold until his death in December 1890. This followed a defeated amendment that Thomas Davies, the mayor of the borough, a Wesleyan and a much admired local figure, be chairman. The voting was on "party" lines in that the five other nonconformists voted for Davies, who was then, however, unanimously appointed vice-chairman. When the Board adjourned, a discussion was in progress, doubtless inspired by the nonconformists, on section 23 of the 1870 Act, dealing with the arrangements for the transfer of elementary schools to a school board.[1]

A week later the Board reconvened, to experience the first of its many storms. Birley, who had also been elected a member of the Manchester School Board, had hurried from the Salford initial meeting to that of Manchester to be elected chairman of that Board also - he had even voted for himself on this occasion. William Warburton and William Mather, both unsectarian nonconformists,were his main critics, the latter stigmatising his plurality as "greed of office". They failed to realise the advantages, particularly in liaison, that would accrue from his chairmanship of the boards of the two adjacent cities.

After this criticism, Davies gave the Board the return on School accommodation and attendance in the borough, as sent to the Education Department. There were 48 schools with 16,127 pupils on the rolls, 12,397 of whom were in attendance at the time of

1. Salford Weekly News 17.12.1870

enquiry, while there was accommodation for 20,984. It would therefore seem that the immediate problem facing the Board was one of securing attendance, and not of school provision. The Board then discussed the question of compulsory attendance. Harrison pointed out that it was notorious that even though societies existed for the payment of the fees of neglected children, it was impossible to get such children to school. It would therefore seem that some form of compulsion, as authorised by section 74 of the Act, would be required.[1]

The second ordinary monthly meeting continued the necessary initial routine work. The official form of enquiry was enlarged so that it showed, among other items, the estimated population of each registration district, the classroom accommodation of the borough in square feet, whether managers were willing to receive in their schools poor children to be paid for by the Board, the scales of fees, estimated deficiencies of accommodation in each registration district, and details of schools in process of erection or contemplated.[2]

The meeting adjourned until the following Saturday, when it interviewed the short list of applicants for the post of Clerk to the Board, a post advertised at £300 per annum, the same salary as offered by Manchester, a city three times as large. Richard Smith, an Oxford graduate, was appointed. He was obviously a Church of England "candidate" in that the two Roman Catholics and two of the

1. Salford Weekly News 24.12.1870
2. ibid. 14. 1.1871

nonconformists voted against him and three nonconformists abstained.[1]

A further special meeting of the Board was held in January to decide on the manner of the statistical enquiry required by the Education Department (Form 86), as to the requirements of elementary school accommodation, the amount and character of existing school provision, and the manner in which those locally interested in the question wished that any ascertained deficiency should be met. A house-to-house enquiry, by four paid officials, beginning in the Greengate ward, was decided upon to secure details of the child population. The task of obtaining the other required information was given to the Clerk.[2]

At the February meeting a letter was read from the Education Aid Society, giving details of over 200 Salford children in receipt of school fees assistance and saying that their grants would end on 25th March 1871. Thus one of the local philanthropic educational groups was already transferring its work to the newly formed school boards, recognising these bodies as the official ones for such purposes. It was obvious that plans for the payment of school fees by the Board would have to be drawn up quickly if these children were to continue at school, and at the March meeting Hardcastle gave notice that he would move at the Board's next assembly: "That the Board consider the desirability of appointing a committee with authority to pay, for a period not exceeding six months, school fees of children resident in the district whose parents are, in the opinion of the committee, unable from poverty to pay the same". At the same meeting the Finance Committee estimated an expenditure of

1. Salford Weekly News 21. 1.1871
2. ibid. 4. 2.1871

£2,500 that year in poor children's school fees. A special meeting was decided upon to deal with this pressing question.[1]

It was at this meeting that the long impending head-on collision between the Church of England and nonconformist parties came. All the Board, with the exception of Mather, who was in Russia, were present when Hardcastle moved his resolution, saying that the time had come for the taking of some practical steps on school attendance. Immediately Warburton moved an amendment: "That the payment of school pence be deferred until the wants of the borough are ascertained and the Board has decided how any deficiency shall be supplied". He expressed himself in favour of the Board's establishing its own schools of an unsectarian character and opposed to sending children into existing schools, in which the Board's funds would be spent on teaching what some members regarded as "heretical and unsound doctrine". He saw no safeguard in a child's not being given religious education only if the parent objected; instead he would have the parent request that his child should receive it. Harrison, in an argument that Samuel Smiles might have advanced, said that the income scales for assistance so far advanced would throw on the Board perhaps two-thirds of the children in existing schools - any such scheme would demoralise the poor and breakdown that spirit which they should do their best to encourage! Furthermore, and this was perhaps his real argument, he thought that many poor children were now receiving their education free or on a nominal basis and these fees would also have to be paid by the Board. The

1. Salford Weekly News 11. 2.1872

amendment was defeated 9 - 2, and the original motion carried by eight votes to five.

This meeting is significant in that for the first time the parties, particularly the nonconformists, really came out in their true colours. The minority were opposed to the payment of fees which contributed to the maintenance of existing schools, which were mainly Anglican, and wished to see the establishment of an unsectarian system of board schools. However, the majority were not the extremists that Boddington and, particularly, Warburton, the only two who voted for the amendment, were, and would not totally oppose the education of poor children in church schools, if no others were open to them. Nevertheless, the line of demarcation between the voluntary school supporters and those who favoured a system of board schools was clearly drawn. It was a question that was to bedevil the work of almost every board in the country, whichever party dominated, and was perhaps seen in its most extreme form in Birmingham the home of the Education League. Here the Liberals were intent upon the establishment of a comprehensive system of unsectarian board schools and had set their faces against giving the voluntary schools rate-aid in the shape of school fees paid by the Board for poor children. The Anglican voluntary school party were just as determined to retain their hold on by far the largest part of the elementary school provision; their aims were summed up in the Manchester-founded National Education Union and it is significant

that both the Manchester and Salford School Boards should be dominated by the voluntary school parties for the whole of their existence, and that in the first years following 1870 together they should pay in the fees of poor children in voluntary schools more than the rest of the boards of England and Wales together.

By May[1] the Board had agreed upon both a scale of poverty for school fees to be paid and a scale of fees. The former scale was:

(i) Where the family consisted of two persons and the income, after allowing for rent, did not exceed 3s.6d.per head per week;

(ii) Where the family consisted of three or four persons and the income, after allowing for rent, did not exceed 3s.0d.per head per week;

(iii) Where the family consisted of five or more persons and income, after allowing for rent, did not exceed 2s.6d.per week.

Many of the Board members felt that the scale was hardly a generous one but it was agreed upon none the less. The scale of fees adopted was that recommended by the Education Department: 4d. per week for boys, 3d. for girls, and 2d. for all children in infants' schools and all children under seven. The managers of the five Wesleyan schools in the borough had said they would only accept poor children on this scale and not on an earlier and cheaper

1. Salford Weekly News 13. 5.1871

suggested scale. None of the schools circulated, however, refused to accept poor children whose fees were paid by the Board.

The only objector to these scales was Warburton, who declared himself astonished at the unanimity prevailing for spending the ratepayers' money in higher fees; he would be glad to keep the scale as low as possible. He concluded by giving notice, for the first of many times, that he would move at the next meeting that the Board establish its own schools, and he repeated his concern that parents should be compelled to send their children to denominational schools.

To underline his objection, at the June meeting[1] he refused to sit on the rota for hearing school fees' applications. When his motion on the establishing of board schools in various wards in which he maintained there was a deficiency of accommodation came up, he referred to various denominational schools and their, to him, obnoxious practices. The annual report of one stated that it was established for the express purpose of "spreading the doctrines of the New Church"; another had an altar in the school-room and the head-teacher in the garb of a religious order was engaged in teaching. Birley, in opposing the motion, which was defeated, pointed out that the returns for the borough were not yet complete.

One further administrative and educational step was, however, taken at this meeting when an Industrial Schools Committee was appointed to consider the course to be taken with reference to children from the district already committed to industrial schools

1. Salford Weekly News 17. 6.1871

or whom it might be desirable to commit to such schools. This was in response to a request from the Bolton Certified Industrial School for assistance towards the maintenance of the children who were committed to their care by the Salford magistrates and towards whose keep the borough of Salford contributed nothing. The Board had already given some thought to this by budgeting £1,300 for the maintenance of such children in its first year along; this sum was to prove a gross over-estimate. In July[1] the Industrial Schools Committee recommended that the powers vested in the Board by sections 27, 28 and 36 of the 1870 Act, so far as they related to industrial schools, should be put into force, and the Board decided unanimously that the necessary two months' notice be given of their intention to make contributions to certified industrial schools. (the scales of maintenance for children sent to industrial schools were later decided to be 2s.0d.per week for each child aged between 6 and 10 years, and 1s.0d for each child aged 10 to 16 years; there was also to be paid on admission of each child, regardless of age, the sum of 25s.0d.)

The returns of the educational census of the borough as conducted by the School Boards and now finally complete were presented:

1. Salford Weekly News 15. 7.1871

Education census of Salford, June 1871

| | CHILDREN 3 - 12 | ATTENDING SCHOOL | NOT ATTENDING SCHOOL | SCH. ACCOM. FOR | PROJECTED SCH. ACCOM. | TOTAL ACCOM. |
|---|---|---|---|---|---|---|
| SALFORD WARDS | | | | | | |
| Greengate | 1,737 | 1,073 | 664 | 1,246 | | |
| St.Matthias's | 2,755 | 1,902 | 853 | 1,989 | | |
| St.Stephen's | 2,084 | 1,625 | 459 | 3,101 | | |
| Trinity | 1,543 | 933 | 610 | 1,437 | | |
| Islington | 2,139 | 1,480 | 659 | 1,173 | | |
| Ordsall | 2,516 | 1,820 | 696 | 1,775 | | |
| Crescent | 2,231 | 1,577 | 654 | 1,378 | | |
| Regent | 1,950 | 1,533 | 417 | 340 | | |
| | 16,955 | 11,943 | 5,012 | 12,439 | 3,143 | 15,582 |
| PENDLETON WARDS | | | | | | |
| Seedley | 2,458 | 1,907 | 551 | 2,377 | | |
| St.Thomas's | 2,466 | 1,946 | 520 | 2,514 | | |
| | 4,925 | 3,853 | 1,071 | 4,891 | 1,450 | 6,341 |
| LOWER BROUGHTON | | | | | | |
| St.John's | 83 | 64 | 19 | 702 | | |
| Kersal | 306 | 254 | 52 | 862 | | |
| | 389 | 318 | 71 | 1,564 | | 1,564 |
| GRAND TOTALS | 22,268 | 16,114 | 6,154 | 18,894 | 4,593 | 23,487 |

Warburton said of these returns that he had no faith in projected schools and gave notice that at the next meeting he would move again: "That steps be taken with all expedition to erect or hire school rooms for the establishment of schools in the Islington

Crescent,Ordsall and Regent wards". The meeting concluded with the resolving of a motion, moved by Mather, that in future the school fees of children of persons in the receipt of outdoor relief should be paid by the Board, a fore-shadowing of the 1873 Education Act.

With the completion of the above statistics, the reply to the Education Department's request for details of the educational requirements and provision in Salford could be drawn up and this was approved in August.[1] It stated the population of the borough to be 124,805 and the children of school age to be 27,793. The estimated number between the ages of three and five for whom elementary education should be provided was 4,400; between five and thirteen 16,400: total 20,800, being one-sixth of the total population. In the public elementary schools in the borough receiving annual grants there was accommodation for 19,863 children and these schools had an average attendance of 11,277. In schools not receiving such grants and not intending to seek it there was accommodation for 1,008, with an average attendance of 260. In private adventure schools there was accommodation for 730, with an average attendance of 446. In schools not in receipt of annual grant but which would be conducted as public elementary schools and which would seek grant aid there was accommodation for 5,543. The total accommodation was 27,144. The difference between the school accommodation of 27,144 and 20,800, the number of children for whom

1. Salford Weekly News 12. 8.1871

elementary education should be provided, would be 6,344 surplus places. It also appeared that there was no locality in the borough which had not ample accommodation available within the distance of one mile. In these circumstances, the Board did not feel it to be their duty to provide further school accommodation. (The disparity between the two sets of figures is accounted for by the former having been collected piecemeal over a period by officials lacking the authority to make a compulsory return on all inhabitants and schools, while the latter were provided from the 1871 census returns for the borough.)

Now that the Board knew the accommodation provision, they were in a position to go ahead with the framing of bye-laws with particular reference to making attendance at school compulsory, and the Industrial Schools Committee was given the task. Warburton objected to the institution of compulsory attendance until people had a choice of unsectarian schools. Mather, however, pointed out that the only effect of the bye-laws would be to necessitate further school accommodation and that the sooner they came into operation the sooner would board schools be built. Warburton's motion for the establishment of board schools in wards with deficiencies of accommodation was then discussed. Birley, opposing it, said that in the light of the reply prepared for the Education Department, he did not see how they could support the proposition and moved an amendment, which was carried 8 - 5, that it should be left to the Department to

decide what steps should be taken with regard to school accommodation.

The September Board meeting[1] began with the presentation of the returns of school fees orders granted; these were for 1,818 children, the amount paid being £21.17s.0d. This contrasts favourably with the 200 or so children paid for by the Education Aid Society in February and shows that the Board had set about getting more of the children of the poor into schools and assisting those parents in poverty who had hitherto struggled to pay or who had been exempted from paying their children's school pence. The offer of the premises of the John Street Working Men's Hall,Pendleton, to be conducted as a school under the Board's management was discussed and despite the opposition of the nonconformists, rejected on the reasonable grounds that there was an excess of 2,000 school places in the area.

The Board next began the discussion of the bye-laws as submitted by the Industrial Schools Committee. These in outline were:

(1) Definition of terminolgy.

(11) The compulsory attendance clause with exceptions and exemptions.

(111) Allowance for withdrawal from religious knowledge lessons and regulations for recognition of the conditions of the Factory Acts.

(1V) The duties of the school attendance officers.

(V) Compulsory attendance notices delivered to be recorded and to be presented to the Board.

1. Salford Weekly News 16. 9.1871

(V1) 14 days' notice for appeal against prosecution for breaches of the bye-laws.

(V11) Penalties for non-observance of the bye-laws.

(V111) Scale of school fees and scale of poverty.

The discussion of the bye-laws continued into a special meeting later in the month, at which they were approved. It was decided that they should be published and submitted to the Education Department for approval.[1]

At the October meeting Warburton returned fruitlessly to his attack on the scales of poverty and school fees. He then moved: "That the necessary steps be taken to establish a board school in Regent ward without delay", but it was lost 8 - 2.[2] It is likely that these efforts were responsible in part for a leader in the Tory and pro-Anglican Salford Weekly Chronicle (28.10.71) which took the nonconformists to task as a "handful of feeble imitators" of "the fanatical Birmingham League" and which concluded that failure would attend their efforts "to drive the children into those seed-beds of atheism in which the name of the Creator will be forbidden to be uttered" (i.e. the board schools).

The November Board meeting[3] was notable for two events. Firstly, the Clerk was accused by Boddington of being the author of a series of offensive but anonymous articles which had appeared in a local paper on the nonconformist members of the Board - a charge Smith refuted. Secondly, Warburton made a declaration of his determination not to pay the School Board rate, a course, he said, many others

1. Salford Weekly News 30. 9.1871
2. Salford Weekly Chronicle 14. 2.1871
3. ibid. 11.12.1871

intended to follow.

The first full year of the Board's existence ended in December[1] with a meeting at which Warburton moved that the Board disallow the renewal of school fees paid to denominational schools. He gave as his reason the decline in the total and average school attendance; of 27,108 children between 5 and 13, there was only an average attendance of 9,682 in the September quarter, as opposed to 9,756 in the June one. Birley pointed out that the bye-laws with the compulsory clause were still before the Education Department and that they were expecting their confirmation shortly after Christmas. The reason for the decline was that parents mistakenly thought that children between 5 and 13 already in employment would be allowed to continue at work. Additional factors were the state of trade and the season; and furthermore the Board's enquiries had revealed that many parents who had hitherto paid nothing towards their children's education were quite capable of contributing and school managers had declined to continue to accept these children without fees. The motion was defeated 12 - 2, only Warburton and Boddington, the nonconformist extremists, voting for it.

A letter was then read from the secretary of the Richmond Congregational Day School asking for the conditions on which the Board would be prepared to take over the school, which was well reported by the Inspectorate. Mather moved that the "offer" be accepted, but Hardcastle had carried an amendment 8 - 6, the voting

1. **Salford Weekly Chronicle 16.12.1871**

being on the usual party lines, that a committee be appointed to consider any definite proposition that might be made and also to consider the needs of the locality. The school was obviously not a necessity as in the next ward, Trinity, there was an excess of about 1,800 places, and when the committee reported it recommended the Board not to entertain the proposal further.

1871 closed for Salford educationally with an attack by the Weekly Chronicle (16.12.71) on the non-conformist School Board members' attitude on the Richmond School matter, saying : "The truth is that the School Board is totally unfitted to undertake the management of schools " (hardly complimentary as most of the members, Church of England and nonconformist, were school managers and its Anglican chairman the most notable school manager in the Manchester area) "and that it is no part of its duty until private enterprise has proved itself inadequate". It went on to repeat its charge of 28th October that in board schools the teaching of religion would be completely excluded.

At a meeting in the Free Trade Hall, Manchester, Warburton reaffirmed his intention of not paying the School Board rate and he appeared in the Salford Borough Police Court in January 1872 charged with refusing to pay 16s.9d, at a rate of 3d.in the £; he had paid into the court the balance of his rating demand. [1] After two adjournments, he was directed to pay the rate but categorically refused on the grounds of conscience that Salford inhabitants were

1. Salford Weekly Chronicle 3. 2.1872

compelled to pay rates and fees for the support of such schools.[1] A distress warrant was granted to the assistant overseer, who then confiscated some of Warburton's furniture, which was later sold to pay the rate amidst great jocularity, for Warburton was a well-known local figure and had excited much antipathy among the Tory-Anglican section of the population. This case, while in many ways trivial in itself, shows the depth of feelings of the extreme unsectarians. Warburton, said the School Board Chronicle (17.2.72), had been the first martyr under the clauses of the Elementary Education Act providing for the levying of a school rate.

February saw L.G.G.Robbins, the government inspector of returns, present to confer with the Board on the educational requirements of the borough. His interpretation of the statistics sent by the Board to the Education Department in August were that of the 27,793 children of school age, one-seventh were upper-class and would not therefore require public elementary education and that there was a further 13% deduction of 3,096 for sick or otherwise incapacitated absentees; thus there were 20,727 children requiring public elementary education, which was the School Board estimate. There were 911 children fewer than might be expected on the government estimate of one-fifth of six-sevenths of the population of 124,805 and Robbins agreed with Birley that the deficiency might be due to the high rate of infant mortality in Salford.

He had investigated the school provision of the borough and concluded: "The general results at which I have arrived are that the total of efficient school accommodation available is 24,222 places,

1. Salford Weekly Chronicle 17. 2.1872

whilst the number of children requiring school accommodation is 20,727, being a surplus of 3,495...and I can see no district where there are large and poor populations and where there are not, or will not soon be, sufficient accommodation. I find that certainly no child is more than a mile from a public elementary school and therefore the distribution appears to me to be satisfactory, and no new schools appear to be required".[1] (This would effectively negative any appeal by the unsectarians to the Education Department to build board schools.) When Warburton complained that the schools were in the hands of two or three denominations, Robbins replied that his instructions did not allow him to take cognisance of anything of that kind; he must regard any efficient elementary school which worked the conscience clause as a suitable school under the Act.

Later in the year the Board[2] received a letter from the Education Department (Appendix III) agreeing with Robbins that there was no deficiency of accommodation in the borough. A report was enclosed, based on statistics since received. The crux of it was that there was elementary accommodation in Salford for 25,325 children, the estimated need was for 20,727 children, and thus there was a surplus of 4,598 places. A deficiency in any ward was compensated for in neighbouring wards and when schools in the course of erection were completed there would be an ample supply of efficient school accommodation within the reach of every child in the borough. The report then turned to how Salford could help to relieve Manchester's large deficiency. It said that in the ten schools nearest to Manchester there were already 308 Manchester children in attendance,

1. Salford Weekly Chronicle. 17.2.1872.
2. ibid. 16.11.1872.

and concluded that there should be surplus accommodation for about one thousand Manchester school children in Salford.

At the same meeting which heard Robbins, a precept was moved and passed for £2,000 and this precept was the cause of much disagreement at the April Town Council meeting when it was moved that the precept be honoured.[1] Alderman McKerrow, a Liberal nonconformist, complained that the amount spent in school fees, £174 out of £2,249 seemed disproportionate and he repudiated the way in which the school rate was expended for sectarian purposes. But Alderman Pochin, himself a nonconformist, said that if the Established Church had received the largest share it was because the dissenters had neglected to do what the Church had done. The Town Clerk told the Council that it could vote against the precept if it wished, but the result would be that the School Board could sue the Council, if it had any of the Board's money in hand, and concurrently apply for a mandamus and levy a rate on their own account. The precept was passed 22-17. This incident was only one of several of the Council's complaining of the Board's expenditure. It was repeated in 1873, when some members objected to the Council's voting a sum of which it had not the disposal, forgetting that they were merely the Board's agents in the matter.

Such troubles were not peculiar to Salford. Rochdale Town Council in 1873 withheld payment of the precept from the School

1. **Salford Weekly Chronicle 6. 4.1872**

Board, regarding the precept as a form of rating for church schools, and application for a mandamus had to be threatened to obtain the money. In the same year Birmingham Town Council also refused to pay the precept if fees were to be remitted in voluntary schools.

On Monday 8th April 1872 the first School Board prosecutions for non-attendance were heard in the Borough Police Court, the bye-laws having been sanctioned by an order of the Queen in Council of 21st December,1871. Three people were prosecuted and fined 2s.6d.each.[1] At the April Board meeting[2] the Clerk gave details of the working of compulsion so far. 135 children had been sent to school in consequence of 174 notices; 49 parents had appeared before the committee to justify themselves, 43 being ordered to comply with the regulations and six being excused. Of the thirteen cases taken before the justices, there had been twelve convictions. The Board were now paying the fees of 2,050 children. The Clerk said that it was the practice of the Board's attendance officers to apprehend children found wandering the streets in school hours and if a satisfactory reason was not forthcoming, the parents were visited; if the child was not then sent to school a note was sent to the parents and a watch kept for the child. Of the 354 children compelled to attend school by the end of May, only 118 had their fees paid by the Board, so abject poverty was hardly the reason for most of the non-attenders.

In July[3] Warburton again brought up his motion of the establishment of board schools in the borough. The old reasons both

1. Salford Weekly Chronicle 13. 4.1872
2. ibid. "
3. ibid. 15. 7.1872

for and against were produced. But when Warburton said that he had been told by the head of Gravel Lane School that he would be grateful if the Board would establish schools for the children compelled to attend by the Board, Hardcastle reasonably replied that it would discriminate against poor children to establish a special school for them; at the moment they could be amongst children of a superior class and this had a beneficial effect.

The end of 1872 saw another flare-up between the two sides of the Board. Smith, the School Board Clerk, resigned and was replaced by J.G.C.Parsons, a clerk in the employ of Herbert Birley, the chairman of the Board, and the nonconformists, notably Mather, accused the majority of jobbery. The final meeting of 1872 was a stormy one, the outburst obviously being caused by the choice of Parsons. A letter of protest from the nonconformist minority was read, accusing the Anglican and Roman Catholic majority of enforcing a policy "governed solely and entirely for the promotion of sectarian objects, and not for the general interest of education" and thwarting "every attempt to extend educational efforts outside, or apart from, existing sectarian management".[1] It objected to the payment of rates in the form of school fees exclusively to "the managers of the denominational schools, who may if they please refuse to admit destitute children, as was done at St Stephen's Church of England School. The result is that the very class of children for whose special benefit the Education

1. Salford Weekly Chronicle. 14.12.1872.

Act was professedly passed are practically neglected and unprovided for". It concluded with a complaint as to the way the majority had engineered the appointment of the new Clerk. Warburton moved that the letter be entered in the minutes, but this was defeated 7 - 3.

Even the Liberal Manchester Guardian (13.12.72) thought the minority protest over-strong. It said that the nonconformists should accept fairly their minority position on the School Board and that it was foolish to denounce the appointment of Parsons as "wicked partisanship". It went on: "The Board has not done all it ought to have done; still it has done one good and great thing. It has swept 3,500 children into the existing schools who were not there before". The nonconformist protest that the majority of the Board had from the commencement been motivated solely by sectarian interests and not by general desire to spread education was "gratuitous and offensive". The report concluded: "It is useless to discuss further a document which bears all the marks of unreasoning passion. They have made Liberalism look ridiculous in their unworthy persons, and have given to the other side the full credit which belongs to temper and dignity". The article did,however, protest against Birley's chairmanship of both the Manchester and Salford Boards.

The controversy between the opposing elements of the School Board assumed such proportions and the nonconformists gained so much publicity for their viewpoint that Mr.Brodie,H.M.I.for the district,

felt himself constrained to defend the action of the majority at great length and in no uncertain terms in the Committee of Council on Education Report for 1872 - 73 ( Appendix I, pp.520-3). He made it patently clear that he did not act from interested motives : "Politically I am not of their party, and I have neither the wish nor the right to be their advocate, but I am bound to speak truth and say what I know". He refuted the charges that the majority had deliberately refused for denominational ends to build board schools. "As to pampering existing schools, the children must, I presume, go to those which exist. Nor can the Board pack favoured schools with their pupils. Schools would soon become over-crowded and your Lordships' fines and penalties would soon reduce the numbers, and matters thus be as broad as they are long."

The trouble continued into 1873 when at the February meeting Warburton made a complaint against Birley, who had recently been a member of a deputation from the National Education Union that had visited Gladstone. He claimed that in the name of the Manchester and Salford School Boards Birley had said that no religion worthy of the name could be taught in other than denominational schools. Birley did not deny this, but claimed that he had expressed as being "the opinion of the majority" of the Boards in question. [1].

It was also at this meeting that the School Fees Committee represented a report of their proceedings in 1871 and 1872:

1. Salford Weekly News. 15.2.1873.

School fees paid. June 1871 - December 1872.

| Quarter ending: | Number of orders granted: | Number of children paid for: |
|---|---|---|
| 30th June 1871. | 796 | 626 |
| 30th Sept.1871. | 1,096 | 1,572 |
| 31st Dec.1871. | 576 | 1,681 |
| 31st Mar.1872. | 795 | 1,932 |
| 30th June 1872. | 438 | 2,058 |
| 30th Sept.1872. | 379 | 1,982 |
| 31st Dec.1872. | 492 | 1,932 |

Total amount paid in school fees in 1871 - £345. 18s. 0d.

Total amount paid in school fees in 1872 - £934. 2s. 9d.

(The London School Board had only begun to remit fees in January 1873 and the Manchester and Salford Boards were paying between them more in school fees of poor children than the rest of the boards in the country). During 1872 notices had been served on 928 persons requiring them to send their children to school and 39 persons had been summoned before the magistrates. Following this report, two additional school attendance officers were appointed and it is significant that in voting against this - and being the only member to do so - Warburton should say that Parsons did his job in the office so well that two men from there could be sent out as attendance officers. Already the new Clerk was making a favourable impression on those who had opposed his appointment.

In March[1] Warburton moved: "That the probability being that the majority of children who are habitually absent from school are

1. Salford Weekly News 15. 3.1873

the lowest and most neglected class, the immediate establishment by the Board of schools especially adapted for such children is necessary". He pointed out that the required average attendance was 20,727 children daily, whereas the actual average was 13,418, about a third of the children being daily absent from school. These figures were later confirmed by the Education Department in reply to an enquiry by Harrison. Hardcastle unconvincingly argued against Warburton, blandly and speciously assuming that 20,727 was the total expected attendance, not the required average attendance after an allowance of 13% for absentees had been made. He quoted the figure of 19,707 on the registers as if that represented the average attendance and said the other difference was made up by private schools. Warburton's motion was lost 8 - 3. This debate typifies the rather lackadaisical attitude of the Salford Board for much of its existence towards attendance.

Mather followed up Warburton's resolution in April[1] with one of his own that a board school should be erected in the Chapel Street area with "special arrangements for washing the children" for the numerous indigent and uncared for children in the district. In February he had instigated a house-to-house visitation because of the large number of children to be found in the streets there. Of the 611 children in the district between three and thirteen, 382 were on school registers but 148 of these were absent at the time of the investigation. Mather said that unless the school boards were

1. Salford Weekly News 5. 4.1873

allowed to build suitable schools in such districts, the residuum of children of school age in every large town would remain in ignorance. Davies seconded the motion, saying he approved of the moderate and temperate way Mather had introduced it. The motion was lost 8 - 6, voting being on the usual lines, after the subject had been declared an unsuitable one for the Board in its last few months. It was also claimed that the school population of the area would decline sharply as a number of warehouses were expected to be built there, and this did indeed take place.

The next School Board meeting of note was an extraordinary one in June called to discuss the 1873 Elementary Education Amendment Bill. Radford, a Church of England member, seconded by Harrison, a nonconformist, moved a resolution objecting to clause 3 which sought to repeal section 25 of the 1870 Act "and to transfer to the guardians of the poor the power to give such relief to poor persons (not being paupers) as may be necessary to enable them to pay the school fees for their children" and to restrict the amount of the relief to so inadequate a sum as one farthing for each attendance at school. Warburton proposed an amendment that no alterations could be accepted as adequate that did not secure the entire removal of the continued distribution of public money to the managers of denominational schools. All the bill provided for was a frivolous and insulting proposal to change the agents for the distribution of money and what was more objectionable was that until then what had been optional, the payment of the school fees of poor

children, was to be compulsory. Boddington seconded the amendment, calling the 1870 Act "the worst bill ever passed by a Liberal government". [1] He did not think that an education act could be any good unless it provided for free, compulsory and undenominational education. The amendment was defeated 10 - 2 and the motion adopted by the same margin.

The general feeling of the Board was that the payment of school fees by the guardians would tend to pauperise by association with the paying authority and that it would inconvenience poor people who would have to go a considerable distance to the workhouse to collect the fees and this would encourage absenteeism. It was decided to send a memorial to the Education Department and a petition to the House of Commons embodying the resolution. A meeting of the Salford Guardians also adopted a petition to the House of Commons against the bill. They felt that the School Board was a very efficient body and that the proposed transfer would impede educational progress and would be a great inconvenience to, and social stigma on, the poor who would have to apply. This was the general feeling wherever the school boards were willing to remit fees, as were Manchester and Salford, but the 1873 Act was necessary to give some measure of relief to the poor in those areas where the boards were not prepared to give assistance with fees, although perhaps ready to compel attendance. Liberal boards, in some cases as in Birmingham after November 1873, were not prepared to direct fees to be paid to denominational schools and other boards refused assistance

1. Salford Weekly News. 28.6.1873.

with fees as a measure of economy; this latter decision was often rationalised as a wish not to undermine the moral fibre and virtues of the poor with charity.

The 1873 Act, however, when it became law did not remove from school boards the power to pay school fees if they wished (unlike the 1876 Act) and both Manchester and Salford continued with their previous practice. This not unexpectedly brought the charge from Warburton in early 1874 that the Board's course was "a palpable evasion of the Education Amendment Act".[1]

In September[2] Warburton again called the attention of the Board in the borough and moved a resolution in favour of the establishment of Board schools. After criticising the attendance returns, he said that while the population of Pendleton, 25,490, was a fifth of that of the entire borough, very nearly one-third of the capitation grants were paid there and a similar proportion of the fees paid by the School Board; furthermore Pendleton had a third of the average attendance. It was not a poor district and therefore the greatest proportionate amount of money was being paid where it was least needed and poorer districts were comparatively neglected. Warburton concluded by saying that even with the voluntary school building programme there would still be deficiencies in the Ordsall and Regent wards, and he moved that one or more board schools be established in these wards without delay. However, he could not find a seconder; even Boddington felt it would be better to leave

1. Salford Weekly News. 17.1.1874.
2. ibid. 13.9.1874.

further consideration to the new board.

Birley took the opportunity of defending the work of the Board. The average attendance in Salford was 58,85%,

in Manchester 52.23%

in Sheffield 46.99%

in Leeds 46.45%

in Liverpool 44.77%

and in Birmingham 42.43%

These figures were for March and the figure for Salford in September was 62% He said that they could not expect the children of poor parents to attend with extreme regularity and that the half-time system would tend to reduce the average attendance. The difficulty was not that children would not go to schools run by a sect other than their own, but simply that they had an objection to going to school at all. Board schools therefore would not solve the problem, as Warburton seemed to think, simply by providing an unsectarian education.

Although at this time the average attendance in Salford was relatively satisfactory by comparison with the other quoted towns, none were so favourably placed in the matter of school accommodation. Furthermore, once these towns had secured the necessary accommodation, Salford began to lag behind in the comparative attendance rates and in later years the Salford Board was frequently criticised by the inspectorate for the low rate of attendance prevailing in the borough. It may be that its early good fortune in having an excess of school

places had an effect on its members of discouraging zeal in the matter, and Birley, despite all his virtues, was never strong on the enforcing of school attendance, as was made abundantly clear during the half-timers controversy in the early 1880's.

But even if the nonconformists were getting nothing in the way of schools from the Board, they were still opening schools of their own. A new school, the gift of Sir Elkanah Armitage and Sons Ltd, was opened in Charlestown, Pendleton, in September. In his address Benjamin Armitage said that it was to be what a board school would be, if it were possible to get one established in the borough; but as the parties were situated at that time he thought that this was not a probability, and as an alternative therefore they had resolved to establish one themselves.[1].

At the penultimate meeting of the first School Board[2] the following returns on the increase in attendance and fees over the previous two years were presented:

| Quarter ending. | Average attendance. | Number present during quarter. | Number paid for by Board. | Percentage paid for by Board. | Cost. |
|---|---|---|---|---|---|
| 30th Sept.1873. | 13,264 | 21,919 | 2,480 | 11.31% | £285.0s.5d. |
| 30th Sept.1871. | 9,682 | 15,883 | 1,572 | 9.89% | £150.5s.6d. |
| Increase in two years. | 3,582 | 6,036 | 908 | 1.42% | £134.14s.11d. |

In the same period school accommodation had increased by 3,778 places to 23,689 from 19,911 and the number of schools from 44 to 53. The total amount expended by the Board had been £4,786.

1. Salford Weekly News. 20.9.1873.
2. ibid. 11.10.1873.

When the Board met for the last time a vote of thanks to the chairman was proposed and seconded. However, Warburton rose and said that he would vote against it. He was anxious to give each member credit for good motives, but there were gentlemen present who had imputed to some others that they were "irreligious". The walls were placarded with bills bearing such charges (the School Board election posters); they all knew that the members referred to were not irreligious, but to talk of cordiality and harmony while such charges were made seemed to him to be hypocritical. The others, nonconformists included, spoke in favour of the resolution and when the motion was put Warburton contented himself with abstaining, despite his being pressed to vote for it by his fellow nonconformists so that it might be unanimous. [1].

The second School Board saw the constituent elements returned as before, although with some changes of individuals. Birley was re-appointed chairman by eight votes to six and James Goulden, another Churchman, who had made a larger number of attendances than any member of the previous Board except Birley, was appointed vice-chairman in place of the Wesleyan Davies, who had not stood for re-election.

In January[2] Warburton, endeavoured to get the Board to relate the payment of fees to the number of attendances made by the recipients in each quarter. He said that by the eighth bye-law the

1. Salford Weekly News. 15.11.1873.
2. ibid. 17. 1.1874

Board was paying 3d. and 4d per week for children, even if they only attended for one half-day. The school managers, therefore, had no interest in promoting the regular attendance of such children. The Board should see that a bona-fide week's attendance was made and furthermore they should only pay a farthing per attendance as did the boards of guardians under the 1873 Act. If they did this it would have the result of making school managers look after the attendance of such children and the Board would only be paying for work done. The discussion continued in the February meeting[1], when statistics showed that the average attendance of those children paid for by the Board was better than that of the other children in the Salford schools. Warburton's motion was put and defeated 7 - 4.

At the March Board meeting[2] Warburton again attempted to get the payment of school fees transferred to the guardians. Goulden pointed out that there was nothing in the 1873 Act to prevent school boards continuing to pay the fees of poor children; the Act was intended for those places where school boards either did not exist or were not acting upon section 25 of the 1870 Act. The Manchester Board had taken the opinion of an eminent Queen's Counsel who had confirmed this. Birley said that if Warburton's motion were adopted, pauper children would find it difficult to get schools to accept them at such a low rate as a farthing per attendance. Warburton's motion was lost 8 - 3.

In May, after the moving of a precept of £1,000, Warburton complained of the Board's excessive expenditure in relation to its

1. Salford Weekly News 14. 2.1874
2. ibid. 14. 3.1874

mediocre results, particularly the average attendance of 13,969. On industrial school expenditure of £193 and the committal of twelve children to industrial schools, he said, "If they go on in this way they will fill all the industrial schools in the country"![1] Surprisingly this was Warburton's last appearance at a School Board meeting, and the report shows his speeches to be relatively brief for a change, although as in character as ever. Perhaps his impending bankruptcy, announced in the London Gazette of 19th May and dating from the day after the Board meeting, was preoccupying him. This was to disqualify him under the terms of the 1870 Act ( the fourteenth rule of the first part of the second schedule) from sitting any longer as a member of the School Board.

The changed temper of the Board with Warburton gone was discernible almost immediately. In July the Office Committee recommended that the salary of the Clerk, J.G.C.Parsons, should be advanced from £250 to £300, the salary of his predecesser. The motion was passed unanimously! Mather, after all the fuss over the letter of protest of December 1872, said that he took pleasure in supporting the recommendation.[2]

All was now sweetness and light. At the final meeting of the second School Board in November 1876[3] congratulations all round was the order of the day. William Mather, so often Warburton's supporter - although never as extreme as he - in the "years of dissension", complimented Birley on his excellent chairmanship. All parties by

1. Salford Weekly News. 16.5.1874.
2. ibid. 11.7.1874.
3. ibid. 14.11.1874

this time were convinced that they were doing their best for education in Salford. Undoubtedly, much of this amicability was due to the gradual realisation that they were all men of goodwill. To underline this there was no election for the third School Board, a compromise being reached between the parties concerned.

The lack of conflict and disagreement, however, was to lull the Board into a false sense of what it had really achieved and to remove a stimulus for achieving more. The result was a period of education stagnation in the 1880's. The other great school boards that had not set off with Salford's advantages began to outstrip it in school provision and the enforcing of attendance. In the years after Warburton's disqualification until the half-timers controversy of 1880 saw the Board united against the Education Department, the only event to ruffle its placidity was a scandal in 1876 over the conduct of a local industrial school to which the Board consigned some of the truants and juvenile delinquents in Salford, and here the Board was largely united to secure better management. But from 1870 to 1874 the Salford School Board had been a microcosm of the educational conflict in England and Wales.

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## CHAPTER.4.

## SCHOOL BOARD ELECTIONS AND POLITICS.

November 1870 saw the first School Board elections. Although Liverpool's Board was the first known, as agreement on its constitution precluded an election, it was not technically returned until 25th November, whereas the Manchester election took place the day previous and thus the city that had been so central in the pre-1870 educational controversy had the honour of returning the first School Board, one with a voluntary school majority, as befitted the home of the Education Union. The Rochdale Board was elected on the 26th.

Birmingham voted for its Board on 28th November and that Liberal stronghold experienced the chagrin of seeing a voluntary school majority in command. Ignoring the possible effects of the cumulative voting system, the Liberal unsectarians put up fifteen candidates, hoping to sweep the Board. Instead the Church party's eight candidates and the Roman Catholic's one candidate were returned, as against the Liberals' six. The cumulative voting system designed to protect minority interests acted against the Liberals in a manner perhaps unanticipated by its devisers. The fifteen Liberal candidates polled 220,637 votes, the eight churchmen 158,703, while the solitary Roman Catholic received the

largest individual number of votes, 35,120, from the smallest number of voters, 3,171. The London School Board was elected on 29th November and the Salford School Board the day after, thus becoming the sixth Board in the country.

Official notice of the first Salford School Board election had been given in the local press on 12th November, 1870, along with details of the manner of nominating and voting; the date scheduled was 30th November. There were 56 candidates originally nominated, but half of these subsequently withdrew and just before the contest began a further four retired, although they were too late to be excluded from the voting lists and in consequence they received some votes.

An attempt at compromise had been made but it had come to nothing; had it succeeded, it was claimed, the composition of the Board would have been identical in terms of party representation, and would have differed little in personalities, from that elected. Of the 20,543 burgesses on the electoral roll, 12,955 voted, approximately 63 per cent, and there was much quiet interest but little overt excitement.

Before the election there was some typical nineteenth century mud-slinging by the Liberal and Unsectarian Salford Weekly News and the Tory and Church of England Salford Weekly Chronicle. The candidates themselves fell into four main groups; seven official

representatives of the Church of England, two Roman Catholics, three Wesleyans and ten nonconformists of various denominations, but mainly pledged to foster unsectarian education. The remaining candidates consisted of one woman, Frances Caroline Plant, who claimed allegiance to the Church of England and who, in her electoral address, stated her express interest in the education of girls, and two independent Churchmen, one of whom, Alderman Wright Turner, claimed that official recognition had been denied him on the grounds that he was a Whig. A letter signed "One of the Committee" in the Salford Weekly Chronicle of 3rd December, 1870, however, claimed that this was not so; recognition had been withheld because it was felt that he would not "firmly support and maintain the religious element in our schools" - not, one would think, a great deal of difference.

Of the nonconformist unsectarian group of candidates some, like the Wesleyans, would have had the Bible read without comment in the Schools, while the others would have excluded it entirely, holding it the duty of the churches and chapels to give their own brand of religious teaching. It is interesting to note that William Mather was numbered among the former and William Warburton, not surprisingly, among the latter. The Church of England and Roman Catholic candidates were, of course, united in the maintenance of sectarian religious education in the schools.

The result of the poll, announced the next day 1st December, 1870, provided the following statistics: **1870 School Board election**

| Party. | No. of candidates. | No. of elected members. | Total No. of votes polled. | Average no. of votes per candidate. |
|---|---|---|---|---|
| Church of England. | 7 | 7 | 75,484 | 10,783 |
| Roman Catholic. | 2 | 2 | 25,662 | 12,831 |
| Wesleyan . | 3 | 3 | 34,146 | 11,382 |
| Unsectarian (various). | 5 | 3 | 38,671 | 7,734 |
| Congregationa-list. | 2 | - | 10,998 | 5,499 |
| Miscellaneous Independents. | 5 | - | 8,201 | 1,640 |

If it may be assumed that the Wesleyan, Unsectarian and Congregationalist vote represented the radical opinion of the borough, then with a total vote of 83,815 it would appear that they were inadequately represented with only six members, but the radical forces were ever to weaken themselves by putting up too many candidates. Obviously, the voluntaryist total vote, 101, 146, warranted their having a majority on the Board, although a balance of 8 - 7 would have been more equitable. Although only 12,955 persons had voted, the reason for the high voting figures was that each burgess had fifteen votes, the same number as there were to be School Board members, and he could distribute them as he pleased,

even to the extent of "plumping" all fifteen for one candidate.

This system, known as the cumulative vote, was devised to protect minorities, but it was to be a continual source of discord and complaint throughout the school board period. While achieving the aim of giving minorities representation, it worked against the normal British voting system, by which a candidate has to obtain a majority over usually one or two opponents, and therefore to secure election the contestants must ordinarily express reasonable and moderate views so as to appeal to a large section of the community. In contrast, as a fairly small number of voters could elect a specific member by "plumping", the cumulative vote often brought about the return of vociferous and obstructionist members who were dedicated to opposing the "raison d'etre" of the school board. This was true of many of the members of the Salford Board, as elsewhere, but in Salford the anti-board school party always enjoyed a majority and thus, it may be assumed, the electors' confidence, although a great deal of apathy was usually evinced at school board elections; one can always count on the voters with a threatened interest to turn out more readily than those who have either a mild desire for progress or who are indifferent to it. The resignation of a school board through the activities of one extremist member elected by the cumulative vote was not uncommon. The Education Department would usually declare the board in default

and reappoint the resigned members, giving them power to co-opt a further member in place of the one responsible for their resignation. This happened in Bolton after the 1891 election; the member, however, who had caused the trouble was re-elected in 1894.

The cumulative voting system was constantly under fire from the board school supporters and in 1885 a Select Committee of the House of Commons was set up to enquire into it. After hearing evidence, the Committee in the end found itself unable to make any recommendations and, despite slight hopes engendered by the appointment of the Cross Commission to enquire into the working of the Elementary Education Acts, it remained as initially designed until the school boards themselves came to an end.

Of the Salford election the Liberal Weekly News's[1] comment on the Church party's triumph was that "by dint of perfect unity and unscrupulous manoeuvring they managed to secure the return of all their candidates". However, the same edition commented that even if the nonconformists had been united under the banner of the Liberal party, which remained aloof from the election, "these advocates of unsectarian education could only have carried one other seat and at the cost of the lowest on the list of the Wesleyans". It would seem, therefore, that although the voting power of the nonconformists was dissipated, as in Birmingham, by their large number of candidates, this made little difference to the final composition of the Salford Board.

1. 3.12.1870.

Of the personalities involved none evoked more spleen from his opponents than Warburton, the stormy petrel of the years 1870 to 1874, his character obviously being well-known already. The Salford Weekly Chronicle (3.12.70) rejoicing in the result commented in its leader: "Only one 'Nonconformist' remains to be the champion of irreligion in our schools; of him it is sufficient to say that that under no system but that of cumulative voting could he have had the chance of being returned; and though his colleagues may be disposed at first to regard him as 'a great social evil', yet, 'like a pig in a parlour' he will doubtless soon find his own place....With this trivial exception the Board is a good Board".

The same article, imagining that the Wesleyans would hold views identical to those of the Church of England and Roman Catholic members, observed that "Twelve of the successful candidates stand solemnly pledged to foster and protect the denominational schools, and to prevent the rate-payers being forced to build out of the rates schools which are not needed, in which the centre of all human relationships and of all moral obligations should be studiously ignored by His creatures". The attack on the board schools was thus being mounted before plans for any could have been advanced anywhere in the country - such was the fear the Liberal Education League had engendered in its opponents.

The cost of the election had been £238.16s.4d. Birley and Davies were later surcharged £50.18s. for part of the fees paid to

the presiding officers and the bill for refreshments for the officers and clerks. The action of the district auditor was approved by the Local Government Board, but as the chairman and vice-chairman were in no way responsible for these expenses, the surcharge was remitted. This was the decision on all the surcharges- none of other than a relatively minor nature - incurred by the School Board throughout its existence.

The School Board election of 1873 excited far more comment and public interest in Salford than did the 1870 election. The reasons for the lack of interest in 1870 are not hard to find. In the first place there was too little time between the approval of the Town Council's application and the election itself for the atmosphere to become very heated. Again, much newspaper space was devoted to the course of the Franco-Prussian war. Finally, although the issues were basically the same as in 1873 the clash of personality and policy had not yet occurred to bring about the subsequent bitterness with its attendant publicity.

This greater interest was shown not only in Salford, but also in the other large cities and towns. In Birmingham, for example, the unsectarian board school party, profiting by their experience of three years earlier, put up the "Liberal Eight", who were all returned to give them a majority.

In Salford the Church party nominated seven candidates as before, five being retiring members. The Roman Catholics put up

their two previous members, a third, a priest, being nominated but withdrawing. The Wesleyans offered three candidates, while the "friends of National Unsectarian Education", as the radical non-conformists styled themselves, numbered five.

As might be expected, the election was fought on the clear-cut lines of religious education and denominational schools, represented by the Church of England and Roman Catholic parties, and unsectarian education and board schools, represented by the National Unsectarians. Many meetings were held and much paper and ink expended with the aim of confounding opponents.

The Unsectarian candidates in their election address defended themselves against charges of irreligion but said they believed that "in a national system of education the teaching ought to be confined to those subjects on which the ratepayers agree, each individual being left to propagate his own particular religious views at his own expense."[1] They condemned the majority party for their wilful refusal to allow the transfer to the Board of schools offered and the Act of 1870 itself for allowing the payment of public monies in the form of fees to denominational schools, thereby helping to maintain them, while the ratepayers had no control over them.

The Wesleyan candidates said that no system of education which excluded the "Bible" from the classroom was satisfactory, implying, however, that any religious instruction should be non-sectarian. They also advocated the acceptance of any suitable

1. Salford Weekly News. 22.11.73.

school premises offered to the Board.

The Church of England party avowed their intention, if elected, of continuing their policies of the first Board. They were opposed to the building of board schools for which there was no necessity and were pledged to the upholding of "Religious Liberty and Religious Freedom.....recognising all schools in which efficient instruction is given, without regard to creed".[1.]

The Roman Catholics did not publish an election address, presumably considering themselves safe. They held only one recorded meeting in which they stressed their support of a system of religious education; in particular they feared the extreme unsectarians, who would eventually triumph, they feared, over the moderates. From the paucity of information on the Roman Catholic election campaign one can only conclude that the priests instructed their congregations how to vote.

The election took place on Tuesday 24th November, and the result was announced the following day. Of the 22,602 electors on the register 14,859 had voted, 66 percent, an increase of 3 per cent over 1870. The result was that the Board was essentially constituted as before, the only change being the replacement by an unsectarian of one Wesleyan, H.B.Harrison ( who had polled the highest number of votes in 1870 - the Tory Salford Weekly Chronicle[2.] claimed that this was because he had been confused with the Tory

1. Salford Weekly Chronicle. 22.11.73.

2. -do- -do- 29.11.73.

Councillor Harrison).

The following is an analysis of the poll: **1873 School Board election**

| Party. | Number of candidates. | No. of elected members. | Total no. of votes polled. | Average no. of votes per candidate. | No. of members in previous board. |
|---|---|---|---|---|---|
| Church of England. | 7 | 7 | 102,196 | 14,599 | 7 |
| Unsectarian. | 5 | 5 | 60,614 | 12,122 | 3 |
| Roman Catholic. | 2 | 2 | 26,001 | 13,000 | 2 |
| Wesleyans. | 3 | 1 | 27,231 | 9,077 | 3 |

The parties were returned in what was probably their due proportions; only the Church of England party could possibly have gained another seat, and this would have been at the expense of the sole elected Wesleyan candidate. Had the Wesleyans only nominated two candidates, assuming these to have received the number of votes cast for the three, it would only have resulted in one of the unsectarian candidates being unseated and the "Liberal opposition" numbers of the School Board would have been unchanged.

The Church of England machine had worked well by its allocation of districts to candidates, the top six in the poll being of their party. This meant that their supporters within each district had been asked to "plump" their fifteen votes for a specific candidate and this they had done.

While the Salford Weekly Chronicle proclaimed its delight at the result, the Weekly News (29.11.73) struck a more sensible note in its remark:

"With the result of the school board election in Salford we are quite satisfied. The best men nominated, we believe, have been elected, and against the majority the worst charge we can bring - a heavy one, by-the-by- is that they are denominationalists". It also observed that the Liberal vote fell far short of the Conservative and said this boded ill for the party at the next election. This was confirmed by the return of two Conservative candidates in the General Election of January, 1874 although only by margins of two to three hundred votes. It was this election that saw the defeat of Gladstone's ministry and the return to power of the Conservatives under Disraeli. Throughout the country, as in Salford the vote had tended to go against the liberal school board candidates in the various elections, as it did in 1885 when the Conservatives were returned the following summer.

At the first meeting of the second Board the cost of the election was returned as £749.6s.7d, an increase of £510.10s.3d, on the first. Bearing in mind the surcharge over the 1870 election, the School Board decided to apply for more details before paying the account, although most of the increase, it was assumed, was due to the operation of the ballot; this election had been the first in Salford under the Ballot Act of 1872. The Board considered a more detailed return supplied by the town clerk at their January meeting. The two items to which most exception

was taken were the bill of £93.5s.1d. for refreshments and the Town Clerk's fee of 50 guineas. In the covering letter the Clerk said: "On the first election I gave my services in the cause of education; on the second I thought it unwise to do so, as it is an admitted mistake in a lawyer to render voluntary service".(!) (On 15th September,1875 the Education Department introduced a legal officer's fee of 5 guineas). The Board then decided to submit the bill to the Education Department for approval before payment. This had the effect of making the mayor himself write to the Education Department defending the election costs.

Patrick Cumin replied from Whitehall on 22nd.January that unless the Board stated the grounds on which it objected to individual items, the approval of the Education Department was unnecessary. It was, therefore, resolved by the School Board that the account be paid. Subsequently, on 25th September,1874, Birley was surcharged by the District Auditor for the Town Clerk's fee, £84.8s.9d. for refreshments, and £8.5s.9d. for undetailed sundry expenses. He appealed to the Local Government Board against this surcharge. This body wrote on 13th January 1875, asking for more details of the Town Clerk's duties that entailed such a charge. Finally, on 7th June, 1875, the Local Government Board wrote to remit the surcharge, although concurring in the District Auditor's decision in imposing it; at the same time

opportunity was taken to criticise the amount of the two major items.

In the meantime the School Board had been involved in another minor electoral contretemps, subsequent upon the disqualification of Warburton by virtue of his bankruptcy. To avoid the expense of an election the Board decided to memorialise the Education Department to allow the Board's numbers to remain at fourteen until the next triennial election. This request caused much heart-searching in the Education Department and resulted in a considerable amount of interdepartmental memoranda,[1] mainly between Cumin and Sandford, as to the wisdom of acceding to this request, which, although acknowledged to be a genuine wish by all members of the Board, might, if taken as a precedent, become the thin end of the wedge for the assumption of power by a minority. The unlikely hypothetical situation feared was one in which the parties were opposed 8 - 7. The chairman, who is of the major party, dies, leaving the board 7 - 7. The vice-chairman, who is of the minority party, now becomes chairman, giving the former minority party power by virtue of his casting vote, a state of affairs which might prevail until the next triennial election if the board were to remain at fourteen members. In consequence, the Education Department wrote to the School Board on 5th November, 1874, refusing the request and ordering an election to be held.

The meeting at which this letter was read showed the

1. File E.D.16/185, Public Record Office.

changed temper of the Board since the departure of Warburton. All the members joined in the condemnation of the Department for ordering the election, and of the Tory Manchester Courier (19.11.74) for saying that it was the Liberals in Salford who were forcing the election. Finally, all expressed the hope that a contest might be avoided, although, as Birley said, they could do nothing in their corporate capacity. Their object was, however, achieved when Richard Howarth, a Tory Wesleyan, one of the two nominees, withdrew to allow the other, H.B.Harrison, A Liberal Wesleyan member of the first Board, who was defeated at the triennial election, to fill the vacancy unopposed.

The Salford Weekly Chronicle[1.] in welcoming him back made much of the Tory and Church of England magnaminity in allowing Mr. Harrison onto the Board without a contest which he must certainly have lost. Harrison was to become the longest serving of all the School Board members, remaining on the Board until his death on 20th May, 1895, at which time he was vice-chairman, a post he had held since the triennial election of 1891. He was only the second non-Churchman to hold the post in the whole of the Board's existence; the first had been William Davies, also a Wesleyan, from 1870 to 1873. As the Board in its thirty-three years always enjoyed a Church of England majority the chairmanship always remained with that party, as did the vice-chairmanship apart from the years noted above.

The unopposed election of Harrison to the Board is of interest in that it established a precedent that the party which

1. 21.11.1874.

lost a member for some cause nominated his successor to the Board. This practice was followed without incident, except in one case to be noted below.

Even this casual election brought its controversy over the fee of the Town Clerk as legal officer to the returning officer, the mayor. The bill this time was for £24.10s.0d. This was referred by the Board to the Education Department, who replied that the charge in an uncontested election should be no more than five guineas and who laid down a scale of charges for future elections, after consultation with the Local Government Board; on this occasion, however, the sum was to be allowed.

The general atmosphere of agreement prevailing among the separate parties and individual members of the 1873 Board continued. At the final meeting (in 1876) all joined in expressing their thanks to Birley for his impartial chairmanship. The motion was moved and seconded by Mather and Bryant, both unsectarians. It had been obvious for some time from the absence of accounts of meetings of the various parties that an uncontested election was probable and such was the case when the Board was returned without a contest in exactly the same representation of parties and membership for its third term, except that Edward Hardcastle, who had been a Tory M.P. since the General Election of 1874, was replaced by Richard Radford, a Churchman, who had been a member of the first Board but who had not stood for re-election in 1873. There had been three other

candidates nominated but these had withdrawn to prevent a contest. The only other point of note is that the two Wesleyan members of the Board listed themselves now as Unsectarians, thereby removing any nominal split in the nonconformist Liberal ranks.

The same unanimity was evinced in November 1879 when all the members of the Board joined in deprecating an election. Even the Weekly Chronicle[1] said: "We are glad to be able to join in the general laudation which is expressed when their work is referred to," although it wondered whether "the amicable concession of opinion had not been carried too far by the church party." Again an election was avoided, this time more narrowly than in 1876, although one had obviously not been expected.

For the fourth Board twenty-two candidates were nominated, the parties nominating their "official" representatives in the order of seven Churchmen, two Roman Catholics, and six unsectarian nonconformists, as established by the first and second contested elections; there were also six "unofficial" unsectarians and one "unofficial" Churchman. Included among the former "unofficial" group were William Warburton, presumably having discharged his bankruptcy, and Timothy Boddington, his old supporter from the first School Board. On Monday, 17th November,1879, the Mayor called a meeting in the Town Hall which resulted in the withdrawal of these candidates from the contest, although Warburton characteristically

1. 15.11.1879.

criticised the Board for its extravagance, calling it "simply a machine to support denominationalism", and said that while he had no wish to force an election, he believed such contests were healthy.[1.]

An election seemed more probable in 1882 when reports appeared in the newspapers of the selection of candidates for the forthcoming School Board elections. Again, however, the absence of appeals to the electorate in the advertising columns of the local press indicates that an election was not desired by any of the parties concerned and the final meeting of the Board broke up in the now usual unanimity.

The Church of England, Roman Catholic and Unsectarian parties nominated their official candidates in the usual order of seven, two, and six and there were eight other independent nominations, four who styled themselves Churchmen, one Presbyterian, one Unsectarian and two Congregationalists, one of whom was William Warburton again. Alderman Robinson, the deputy returning-officer, called a meeting of the candidates at the Town Hall on 15th November, as the Mayor, Alderman Husband, was one of the official Church of England candidates. The result was that the independent nominees were persuaded to withdraw, although Warburton said that it was only the state of his health that deterred him from entering into a contest; he had never known an occasion on which a contest was more necessary for there was great dissatisfaction in Salford

1. Salford Weekly Chronicle, 22.11.1879.

with the Unsectarians who had pandered to the prejudices of the people with regard to religious teaching.[1.]

This uncontested election is of particular significance in that the two Roman Catholic nominees were priests, the first clerics to sit upon the Board. Thereafter the Roman Catholic members were always priests and in subsequent elections clergymen were to be found among the Church of England and the nonconformist members of the Board. Presumably, as the decline of the voluntary schools became more marked the clergy felt that their voices must be heard more directly.

1885 saw a slightly greater interest in a School Board election. The Roman Catholic Bishop of Salford in particular had spoken harshly against the "irreligious" board schools; obviously the Roman Catholic schools in his diocese were experiencing financial difficulty in their competition with these rate-aided establishments.[2.]

There were eighteen nominees; the usual complement from the three established parties, and three independents, the old warhorse Warburton, making his last appearance in the pages of the Salford press, George Smart, a painter, and William Horrocks, a coal-heaver. In order to avoid a contest the Mayor held a meeting on Monday, 26th October,1885. Warburton expressed particular disapproval of Canon Stowell for his throwing the onus

1. Salford Weekly News, 18.11.1882.
2. e.g. -do- 7.11.1885.

upon the Unsectarians to come to an arrangement upon the withdrawals. Age, however, must have been mellowing Warburton for he advised the other independent candidates to withdraw. Horrocks said that the working men of the Borough had determined to have at least one representative on the Board. The result was that both Warburton and Horrocks withdrew, but that Smart persisted; thus a contest was inevitable with sixteen candidates for the fifteen seats.

Of the candidate who had forced the election, Smart, the Salford Weekly News[1] said that he was understood to represent the ultra-radical and labour interest in the borough and that as he was a member of the Secularist party in Pendleton, they would strongly object to his being on the School Board. It also deprecated the fact that the borough should have been put to the expense of a contest for a person who had "only a mere handful of supporters".

As the election had come as something of a surprise there was little time for meetings to be arranged and for controversy to mount. The tone of the advertisements inserted by the Unsectarian and Church of England candidates in the local press differed little. The only obvious point of difference was that the former promised to make good deficiencies of school accommodation in areas where there was need, and the latter promised to continue their support of religious education.

An analysis of the results of the election, held on 4th

1. 31.10.1885.

November, gives the following statistics: **1885 School Board election**

| Party. | No.of Candi-dates. | No.of elected members. | Total No. of votes polled. | Average no. of votes per candidate. | No.of members in previous board. |
|---|---|---|---|---|---|
| Church of England. | 7 | 6 | 35,602 | 5,086 | 7 |
| Unsectarian. | 6 | 6 | 30,912 | 5,154 | 6 |
| Roman Catholic. | 2 | 2 | 26,781 | 13,390 | 2 |
| Independent. | 1. | 1 | 5,369 | 5,369 | 0 |

There was an extremely low poll and the Salford Weekly News of the 7th November commented that voting went slowly without exciting concern in any part of the borough. Out of an electorate of 25,000 only 6,554 bothered to vote, a mere 26 per cent. The low poll was undoubtedly due to the lack of preparation as the election came unexpectedly and the same lack of interest was not generally shown throughout the country. Only the Roman Catholics again presumably through the medium of the priests' addressing their congregations from the pulpit, secured a large number of votes. Indeed, in terms of votes cast they might have secured the return of five candidates had so many been nominated. But it is likely that had they put up so many, the absentee voters would have rallied to the non-Catholic candidates.

Herbert Birley and H.B.Harrison topped the non-Catholic candidates in terms of votes received; probably as the longest

serving members of the School Board they excited most support. Smart was justified in his candidature receiving a secure majority over the bottom of the poll. The arrival of Smart on the Salford scene also marks a revival in the political activity of the more extreme left, which had remained fairly quiet since the days of the Chartist movement.

Husband, a Church of England candidate, was the unfortunate nominee not elected. This reduced the Church of England representation on the School Board to six, but with the votes of the Roman Catholics they still held control. Smart, when the results were announced, said that he and his party had at last broken through the ring and that he was pleased to be the means of the defeat of the dominant Church party. Ungraciously, he remarked that he was glad to see Mr.Husband at the bottom of the list, and he congratulated him on the position he had obtained. The Salford Weekly News thought that the consideration with which he would be treated on the Board would serve to mellow him. The only other point of interest is that there were now four clerics on the Board, two of them Roman Catholics and two-nonconformists. [1.]

The swing in radical opinion in the borough was underlined by the return of two Liberals for Salford in the General Election of 1885, one of whom was William Mather. The third Salford seat went to the Conservative Edward Hardcastle, like Mather a former School Board member. The Conservative opponent of the other Liberal returned had attempted without success to stir up enthusiasm by distributing bills bearing the slogan "Vote for Worsley and no

1. Salford Weekly News, 7.11.1885.

more Board Schools".

While 1885 saw the high-water mark of the board school supporters in Salford, elsewhere the swing generally went the other way. In Leeds the Anglicans increased their representation to seven, although without gaining control, and in Sheffield they took over from the Liberals. London,which had been under the control of a coalition of moderates, now found the more extreme voluntaryists with a majority. This was a prior indication of the Liberal defeat in the General Election of 1886.

In Manchester a vigorous campaign had resulted in the return of four nominees of the Church and Voluntary Schools party who, together with the four Roman Catholics, constituted a majority over the six Unsectarians and Herbert Birley, who had stood for the old Church party on the Board, his three fellow-nominees failing to secure election. The result was that he was replaced as chairman by the rabid Church of England voluntaryist Canon Nunn, the Roman Catholic Canon Toole being appointed vice-chairman. Birley had received the support of the Unsectarians on the Board. The voluntaryists,however, felt that Birley had become so impartial that they could no longer rely on him. He had "refused to give a satisfactory assurance to the majority on the Board as to the use of his casting vote" [1]

At the first meeting of the Salford School Board Birley was

1. Salford Weekly News 5.12.85.

re-appointed chairman. Salford did not have its Canon Nunn and the Board had so far not set up in severe competition with the voluntary schools, having built only three schools. The next business was to appeal to the Education Department against the returning-officer's bill for the election, amounting to £724.18s.1d, on the grounds that it was not in accordance with the scale of charges laid down in the Department's circular of 15th September, 1875. The Board wished to avoid another surcharge.

On 11th June, 1886, John Graves the Town Clerk, wrote to the Education Department, justifying the election expenses, in particular his own fee of £119.14s.0d., but the School Board still objected and informed the Education Department of this. On 27th October the District Auditor surcharged Birley and J.H.Harrison, the chairman of the Finance Committee, for £400 on the account of the triennial election, on the grounds that no voucher had been furnished of the particulars. The Town Clerk had refused to supply them to the Board. The controversy between the Town Clerk and the School Board also caused friction between the Town Council and the Board and the former delayed paying the School Board precept.

The controversy continued into 1888. A borough councillor, F.W.Rycroft, in an action against the Town Council, moved an order for a "certiorari" in the Queen's Bench Division. The Education Department on 5th January, 1887, had taxed off £123.16s.6d, from the

election bill and the General Finance Committee of the Council had voted the money to make up the bill. The certiorari was granted and on the 25th August, 1888, the local press reported that the Town Clerk had absconded and that a warrant was out for his arrest. He was alleged to have misappropriated over £10,000 belonging to the Council and to clients. He was later reported to have fled the country. The Board petitioned the Education Department to authorise the payment of the School Board expenses embezzled by Graves to save the mayor for 1885 from pecuniary loss.[1.]

In 1888 no attempt was made to avoid an election. The Unsectarian party at their meeting for the selection of candidates refused to support the Rev.J.Clark, one of their members in the previous Board, as he had supported denominational schooling in the day industrial schools, and replaced him by the Rev.B.J.Snell. The Social Democrats, who entered the field for the first time, condemned payment by results and decided to adopt two candidates.

Not since 1873 had such interest been shown in a School Board election in Salford. Unlike in 1885, there had been considerable preparation for the election, particularly by the voluntaryists, who after their set-back of three years earlier were determined to regain the lost ground. Furthermore they felt that the educational tide was running against them and in consequence they were doing their best to stem it. There were twenty nominations, seven Church of England, three Roman Catholics, presumably on the

1. Salford Reporter, 10.12.1888.

strength of their total vote in the 1885 election, six Unsectarians, two Social Democrats, Smart the Independent, and an Independent Churchman. The election was held on 17th November. This time the Church of England party were better organised, going back to the old system of allocating to each ward a specific candidate. The result was:

**Salford School Board election 1888**

| Party. | No. of candidates. | No. of elected members. | Total no. of votes polled. | Average No. of votes per candidate. | No. of members in previous board. |
|---|---|---|---|---|---|
| Church of England. | 7 | 7 | 108,609 | 15,515 | 6 |
| Unsectarian. | 6 | 5 | 61,444 | 10,260 | 6 |
| Roman Catholic. | 3 | 3 | 40,397 | 13,465 | 2 |
| Independent. | 1 | - | 8,939 | 8,939 | 1 |
| Social Democrats. | 2 | - | 11,908 | 5,954 | - |
| Independent Churchman. | 1 | - | 7,672 | 7,672 | - |

The heavy poll indicates the interest this election had caused. Altogether 16,020 burgesses voted, approximately 58 per cent, as against 6,554, 26 per cent, in 1885.

The result was a triumph for the voluntary school supporters. The number of Churchmen on the Board returned to seven, the Roman Catholics became three, and the Unsectarians were reduced to five. For the first time the Churchmen included clerics among their members. There were now six clergymen in all on the Board.

The Unsectarians had obviously lost ground through the split in

the radical vote, as there were nine candidates of "leftish" affiliations ~~applications~~, but had there been only six candidates it is still likely they would have lost a seat to the Church of England and Roman Catholic voluntaryists. The return of the voluntary school supporters in strength brought about a period of reaction in the matter of school provision, particularly following the death of Birley in December, 1890, and the appointment of Canon Scott, one of the Church of England clerics, as chairman.

The cost of the election was £594.19s.8d. Several items were objected to by the Board and as a result the bill was reduced by £30. The School Board then agreed to pay without further demur.

The Salford 1888 result went against the trend of the other November major school board elections. The Liberals did extremely well in Birmingham, where they had held sway since 1873, and returned to power in Sheffield. Manchester saw the extreme voluntaryists out of favour and Birley was re-appointed to the Chairmanship, replacing Canon Nunn, and in London the voluntaryist majority was reduced.

The 1891 election saw a return to the religious antagonisms of the early 1870's, with the voluntaryists branding the Unsectarians, or Liberals as they now styled themselves for the first time, as anti-religious. There was more interest and controversy in the local press than at any previous School Board election. The result was a return to the old numerical relationship of seven Church of England, two Roman Catholic, and six Liberal.

The result statistically was:

Salford School Board election 1891

| Party. | No. of candidates. | No. of elected members. | Total No. of votes polled. | Average No. of votes per candidate. | No. of members on previous board. |
|---|---|---|---|---|---|
| Church of England. | 7 | 7 | 121,477 | 17,354 | 7 |
| Liberal. | 7 | 6 | 111,561 | 15,937 | 5 |
| Roman Catholic. | 3 | 2 | 40,040 | 13,347 | 3 |
| Socialist. | 2 | - | 12,167 | 6,083 | - |

The election was a relative triumph for the Liberals who had now organised themselves on the same lines as the Church by allocating candidates to specific wards. Indeed, had the votes they received been better spread over the candidates, they might have returned seven members at the cost of another of the Roman Catholic candidates. Obviously some part of the Salford electorate was dissatisfied with the provision of school accommodation and the lack of enthusiasm shown for remedying the deficiency. 19,016 of an electorate of 31,012 voted, approximately 61 per cent. The election expenses of £564.3s.10d, were passed by the Board, but a complaint against the Town Clerk's fee was embodied in the resolution.

The pattern of results from the large school board elections of November 1891 was rather confused; the Elementary Education Act of August, which made most of the public elementary schools free and which reduced the fees in the others, seemed to have no consistent effect.

Manchester, like Salford, swung towards the board school supporters, whose party increased their representation from four to six. Sheffield, the constituency of Mr.Mundella, the Liberal educationist, swung back to the voluntaryists, as the Church of England only advanced seven candidates, as against a previous eight, and secured the return of all to give them a majority with the aid of the one Roman Catholic. The Liberals did well in Birmingham, Leeds and Coventry and retained power in Bradford with six candidates returned and a teachers' representative and a Labour member to give them a majority. Rochdale returned a nonconformist majority, while the voluntaryists retained in Bolton. But most surprising of all was the resounding success on the London School Board of the anti-school board party, which was returned to power with a substantially increased majority, among whose first measures was the repealing of the free evening school system agreed upon by the previous Board after the 1891 Education Act.

The election of 1894 saw the controversy between the parties as fierce as ever, although the Unsectarians on the Board were more reconciled to Canon Scott's chairmanship. The Manchester Guardian, (16.11.94) significantly commented: "There are signs on all hands of the approaching breakdown of the so-called voluntary system, so far at least as the Church is concerned". There were eighteen candidates, seven Church of England, three Roman Catholics, six Progressives, as the Liberal - Unsectarians now termed themselves, and two Labour. The result was again a triumph for the voluntaryists; two Progressive places were lost, being taken by a Roman Catholic and a Labour member. The

result was:

**Salford School Board election 1894**

| Party. | No. of Candidates. | No. of elected members. | Total No.of Votes polled. | Average No. of votes per candidate. | No. of members in Previous Board. |
|---|---|---|---|---|---|
| Church of England. | 7 | 7 | 137,213 | 19,602 | 7 |
| Progressive. | 6 | 4 | 82,275 | 13,712 | 6 |
| Roman Catholic. | 3 | 3 | 52,533 | 17,511 | 2 |
| Labour. | 2 | 1 | 27,485 | 13,742 | - |

The voluntaryists filled ten of the first eleven places in the poll, with the Progressives losing considerable ground. The number of voters who went to the polls was 20,185 on a register of 32,000, approximately 63 per cent. The election expenses were £607.11s.6½d. Mrs.M.Jordan, one of the elected Progressive candidates, had become the first woman member of the School Board some months earlier,when she had been chosen to fill the seat vacated by her brother,Edward Hewitt.

Of the great borough ahd city elections of 1894 the School Board Chronicle (24.11.94) claimed that it perceived a general swing to the board school supporters. However, this remark seems to have been largely based on the London result, by which the denominational majority was cut from 15 to 3 and on that in Birmingham, where the voluntaryist representation was cut to 6, here a teachers' representative headed the poll. The voluntary school supporters retained

power in Manchester,Liverpool,Sheffield and Bootle, as they did in Salford, while winning Bradford and Leeds from the school board parties. Rochdale, Coventry and Leicester remained under the control of the school board supporters. This movement towards the right was repeated in the General Election of 1895 which replaced the Liberal administration with a Conservative one.

In May 1895 H.B.Harrison, the longest serving School Board member died. He had been a member since 1870, except for a period of a year from November 1873 to November 1874. Only the second Unsectarian to hold the post of vice-chairman, he was replaced in this office by Alderman Jenkins.

On the question of election of a member to replace him, Nuttall, the Labour member, contrary to previous practice, proposed Thompson, the unelected candidate with the highest number of votes and a fellow Labour man, to fill the vacancy. He could find no seconder for this motion, but he persisted in this course throughout his period on the Board whenever a vacancy occurred; however, in no instance could he find a seconder for his motion.

The Progressives, Harrison's party, proposed a defeated Progressive candidate, the Rev.A.H.Dolphin, a Unitarian minister. Contrary to all previous practice, this was opposed by the voluntaryists and the motion was defeated 9 - 3. This impasse continued until the Progressives finally succeeded in having him appointed to the vacant seat seventeen months later. The

voluntaryists had taken exception to his creed, although a Progressive member, the Rev.J.McDougall, pointed out that when Meagher, a Roman Catholic member, resigned, he had voted for his replacement by the Rev.Denis Sheahan, another Roman Catholic, despite the fact that he, McDougall, was opposed to the Roman Catholic theology.

In particular opposition to Dolphin's appointment was the Rev.J.E.Gull, a somewhat reactionary Church of England voluntaryist. Yet, when Dolphin was finally elected seventeen months later he was first to greet him and lead him to his seat on the Board, as revealed in a letter from Dolphin when Gull resigned from the School Board in May, 1897.[1.] Thus, although there may have been serious disagreement in matters of creed and educational practice, the opposing members of the Board still displayed kindness and courtesy to each other.

The 1897 election saw eighteen nominees (fourteen of whom were retiring members) seven Church of England, two Roman Catholics, six Progressives, and two Labour. An attempt at compromise by the mayor failed and the parties campaigned vigorously. In their election advertisement the Church party claimed credit for all educational advances in Salford, although for the ten years past they had been largely engaged in fighting rear-guard actions against the erection of board schools, increases in teachers' salaries,and reduction and abolition of fees. The Progressives condemned

1. Salford Reporter. 24.10.1896.

the delay in school provision by the majority on the Board, objected to the Voluntary Schools Act, and proclaimed "the old 'Progressive' platform of board school provision where necessary, the abolition of fees in board schools, the continuance and development of the higher grade school system, the appointment of teachers on the basis of perfect religious equality, the maintenance of the present system of Unsectarian religious education in board schools, the equitable administration of the Education Acts without favour to sect or party". The Progressives also attacked bills claiming that a vote for them would mean an increase of 3d in the rates, a point of propaganda frequently brought out by their opponents in the School Board elections. The Labour candidates, as in 1894, wanted free school meals.[1.]

Despite all the efforts of the parties, the Salford Reporter (20.11.97) commented: "It has been a difficult matter to evoke enthusiasm or secure audiences, except of the smallest dimensions, to hear the views of rival candidates". The Progressives and Church members were again allotted to specific districts, while the Labour members appealed to the whole borough. The Roman Catholic directions were presumably given through their churches.

The result of the poll was identical in terms of party representation as that of three years earlier:

1. Salford Reporter 6.,13 and 20. 11. 1897.

Salford School Board election 1897

| Party. | No. of Candidates. | No. of elected members. | Total No. of votes polled. | Average no. of votes per candidate. | No. of members in previous board. |
|---|---|---|---|---|---|
| Church of England. | 7 | 7 | 121,229 | 17,318 | 7 |
| Progressive. | 6 | 4 | 94,213 | 15,702 | 4 |
| Roman Catholic. | 3 | 3 | 53,817 | 17,937 | 3 |
| Labour. | 2 | 1 | 29,248 | 14,624 | 1 |

Had the Progressives only put up five candidates and secured the same number of votes distributed evenly, they could conceivably have obtained the return of all of them at the cost of one of the Church of England members.

Approximately one hundred fewer people had voted than in the previous election; a poll of about 60 per cent. As in 1894, seven clergymen were elected. The cost of the election was £501, and it was paid without demur.

At the first meeting of the new Board it was revealed that Canon Scott was of the opinion that women were ineligible to sit upon school boards and he had circulated a handbill to the electors not to waste their votes by voting for Mrs.Booth, a Progressive candidate. However, he said that he would extend to her the same rights and privileges as to all members, although as a strict point of law he thought her ineligible.

The late 1897 school board elections showed a general swing towards the Liberals. Although Manchester remained voluntaryist,

with a reduced Progressive representation, as did Liverpool, Sheffield, Wolverhampton and Leicester, and the anti-school board party won control for the first time in Coventry, elsewhere the opponents of the school boards fared badly. The Liberals and their supporters regained control in Leeds, Bradford and Sunderland, and, most important of all, the Progressives, for the first time in twelve years, took over the London School Board from the pro-voluntary school Moderates. J.R.Diggle, the anti-board school chairman from 1885 to 1894, was defeated in his division of Marylebone.

The last School Board election saw a fresh alliance of parties in that the Labour members joined with the Progressives to form the United Educational Party. An attempt at compromise failed; the Church of England party offered to reduce their number of candidates to six if the Progressives did the same, leaving three seats for the Roman Catholics. An independent candidate, Mrs. E. McDougall, an experienced schoolteacher, however, refused to withdraw and a contest became necessary.

Again, meetings, handbills, and placards failed to stimulate any interest in the electorate. Even the candidates' speeches were relatively complimentary in their references to their opponents. The Reporter (17.11.1900) said: " A remarkable lack of interest has been evinced. This is probably due to the fact that a large number of burgesses view with disgust the conversion of the schools into a battle between Church and Nonconformist interests".

While the aims of the Church of England and Roman Catholic interests had changed not at all, there had been some additions to the United Educational Party programme, obviously as a result of its alliance with the Labour interests in the borough. They advocated:

"(1) Free Education in all Board Schools.

(2) Adequate Salaries to Teachers.

(3) The strict enforcement of a Fair Contracts Clause.

(4) Efficient and well-equipped Board Schools in every district of the Board (where they are required)",[1].

and pledged themselves to maintain the nonsectarian formula of religious education in the board schools.

The result of the election was another set-back for the United Educational Party, their seven candidates, with one exception, coming bottom of the poll. The two Labour sponsored members of the party failed to secure election; so the alliance with the Progressives had perhaps cost them a seat on the Board. The nominee who had forced the election, Mrs.McDougall, justified her candidature by coming second in the poll. The result in detail was:

**School Board election 1900**

| Party. | No. of candidates. | No. of elected members. | Total No. of votes polled. | Average No. of votes per candidate. | No. of members on previous board. |
|---|---|---|---|---|---|
| Church of England. | 7 | 7 | 109,644 | 15,663 | 7 |
| United Educational Party. | 7 | 4 | 74,270 | 14,877 | 5 |
| Roman Catholic. | 3 | 3 | 44,632 | 10,610 | 3 |
| Independent. | 1 | 1 | 18,651 | 18,651 | - |

1. Salford Reporter 10.11.1900.

Again the liberal - progressive wing had over-reached itself by nominating too many candidates. Had they merely put up five, it is likely all would have been returned at the expense of one of the voluntaryists.

Apart from the fall in the number of voters - some 3,000 fewer than at the previous election, 16,594 as opposed to 19,870 - the only points of interest were a rather invidious declaration of appreciation for Canon Scott by the Salford School Board Head Teachers Association at a special meeting, with the hope expressed for his continued chairmanship, and the prosecution of a Roman Catholic priest for attempting to intimidate a Protestant voter, rejoicing in the name of Murphy, whom the priest had obviously mistaken for a member of his own persuasion, to vote for the Catholic candidates at the School Board election. The priest was found guilty and bound over.

The expenses of this last election were the lowest ever, £493.16s.3d. The returning officer's expenses were only £2.15.0d. This contrasts markedly with the total expenses of £749.6s.7d, and returning officer's expenses of fifty guineas in the 1873 election.

The 1900 elections saw the 1897 overall picture largely maintained. The Manchester, Liverpool, Sheffield and Coventry boards remained controlled by the denominations. The Progressives retained power in Bradford, Leeds, Rochdale and London, although in the metropolis their majority was cut from three to one. Only Birmingham afforded anything of a surprise. Only seven of the Liberal

"Educational Eight" were returned and the seven denominationalists with the aid of the one independent gained control for the first time since 1873.

From 1870 to 1900 the Salford electorate, when appealed to, returned a voluntaryist majority, as did the electors in Manchester. An analysis of the votes cast in the several elections reveals that Salford was divided in the proportions 7: 2: 6, for the Church of England, Roman Catholic and Unsectarian - Progressives respectively. Thus, had there been no elections after the first, the constitution of the Board then established would have been fair throughout the period - but this is only the knowledge gained by hindsight.

In Salford, unlike in many areas, the voluntaryists, particularly those of the Church of England, had won the regard of the electorate by their adequate provision of school accommodation in the years before and immediately after 1870. Furthermore, in later years, the voluntaryists, because they recognized that they were fighting a defensive action, were ever the better organized and more militant. In particular, they never over-reached themselves by putting up too many candidates, always being content with a relatively small majority.

Sources:

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Manchester Guardian.
School Board Chronicle.

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H.C.Barnard.

# CHAPTER 5

## School accommodation in Salford, 1870-1903

Salford was possibly unique in 1870 in England and Wales in being a large industrial town with an excess of public elementary school accommodation. The government inspector of returns concurred with the School Board's figures that there were 20,727 children requiring school accommodation, while with projected building there were places for 24,222, a surplus of 3,495.[1] There was no place in the borough where there was not adequate accommodation within a distance of one mile. Indeed, in November 1872, the excess places were estimated to have risen to 4,598 in number, probably owing to the vigorous voluntary programme of school building, both underway and projected, and the Education Department wrote to the Board, suggesting that it should help to relieve the deficiency of accommodation for children in Manchester by allowing these children to attend Salford public elementary schools adjacent to Manchester.[2] It was estimated that there should be accommodation for about a thousand Manchester pupils. The Salford Board itself did nothing directly about this suggestion, as it had no schools of its own, and presumably Manchester pupils, with their school-pence provided either by their parents or by the Manchester Board, were readily accepted by conveniently situated Salford schools with surplus places.

1. Salford Weekly Chronicle 14. 2.1872
2. ibid. 13.11.1872

The considerable number of school places meant that the Salford School Board was rather late in the field both in managing existing schools taken over and in providing entirely new school accommodation. The fact that there had been no initial compelling demand for the Board to supply schools meant that it developed a reluctance to supply places later on, in the 1880's and after, when the need for new school accommodation arose in the areas of the borough which were developing rapidly. Furthermore, the considerable efforts of the voluntary agencies, particularly the Anglican and the Roman Catholic, meant that they not unnaturally opposed School Board "competition" which, ab initio, the extreme sectarians had branded as "irreligious". The voluntaryists were further aided in that the Salford Board for the whole of its existence was dominated by a voluntaryist majority.

The extent of the efforts of the interested parties can be gauged from the number of new school places provided after the passing of the 1870 Act. Following its educational census of the borough, in May 1871 the Board stated that there was existing accommodation for 18,894 children and projected accommodation for another 4,593.[1]

By the end of the Board's first term, there was said to be accommodation for 23,689 children in 53 public elementary schools in the borough.[2] It would therefore seem that some of the projected accommodation either had failed to materialise or had not been

1. Salford Weekly News 15. 7.1871
2. ibid. 11.10.1873

completed, as the Education Department in November 1872 had estimated that there would be 25,325 elementary school places.[1]

The Triennial Report of the second board, gave the public elementary school accommodation in the borough as being 28,534 places, and this indicates that all the proposed building of the early years had been completed and more besides.[2] The places were distributed throughout the townships on the following basis:

Salford - 17,215

Pendleton - 8,141

Broughton - 3,178

At the same meeting at which these figures were given, an offer of the Higher Broughton Wesleyan Mixed Girls' School was announced. After considerable deliberation, it was decided in March 1877 that the school, with accommodation for 545 pupils, should be taken over, as there was already a deficiency in the area, which would of course be aggravated if the school were to be closed, as the managers claimed that they could maintain it no longer. The premises were leased from the owners, who, however, retained the use of them on Sundays, on Saturdays from twelve noon, and on certain nights. It is significant that this first school taken over by the board should be a nonconformist one, for it was general throughout the country that the dissenters should be the first to relinquish school management when difficulties, usually stemming from rising costs and

1. File Ed. 16/185, Public Record Office, Triennial Report 1873
2. Salford Weekly News 11.11.1876

falling subscriptions, arose. This was because the non-sectarian formulas of board school religious instruction were more satisfactory to them than the Anglicans, and these formulas were of course completely unacceptable to the Roman Catholics.[1] Again, non-conformity has always been the religion of the "left" and therefore among its followers there was a greater willingness to accept state intervention and even to recognise it as an appropriate and necessary step. Some of the voluntary school element on the Salford Board were against the taking over of the Higher Broughton Wesleyan School, despite the deficiency of accommodation in this expanding district. In December 1877 the Mount Street Presbyterian School in Salford was offered to the Board, but this was rejected as there were sufficient school places in the surrounding district.[2]

From this period onwards deficiencies of accommodation were reported in various areas of the borough, usually in the growing townships of Pendleton and Broughton and in the Weaste, Seedley, Regent and Ordsall districts of Salford proper (see map at end ). The older part of Salford centred on Chapel Street began to decline in population after 1891, mainly owing to slum clearance for industrial, commercial, and railway requirements.

1. Vide. Appendix VIII for details of religious instruction curriculum for Salford board schools.
2. Salford Weekly News 16. 2.1878

The population position in the Salford districts 1871-1911 was as follows:

**Population in the Salford districts, 1871 - 1911.**

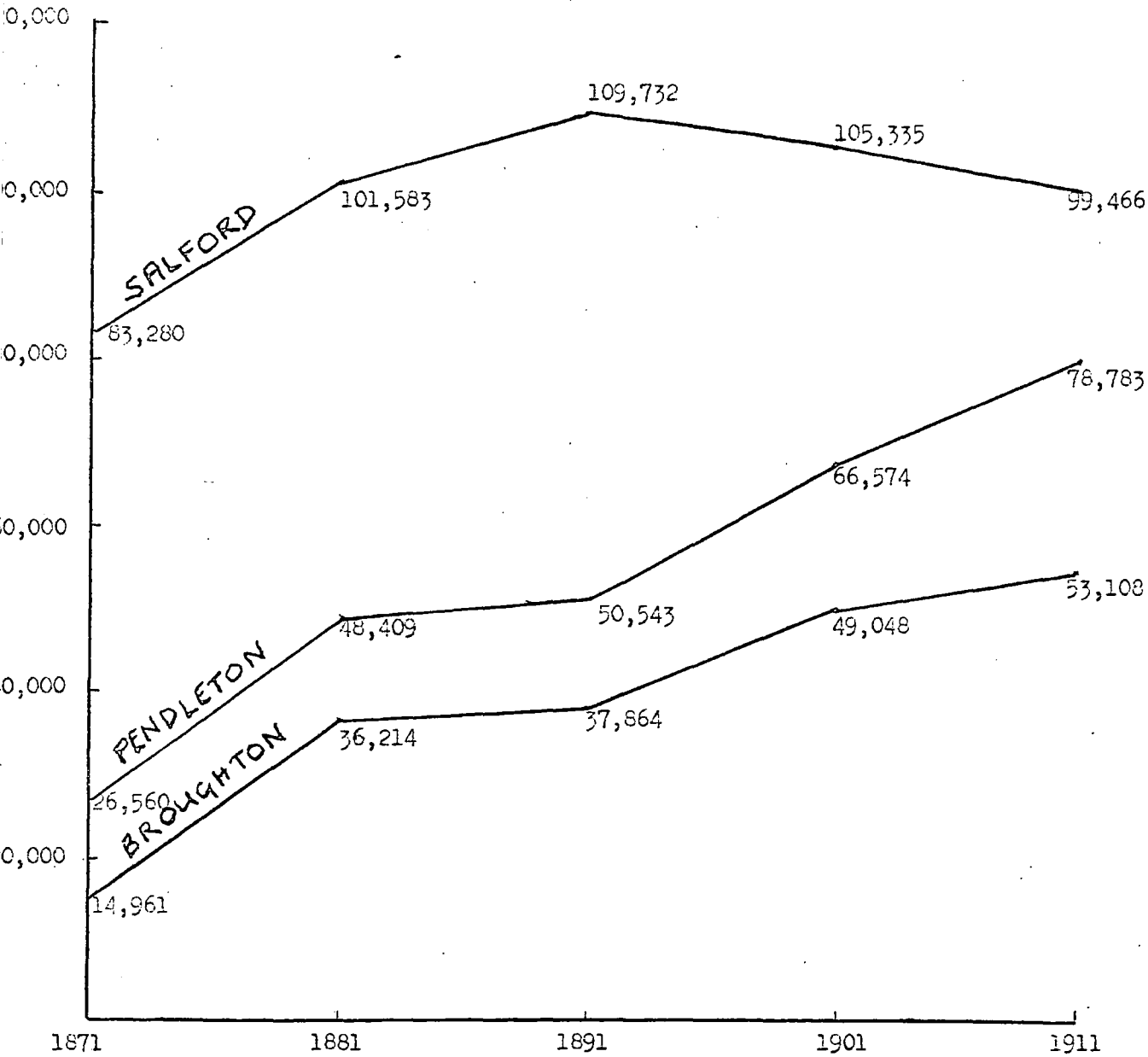
| Census Year | Total population | Salford proper | increase or decrease | Pendleton | increase | Broughton | increase |
|---|---|---|---|---|---|---|---|
| 1871 | 124,801 | 83,280 | | 26,560 | | 14,961 | |
| 1881 | 186,206 | 101,583 | 18,343 | 48,409 | 21,849 | 36,214 | 21,253 |
| 1891 | 198,139 | 109,732 | 8,149 | 50,543 | 2,134 | 37,864 | 1,650 |
| 1901 | 220,957 | 105,335 | -4,397 | 66,574 | 16,031 | 49,048 | 11,184 |
| 1911 | 231,357 | 99,466 | -5,869 | 78,783 | 12,209 | 53,108 | 4,060 |

The percentage increase in population of 1901 over 1871 was 25.5, 150, and 222 per cent for Salford, Pendleton, and Broughton respectively. The largest absolute increase was in Pendleton, but Broughton had the largest percentage increase. The population position of the three districts from 1871 to 1911 is shown by the graph on page 137.

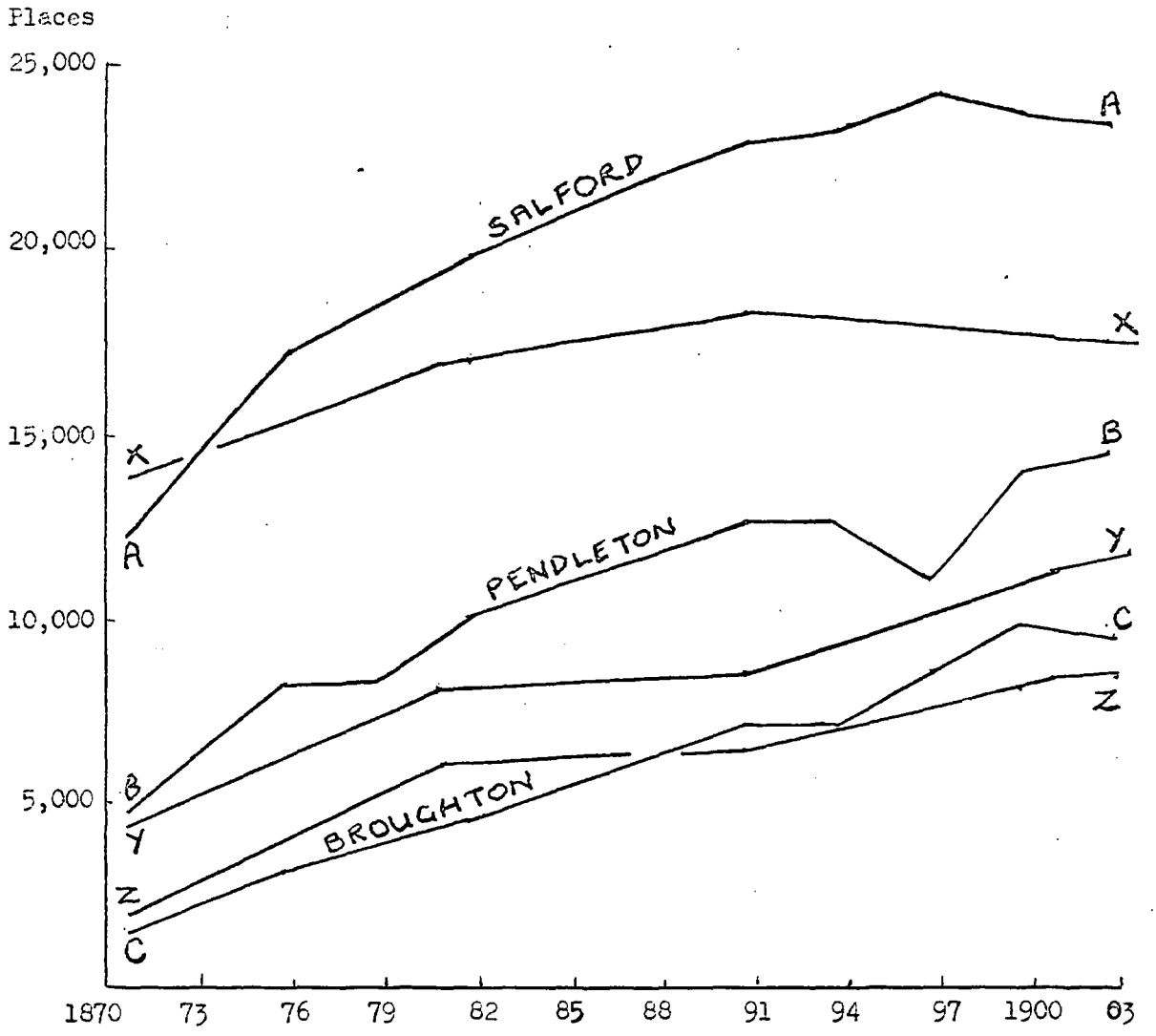
The graph on page 138 of the child population, estimated at one-sixth, and the school place position in Salford, Pendleton, and Broughton, from 1870 to 1903, helps to illustrate the position, particularly in Broughton, a large area in which for the first half of the school board period the demand for places, even on the inadequate one-sixth standard, exceeded the accommodation available.

This need for a continuous increase in school accommodation was made clear in September 1881 by Herbert Birley at the laying of

POPULATION IN THE TOWNSHIPS OF SALFORD, PENDLETON, BROUGHTON, 1871 - 1911.



ELEMENTARY SCHOOL ACCOMMODATION AND CHILD POPULATION IN THE TOWNSHIPS OF SALFORD, PENDLETON, AND BROUGHTON, 1871 - 1903




A - A = School accommodation in Salford township
B - B = School accommodation in Pendleton
C - C = School accommodation in Broughton

X - X = Estimated child population in Salford township
Y - Y = Estimated child population in Pendleton
Z - Z = Estimated child population in Broughton

Child population estimated at one-sixth of the total population (Census figures only taken)

the foundation stone of the Trafford Road (Robert Hall Street) Board School. He said that the population was rising at the rate of 5,000 a year so that 800 additional places would be needed annually. He feared that the voluntary bodies would be unable to meet this considerable demand, and that the School Board would therefore have to extend its operations.[1]

Meanwhile, in May 1878 it was decided to institute an investigation of the Hightown district of Broughton, where considerable "cottage"[2] building had taken place. Two months later the Education Department wrote to the Board, asking what steps were to be taken about the deficiency of places in this area which the inspectorate had reported.[3] H.B.Harrison said that there was also a deficiency in Broughton generally and this was confirmed in August when a shortage of 633 places were reported in this township, even taking projected school accommodation into account.[4] This indicates an extremely serious shortage as the majority on the Board were ever too ready to take into consideration any accommodation which had been only tentatively projected. The deficiency in Hightown was stated to be at least 300 places, and here, it was said, the Board would have to build if the voluntaryists could not. In consequence, in December 1878 the Board purchased a site in this district in Garnett Street, off Marlborough Road.

1. Salford Weekly Chronicle 24. 9.1881
2. A nineteenth century term for poor-class terraced housing.
3. Salford Weekly News 13. 7.1878
4. ibid. 17. 8.1878

1879 got off to a gloomy start with Harrison reporting deficiencies in the Seedley, Regent and Ordsall wards, all areas in which considerable building was taking place, and the School Statistics Committee was directed to enquire into the situation. In consequence, in February a return on school accommodation was made for the borough in general.[1] There were said to be 62 public elementary schools providing a total of 29,967 places, and the number of children requiring accommodation was 31,034. The situation in detail was:

**Salford school place provision by wards, 1879.**

| | | | |
|---|---|---|---|
| Salford | Greengate ward | - | excess of 249 places |
| | Trinity ward | - | excess of 1,458 places |
| | St. Matthias's ward | - | deficiency of 118 places |
| | Islington ward | - | excess of 618 places |
| | St. Stephen's ward | - | excess of 977 places |
| | Crescent ward | - | excess of 217 places |
| | Regent ward | - | deficiency of 488 places |
| | Ordsall ward | - | deficiency of 1,188 places |
| Pendleton | Seedley ward | - | deficiency of 761 places |
| | St. Thomas's ward | - | excess of 1,542 places |
| Broughton | | - | deficiency of 1,540 places |

A letter from the Education Department asked what the Board proposed doing about the deficiencies in the Ordsall, Regent and Seedley wards, as these were not balanced by surplus accommodation

1. Salford Weekly News 15. 2.1879

close to. Of these deficiencies, it was said that in Seedley ward an Anglican school with accommodation for 500 pupils was to be built; in Regent ward two schools each with accommodation for 600 pupils were required (the deficiency was only of 488 places but much building was taking place); and in Ordsall, where the deficiency was now given as 1,285 places, a Church of England School of 400 places was to be built, and another school of 600 places would be required.[1] Ordsall ward and Regent ward lay side by side, with the latter more central, and the Board had probably taken this into consideration when suggesting that 1,200 places should be provided in Regent ward. However, as will be seen, suggestions for the provision of accommodation and their implementation were to be two very different things.

At the meeting at which this information was given, an offer was made of three of the schools owned and managed by Herbert Birley, the Anglican chairman of the School Board; these were the schools associated with St. Paul's Church in Pendleton. The transfer was accepted eventually and took effect during 1879. The fact that the most notable voluntary school manager in the district was giving up some of his schools, albeit that he was the chairman of both the great local school boards, must have been extremely disheartening to the supporters of the voluntary school movement. But Birley (vide. Chapter 4 p. 114 ) had become a gradual convert to the board school system. Two other of his schools, the junior boys' school

1. Salford Weekly News 17. 5.1879

in Astley Street and the St. Ambrose girls' and infants' school, both in Seedley, were transferred to the Board in 1880 and 1882 respectively.

The search for suitable board school sites in the Regent and Ordsall ward areas continued during 1879, but a report was made that a further 600 Anglican school places were to be provided in the latter area; and this was confirmed when in August the Board received notification that in all, voluntary school accommodation for 1,300 pupils was to be provided in Ordsall.[1]

Meanwhile the Education Department had again written to the Board saying that the new board school in Hightown would remedy the deficiency in that district when taken in conjunction with the places available for Salford children in nearby Manchester schools.[2] The Department agreed to the building of the two 600 place schools in Regent ward. In September, however, new figures presented to the Board showed the deficiency in Regent to be only of 622 places, and in consequence it was decided to build one school only, on a site in Robert Hall Street.[3]

This decision was very soon seen to have been a mistake, as temporary premises had to be rented and a second school quickly built.

1. Salford Weekly News 16. 8.1879
2. ibid. 12. 7.1879
3. ibid. 13. 9.1879

The Triennial Report of 1879 gave the school accommodation in the borough as:

| | | |
|---|---|---|
| Salford | 18,642 | places |
| Pendleton | 8,259 | " |
| Broughton | 3,802 | " |
| Total | 30,703 | " |

By November 1880 the estimated deficiency in the Lower Broughton area was 854 places, and to prevent it becoming worse the Board accepted the transfer of the Richmond Hill Congregational School from 1st January 1881. This school was situated in Salford proper but close to Lower Broughton and had first been offered to the Board as early as December 1871. But in June 1882 the Board decided that it did not need to build a school of its own in Broughton, as the excess pupils had been absorbed by neighbouring schools.[1]

The Triennial Report[2] of 1882 showed an increase of 699 places in Broughton over 1879, the figures for the borough and its townships being:

| | | |
|---|---|---|
| Salford | 19,765 | places |
| Pendleton | 10,024 | " |
| Broughton | 4,501 | " |
| Total | 34,290 | " |

Thus there had been an increase in 3,587 places in the past three years. There was a nominal surplus of 4,063 places,

1. Salford Weekly News 17. 6.1882
2. ibid. 11.11.1882

but these were to be found mainly in the older parts of the borough, and there were still deficiencies in the Ordsall, Seedley, Regent, and St. John's wards. The Board now had twelve schools in its management, seven of which had been transferred to it within the triennial period just ending; in all cases of transfer the Board had merely leased the premises. Two of the schools had been built by the Board, the Marlborough Road (Garnett Street) Board School, Hightown, which had opened on 4th October 1880 and whose total of 387 places was now being enlarged by the erection of a boys' department, and the 626 place Trafford Road (Robert Hall Street) Board School in Regent ward, which had opened in April 1882 and which was already full. To provide further accommodation to fulfil the demand for places in this latter school temporary premises had had to be hired in a nearby Primitive Methodist school for a boys' department.

This immediate overcrowding was a common occurrence with new schools, for parents, then as now, preferred sending their children to new schools to sending them to old and dilapidated ones. And these new schools were, of course, provided where need was greatest. This preference for new schools is borne out by the extant log-books of the voluntary schools of the borough. An entry dated 31st August 1885, in that of St. Bartholomew's National School, Salford, reads: "Seven children gone to new board school. Tried to persuade parents to let them remain but they prefer to send them to the new building". On 2nd November 1898 the headmistress of St. Thomas's Church of England School, Pendleton, wrote: "Several children have been removed on the

opening of the new board school in Langworthy Road."[1]

The overcrowding of the new Trafford Road (Robert Hall Street) School together with a reported deficiency of 409 places in Regent ward showed the Board to have been unwise in deciding to build one school only in that area. The twelve schools that the Board managed throughout the borough now provided accommodation for 5,209 pupils, while the number on the books and the average attendance for September 1882 were 4,188 and 3,095 respectively. Apart from the two new schools supplied by the Board, the voluntary bodies had provided an additional 3,638 places since November 1879, a considerable and laudable effort

The census of 1881 had shown an increase in population of 51,428, approximately 42 per cent, in ten years, and the number of children aged between three and thirteen for whom public elementary school accommodation was required was 30,227. The achievement of the voluntary bodies in keeping pace with this large increase is an exceptional one. But even so there was considerable immediate scope for further expansion as, in the words of H.M.I.Cornish, "even the population has not kept pace with the speculative building of cottages, and at the date of the last assessment 4,436 houses were empty."[2] Commenting further, Cornish said: "I think that it would be wiser and more economical for the Board in the future to look further ahead than has hitherto been done, for the Marlborough Road

1. Voluntary school log-books available in Salford Education Office.
2. Vide. Appendix I, p.526.

Board School was no sooner built than a boys' department had to be added, and the Trafford Road Board School, which was opened in April last, is already full. The Board now calculate that there is a deficiency of about 400 in Ordsall and Regent wards, but one in six of the populace is too small an estimate when almost the whole of it is of the class for which provision has to be made." This was the first inspectorial comment upon the Board's slowness in providing accommodation, and it was to be a constant charge until 1903.

By May 1883 the deficiencies in the Regent and Ordsall wards had risen to about 1,000 places, and the board decided to build a school of over 600 places in each of these districts.[1] Two months later a shortage of 1,027 places in Higher Broughton was reported, and another board school for this area was decided upon.[2] These proposals were opposed by the Roman Catholics on the Board and by an Anglican, Alderman Husband, who was also Mayor of Salford and who stigmatised the School Board provision as "communist"; any accommodation required, he said, should be provided by voluntary effort. A letter opposing the building of the Higher Broughton School and published in the Tory Salford Weekly Chronicle of 21st July showed that the Catholic fears stemmed from competition by the lower fees charged by the board schools. It was also during this period that the Roman Catholic Bishop of Salford frequently attacked the board school movement, as the schools in his diocese were experiencing

1. Salford Weekly Chronicle 12. 5.1883
2. ibid. 14. 7.1883

a falling-off in voluntary subscriptions owing to the compulsory school board rate; new board school buildings and lower fees were also attractive to many parents.

The Education Department naturally agreed to the building of the three schools. The sites chosen were Trafford Road, near Robert Hall Street, in Regent ward, Ashworth Street (Fairbrother Street) in Ordsall, and Grecian Street in Broughton.[1] The objection of some voluntary schools, mainly Roman Catholic, to the last-named proposed school were ignored by the Board, but building did not go ahead very quickly and the school did not open until 1888. The other two both opened in August 1885, the Trafford Road Board School with accommodation for 694 senior and junior boys and the Ordsall Board School with accommodation for 997 pupils. This triennial period also saw the opening, in August 1885, of a new department for 378 infants at the St. George's School, Pendleton, and in October 1885 the Day Industrial School.[2]

When the Board reported at the end of its fifth term in November 1885,[3] it estimated the population of the borough at 190,182 and working on the rule of one-sixth of the population as that section requiring puplic elementary school education, despite H.M.I.Cornish's dissension from this in his report of 1882, gave 31,697 as the number of children for whom school accommodation should

1. Salford Weekly News 20. 1.1884
2. Vide Chapter 9, p.351
3. Salford Weekly Chronicle 14.11.1885

be provided, although the Board admitted that in some parts where much recent building had taken place, one-fifth of the population might give a more accurate estimate. The accommodation in public elementary schools now stood at 36,751 places, a nominal surplus of 5,054 (but these were of course not where they were most required) and an increase in total places on 1882 of 2,461. Practically the whole of the increase was due to the efforts of the Board, which had provided over 2,000 additional places in its three new elementary school buildings; any increase in voluntary school accomodation had been more or less cancelled out by closures. The Board now had eighteen schools, with a total of thirty-two departments, in its management and these had an average attendance of 5,685, an increase of 2,590 on September 1882. The only area of serious deficiency was Broughton, with its need for 1,000 additional places. No urgency was shown in supplying these, as the foundation stone of the Grecian Street Board School was not laid until 2nd April 1887. Indeed, it was agreed that a further board school should be provided in the Grecian Street area, but the building of this did not commence until 1899!

In August 1887[1] the report of the inspectorate on Salford said that it would appear that there were deficiencies in all or nearly all districts owing to the increase in population and that only poor average attendance was keeping hidden this need for additional accommodation; the poor state of many of the existing schools was

1. Salford Weekly Chronicle 20. 8.1887

a factor in keeping the average attendance down. (Undoubtedly, the low standard of full-time exemption, the fourth, was also keeping pressure off the schools.) The inspectorate also reiterated that in many parts of the borough accommodation for one-fifth of the population should be provided and that the calculation of accommodation on the eight square feet basis was extremely favourable to the Board. New accommodation, however, in board schools had to be at a rate of ten square feet per child, except for infants which remained at eight.

The Board in its Triennial Report for 1888[1], still estimated the school requirements on the basis of one-sixth of the population, and calculated that accommodation was required for 33,381 children, although it admitted that there were 34,575 children on the rolls of the public elementary schools in the borough, but some children might conceivably be on the registers of two schools as transfer was easy and did not require the Board's agreement. The average attendance, however, was only 26,787. There was a nominal surplus of 5,809 places, for the estimated one-sixth elementary school-child population, with 39,190 places now available in the borough, an increase of 2,439 on 1885. The Board had only opened one new school, that in Grecian Street, Broughton, in February 1888, with 970 places for mixed infants and juniors, and senior boys and girls. The additional 1,469 places had been mainly provided by voluntary effort. No existing schools had been transferred to the Board since 1884, and it now managed twenty-two separate school buildings holding thirty-eight departments. The accommodation and average attendance in

1. Salford Weekly News 17.11.1888

in board schools for September 1888 were 10,903 and 7,599 respectively, with 9,600 on the books.

The inspectorate's report of the same year commented on the increase in population, as most of the houses formerly empty were now occupied and the Ship Canal works, begun in 1887, were proceeding apace while there was prospect of considerable ancillary railway extension also. The need for temporary schools, more than would be desirable in normal circumstances was foreseen, and attention was called to shortages throughout the borough, particularly in Lower Broughton.[1]

1889 saw the beginning of a considerable reactionary movement against the extension of board school provision by the voluntary majority on the Salford School Board and this was accentuated following the death of Herbert Birley, its liberal-minded Anglican chairman, in December 1890 and the appointment of Canon Scott, also an Anglican, as his successor in the chair. After the opening of a new infants' and senior girls' section, with accommodation for 569 pupils, of the Ordsall Board School on 1st July 1889, no completely new board school was opened until February 1895, a period of nearly six years. In January 1889 a motion to conduct an enquiry into deficiencies in the Seedley and Weaste district was defeated by the voluntaryists, although the Board's attention had been drawn to the needs of the area by the inspectorate in July 1887, Alderman Husband saying that as long as the public were quiet, the

1. Vide. Appendix I, p.542

Board was going beyond its duty if it was to instil into them that they were more destitute of accommodation than they really were.[1] However, in May a decision to investigate the needs of Weaste was carried, and the following month it was also decided to investigate the position in Higher Broughton, where the Marlborough Road (Garnett Street) Board School was so overcrowded that classes were having to be held in the yard.[2]

By September the Statistics Committee had completed its enquiry in the Seedley district and recommended the Board to build a new school for 600 or 800 boys, as within a radius of the Seedley Commercial School there were 1,559 boys on the school books, while there was only accommodation for 1,286. The number of places had however been calculated on the new ten square feet rule which was to obtain henceforth for older children, and the voluntaryist majority refused to agree to this and deferred the matter by referring it back to the Statistics Committee.[3] In October when the deficiency, now said to total 805 places came up again, the majority secured an indefinite adjournment of any consideration of measures to remedy it.[4] Motions were also defeated for enquiries into the accommodation position in Lower Broughton, where there was an apparent deficiency of 971 places, and in Ordsall, where a deficiency of 3,000 places was claimed. In consequence, the Unsectarians decided to send a memorial to the Education Department,

1. Salford Reporter 12. 1.1889
2. ibid. 22. 6.1889
3. ibid. 14. 9.1889
4. ibid. 12.10.1889

complaining of the majority's attitude towards providing accommodation in areas in which deficiencies had been indicated by the inspectorate. They said that there was a deficiency of 1,932 places in Ordsall and that as early as 1887 there was a need for 675 additional places on the eight square feet basis, or 970 on the ten square feet one, in Lower Broughton. Furthermore there was a constant postponement of the motion to provide a school in the district of Seedley Commercial School for a further six to eight hundred boys. This memorial occasioned editorial comment in the School Board Chronicle, which said the situation calling forth the complaint resulted from "denominational prejudice against the Board School system and the desire to prevent the existing voluntary schools from being subjected to Board School competition."[1] A letter from the Education Department, which was probably the result of the memorial, was received by the Board in December; it called attention to deficiencies in Pendleton, Seedley, Lower Broughton, and Ordsall.[2] The meeting which heard this letter decided in the case of the Marlborough Road (Garnett Street) Board School, where overcrowding was intense (there was an average attendance of 219 boys while there was only accommodation for 196) to inform the Manchester School Board of the position, presumably so that it might withdraw any Manchester children in attendance and absorb any Salford children in any of its schools nearby. Such steps were, of course, obviously short-term measures and it is clear that a considerable school accommodation problem was developing in Salford.

1. School Board Chronicle 2.11.1889
2. Salford Reporter 14.12.1889

In February 1890 the Education Department wrote again to the Board, saying that accommodation for all pupils of seven and above was to be estimated on the ten square feet basis and asking that an enquiry into the school requirements of Lower Broughton be made.[1] In April the Statistics Committee estimated a deficiency of at least 620 places here on the ten square feet basis, and the enquiry was not yet concluded. Meanwhile a meeting of the Manchester and Salford District branch of the National Educational Association, attended by the Unsectarian School Board members, had been held in Broughton to protest against the recalcitrant attitude of the voluntaryist majority towards providing additional necessary school places.[2]

May saw another clash at the monthly Board meeting when the voluntaryist majority carried a motion that consideration of deficiencies in Lower Broughton and Pendleton should be postponed for six months; indeed, they claimed that the latter deficiency did not exist, although the Education Department had intimated that it did. The Department the following month asked the Board for its views on the provision of a temporary "iron" voluntary school in Ordsall. The majority expressed their approval of it, without really giving any serious consideration to the long term needs of the locality. The Board was also informed by the Education Department that the accommodation provided at the Richmond Hill Board School was inadequate, and the matter was referred to the

1. Salford Reporter 15. 2.1890
2. ibid. 5. 4.1890

Sites and Building Committee.[1] A letter was received from the Bishop of Salford saying that the Roman Catholics were to build a new schools in Lower Broughton and asking the Board, when it did decide to take action, not to build too big a school there! His wish, he said, was for the board and the voluntaryists to work without clashing.

The Education Department in August wrote again to the Board, saying that it ought to build a school in the John Street and Ellor Street area of Pendleton for at least 350 infants and asking for an immediate reply.[2] Birley said that the inspectorate must be mistaken in the matter, which was referred to the Statistics Committee, despite Unsectarian protests. The belated result of this was the opening of the next new board school, in John Street in February 1895. Another letter from the Department asked what was being done to remedy the deficiency in Lower Broughton and said that more school accommodation would soon be needed in Seedley and Weaste with all the building taking place there. The letter also condemned the premises of the leased Hope Board School in Liverpool Street, Salford.

In September the Board suddenly and surprisingly passed a motion to build three new schools, one at Marlborough Road in Hightown, one near the existing Hope Board School, and a new higher grade school near Langworthy Road; this decision was,

1. Salford Reporter 12. 7.1890
2. ibid. 30. 8.1890

however, reversed on a technicality the following month.[1] This meeting in October also considered a letter from the Education Department directing them to build in Lower Broughton and to provide a new infants' school in place of the Richmond Hill Board School, and repeating what had first been stated in June that no grant would be paid on this school after April 1891. The letter also stated that nothing had been heard of any Roman Catholic proposals to build in Lower Broughton. However, in December the Board were informed that plans for this school had been submitted to the Education Department, but two years later the school had still not been built as the original site had been discovered to be unsuitable and it had taken the intervening time for a new one to be procured.

In February 1891 the inspectorate reiterated the need for new accommodation for 200 infants in connexion with the Richmond Hill School and a decision was later taken to build a new infants' department. Subsequently, the Board decided to build a completely new mixed and infants' school and to close the Richmond Hill School when its replacement was completed.[2] That this was a sensible decision is borne out by the remark of J.H.Harrison, an Unsectarian, who, when moving the estimates for the year 1891-92, said that the policy of holding on to old schools requiring constant maintenance was ruinously expensive compared to building new ones.[3]

The same pattern of replacement plans was shown over the condemned John Street Board School, Pendleton, which was reprieved

1. Salford Reporter 18.10.1890
2. Salford Weekly Chronicle 16. 5.1891
3. Salford Reporter 28. 2.1891

until the Board replaced it with another. At first structural alterations and extensions were proposed, and finally in March 1892 the decision was taken to build a new school for about 1,000 pupils to replace the Ellor Street, Peel Street, and John Street board schools. The site of the old John Street School was purchased, and following demolition a new school was built, the pupils being housed in the interim in temporary accommodation. The new school finally opened in February 1895, providing places for 1,071 pupils in a complete range of departments. Like some other schools in parts of the Manchester area where land was expensive, it incorporated a playground on the roof.

Meanwhile the census report of 1891 had become available, showing that the population of the borough had increased since 1881 by 11,933, a number considerably less than had been expected, to 198,139. There were now 42,422 school places, estimated at eight square feet per child, except in the case of school erected by the Board, the Pendleton Higher Grade School, and a few additions recently made to voluntary schools. The 1891 accommodation statistics were as follows:

| District | Population | | School | Attendance Sept. 1891 | |
|---|---|---|---|---|---|
| | Total | Children (1/6th) | Accommodation | On books | Average |
| Salford | 109,732 | 18,288 | 22,738 | 20,586 | 16,953 |
| Pendleton | 50,543 | 8,424 | 12,651 | 9,641 | 7,866 |
| Broughton | 37,864 | 6,311 | 7,033 | 6,117 | 4,922 |
| | 198,139 | 33,023 | 42,422 | 36,344 | 29,741 |

These figures showed an increase of 3,232 places over 1888

and an excess of 9,399 places over requirements. But the Board was still, against advice, calculating the number of children at one-sixth of the populace and the accommodation was largely estimated on the old eight square feet basis. Again, many of the schools were manifestly unsuitable, some were dependent on yearly repreive by the Education Department for their continued existence, and there were areas that were notoriously short of school places. There are lies, damned lies, and statistics! The number of places in board schools had increased by a mere 748 since 1888 to 11,651, and the average attendance for September 1891 was 8,502, with 10,058 on the school registers. The only significant addition to the Board's accommodation had been the new girls' department of Ordsall Board School with accommodation for 569 pupils and no new schools had been started. In many ways the triennial period 1888-1891 was the least meritable in the board's history.

Following the death of Herbert Birley, the Board was asked to buy outright his four Salford schools which it had managed for some ten years and his St. Margaret's girls' and infants' school. The offer was accepted except in the case of the St. Paul's, Peel Street, and the Astley Street Schools. The Board wrote to the Education Department, before the purchase, and asked whether reservations could be permamently retained by the associated churches on the transfer of the schools and sites completely to the Board's ownership and management. Sir George Kekewich, Secretary to the Education Department, drafted a note of guidance for the reply, saying

that the Department could not "sanction a loan for the purchase of a school subject to any reservation with the lessor. If the conditions were violated at any time by the Board, difficulties would ensue, and there might be a waste of public money, It is true that we (the Department) do not enquire into the terms of conveyances, but that is a different thing to saying that we will not enquire, when, as in the present case, we have actual notice of proposed terms."[1] A reply to the Board on the lines of the answer in a similar case to the Haseley School Board was suggested. It would therefore seem that the reservations were waived as loans were obtained and the schools and sites were purchased with the Education Department's consent, subject to certain alterations being made. The St. Paul's John Street site was used for the new John Street Board School and the St. Ambrose's and St. Margaret's schools were combined and enlarged to form the West Liverpool Street Board School, which "opened" in January 1894 with accommodation for 1,660 children in a complete range of departments; the Astley Street Board School was then closed. The need for further accommodation in this area, Seedley and Weaste, as often insisted upon by the inspectorate, is shown in that the number on the books in the girls' and infants' departments of the Liverpool Street School was about a hundred in excess of the 1,177 recognised school places for the whole of the school board period. And from the figures for 1897 to 1903 the average attendance in the boys' department, which by

1. File Ed. 16/185, Public Record Office. Date of note 27.2.1891.

then had accommodation for 534 pupils, was higher than the number of places by about fifty; numbers on the boys' registers usually exceeded places by about eighty. Even the opening of the Langworthy Road and Tootal Road board schools between 1899 and 1903 did not ease the pressure on the West Liverpool Street Board School.

Another replacement of a group of associated schools was that of the Charlestown, Pendleton, board schools, comprising the Irwell Road and Whit Lane Boys' Schools, the Charlestown Girls' and Infants' Schools, and the Broughton Road Junior Mixed School. The premises were generally unsatisfactory, and it was decided to replace them with one new school in London Street, Pendleton.[1] This decision was first taken in May 1892, but it was to be almost nine years before the London Street Board School opened, and even then the Irwell Road Board School was retained as the associated senior and junior boys' department; the other schools were, however, closed during the course of 1901. The London Street School, apart from the Day Industrial School, is the only school entirely built by the School Board that is not in use to-day (1965), as it was destroyed by enemy action during the Second World War, although the premises of the Central Scholarship School, which adjoin the Education Offices, are now used solely as an administrative and storage block.

In February 1893 the Board decided, subject to the Education Department's consent, to build new Education Offices on Chapel Street and an adjoining Central Higher Grade Scholarship

School (and Pupil-teachers' Centre) with accommodation for 750.[1] This school was opened two years later.[2] Of this school, Canon Scott said, "This is the only building which the Board has engaged in which has not been absolutely forced upon us. We have undertaken it from an educational point of view."[3]

Also in February 1893 consent was sought to buy a site in Langworthy Road, Seedley, for a school embracing all departments. Plans were drawn up and approved for a school of 1,194 places, but its three departments were only ready for occupation between October 1899 and February 1900. As with many other new board schools, there was constant prevarication and changes of policy, the result of reactionary voluntaryist pressure, before work actually got under way. For example, in November 1895 the decision to buy the new Langworthy Road site was referred back to committee, an action criticised by H.M.I. Pole in his report for 1895.[4]

In his report on Salford for 1893, H.M.I. Cornish commented on the slowness of school provision by the Board: "There is a certain deficiency in Salford, especially in the south and east of the borough. The School Board has a great deal of building in hand, but it has long been in arrears, and its operations are in the direction of replacing old condemned premises rather than supplying new accommodation where it is most wanted."[5]

1. Salford Reporter 25. 2.1893
2. Vide. Chapter 10, p.397
3. Salford Weekly Chronicle 25.11.1893
4. Vide. Appendix I, p.546
5. Vide. Appendix I, p.544

In April 1894 an architects' competition for the plans for a new board school in Marlborough Road, Hightown, was decided upon, although at the same meeting a decision on the replacing of the Hope Board School in Liverpool Street, Salford, condemned by the Education Department in 1891, was deferred. Surprisingly, work went ahead fairly rapidly with the Marlborough Road School and it opened in August 1896 as a girls' and infants' school with accommodation for 926 children, 450 girls and 476 infants. The Marlborough Road (Garnett Street) Board School, the first school built by the Board, became an all boys' school with accommodation for 569 pupils. It must be recalled that the decision to build the Langworthy Road School, the Marlborough Road School, and a new Hope Board School was first taken in September 1890 and then subsequently reversed. In the case of the replacement for the Hope Board School, one of the difficulties was the securing of a suitable site, but the Board were loth to take action, even though urged to do so by the Education Department, as they kept hoping against hope that it would not be necessary. Eventually, in 1900, a site was found, but the opening of the new school, the Regent Road Board School, West Peel Street, with accommodation for 777 children, 327 infants and 450 mixed, did not take place until 8th June 1903 - a mere three weeks before the existence of the School Board came to an end! The condemned Hope Board School did not close until 31st May 1903.

In May 1894 the Board considered plans for a new board

school in Blackfriars Street, to replace the condemned Richmond Hill Board School, and these were finally adopted by the Board elected in November that year. Building went ahead swiftly and the school opened, with accommodation for 666 children, 376 mixed and 290 infants, in June 1896, and at the same time the Richmond Hill School was closed.

The term of the eighth School Board came to an end in November 1894 and there was a feeling of satisfaction and achievement - perhaps somewhat unwarranted - among all parties. H.B.Harrison, the Unsectarian vice-chairman, who had been a member of the Board since 1870, with the exception of one year only, said that "he did not think there had been three years in the history of the Board in which more real work had been done than in the past three years."[1]

But almost nothing had been done in terms of increase in school places since 1891, although there was building in hand. No new board school had been opened, although the establishment of the St. Ambrose's and St. Margaret's Schools as the West Liverpool Street School had resulted in some extension of accommodation. The actual number of school places in the borough had only increased by 163 in three years. One new voluntary school, that of Sacred Trinity Church of England School, Salford, had been opened, but this had resulted in a reduction of 119 places over the old school which it had replaced. Enlargements and the re-opening of the

1. Manchester Guardian 20.11.1894

old Working Men's College as the temporary premises of the new Central Scholarship School had only just exceeded closures. The total of actual new places provided in the three years was 1,465.

Meanwhile the school population, even at the one-sixth mode of estimation, was calculated to have increased by 1,886 to 34,909, although there were 38,072 children on the books of the schools. Even taking duplication of registration and a nominal 7,676 surplus of places into account, the position was obviously unsatisfactory. Many schools had been condemned for some years, the eight square feet limit was the unit for calculating child accommodation in all the older voluntary and transferred board schools, with the exception of the West Liverpool Street Board School, and where the pressure on school accommodation was greatest, in the newer and more rapidly expanding parts of the borough, there were deficiencies of school places. And where new residential areas are being developed, the child population is always greater than usual, as the people who are prepared to move into such areas are invariably younger; this means that there is a high proportion of children, and consequently more than normal pressure on school accommodation.

The figures for the borough's school place provision in 1894 as given in the Triennial Report were:

| District | Estimated Population Total | Children (1/6th) | School Accommodation | Attendance, Sept.1894 On the books | Average |
|---|---|---|---|---|---|
| Salford | 113,040 | 18,840 | 23,065 | 21,559 | 17,863 |
| Pendleton | 53,519 | 8,920 | 12,487 | 9,902 | 8,232 |
| Broughton | 42,898 | 7,149 | 7,033 | 6,611 | 5,462 |
| | 209,457 | 34,909 | 42,585 | 38,072 | 31,557 |

The "achievements" of the School Board, in which its members took such pride, came in for scathing criticism by H.M.I. Pole in his report on Salford for the year ending 31st August 1895. Commenting on what had been done, he said: "This seems a respectable record of progress. Unfortunately the whole of this is in arrears, the necessity for which was foreseen, and ought to have been made good long ago; and the board is still very far from having overtaken the demand for school accommodation."[1] He went on to outline the needs of the various districts and to reiterate the condemnation of the several unsatisfactory school premises. The areas most in need were the "poorest districts where bright comfortable schools might do more than anything else to raise the standard of living and self-respect among the children, many of whom are living in indescribably miserable surroundings." This "cri de coeur" has a surprisingly modern ring.

1. Vide. Appendix I, p.545-6

The Board took exception to this criticism, which was made with particular reference to the area bounded by Regent Street, Cross Lane, and the River Irwell, and decided to complain to the Education Department that it was not in the H.M.I's province to make such remarks as those contained in his report, and that so long as the accommodation referred to was recognised by the Department it was not up to the Board to provide school places which were not statistically required.[1] In the notes written by Mr. Pole on this complaint, he says: "Unless the Board takes action very soon, I am convinced that it will become the duty of the Department to interfere to prevent serious congestion." He paid tribute to the voluntary provision in his remark that "Since the formation of the School Board for Salford a great deal of accommodation has been provided in this part of the town (Regent ward) by voluntary effort and it is obvious that the Board has had opportunity of making some provision of its own, if it had been willing."[2] He then went on to make suggestions for the supply and reorganisation of school provision, which the Education Department forwarded to the Board on 26th January 1897. These were more or less the suggestions made previously by the Board or by the inspectorate. However, it seems to have been this report and letter from the Education Department that caused the quite considerable re-organisation and building from 1897 onwards. Apart from the measures discussed already, in June 1897 the Board

1. File Ed.16/185, Public Record Office. Letter dated 24.12.1896
2. ibid. Notes dated 20. 1.1897

purchased a site in North Grecian Street, Lower Broughton, to fill the long-standing deficiency in this area. The original Grecian Street Board School had had attendance in excess of recognised accommodation for some time past, but the steps to build the new school were not taken until the Education Department wrote to the Board re-iterating the needs of the area. The foundation stone was not, however, laid until 20th June 1899. The school finally opened a year later as a girls' and infants' school with accommodation for 1,090 pupils. The older Grecian Street Board School became an all boys' school.

In September 1897 the managers of the Strawberry Road British School, Pendleton, informed the Board that as the Education Department had declined to recognise further their infants' department, they had decided to close all three departments from 31st October that year. The Board therefore decided to take over the school, which had accommodation for 1,027 children, and which was a school charging fees, and to replace it and Pendleton Higher Grade Board School, also a fee-charging establishment, whose premises no longer met the requirements of the Science and Art Department for an Organised Science School, with a new school for fee-paying pupils which was felt to be of "educational benefit"[1] and befitting the character of the district. In consequence, the Education Department continued its recognition of the Strawberry Road School until a temporary school could be built on or near

1. Triennial Report 1897

the site selected for the new school. The tenancy of the Pendleton Higher Grade School was being renewed from year to year. A site was secured for the new school at Halton Bank, Pendleton, in 1902. However, as the Board of Education (as the Education Department was then titled) would not sanction the building of a fee-paying school of the type the School Board proposed, the provision of the school was left, with the government department's consent, to the local education authority which superseded the School Board in 1903.[1] Recognition, therefore continued to be accorded to the unsuitable Pendleton Higher Grade and Strawberry Road Schools for the rest of the Board's existence.

The Triennial Report of 1897 gave school place provision and population of the borough as:

| District | Estimated Population | | School | Attendance Sept.1897 | |
|---|---|---|---|---|---|
| | Total | Children (1/6th) | Accommodation | On the books | Average |
| Salford | 111,007 | 18,501 | 24,170 | 22,404 | 18,609 |
| Pendleton | 59,961 | 9,994 | 10,973 | 9,302 | 7,728 |
| Broughton | 47,031 | 7,838 | 8,356 | 7,500 | 6,080 |
| | 217,999 | 36,333 | 43,499 | 39,206 | 32,417 |

Although there had only been an increase of 914 school places since 1894, the actual number of new places was considerably in excess of this number. The Board had opened four new schools with accommodation for 3,413 pupils and two new Roman Catholic schools with 910 places in all had also opened. There had been

1. Vide Chapter 13, p.514-5

enlargements elsewhere. But the quite considerable number of old schools that had closed and been replaced, six board and three voluntary, and re-assessments of accommodation had resulted in the small net increase. There is no doubt, however, that the quality of the school accommodation of the area was slowly increasing, as well as the suitability of its locality, even if the actual number of places was not going up dramatically. The total places in board schools was now 14,311, the average attendance in September 1897, 11,442, and the number on the books 13,409, an increase of 1,118, 1,230, and 1,499 respectively over 1894. The number of school buildings in the Board's management had, however, fallen by one to 22 and the number of departments by two to 36. The number of children on the books of all the schools in the borough and the average attendance had increased by 1,134 and 860 respectively, while the child population, estimated at one-sixth, had increased by 1,424.

However, H.M.I. Pole's report for 1897 gave the Board no consolation.[1] He criticised the small total increase in school places and said that the work so far scheduled would hardly meet the growing deficiency. He again said that one-fifth of the population was the proper fraction of children to be catered for in "most parts of Salford" and concluded: "Looking at the number of schools the accommodation of which is reckoned on the eight square feet scale, and the inevitable fluctuation in attendance, it

1. Vide Appendix I, p.548

is not to be wondered at that the instruction is carried on under conditions of great difficulty and discomfort, mostly in large main rooms, owing to the insufficiency of class-rooms. In fact, the rooms are often, and for long periods, crowded beyond the eight square feet limit."

Towards the end of 1898 work began on the long required Langworthy Road Board School in Seedley, where the need for accommodation had become so great that in July a decision was taken to erect a temporary "iron" school for 462 pupils near the site of the new school. On opening on October 31st 1898, this school became crowded out with over 600 on the rolls.[1] In December the Board decided to build a new girls' department of 336 places at the St. George's Board School, as recommended by the Education Department in its report of 1896. The opening of this new department and the London Street Board School of 786 places in the course of 1901 allowed the Board to close the unsatisfactory premises of the Charlestown, Broughton Road, and Whit Lane board schools.

That the Board, by virtue of the nature of its majority, had not changed its attitude towards board school provision is made clear by the remarks of Canon Scott, the chairman, at a voluntary school prize-giving in December 1898. He said that although he was interested in all schools in the borough, personally he was even more interested in all the voluntary schools.[2]

1. Salford Reporter 26.11.1898
2. ibid. 24.12.1898

In January 1899 the Education Department wrote to the Board asking it to replace the temporary, rented branch infants' department of the Trafford Road Board School, which had been in use since 1887, with a permament one, but nothing was done about this in the school board period, although a site was purchased. And in February the Department said that the new Langworthy Road Board School, when open, would not meet the educational needs of Weaste and Seedley and that another school of the same capacity should be built nearby. The need for this second school is shown in that the Langworthy Road School, whose departments opened between October 1899 and February 1900, had, in September 1900, 1,467 pupils on the books, with an average attendance of 1,269, while its recognised accommodation was for 1,194 pupils. So much for the Board's doubts as to the needs of the area, so often expressed in the ten years previous. It was therefore decided in February 1900, after a further reminder from the Education Department, to buy a site for the second school in Tootal Road, Weaste, and the temporary iron school was removed to it, where it opened in September, with 303 children on the rolls by the end of the month. Such indeed was the overcrowding in the area that in September 1901 the Board of Education allowed the accommodation in the Langworthy Road boys' and girls' departments and the West Liverpool Street boys' department to be calculated temporarily at eight square feet.

The departments of the permament Tootal Road School,

with accommodation for 1,275 pupils, 440 boys, 440 girls, and 395 infants, were opened during the first half of 1903 and by May 1903 there were 646 pupils in average attendance with 745 on the registers. The same month gave the Langworthy Road Board School an average attendance of 1,352 and a nominal roll of 1,500, so the need for the school was obviously very important.

In September 1900 the managers of the United Methodist Free Church School, on Eccles New Road, Weaste, asked the Board to take over the school as the newly constituted Board of Education refused to recognise the premises after April 1902. The request, however, was refused on the grounds that the School Board would be supplying sufficient new school accommodation in that area and that there were vacant places in some of the other local schools, so when the Methodist school closed, it would not need replacing. In the same month the Board of Education wrote to enquire what steps the School Board had taken to supply the deficiency of school accommodation in the Seedley area, as both the Langworthy Road and West Liverpool Street board schools were over-full and the proposed Tootal Road school was too far away; this was a matter of urgency the letter said. Nothing was done about this, however.

The Triennial Report of 1900 gave the following statistics of population, school accommodation and attendance

| District | Estimated Population | | School | Attendance Sept.1900 | |
|---|---|---|---|---|---|
| | Total | Children(1/6th) | Accommodation | On the books | Average |
| Salford | 108,662 | | 23,504 | 20,522 | 17,529 |
| Pendleton | 68,081 | | 13,806 | 11,716 | 10,003 |
| Broughton | 49,683 | | 9,683 | 7,894 | 6,577 |
| | 226,426 | 37,166 | 46,763 | 40,132 | 34,109 |

The estimated total population was thought to be too high, as indeed it was, as the figure for the borough in the 1901 census was 220,957. Therefore one-sixth of 223,000 (37,166) was taken as the children requiring places in public elementary schools. This showed a nominal surplus of 9,597 school places over requirements, an increase of 2,431 on 1897 and an absolute increase in school places of 3,264, quite a respectable achievement, even if most of the places only caught up with the long-felt deficiencies in certain areas. The numbers on the books and the average attendance for September 1900 were up by 926 and 1,692 respectively on 1897, while the child population was estimated to have increased by 833. If these figures were correct then the Board was bringing into the schools a greater number of the children who had so far evaded the surveillance of its officers.

The Board now had in its charge 27 buildings (excluding

the Irwell Street Special Classes) comprising 41 departments, an increase of five in each case over 1897. It had provided two completely new schools, North Grecian Street and Langworthy Road board schools, and the places in the Board's schools had increased by 3,797, but this figure included 1,027 places in the transferred premises of the Strawberry Road School. One new voluntary school, St. Phillip's Church of England School, Salford, had been opened, but this had merely been the replacement of an older school, although there had been an increase of 207 places. Other voluntary re-assessments and enlargements had led to a further increase of 287 places.

In January 1901 the Board of Education enquired about the alternative accommodation in the district around the shortly to be closed United Methodist Free Church School and in April asked the School Board to take it over. The Board, however, refused and by June were able to report that all but thirty of the pupils had found places elsewhere. But the fact that there remained such a number unplaced indicates that the position was not very satisfactory.

H.M.I. Pole, in his report for 1901, had again remarks to make on the deficiencies of accommodation, even when taking into account the work in hand on two new board schools. He wrote: "This overcrowding of the schools, which is unfortunately increasing, even in the older part of the town, as a consequence of the pressure outside, is to be deplored not only on sanitary

grounds. It is probable that the worst faults in the primary schools have their origin in the size of the classes, and the crowding of such large numbers into one big room, which prevents a reasonable conversationsl style of teaching, so valuable for training children's discernment and freedom in expressing themselves."[1] He also commented on the efforts made by "the managers of voluntary schools in improving poor buildings, which are, however, still regrettably numerous."

The Triennial Report of 1900 had shown that the new Marlborough Road girls' and infants' Board School in Hightown, Higher Broughton, had 1,042 on the rolls, while only having recognised accommodation for 926. Consequently, in February 1902, the School Board decided to conduct an enquiry into the school accommodation and requirements of Higher Broughton, and as a result a site was bought in Devonshire Street for a new school, with accommodation for some 780 children. Work had not begun on this by the end of the school board period, although plans had been chosen, subject to the approval of the Board of Education. The conveyance of another site, in West Liverpool Street, which had been approved by the Board of Education in February 1901, was only completed on 29th June 1903, owing to unexpected difficulties. This was for a school for 1,170 children to relieve the pressure on the other schools in the fast growing areas of Seedley and Weaste; the plans had also been approved by the Board of Education since 1901.

1. Vide. Appendix I, pp. 550-1

The last Triennial Report provided the following statistics of population and school accommodation, 1903

| District | Population 1901 Census | | School | Attendance May 1903 | |
|---|---|---|---|---|---|
| | Total | Children 3-13 | Accom.1903 | On the books | Average |
| Salford | 105,335 | | 23,222 | 18,247 | 17,740 |
| Pendleton | 66,574 | | 14,380 | 14,360 | 11,088 |
| Broughton | 49,048 | | 9,399 | 8,583 | 7,593 |
| | 220,957 | 52,293 | 47,001 | 41,190 | 36,421 |

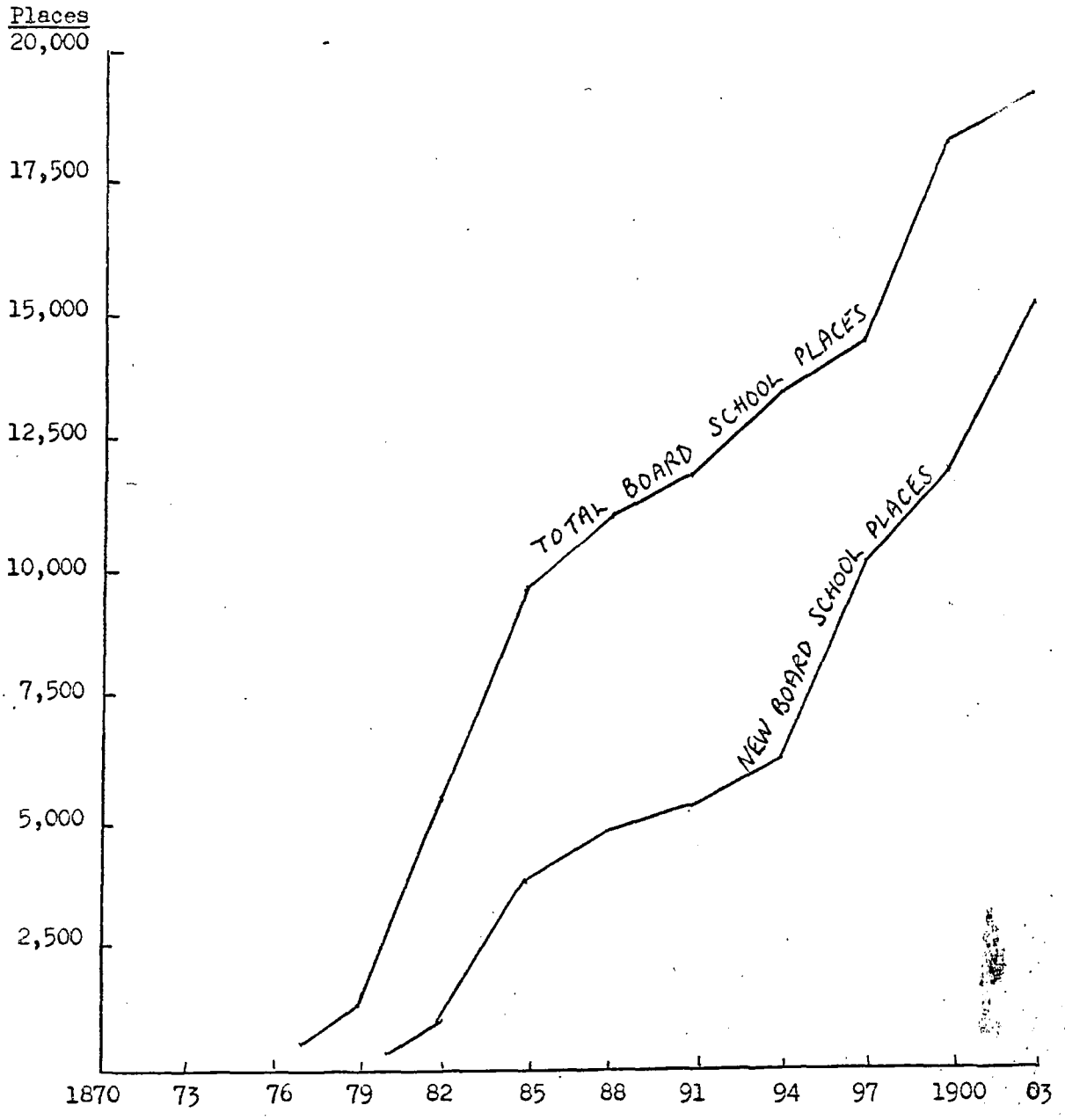
All the 52,293 children aged from three to thirteen were not, of course, to be catered for by the public elementary schools. They included those who were handicapped and therefore unable to attend, there were middle-class children who were educated at non-elementary schools, and there were those who had secured exemption from school. It does show, however, that the inspectorate was right in saying that one-fifth would give a better estimate of the child population requiring elementary school places in many areas of Salford.

By comparison with 1891, the population of Salford proper had fallen by over 4,000, while the townships of Pendleton and Broughton had increased by about 16,000 and 11,000 respectively, hence the acute need for school accommodation in these areas. The child population in 1903 was estimated at 37,666, one-sixth of 226,957, so there was a nominal excess of recognised places of 9,335. The number of places had increased by a mere 238 in the two and a half years since 1900 and the demand by 500. Furthermore, there

was currently no actual building of new board schools in progress. The numbers on the books had increased by 1,058 and the average attendance by a very creditable 2,312. Three old voluntary schools had closed, but one, St. Matthias's Anglican School, had been replaced by a new building; the other two were St. Stephen's Church of England School in Bombay Street and the United Methodist Free Church School. Four old board schools and one temporary one had closed and four new ones opened, the girls' department of St. George's Board School and the London Street, Tootal Road, and Regent Road board schools, providing a total of 3,334 new places. The number of additional places provided by the Board since 1900 was 964 and there were 19,072 places in all in its schools, with an average attendance in May 1903 of 14,796 and with 16,576 new pupils on the registers. What is particularly note-worthy in that of the 27 school buildings, excluding the Irwell Street Special School, in the Board's charge, only six had not been built by the Board. Although seventeen schools had been transferred or leased to the Board since 1877, most had been replaced by new ones, although the first to be transferred, Higher Broughton Wesleyan School, was still in use.[1] The graph on page 177 illustrates the accommodation in the Salford board schools in the years 1877 to 1903 and the new school places provided by the Board, in completely new schools. In all, the Board had provided 15,755 new places by June 30th 1903.[2]

1. Vide Appendix IV for list of schools managed by the School Board in June 1903.
2. Triennial Report 1903.

ACCOMMODATION IN THE SALFORD BOARD SCHOOLS, 1877 - 1903,
AND NEW SCHOOL PLACES PROVIDED BY THE SCHOOL BOARD, 1880 - 1903.



On pages 180 and 181 are to be found graphs illustrating the school place provision in Salford by the various voluntary agencies as well as by the Board and the national provision by the same range of bodies. The similarity between the two graphs is immediately apparent, thus showing that Salford followed the national pattern in terms of school provision. One significant difference, however, is that in Salford by 1891 the Roman Catholic school accommodation exceeded that of the nonconformist and undenominational agencies, whereas nationally this reversal of position had not quite taken place by the end of the school board period. Salford, being close to the main Irish immigrant port of Liverpool and requiring much unskilled labour, not unnaturally attracted a higher percentage of Roman Catholics than was normal for the rest of the country, and Lancashire is a traditional Catholic stronghold. The total provision by the Salford voluntaryists and School Board and the overall national provision by both voluntaryists and school boards is also shown in the graphs on pages 182 and 183 Here again the movement in Salford is similar to that for England and Wales as a whole.

The tables from which these graphs are drawn are as follows:

Accommodation in the public elementary schools on the annual grant list for England and Wales, 1870 - 1900

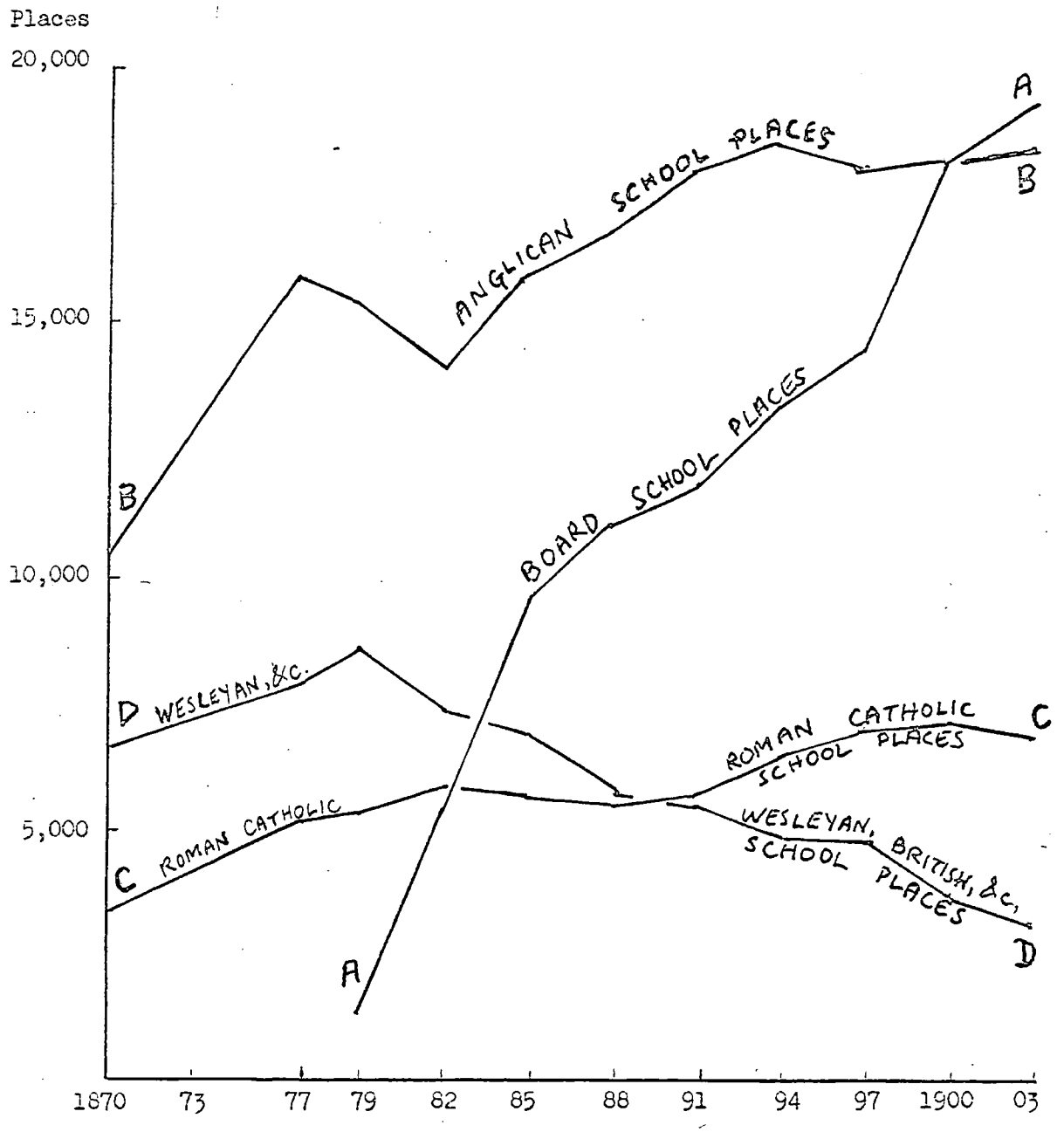
| Year | Church of England | Nonconformist & Undenominational | Roman Catholic | Total Vol. places | Board Schools | Total School places |
|---|---|---|---|---|---|---|
| 1870 | 1,365,080 | 411,948 | 101,556 | 1,878,584 | - | 1,878,584 |
| 1873 | 1,751,697 | 543,550 | 162,236 | 2,457,483 | 123,038 | 2,580,521 |
| 1876 | 2,105,849 | 563,566 | 200,753 | 2,870,168 | 556,150 | 3,426,318 |
| 1879 | 2,301,073 | 581,744 | 242,403 | 3,125,220 | 1,016,464 | 4,141,684 |
| 1882 | 2,385,374 | 584,969 | 269,231 | 3,239,574 | 1,298,746 | 4,358,320 |
| 1885 | 2,505,477 | 600,073 | 292,450 | 3,398,000 | 1,600,718 | 4,998,718 |
| 1888 | 2,597,396 | 621,610 | 328,067 | 3,547,073 | 1,809,481 | 5,356,554 |
| 1891 | 2,651,078 | 631,072 | 341,953 | 3,624,103 | 1,915,182 | 5,539,285 |
| 1894 | 2,702,972 | 597,217 | 359,021 | 3,659,210 | 2,130,291 | 5,789,501 |
| 1897 | 2,756,911 | 530,282 | 380,241 | 3,667,434 | 2,552,724 | 6,220,158 |
| 1900 | 2,802,525 | 514,414 | 394,059 | 3,710,998 | 2,833,094 | 6,544,092 |

Accommodation in the public elementary schools of Salford, 1870 - 1903

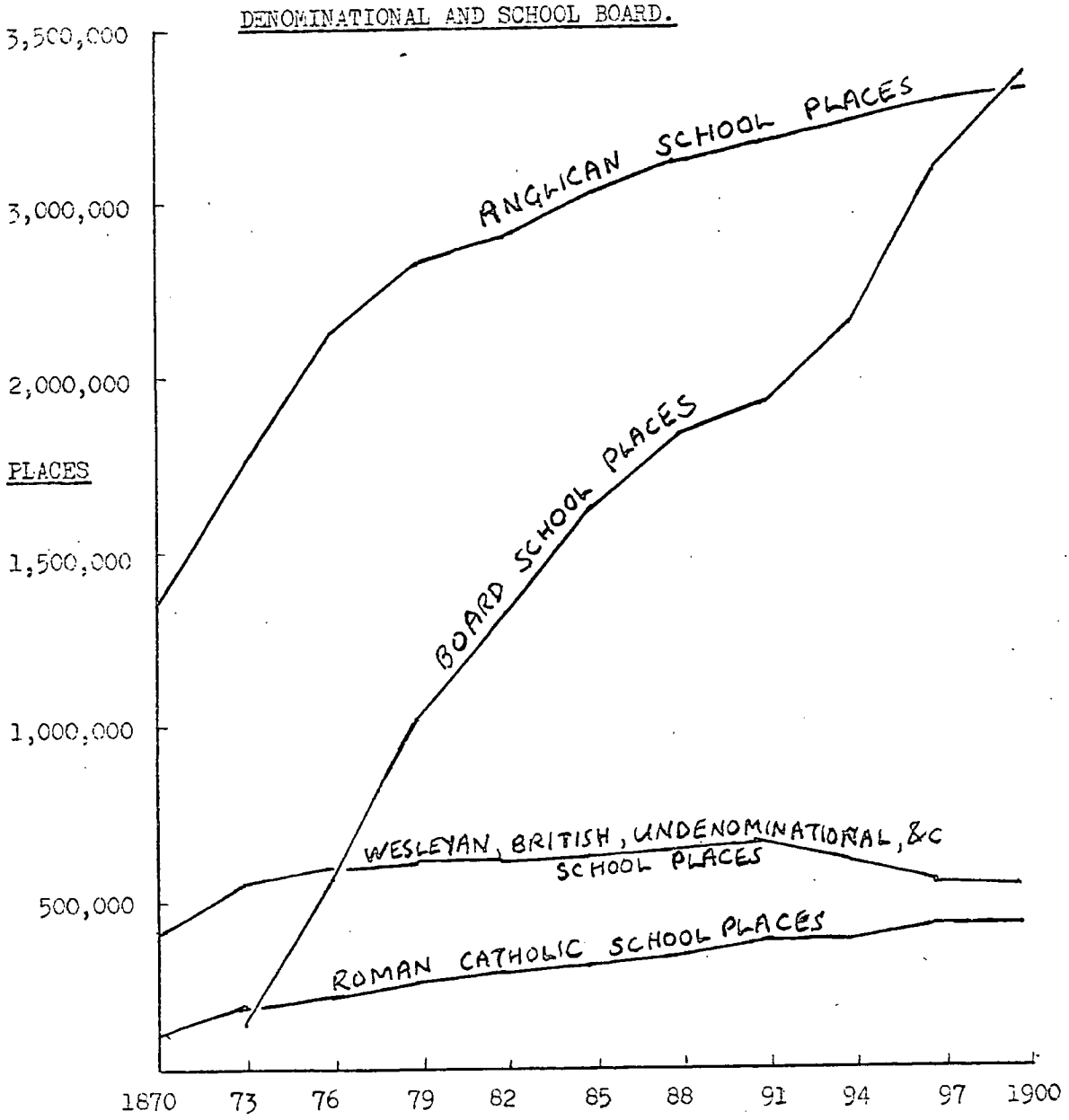
| +Year | Church of England | Nonconformist & Undenominational | Roman Catholic | Total Vol. places | Board Schools | Total School places |
|---|---|---|---|---|---|---|
| 1870 | 10,217* | 6,592* | 3,420* | 20,229* | - | 20,229* |
| 1873 | - | - | - | 23,689 | - | 23,689 |
| 1876 | - | - | - | 28,534 | - | 28,534 |
| 1877 | 15,659* | 7,833* | 5,032* | 28,524* | - | 28,524* |
| 1879 | 15,269* | 7,473* | 5,159* | 29,036 | 1,667 | 30,703 |
| 1882 | 13,900* | 7,268* | 5,646* | 29,081 | 5,209 | 34,290 |
| 1885 | 15,609* | 6,864* | 5,575* | 27,433 | 9,318 | 36,751 |
| 1888 | 16,574* | 5,474* | 5,394* | 28,287 | 10,903 | 39,190 |
| 1891 | 17,641* | 5,504* | 5,571* | 30,771 | 11,651 | 42,422 |
| 1894 | 18,276 | 4,745 | 6,371 | 29,392 | 13,193 | 42,585 |
| 1897 | 17,752 | 4,608 | 6,828 | 29,188 | 14,311 | 43,499 |
| 1900 | 18,146 | 3,588 | 6,921 | 28,655 | 18,108 | 46,763 |
| 1903 | 18,163 | 3,008 | 6,758 | 27,929 | 19,072 | 47,001 |

* Figures taken from Annual Reports of Education Department, and therefore perhaps out of date and slightly inaccurate.

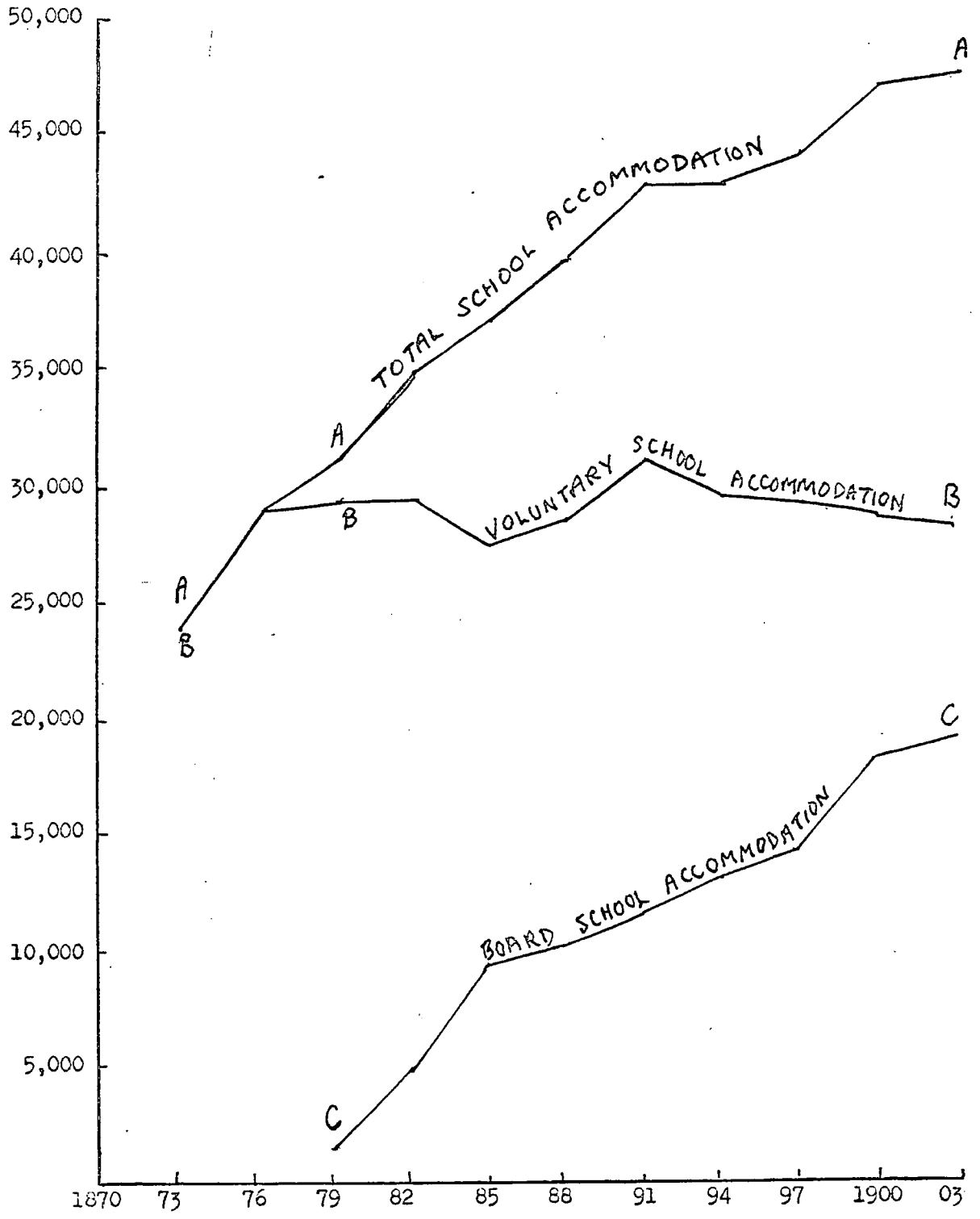
PUBLIC ELEMENTARY SCHOOL PLACES IN SALFORD, 1870 - 1903:
DENOMINATIONAL AND SCHOOL BOARD.



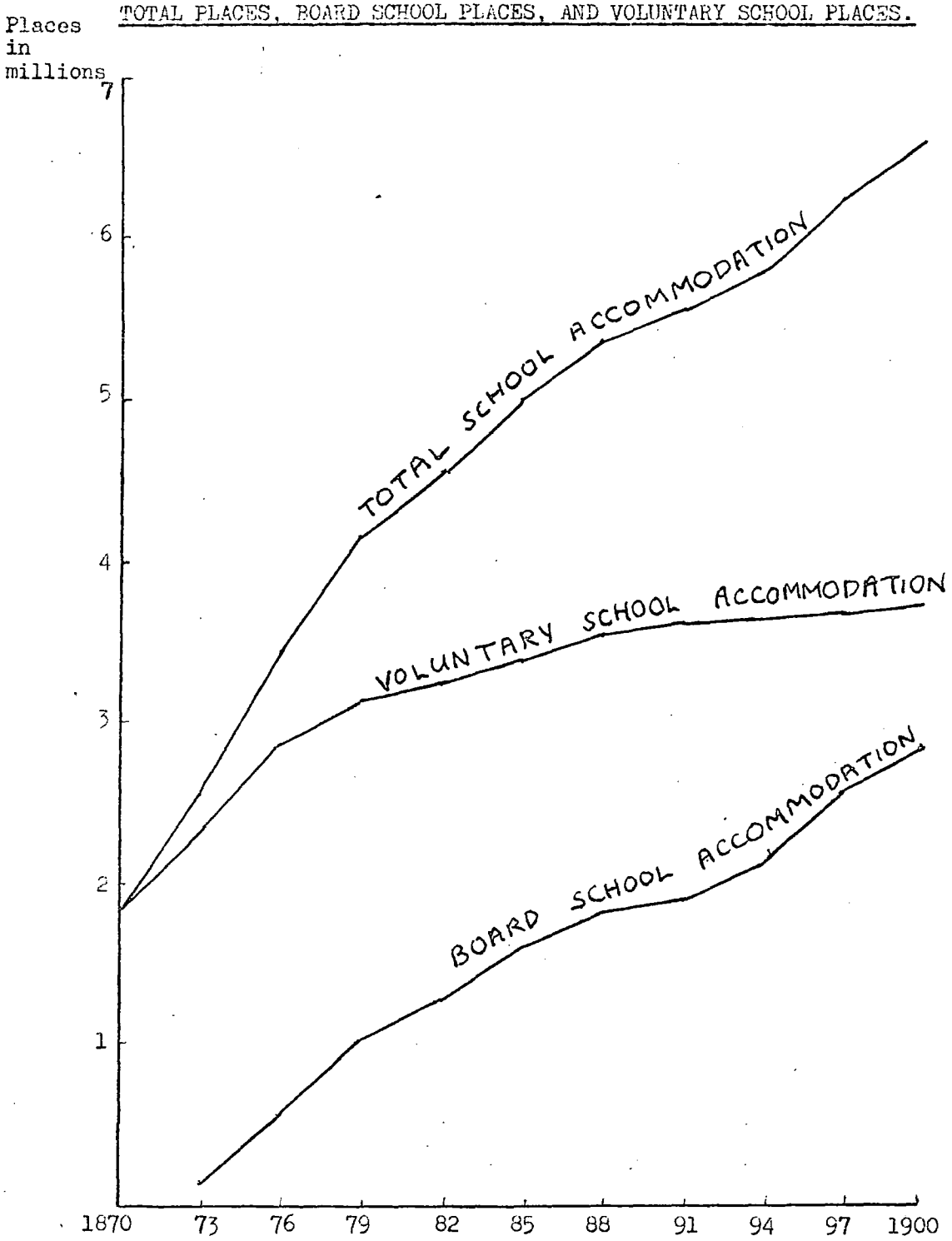
PUBLIC ELEMENTARY SCHOOL PLACES IN ENGLAND AND WALES, 1870 - 1900,
DENOMINATIONAL AND SCHOOL BOARD.



PUBLIC ELEMENTARY SCHOOL PLACES IN SALFORD, 1873 - 1903:
TOTAL PLACES, VOLUNTARY SCHOOL PLACES, AND BOARD SCHOOL PLACES.



PUBLIC ELEMENTARY SCHOOL PLACES IN ENGLAND AND WALES, 1870 - 1900; TOTAL PLACES, BOARD SCHOOL PLACES, AND VOLUNTARY SCHOOL PLACES.



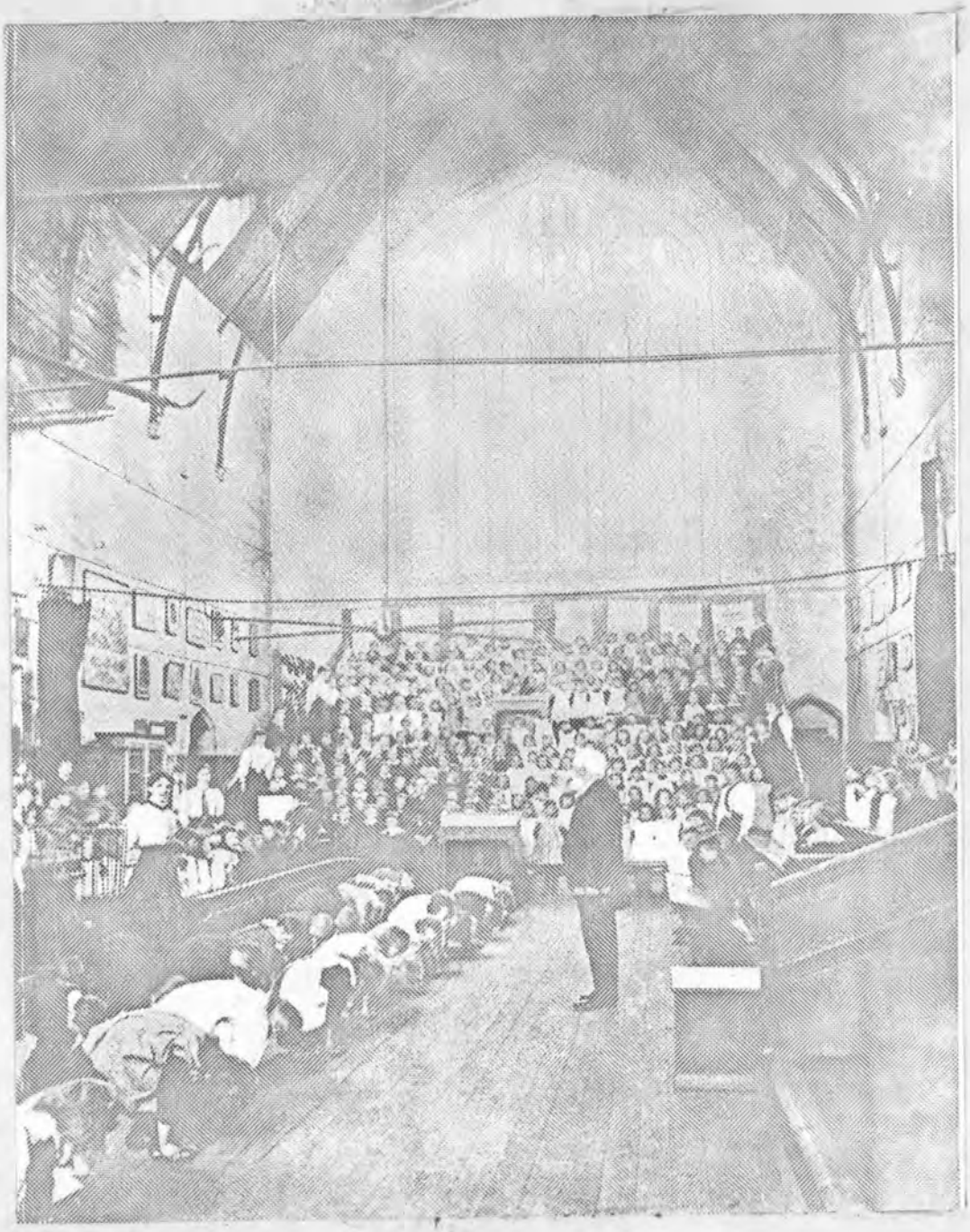
A note on school buildings

The normal type of schoolroom in the schools of Salford was the large hall holding several classes at once (see illustration on p. 185 ). This was extremely convenient for the head teacher to supervise the many pupil-teachers and uncertificated-teachers employed in this period, although it was obviously unsuitable educationally.[1] In 1890 when the Education Department began to insist on the central hall type of school with separate class room accommodation for all new buildings, the Board took exception, not only on the grounds of expense, but also because suitable supervision of pupil-teachers could not take place. The central-hall school, it was said, might be satisfactory in London, but not in Lancashire, where the pupil-teacher system was much more common.[2] In consequence, the Board, unavailingly memorialised the Department against the central hall building pattern. A month after this memorial a new Roman Catholic school opened in Weaste. It had two rooms for 700 children. The Education Department's more rigid and expensive standards of building, of course, affected the voluntary agencies more severely than the school boards, which could always, in populous districts, anyway, raise the necessary funds by the compulsory rate.

The first Salford board school to incorporate a central hall was the Marlborough Road girls' and infants' school opened in August 1896. A good example of the central hall type of school is

1. See H.M.I. Pole's remarks on p.174

2. Salford Reporter 3. 5.1890



A large school-room of the type common in the nineteenth century before the central hall pattern was insisted upon. With all the classes in the one room it was convenient for the head-teacher to supervise pupil-teachers and unqualified staff.

shown in the plan on page 187 of the Grecian Street (North) Board School, which opened in June 1900.

The large school rooms were, of course, capable of being converted into smaller rooms by the installation of folding wooden partitions, whether fitted in this period or later, and such conversions are perhaps all too frequently seen to-day in many old school buildings.

The following table gives the cost of erection of board schools, the accounts for which were complete by June 1903. Disregarding the cost of sites, which varied according to the scarcity and desirability of land in the various areas, the cost per place in the 1880's varied between £7. 16s. 9d and £8. 19s. 0¼d, except for the superior building of the Grecian Street School, opened in 1888, which was used as a higher grade school; the cost per place in this school was £10. 2s. 2¾d. Costs per place rose steeply in the new board schools opened after 1895, the lowest being £10. 6s. 6½d for the Marlborough Road girls' and infants' school.(1896), and the average for the others, with the exception of the Central Scholarship School, being £12. 2s. 6d, an increase of over a third on the schools built in the 1880's. The cost per place in the Central Scholarship School was exceptionally high at £18. 8s. 6d, but this school incorporated many expensive features; it was exclusively a higher grade school, and it included an Organised Science School and a pupil-teachers' centre.

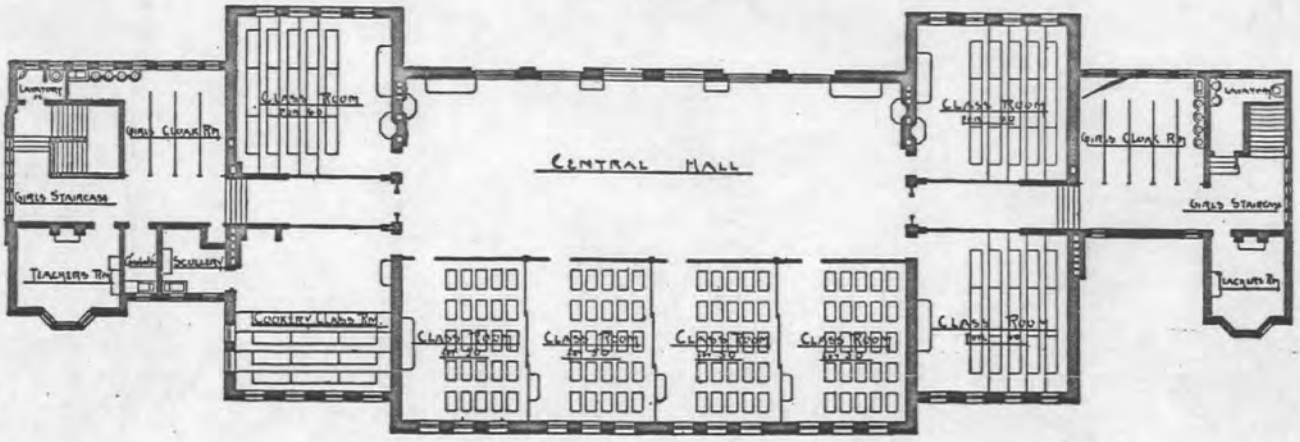
# GRECIAN STREET BOARD SCHOOL,

NORTH GRECIAN STREET, LOWER BROUGHTON.

*(Opened 18th June, 1900.)*

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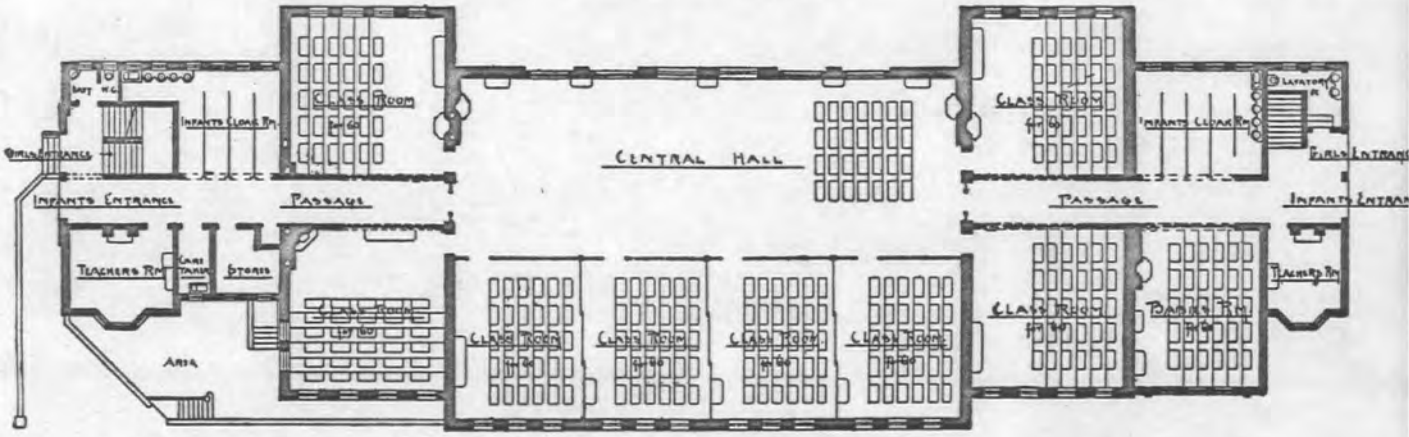
GIRLS' DEPARTMENT.




FIRST FLOOR PLAN

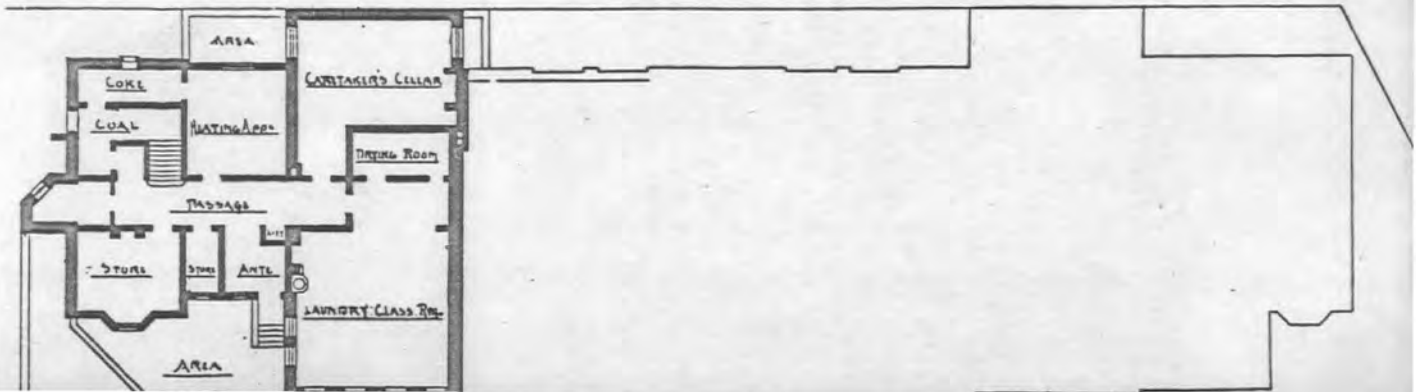
SCALE OF FEET

INFANTS' DEPARTMENT.




GROUND FLOOR PLAN

SCALE OF FEET



Costs of erection of Salford board schools

| School | Year of opening | Accom. | Cost of site £ | Cost of bldgs. and furniture £ | Total Cost £ | Cost per head for buildings and furniture £ s d | Total cost per head £ s d |
|---|---|---|---|---|---|---|---|
| Marlborough Road (Garnett Street) | 1880 | 582 | 2,117 | 4,939 | 7,056 | 8 9 5 | 12 2 $0\frac{3}{4}$ |
| Trafford Road (Robert Hall St.) | 1882 | 626 | 1,699* | 5,603 | 7,302 | 8 19 $0\frac{1}{4}$ | 11 3 $3\frac{3}{4}$ |
| Trafford Rd. (Boys) | 1885 | 694 | 1,882* | 5,585 | 7,467 | 8 0 $11\frac{1}{2}$ | 10 15 $2\frac{1}{4}$ |
| St. George's (Infants) | 1885 | 378 | 1,263 | 2,962 | 4,225 | 7 16 9 | 11 3 7 |
| Ordsall | 1885 & 1889 | 1,886 | 2,504* | 16,094 | 18,598 | 8 10 8 | 9 17 $2\frac{3}{4}$ |
| Grecian St. (Boys) | 1888 | 970 | 1,263* | 9,813 | 11,076 | 10 2 $3\frac{3}{4}$ | 11 8 $4\frac{1}{2}$ |
| John Street | 1895 | 1,071 | 2,363* | 12,055 | 14,418 | 11 5 $1\frac{1}{2}$ | 13 9 3 |
| Blackfriars Road | 1896 | 666 | 7,013* | 8,294 | 15,307 | 12 9 $0\frac{3}{4}$x | 22 19 8 |
| Marlborough Road (Girls and infants) | 1896 | 926 | 2,297 | 9,563 | 11,859 | 10 6 $6\frac{1}{2}$ | 12 16 $1\frac{3}{4}$ |
| Central Scholarship | 1897 | 750 | 4,275* | 13,819 | 18,094 | 18 8 6 | 24 2 6 |
| Langworthy Road | 1899 | 1,194 | 3,497 | 13,527 | 17,024 | 11 6 7x | 14 5 2 |
| Grecian St. North (Girls) | 1900 | 1,090 | 1,579* | 13,700 | 15,279 | 12 11 $4\frac{1}{2}$x | 14 0 $4\frac{1}{4}$ |
| London Street | 1901 | 786 | 2,031 | 8,939 | 10,970 | 11 7 $5\frac{1}{2}$x | 13 19 $1\frac{1}{2}$ |
| St. George's (Girls) | 1901 | 336<br>60 Infants | 1,033 | 5,517 | 6,550 | 13 18 8 | 16 10 9 |

* Chief rents capitalised at 20 years purchase included. x Cost of caretaker's house included.

A note on voluntary school provision and accommodation

The voluntary school accommodation in Salford was around 20,000 places in 1870 and during the next six years it rose sharply and creditably by about 9,000 places to 28,534 in 1876 and it stayed about this figure for the rest of the School Board period. Places lost to the voluntaryists, either by transfer to the School Board or by closure, were usually made good by further provision by one or other of the sectarian agencies so that the total figure was kept more or less the same. The highwater mark of voluntary school accommodation was 30,771 places in 1891 although most of these were assessed on the eight square feet basis; only places in new schools and additions being reckoned at ten square feet per pupil. The number of voluntary schools varied between forty-four and forty-nine for the whole of the school board period, except for the years 1873 to 1879 when there were as many as fifty-eight. This number was soon reduced, however, by closures and transfers.

The three principal voluntary agencies were the Anglican, Roman Catholic and Wesleyan bodies. In 1870 there were twenty-five Anglican schools with some 10,217 places. A further eleven Church of England Schools were built between 1870 and 1876; some older ones, however, were closed during these years, so that by 1877 there were thirty-three. From 1882 to 1903 the number varied between twenty-seven and twenty-eight. However, the total accommodation gradually rose to the 18,000 mark in the early 1890's, where it remained for the rest of the period. The only Church of

England schools transferred to the Board were those owned by Herbert Birley, the chairman. The transfers were in 1880 the three St. Paul's Schools and the St. George's School, all in Pendleton, in 1882 the St. Ambrose and Astley Street Schools, both in Seedley, and in 1892, after his death, the St. Margaret's School, also in Seedley.

The Roman Catholic Schools in Salford showed a steady increase from five in 1870, with accommodation for some 3,420 pupils, to ten in 1900, with 6,758 places. No Roman Catholic schools are known to have closed in this period, nor were any handed over to the School Board.

The Wesleyan schools are perhaps best considered with the other nonconformist schools and the British undenominational ones. This group of schools embraced, among others, those provided by the Congregational, Swedenborgian, Presbyterian and Bible Christian sects, Seedley Commercial School, the school held in the Working People's Hall in John Street, Pendleton, and the school associated with Salford Working Men's College. In 1870 there were five Wesleyan schools and nine others of various origin and association in the borough, providing about 2,500 and 4,000 places respectively, some 6,500 in all. By late 1879 there were eight Wesleyan and ten others, providing some 4,500 and 4,000 places respectively, a total of 8,500. Thereafter a steady decline in numbers and places took place, owing to closures and transfers to the Board, so that by 1900 there were only three Wesleyan schools and

three others of various origin and association, with 2,452 and 1,136 places respectively, a total of 3,588. By 1903 two of the other schools had closed and there were only four schools left in this group, with accommodation for 3,008, 2,592 places being in the three Wesleyan schools, 94 more than in the five Wesleyan schools in 1870.

It was the managers of these nonconformist and undenominational schools who found the non-dogmatic religious teaching in the board school system most attractive. Therefore among this group is to be found the larger number of transfers and closures. As early as 1871 the New Windsor Congregational School, the Richmond Hill Congregational School and the Working People's Hall School were offered to the School Board, which rejected them as there were no deficiencies of accommodation where these schools were situated.[1] In November 1877 the Mount Street Presbyterian School was offered for transfer, but the Board rejected it for the same reason as in the other cases.[2] However, in that year the Board accepted the management of the Higher Broughton Wesleyan Mixed School as its closure would have resulted in a deficiency of accommodation in this area.[3] Another offer of a Wesleyan school occurred in 1885 when the Regent Road Wesleyan Day School was

1. Vide. Chapter 3 pp. 70 and 72-73
2. Salford Weekly Chronicle 16. 2.1878
3. Vide. p. 134

offered to, and declined by, the Board.[1]

In 1880 the Seedley Commercial School was transferred to the Board from April 1st.[2] Another offer of the Richmond Hill Congregational School was accepted from 1st January 1881 and in October the Irwell Road British School came under the aegis of the Board. In 1883 the New Jerusalem School was offered to the Board but rejected on the grounds that its premises were unsuitable;[3] the managers then continued the school until 1891 when it closed. Hope Chapel School was taken over by the School Board in 1884, as were the Charlestown British and the Charlestown Half-timers' schools. In 1893 the managers of the Salford Working Men's College closed their elementary school, although the premises were temporarily rented from February 1894 by the Board for the Central Scholarship Higher Grade School until the new school opened in Victor Street in January 1896. The old school was then closed and the premises sold to found a scholarship fund.[4] The managers of the Strawberry Road British School first offered their school to the Board in 1893,[5] when the offer was rejected. When the offer was repeated in 1897, it was this time accepted as the closure would have resulted in a deficiency in the area. In November 1896 the Presbyterian Day School in St. Stephen Street, Salford, was closed. The United Methodist Free Church School closed in July 1901,

1. School Board Minutes 13. 5.1885
2. ibid. 10. 3.1880
3. ibid. 15. 8.1883
4. Vide. Chapter 11, p.428
5. School Board Minutes 15. 5.1893

owing to the need for extensive and costly alterations. It had been offered to the Board, but its transfer was not accepted. This miscellaneous group of schools, which included the British, various nonconformist ones, and the undenominational ones, was the only group to finish the school board period with fewer places than in 1870, 416 as opposed to 4,094.

The following tables (pages 194 and 195 ) illustrate the financial disabilities under which the voluntary bodies laboured by comparison with the rate-aided school boards, particularly as higher standards of building, equipment and staffing were demanded by the Education Department. The annual cost of educating each scholar in average attendance in 1870 was £1. 5s. 5d, and it was not expected to rise above £1. 10s. 0d; it was on this basis that the finance of education under the 1870 Act was calculated.[1] Experience, however, was soon to prove that this had been an extremely optimistic estimate. By 1873 the cost of maintaining each scholar in average attendance in voluntary schools was already £1. 10s. 0d, while in board schools it was £1. 14s. 6d. Three years later, the cost in the board schools was over £2. 0s. 0d and by 1900 it was approaching the £3. 0s. 0d mark. Costs in the voluntary schools rose more slowly, and it was not until 1897 that they reached £2. 0s. 0d.

As the demands placed upon the voluntary schools rose, there was a gradual decline in the average annual income per scholar from subscriptions and donations. From an average of 7s. 8¼d in the

1. p.282, History of Education in Great Britain: S.J.Curtis; 1957 edition.

AVERAGE INCOME PER SCHOLAR TOWARDS MAINTENANCE IN BOARD AND VOLUNTARY SCHOOLS 1870 - 1900

STATISTICS FOR ENGLAND AND WALES

| Year Ending Aug.31 | From Government Grants Voluntary | | | Board | | | Voluntary contributions Vol.schs | | Rates Board Schools | | | Other sources including Endowments Vol.schs | | Board schs | | School pence &c. Vol.schs | | Board schs | | Total Income Vol.schs | | | Board Schs | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | £ | s | d | £ | s | d | s | d | £ | s | d | s | d | s | d | s | d | s | d | £ | s | d | £ | s | d |
| 1870 | | 8 | 10 | - | - | - | 7 | 0 | - | - | - | 1 | 3 | - | - | 8 | 4 | - | - | 1 | 5 | 5 | - | - | - |
| 1873 | | 10. | 9 | | 4 | 8 | 7 | 7 | 1 | 0 | 9 | 1 | 6 | 1 | 9 | 9 | 6 | 8 | 1 | 1 | 9 | 4 | 1 | 15 | 3 |
| 1876 | | 12 | 2 | | 9 | 6 | 8 | 9 | 1 | 2 | 2 | 1 | 7 | | 7 | 10 | 6 | 9 | 2 | 1 | 13 | 0 | 2 | 1 | 5 |
| 1879 | | 14 | 4 | | 13 | 4 | 7 | 8 | | 18 | 10 | 1 | 8 | | 8 | 10 | 10 | 9 | 3 | 1 | 14 | 6 | 2 | 2 | 1 |
| 1882 | | 14 | 11 | | 14 | 8 | 6 | 10 | | 17 | 0 | 1 | 9 | | 7 | 11 | 0 | 9 | 4 | 1 | 14 | 6 | 2 | 1 | 7 |
| 1885 | | 16 | 2 | | 16 | 5 | 6 | 8 | | 19 | 0 | 1 | 9 | | 7 | 11 | 3 | 9 | 4 | 1 | 15 | 10 | 2 | 5 | 4 |
| 1888 | | 16 | 9 | | 17 | 6 | 6 | 8 | | 17 | 7 | 1 | 9 | | 8 | 11 | 1 | 8 | 11 | 1 | 16 | 3 | 2 | 4 | 8 |
| 1891 | | 17 | 8 | | 18 | 10 | 6 | 10 | | 18 | 11 | 1 | 8 | | 4 | 11 | 4 | 9 | 1 | 1 | 17 | 6 | 2 | 7 | 2 |
| 1894 | 1 | 8 | 3 | 1 | 9 | 6 | 6 | 6 | | 18 | 5 | 1 | 7 | | 4 | 2 | 1 | | 7 | 1 | 18 | 5 | 2 | 8 | 10 |
| 1897 | 1 | 9 | 4 | 1 | 10 | 4 | 6 | 9 | 1 | 2 | 0 | 1 | 8 | | 5 | 1 | 9 | | 5 | 1 | 19 | 6 | 2 | 13 | 2 |
| 1900 | 1 | 15 | 11 | 1 | 11 | 2 | 6 | 5 | 1 | 5 | 6 | 1 | 7 | | 7 | 1 | 7 | | 5 | 2 | 5 | 6 | 2 | 17 | 8 |

## INCOME AND EXPENDITURE PER CHILD IN ACTUAL AVERAGE ATTENDANCE IN VOLUNTARY & BOARD SCHOOLS 1870-1900

### STATISTICS FOR ENGLAND AND WALES

| Year Ending Aug.31 | Average "Annual" Grant paid per scholar in actual attendance | | Average school fees per child in average attendance | | Income towards maintenance per child in average attendance | | Percentage of income contributed * by Government | | Average expenditure (on Maintenance only) per scholar in average attendance | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Vol.schs | Bd.schs | Vol.schs | Bd.schs | Vol.subs Vol.schs | Rate aid Bd.schs | Vol.schs | Bd.schs | Vol.schs | Bd.schs |
| | £ s d | £ s d | s d | s d | s d | £ s d | | | £ s d | £ s d |
| 1870 | 9 9¼ | - - - | 8 4½ | - - | 6 11¾ | - - - | 34.7 | - | 1 5 5 | - - - |
| 1873 | 12 3½ | 9 11 | 9 5½ | 8 0¾ | 7 7¼ | 1 0 9¼ | 35.8 | 13.2 | 1 10 0 | 1 14 6 |
| 1876 | 13 3¾ | 13 0¾ | 10 6½ | 9 1½ | 8 8½ | 1 2 2¾ | 36.4 | 22.9 | 1 13 5 | 2 1 5 |
| 1879 | 15 3¼ | 15 3½ | 10 10 | 9 3¼ | 7 8¼ | 18 9¾ | 41.5 | 31.6 | 1 14 6 | 2 2 1 |
| 1882 | 15 9 | 16 2 | 11 0 | 9 4 | 6 10¼ | 17 0 | 43.1 | 35.2 | 1 14 7 | 2 1 7 |
| 1885 | 16 8¼ | 17 7 | 11 2¾ | 9 4 | 6 7¾ | 19 0¼ | 45.1 | 36.2 | 1 15 10 | 2 5 4 |
| 1888 | 17 1¾ | 18 1½ | 11 0¾ | 8 11¼ | 6 7¾ | 17 7¼ | 46.1 | 39.1 | 1 16 4 | 2 4 8 |
| 1891 | 18 0¼ | 18 9¼ | 11 3½ | 9 1¼ | 6 10¼ | 18 11 | 46.9 | 39.9 | 1.17 8 | 2 7 2 |
| 1894 | 18 2¼ | 19 1¾ | 2 0¾ | 7 | 6 6¼ | 18 4¾ | 74.0 | 60.4 | 1 18 2 | 2 8 10 |
| 1897 | 18 11¾ | 19 9¼ | 1 10½ | 5½ | 6 8¼ | 1 1 11½ | 72.4 | 57.0 | 2 0 6 | 2 13 2 |
| 1900 | 1 0 8¾ | 1 1 5¼ | 1 5¼ | 4½ | 6 4¾ | 1 5 6¾ | 77.5 | 54.0 | 2 6 4 | 2 17 8 |

* Grants under Section 97, Elementary Education Act, 1870, as amended by Section 1, Elementary Education Act, 1897, are paid direct to the School Boards, do not appear in the balance sheets of the schools, and are not included in the percentage above.

years 1870 to 1881 inclusive, it declined to an average of 6s. 7¾d from 1882 to 1901 inclusive. Meanwhile the board schools enjoyed an average yearly income from the rates of about £1 per scholar for the whole of this period.

As early as 1876, Lord Sandon's Education Act had increased the exchequer grant limit from 15s. 0d per child to 17s. 6d and had allowed a still larger grant if local subscriptions equalled the sum that could be obtained from government sources. This, however, had only provided temporary relief to the voluntary schools, as expenses continued to rise and competition from the board schools to increase.

In 1883 the great Anglican National Society presented Mr. Gladstone, then prime minister, with a memorial praying for further assistance. The unhelpful reply was that the denominationalists had freely entered upon the terms of the 1870 Act knowing the amount of public financial support to be expected. Nevertheless, the voluntary school supporters kept up their agitation, and with a more favourably inclined Conservative government in power in 1886 a Royal Commission, with Lord Cross as chairman, was set up to enquire into the workings of the Elementary Education Acts in England and Wales. The majority of the Commission was in favour of the continuation of voluntary schools and advocated a system, opposed by the minority, of rate aid for their support. Such a radical step was not however taken, and although in the following years the method of fixing grants was

changed, the result was not of lasting adequate help to the voluntaryists.

The 1891 Elementary Education Act introduced an annual grant of ten shillings per child on condition that no fees were charged except where the average yearly payment in fees had exceeded this sum, in which case the reduced fee and the aid together were not to exceed the amount formerly paid by the pupils. This fee-grant meant that by 1900 over three-quarters of the income of the voluntary schools was contributed by the government; in the case of the board schools, over half their income came from this source. The table on page 194 shows that even with the passing of the 1891 Act the voluntary schools were at a disadvantage compared with the board schools as the fees in the latter remained quite substantially less; in 1900 an average of five-pence a year per scholar in board schools was paid as opposed to 1s. 7d in voluntary schools. However, as is shown in Chapter 6, the Salford Board usually chose to continue to demand fees in its schools, to mitigate the position of the voluntary agencies.

The low order of voluntary subscriptions and the consequent high cost of school fees was shown in June 1891 when the voluntaryist Manchester and Salford District Education Association stated that the average amount per child paid in voluntary school fees in Salford was 15s. 0d, against 8s. 11¾d

for England and Wales as a whole. Of the 44 denominational schools in Salford, twelve had no voluntary subscriptions at all, and of the rest the greater number received only small sums; for example, the three St. Clement's Anglican schools received £1,108 from the government grant and £1,176 from school pence while subscriptions only amounted to £44; the two St. Thomas's Anglican schools in Pendleton received £594 by way of grant, £411 in fees, but a mere £28 in subscriptions.[1] It was in an endeavour to aid such schools that the majority on the School Board passed a motion that a petition should be presented to the government advocating the exemption of public elementary schools from paying rates. The Manchester School Board had already approved a similar petition.[2] And in early 1895 the Manchester School Board adopted a petition for rate-aid to the voluntary schools and sent it on the rounds of the other school boards asking them to lend their weight to it. Birmingham not unsurprisingly rejected it, but Salford, as well as other denominational-dominated boards such as Liverpool, adopted it.[3]

The same year the Bishop of Salford said that in 1894 St. John's School had been given £350 from the parishioners, Mount Carmel, £401, and St. Joseph's £186. St. Matthias's and St. Phillip's Anglican Schools had received £178 and £639

1. Salford Reporter 16. 1.1891
2. ibid. 21. 3.1892
3. School Board Chronicle 6. 4.1895 and Salford Reporter 30.3.1895

respectively in subscriptions, for the year ending 31st August 1894, in which the 48 voluntary schools in Salford had received a total of £3,592. 14s. 2d from their supporters. It was unfair, the Bishop concluded, that the subscribers of such sums should also have to pay the school board rate.[1]

This speech seems to have been one of the first reported shots in a campaign by local Roman Catholics for additional public funds for denominational schools, as in January 1896 a meeting with this aim took place in the Free Trade Hall, Manchester.[2] As a result of such pressure and with the support of a Conservative government, an act for increasing the government grant payable to voluntary schools by five shillings per pupil in average attendance was passed in April 1897. And to show its desire to help the denominational schools, the Salford Board gave the use of its offices free of charge to the voluntary school associations of Salford that were formed as a result of the act.[3] In such ways at its disposal the Salford School Board did its best to aid the voluntary schools of the borough.

1. Salford Weekly Chronicle 28.12.1895
2. ibid. 11. 1.1896
3. ibid. 7. 8.1897

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# CHAPTER 6

## School attendance, standards, and fees, 1870 - 1903.

### Attendance

It has been shown in Chapter 3 how the Salford Board in its first bye-laws made attendance at school compulsory for children aged from five to thirteen, unless otherwise exempted, either full-time by the passing of Standard IV and half-time by passing Standard III or at the discretion of the Board. This bye-law was enforced from early 1872, the first prosecutions for non-attendance being heard in the Borough Police Court on 8th April 1872.[1]

However, the majority of the Board in the early years were not possessed of excessive zeal for the enforcement of attendance, and they were pressed to great efforts by the Unsectarians, particularly Warburton and Mather.[2] In September 1874 Warburton criticised the inadequate attendance in Salford, which was defended by Herbert Birley, who quoted figures to show that the position in Salford was better than in many other large towns. Birley made his attitude towards attendance quite clear in 1876 at a special meeting of the Board called to discuss Lord Sandon's education bill, when he said that he was against compulsion being made too strict. Not unnaturally, he was opposed by the nonconformists, who welcomed the proposed raising of the school-leaving age.[3]

The percentage attendance for the first quarter for which

1. Salford Weekly Chronicle 13. 4.1872
2. Vide. Chapter 3 p. 70 and Appendix II
3. Salford Weekly News 24. 6.1876

returns were made, that ending on 31st December 1871, was 62.76, an average attendance of 10,439 pupils out of 16,631 on the books. By the end of the last complete quarter of the first board, 30th September 1873, it had risen to 64.35 per cent, an average attendance of 13,264 on a nominal roll of 20,610. The corresponding quarter of the second board, 30th September 1876, showed a slight drop to 64.14 per cent, the average attendance being 15,412 out of a total of 23,657 enrolled pupils. This performance so far was somewhat below the national average, which was 68.32, 66.82, and 67.42 per cent attendance of the pupils enrolled for the years 1871, 1873, and 1876 respectively.

In considering these figures, one has to bear in mind that the actual percentage attendance of the child population who should have been at school may have been considerably less, for a substantial proportion of the children eligible and expected to attend public elementary schools had not been enrolled; they were either at home or at work. Attendance at school was not made compulsory by the Elementary Education Act of 1870; the adoption by school boards of compulsory attendance clauses was entirely permissive. Gradually, however, compulsory attendance was extended. The amending Act of 1873 made, inter alia, the attendance at school compulsory of children whose parents were receiving poor law relief. The 1876 Education Act had as its main aim the improvement of attendance, declaring that it was the duty of the parent to see that his child was instructed in the three basic subjects and prescribing

penalties for default. No child was to be employed under ten years of age and only between the ages of ten and fourteen on the passing of a specific examination such as Standard IV or on the achieving of an attendance qualification, the "dunce's pass".[1] In districts where no school board had been formed, school attendance committees were directed to be established. The framing of bye-laws for compulsory school attendance was still, however, permissive and was not made obligatory upon the boards and committees until the Liberal government's Education Act of 1880. By this act, attendance was compulsory on all children, save those who had passed the local standards for full or half-time exemption. The "dunce's" exemption on attendance was restricted to children aged thirteen to fourteen and even then half-time attendance at school was forced upon these children.

These measures meant that in Salford, as elsewhere, the percentage of the population on the school registers rapidly increased. The inspectorate had said that school accommodation in Salford should be provided for one-sixth of the population, and in some areas one-fifth was suggested as a more reasonable proportion to be provided for, 16.66 and 20 per cent respectively. Nationally, although the percentage in average attendance may have been better than in Salford, the percentage of the population was considerably worse. In the years 1871, 1873 and 1876 respectively, the enrolled numbers were only 6.31, 6.34, and 8.06 per cent of the estimated population. For

1. Vide Chapter 8, p.309

Salford the corresponding figures were approximately 13.32, 15.38, and 15.98. By 1879 the national average attendance of enrolled pupils, had risen to 69.93 with 10.31 of the estimated population on the school registers, while in Salford the figures were an average attendance of 67.57 per cent and an enrolment of 16.53 of the estimated population.

The following table illustrates how Salford compared with England and Wales in terms of the percentage of the population enrolled in the public elementary schools and the percentage average attendance of the numbers enrolled.

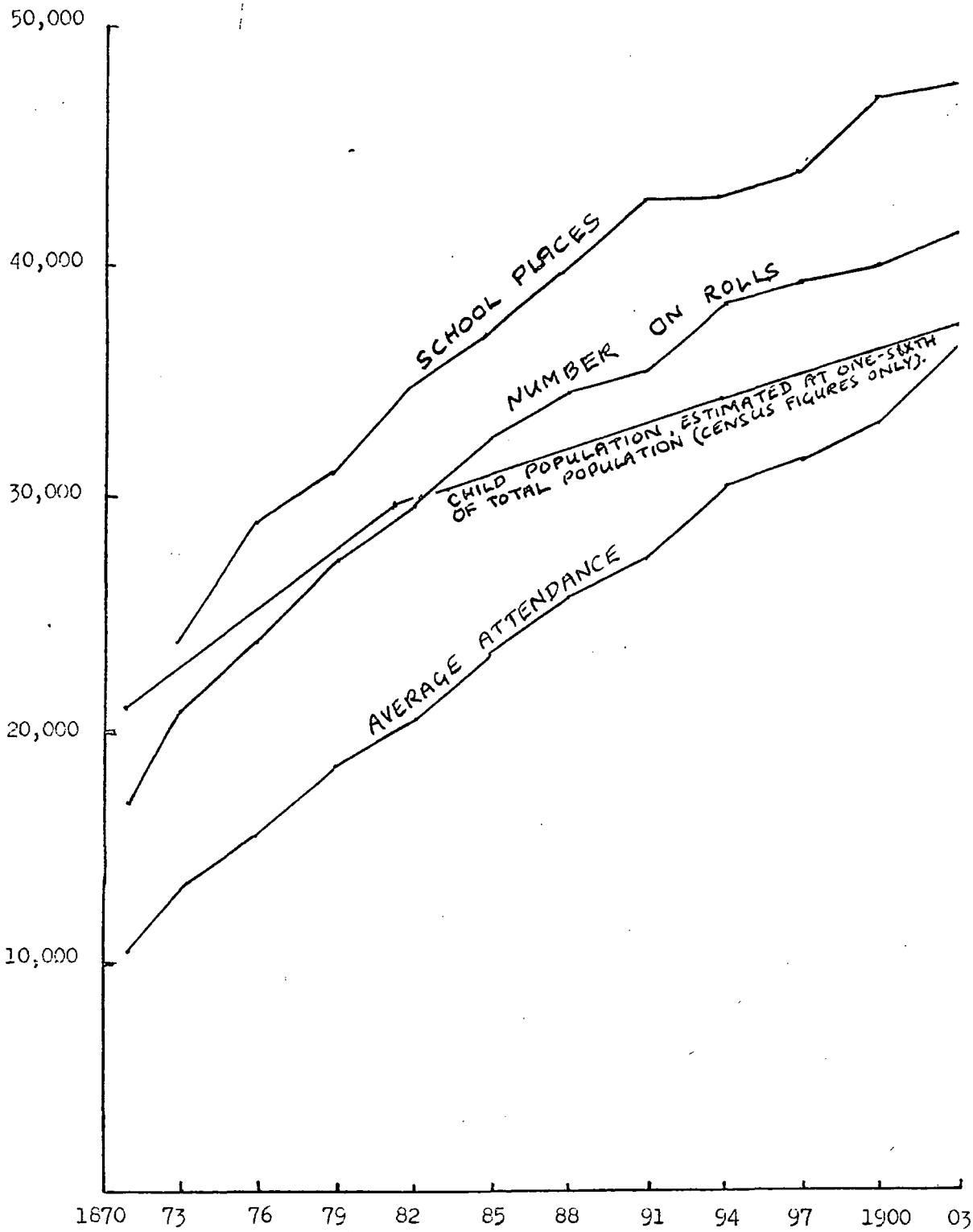
Percentage of population on school rolls and percentage average attendance of enrolled pupils for both Salford and England and Wales, 1871-1903.

| Year | Percentage enrolled of estimated population | | Percentage in average attendance of those on rolls | |
|---|---|---|---|---|
| | Salford[1] | England & Wales[2] | Salford[3] | England & Wales[2] |
| 1871 | 13.32 | 6.31 | 62.76 | 68.32 |
| 1873 | 15.38 | 6.34 | 64.35 | 66.82 |
| 1876 | 15.98 | 8.06 | 64.14 | 67.42 |
| 1879 | 16.79 | 10.31 | 67.57 | 69.93 |
| 1882 | 16.4 | 11.06 | 69.65 | 71.97 |
| 1885 | 17.62 | 12.26 | 71.82 | 76.41 |
| 1888 | 18.05 | 12.62 | 74.85 | 77.12 |
| 1891 | 17.75 | 12.89 | 78.19 | 77.72 |
| 1894 | 18.65 | 14.06 | 80.39 | 81.29 |
| 1897 | 18.51 | 14.45 | 80.91 | 81.50 |
| 1900 | 18.19 | 14.53 | 83.63 | 82.06 |
| 1903 | 18.42 | - | 88.42 | - |

The graph on page 205 shows, for the years 1871-1903, the relationship between the public elementary school accommodation in Salford, the number on the school rolls, the average attendance and the child population estimated at one-sixth of the total population.

1. Population of Salford based on census returns and intermediate points on population graph.
2. Report of the Board of Education 1901.
3. School Board Minutes and Triennial Reports.

PUBLIC ELEMENTARY SCHOOL ACCOMMODATION, NUMBER ON SCHOOL ROLLS, AVERAGE ATTENDANCE, AND ESTIMATED CHILD POPULATION IN SALFORD, 1871 - 1903



The table on page 204 would seem to present Salford in an extremely favourable position with regard to the percentage of the population enrolled in the schools, but it must be remembered that Salford was expanding at a rate considerably above the national average[1], and the inspectorate frequently urged that in certain districts of the borough accommodation should be provided for one-fifth (20 per cent) of the inhabitants, owing to the composition of the population.[2] Nevertheless, it was a respectable achievement by the Board to get so many children on the rolls of the schools and such percentages into average attendance.

The attendance in the board schools of the borough was always better than that in the voluntary schools. Undoubtedly one reason for this is that the new and better equipped buildings provided by the Board proved attractive to those parents interested in the education of their children and consequently in securing their attendance at school. Again, the Board's teachers would probably be more ready to report absentees to the attendance officers employed by the Board than the voluntary teachers, who seem to have feared increasing interference from and control by the Board. Finally, children always prefer the new and the modern to the old and out-of-date, so they would more readily attend school in new buildings. These arguments were borne out at a Board meeting in February 1892 at which it was stated that new schools enjoyed a better attendance than older ones.[3]

1. Vide. Chapter 1, p.13
2. Vide. e.g. Appendix I, p.548
3. Salford Reporter 20. 2.1892

This disparity of attendance between board and voluntary schools is made clear in the following table and the graph on page 208.

Attendance in the schools of the borough, 1871 - 1903

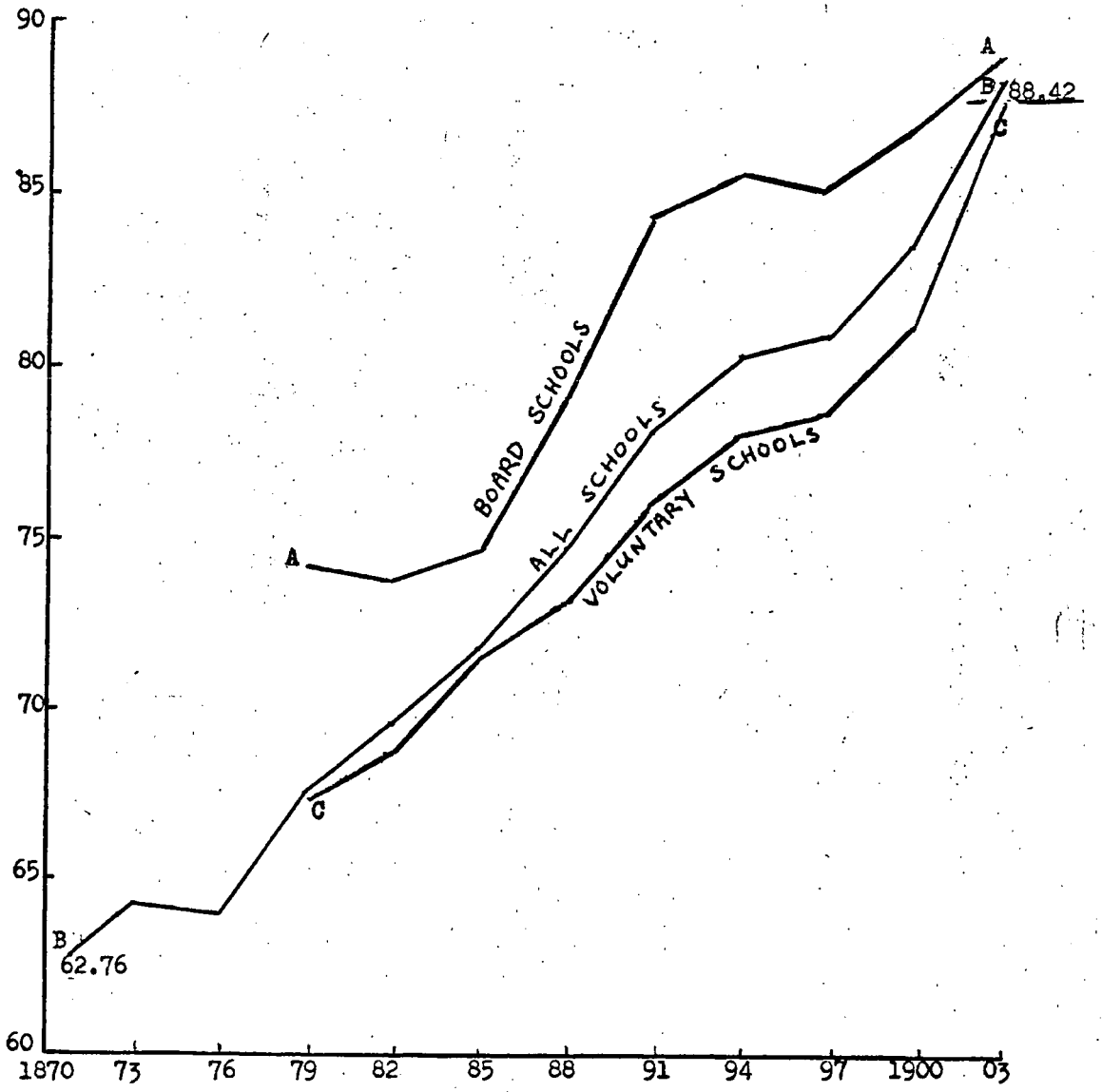
| | Voluntary schools | | | Board schools | | | Total | | |
|---|---|---|---|---|---|---|---|---|---|
| Year | No. on bks. | Av. attn. | % Attn. | No. on bks. | Av. attn. | % Attn. | No. on bks. | Av. attn. | % Attn. |
| 1871 | 16,631 | 10,439 | 62.76 | - | - | - | 16,631 | 10,439 | 62.76 |
| 1873 | 20,610 | 13,264 | 64.35 | - | - | - | 20,610 | 13,264 | 64.35 |
| 1876 | 23,657 | 15,412 | 64.14 | - | - | - | 23,657 | 15,412 | 64.14 |
| 1879 | 26,066 | 17,542 | 67.5 | 1,053 | 783 | 74.3 | 27,119 | 18,325 | 67.57 |
| 1882 | 25,013 | 17,244 | 68.9 | 4,188 | 3,095 | 73.9 | 29,201 | 20,339 | 69.65 |
| 1885 | 24,529 | 17,603 | 71.8 | 7,894 | 5,685 | 74.7 | 32,423 | 23,288 | 71.82 |
| 1888 | 24,686 | 18,069 | 73.2 | 9,606 | 7,599 | 79.1 | 34,292 | 25,668 | 74.85 |
| 1891 | 25,094 | 18,483 | 75.9 | 10,058 | 8,502 | 84.5 | 35,152 | 27,485 | 78.19 |
| 1894 | 26,145 | 20,382 | 78.1 | 11,910 | 10,212 | 85.7 | 38,055 | 30,594 | 80.39 |
| 1897 | 25,642 | 20,154 | 78.7 | 13,409 | 11,442 | 85.3 | 39,051 | 31,596 | 80.91 |
| 1900 | 23,745 | 19,291 | 81.4 | 15,907 | 13,871 | 87.2 | 39,652 | 33,162 | 83.63 |
| 1903 | 24,517 | 21,540 | 87.9 | 16,576 | 14,796 | 89.2 | 41,093 | 36,336 | 88.42 |

(All figures for quarter ending 30th September, except 1871, quarter ending 31st December, and 1903, two months ending 31st May.)

Three outdoor attendance officers had been appointed by the first School Board, and by 1900 the number had increased to twenty, including the superintendent, one senior attendance officer being responsible for each of the three districts of the borough. This was still the attendance enforcement staff at the conclusion of the school board period. It was undoubtedly partly due to this enlarged staff that the percentage attendance increased so considerably

PERCENTAGE ATTENDANCE IN THE PUBLIC ELEMENTARY SCHOOLS OF SALFORD, 1871 - 1903.

(Range of graph - 60 to 90 per cent)




A - A = Percentage attendance in board schools, 1879 - 1903.

B - B = Percentage attendance for all schools in Salford, 1871 - 1903.

C - C = Percentage attendance for voluntary schools, 1879 - 1903.
Percentage attendance for 1871 - 1876 as for all schools in Salford.

from 1891 onwards, although the diminishing of school fees and the extension of free education as a result of the 1891 Education Act had a large part to play in this increase. The attendance officers visited the parents of children who were absent, presumably either frequently or lengthily, from school without the presentation of a satisfactory reason. A warning was given as to the children's attendance at school, and if this did not suffice the parents were called before the Bye-laws Committee of the School Board, which met regularly in the sifferent areas of the borough to hear, among other things, exemption applications. If the parents failed to appear before the committee or if the child in question continued still to be absent from school, then a prosecution was brought in the local magistrate's court. It was also part of the attendance officers' duties to try to apprehend children found in the streets during school hours, and to this day the officer is still referred to in many districts as the "school board man". The attendance officers also frequently carried out house-to-house visitations in various parts of the borough to discover children whose names were not on the registers of any school, obviously a potent move in the increase in enrolment and average attendance.

Attendance enforcement in Salford, however, escaped neither the criticism of the Board's members nor that of the inspectorate. In 1872, H.M.I. Brodie said that total exemption on attaining Standard IV put "a premium on children leaving school too early", and that "they should be kept at school after ten

years of age as long as they can be induced to stay".[1] This view was reiterated in Mr. Cornish's report of 1878, in which he also stated: "Compulsion is more successful in Bolton, with an average attendance of 73.8 per cent as against 67 per cent in Salford, although there are 2,245 more half-timers in Bolton than in Salford."[2] The same inspector's report for 1882[3] was even more critical of the enforcement of attendance in Salford. While admitting that the School Board had "a rather more difficult population to deal with than its neighbours", he compared at considerable length the lack of success in, and the absence of zeal for, the enforcement of attendance in Salford compared by that in Bolton. While Salford had 16.5 per cent of its population on the registers, Bolton had 21 per cent. While Salford had 11.7 per cent of the population in average attendance, Bolton had 17 per cent. The average attendance in Salford was 70.9 per cent, while in Bolton it was 82.6 per cent, a figure only attained by Salford some four years before the end of the school board period. While Salford presented only 7.7 per cent of its population for examination in the standards, Bolton presented 12 per cent. Furthermore fewer pupils were presented in Salford in the higher standards owing to the low exemption requirements. It was these lax exemption standards that were at the root of the trouble.

1. Vide Appendix I, p.523
2. Vide Appendix I, p.525
3. Vide Appendix I, pp.527-34

He went on to contrast the methods of enforcement in the two great boroughs:

"The (Salford) Board employs ten officers in plain clothes and one superintendent, and gets its information as to the school attendance at second hand from the teachers, who send in monthly, either copies of the weekly summaries of attendance, or the lists of absentees selected by themselves.

"But some few schools furnish no returns, nor do the Board exact them, and this in the eyes of the parents gives a sort of patent of gentility. The bye-laws require ten attendances per week, but it is well known to the parents that, if the children make eight, the school board officers will , as a rule, never ask after them. They understand that, as they phrase it, 'the Board are satisfied' with eight attendances, and they look upon such attendance, if regular as positively meritorious.[1] Parents whose children make less than eight but more than five attendances per week become the subject of exhortations, which may possibly end after the lapse of some months in a summons and even in a fine. It is upon those who make less than five attendances that the Board mainly exercises its powers of prosecution.

"The Bolton Board starts with adequate powers. Children over ten must pass Standard III before they can be employed half-time, and even the Board must be satisfied with the nature of the

1. Herbert Birley confirmed this in his evidence to the Cross Commission in 1887. Vide Answer 40821, Vol I, Report of the Royal Commission on the Workings of the Elementary Education Acts.

employment. For full-time exemption the standard is the sixth. Four officers and a superintendent in uniform are employed (Salford was to put its attendance officers in uniform later), and the weekly totals of each child's attendances are copied from the school registers monthly by the Board's own officials, thus giving it complete information at first hand respecting the attendance of every child in the borough, and relieving the teachers of the odium which giving information might bring upon them. The bye-laws require ten attendances per week, and the Board enforces this strictly, a parent whose child habitually takes a day's holiday, being, as a rule, summoned after warning, though in cases where the home circumstances warrant it the Board grants an exemption for half a day, or in some cases a day per week.

"And although the bye-laws are so universally enforced, the Bolton School Board say that at no time has the exercise of their compulsory powers worked with less friction."

The strictures on the inadequate informing of the Salford Board by the schools as to attendance seems to have prompted action, as a system of duplicate registers was introduced. At the close of the school board period this method also was in the process of reform by the introduction of a more accurate and informative system of "duplicate slips".[1]

Mr. Cornish criticised the failure of penalties under the

1. Triennial Report 1903 pp. 53-54

Summary Jurisdiction Act to enforce attendance, as many who formerly paid to escape imprisonment now evaded payment altogether. And in 73 cases in which the Salford Board took out distress warrants, there were no effects to distrain upon.

Part of the blame for the inadequate attendance in Salford was attributed by Mr. Cornish to their infrequent remission of the fees of poor children, who were referred instead to the Guardians, who, in Salford, were extremely generous in assistance with the payment of school-pence. "In Bolton the Board has now schools in almost all parts of the town, and remits fees in them with great liberality. In Salford the board schools only partially cover the ground, and except in very special cases the children attending them all pay their fee. The Board speak of the help which the Guardians give them in the work of compulsion by their liberality, as they pay £1,464 a year. But though the money which is thus distributed among all classes of schools is welcome to the managers, it may be doubtful whether the initial difficulty of getting the parents to apply is not a great addition to the already heavy task of keeping children in regular attendance."[1]

Mr. Cornish concluded his comments on attendance in Salford by saying that if the Board more firmly enforced attendance in its own schools, it would ensure a greater hold upon the most difficult class of children and "check the migration from school to school which in the central parts of Salford has been very rife."

1. Vide. Appendix I, p.530

Much of these charges was repeated by H.M.I. Cornish three years later[1], in 1885, when the average attendance in Bolton had reached 86 per cent, while in Salford it was merely 73 per cent. "Anyone who wished to realise the difference in the results produced need only visit both towns in school hours. He would hardly find a child of school age in the streets in Bolton, whilst in those of Salford they swarm." The part that school fees played in attendance was again dealt with. Mr. Cornish said that in Bolton, except for the higher grade schools and one or two others, a uniform scale of fees was charged. Apart from the generous remission of fees in the Bolton Board's own schools, the Guardians employed a supplementary school board officer to deal with all cases of remittance of fees in voluntary schools, so as not to put these schools at a disadvantage and so that the implications of pauperism, so closely associated with the Guardians, should be mitigated as far as possible. In Salford, however, although the Guardians dealt with school fees application in a special office far from the Union, parents were still rather reluctant to make application to them, whether for the first time or subsequent times.

The fault did not, however, completely lie with the Salford Guardians for partially dissuading the poor from applying

1. Vide. Appendix I, p.540

for assistance with school fees, for in 1880 complaints were made at a Board meeting that certain schools put difficulties in the way of poor children to stop them attending. One school, for example, made children whose fees were paid by the Guardians sit on a separate form.[1]

Criticism of the attendance in Salford continued into the 1890's. In 1893 it was alleged that Salford had never fairly grappled with the problems ,[2] although H.M.I. Pole in 1895 observed: "It is satisfactory to note that the regularity of attendance in Salford has been constantly improving."[3] In the area he criticised for inadequate school accommodation[4], however, unpunctuality in the mornings was claimed to be rife, and laziness was given as the cause. In consequence of this, an idea first mooted at the Board in 1892, that the doors of the schools should be closed to late scholars after a quarter of an hour, was introduced in the schools of the borough in 1895,[5] although in November that year it was claimed that this rule was depressing attendance.

By the end of the school board period the inspectorate were regarding the attendance in the borough as satisfactory. In 1901 Mr. Pole reported that a marked improvement had taken place in

1. Salford Weekly News 16.10.1880
2. Vide. Appendix I, p.544
3. Vide. Appendix I, p.547
4. Vide. Chapter 5, p. 165
5. Salford Reporter 13. 4.1895

the past ten years. And the last attendance returns, for May 1903, showed that the average attendance of the numbers on the books was 88.42 per cent and that 18.2 per cent of the estimated population were on the registers of the public elementary schools in the borough. Furthermore, the meagre numbers of the children aged five to thirteen discovered not to be at school by the house-to-house enquiries in the last triennial period showed that the school attendance officers were doing their job. A mere 518 children were found not to be on the registers of the schools, and of these many were absent from sickness or some other unavoidable cause. There were, however, several cases where no reasonable excuse could be given, and these were afterwards dealt with under the bye-laws.

It must also be remembered that there were children in attendance at private and other schools in the borough. Investigations into these were carried out at least three times in the years up to 1903. An enquiry into "private adventure schools" in April 1875 revealed that there were eighteen such schools charging fees not exceeding ninepence per week with 563 children on the books.[1] Four of these schools with 210 children were adjudged fairly efficient, and the remainder, obviously most very small schools, unsatisfactory. Where the schools were considered efficient, the Board agreed with the teachers that registers should be kept and that these should be open to the Board's inspection. In the cases

1. File Ed. 16/185, Public Record Office

where children were attending unsatisfactory schools, the Board merely resorted to the procedure employed for enforcing attendance at the public elementary schools where children were found not to be attending any schools at all. In December 1889, 1,235 children were found to be attending private schools, and there were also about 350 children in the schools attached to the workhouse and the army barracks in the borough.[1] Similar figures were given by an enquiry two years earlier.[2] But these numbers had probably diminished considerably by the end of the Board's existence.

Achievements in the standards

Even if Salford was not particularly conspicuous for its success in enforcing attendance, particularly in the early years, the quality of education in the schools of the borough seems to have been satisfactory, although the Board was not very successful in retaining large numbers of pupils beyond the years and standards of compulsory attendance. In 1878, for example, Salford presented only 204 children for examination in Standard VI, while Bolton, with some 70,000 fewer inhabitants, presented 211; for Standard V the figures were 592 and 753 respectively. In 1882 the figures for Standards V and VI in Salford had risen to 1,118 and 415 respectively, but the corresponding figures for Bolton were 1,605 and 626.

1. Triennial Report 1891
2. File Ed.16/185, Public Record Office

The percentage passes in the three basic subjects were, however, quite satisfactory in both areas.[1]

| | Reading | | Writing | | Arithmetic | |
|---|---|---|---|---|---|---|
| | 1882 | 1878 | 1882 | 1878 | 1882 | 1878 |
| Salford Union | 95.8 | 95.3 | 92.4 | 90.2 | 86.1 | 76.9 |
| Bolton Board District | 96.8 | 94.8 | 91.8 | 87.8 | 87 | 74.2 |

Both school boards had appointed inspectors, or organising masters, of board schools, and the Anglican diocesan board had made the services of their inspector available free to all Church of England day schools, although the offer had only been accepted in a few cases. Indeed, H.M.I. Cornish, who presented these figures and information, went on to criticise the lack of supervision and assistance given by experienced members of staff to newly-trained teachers. The Board in its Triennial Report of 1882 said that the average percentage pass in its schools was 82.9, while the average for all the schools in England and Wales was only 82 per cent.[2]

From the information available from the Triennial Report of 1891 the percentage of passes in the Salford board schools was 98.6 in reading, 93.8 in writing, and 88.8 in arithmetic, the overall percentage being 93.7. All the board schools categorised for the merit grant were either "Good" or "Excellent". Apart from drawing and cookery, the "class subjects" taught in the Salford board schools were English, geography, needlework, and singing, and the "specific subjects" were algebra, French, and magnetism and

1. Vide Appendix I, p.535
2. Salford Weekly News 11.11.1882

electricity; these latter subjects were taught only in Trafford Road, Grecian Street and Pendleton Higher Grade board schools. By 1894 Euclid, shorthand and mechanics were, with algebra and French, the "specific subjects" taught in these schools and in the Higher Broughton Board School also, although not all these subjects were taught in each of the four schools. The Board's departments in 1893, with only seven exceptions, were classified as "Excellent", having obtained both the higher principal grant and the higher grant for organisation; the six departments classified "Good" had obtained only one higher grant, and the one classified "Fair" had obtained neither. The percentage of passes in Standards III, IV, V and VI for the labour examinations, the only figures available for the three years 1892 to 1894 was 82.49, although the percentage of pupils who passed in all three basic subjects was only 56.48.[1]

Birley, in his evidence to the Cross Commission, had expressed himself in favour of the system of "payment by results", the grant paid for passes in the examinations in the standards. It was, he said, the "only guarantee of efficiency", particularly for voluntary schools, and evils of over-pressure on the teachers could be avoided by sufficient staffing and the payment of fixed salaries. Birley's idea of a suitable staffing ratio would doubtless have been somewhat different to that of to-day, for in the Board's schools one certificated assistant was expected to teach fifty to sixty scholars, although forty-eight was said to be generally the largest class.[2] Although the class teachers may not

1. Triennial Report 1894
2. Answers 40401, 40506, 40508, 40509, Vol.I, Report of the Royal Commission on the workings of the Elementary Education Acts.

have depended on the results of the examinations in the standards, head-teachers were encouraged financially to be greatly concerned with the efficiency of their schools by the payment of £5 if the school was classified as "Good" and £10 if classified as "Excellent".[1]

For the year ending 29th September 1896, the Board's departments were all assessed as "Excellent", save four categorised as "Good". Three years later they were without exception classified as "Excellent".

Further interesting figures were made available in the Board's last three Triennial Reports, those for 1897, 1900, and 1903. These gave the percentage figures for the various school age-groups in the Salford board schools, in the board schools of England and Wales, and in all the public elementary schools of England and Wales.

1. Triennial Report 1894, p. x.

Ages of children in the public elementary schools, 1897 - 1903

Salford and England and Wales

| Category | Year | Children's ages | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Under 3 | 3 to 4 | 4 to 5 | 5 to 6 | 6 to 7 | 7 to 8 | 8 to 9 | 9 to 10 |
| | 1897 | 0.13 | 3.55 | 7.28 | 9.88 | 11.53 | 11.15 | 11.63 | 11.69 |
| | 1900 | 0.15 | 4.05 | 6.68 | 9.68 | 11.3 | 11.65 | 11.18 | 11.4 |
| Salford | 1903 | 0.09 | 2.89 | 5.94 | 9.64 | 11.86 | 10.9 | 10.61 | 11.21 |
| Board | | 10 to 11 | 11 to 12 | 12 to 13 | 13 to 14 | 14 to 15 | 15 and over | | |
| Schools | 1897 | 10.85 | 10.17 | 9.18 | 2.41 | 0.42 | 0.13 | | |
| | 1900 | 10.44 | 10.86 | 9.43 | 2.58 | 0.5 | 0.1 | | |
| | 1903 | 11.07 | 10.85 | 9.89 | 4.14 | 0.77 | 0.14 | | |
| | | Under 3 | 3 to 4 | 4 to 5 | 5 to 6 | 6 to 7 | 7 to 8 | 8 to 9 | 9 to 10 |
| | 1897 | 0.06 | 3.07 | 6.97 | 9.83 | 10.93 | 11.03 | 11.03 | 11.17 |
| Board | 1900 | 0.05 | 3.39 | 7.06 | 10.21 | 11.05 | 11.01 | 10.71 | 10.86 |
| Schools | 1903 | 3.09 | | 6.85 | 9.99 | 10.8 | 10.73 | 1 0.75 | 10.84 |
| in | | 10 to 11 | 11 to 12 | 12 to 13 | 13 to 14 | 14 to 15 | 15 and over | | |
| England | 1897 | 11.06 | 10.69 | 9.05 | 4.02 | 0.92 | 0.17 | | |
| and | 1900 | 10.75 | 10.53 | 9.25 | 4.09 | 0.89 | 0.15 | | |
| Wales | 1903 | 10.66 | 10.12 | 9.37 | 5.78 | 0.9 | 0.12 | | |
| | | Under 3 | 3 to 4 | 4 to 5 | 5 to 6 | 6 to 7 | 7 to 8 | 8 to 9 | 9 to 10 |
| | 1897 | 0.07 | 3.29 | 7.17 | 10.0 | 11.05 | 10.98 | 11.09 | 11.19 |
| All | 1900 | 0.06 | 3.64 | 7.35 | 10.35 | 11.11 | 10.95 | 10.73 | 10.88 |
| public | 1903 | 3.34 | | 7.04 | 10.1 | 10.79 | 10.72 | 10.73 | 10.81 |
| el. | | 10 to 11 | 11 to 12 | 12 to 13 | 13 to 14 | 14 to 15 | 15 and over | | |
| schools | 1897 | 11.04 | 10.58 | 8.75 | 3.77 | 0.88 | 0.14 | | |
| in | 1900 | 10.72 | 10.43 | 9.01 | 3.8 | 0.84 | 0.13 | | |
| England & Wales | 1903 | 10.6 | 10.09 | 9.36 | 5.45 | 0.87 | 0.1 | | |

The figures given for the last two groups of schools excluded the pupils in Organised Science Schools, while these scholars were included in the Salford statistics, and if the figures for these were to be deducted the percentage of pupils in the higher age-groups, of children over thirteen, would be still smaller. It was in these age-groups that the percentage of Salford pupils were significantly smaller than in the national groups. This inability to retain older pupils has persisted in Salford to the present day. In the Department of Education's "List 69" relating to children in school in January 1964, Salford had fewer pupils of sixteen and over than anywhere else in the country, a mere ten per cent as opposed to the forty per cent in Croydon, the local authority with the highest percentage.[1] This low figure for Salford is attributed to the city's having a high percentage of working-class inhabitants, 75 per cent compared with Croydon's 52 per cent.

The following table gives the results in the labour examinations in the Board's last nine years:

Summary of results in labour examinations in Salford 1894-1903

| Triennial Period | Standards IV,V,VI & VII | | | | Percentage of passes | No. of full passes | Percentage of full passes |
|---|---|---|---|---|---|---|---|
| | Number presented | Passed in Reading | Writing | Arithmetic | | | |
| 1894 - 97 | 3,430 | 3,385 | 3,095 | 2,264 | 84.97 | 2,025 | 59.03 |
| 1897 - 1900 | 1,950 | 1,908 | 1,788 | 1,161 | 83.02 | 985 | 50.51 |
| 1900 - 03 | 2,546 | 2,523 | 2,458 | 1,309 | 82.35 | 1,208 | 47.44 |

(Standard VII last triennial period only. No candidates for Standard IV in 1902 and 1903.)

1. Observer 22. 8.65

It may be seen from the above table that the passes in reading were extremely high and the passes in writing were also of a creditable order. The passes in arithmetic were, however, less satisfactory, and it was the failure in this subject that resulted in a relatively low percentage of full passes. It must also be remembered that the pupils entered for the labour examinations would in the main come from poor homes in which the children's income was probably very necessary. It is fair therefore to assume that these children, from environmental influences if not hereditary ones, would include a higher percentage of weaker scholars than the school population as a whole. The good results in reading makes the comments of H.M.I. Pole in 1899 seem rather strange. While praising the skilful efforts of the Board's organising mistress and the achievements of the Salford infants' schools generally, he comments that the small pupils are "probably most frequently weak in the subject of reading, which occupies more time than any other."[1]

The following table shows the efficiency of the Salford board schools in terms of the government grant received for each child in average attendance in the years 1890 to 1902. It may be seen that in the years up to 1906 the efficiency of the Salford schools was better than the average for all the board schools of England and Wales, but when in later years only the figures for the board schools in London and the county boroughs are considered,

1. Vide Appendix I, p.549

the Salford schools earned a sum just below the average.

Government grant received per child in average attendance, 1890 - 1902.[1]

| Year | Salford board schools | | | Board schools in England and Wales | |
|---|---|---|---|---|---|
| | £ | s | d | s | d |
| 1890 | | 19 | 1¾ | 18 | 5¾ |
| 1893 | | 19 | 8¼ | 18 | 11¼ |
| 1896 | 1 | 0 | 1¾ | 19 | 7½ |
| | | | | Board schools in London & county boroughs only | |
| | | | | £ s | d |
| 1899 | 1 | 0 | 11¼ | 1 1 | 1 |
| 1902 | 1 | 1 | 4 | 1 1 | 6 |

School fees

The 1870 Education Act had limited the fees in public elementary schools to ninepence a week, although fees approaching this sum were charged only in superior elementary schools, such as those styling themselves as "higher grade" schools. Generally, the fees were below sixpence per week and they were often scaled according to the child's age, sex and standard. School boards were empowered by the 1870 Act to pay out of the school rate the fees of children attending voluntary schools and to remit them in their own schools.

The Salford Board was one of the few which almost immediately availed themselves of this power, and together with Manchester paid more on school fees than all the other school boards combined. As we have seen in Chapter 3, it took over and extended the work of

1. Table compiled from Triennial Reports 1891, 1894, 1897, 1900, 1903.

the Education Aid Society from May 1870, adopting a "scale of poverty" and paying the fees at the rates suggested by the Education Department: fourpence per week for boys, threepence for girls, and twopence for all children in infants' schools and all children under seven.[1] This scale of fees seems to have satisfied the voluntary schools in Salford and was probably about what they already charged. Apart from 1871 when the scheme was only getting underway and attendance was not yet compulsory, the Board paid until 1876 an average of £1,200 per annum in fees, the largest item of its expenditure.

The following figures from the Blue-book of the Education Department for 1874-75 show the highest sums paid in fees by the school boards of England under section 25 of the 1870 Act for the financial year ending 29th September 1874:

| | £ |
|---|---|
| Manchester | 2,405 |
| Salford | 1,323 |
| Liverpool | 874 |
| Bristol | 386 |
| Wakefield | 318 |
| Sheffield | 143 |
| Wolverhampton | 136 |
| Newcastle-on-Tyne | 114 |
| Bolton | 111 |
| Maidstone | 98 |

One authority paid 2s. 2d. only! The denominational schools in Salford received the fees more or less in proportion to their place provision. In 1875, for example, the fees paid

1. Vide Chapter 3 p.64

were distributed on the following basis:[1]

| | £ | s | d |
|---|---|---|---|
| Anglican schools | 719 | 8 | 11 |
| Roman Catholic schools | 278 | 2 | 1 |
| Wesleyan schools | 257 | 4 | 6 |
| British and other schools | 64 | 19 | 6 |
| Total: | 1,319 | 15 | 0 |

This payment of fees from the school-rate to the denominational schools was a source of discord, particularly in the early years of the period when William Warburton was a member of the Board.[2]

The table below shows the extent to which the fees of poor children were paid by the Salford School Board:

Salford School fees statistics 1871 - 76

| Quarter ending | No. of children paid for | Total sum paid | | | Average attendance in Salford public elementary schools |
|---|---|---|---|---|---|
| | | £ | s | d | |
| Dec.31st 1871 | 1,681 | 171 | 18 | 5 | 10,439 |
| " 1872 | 1,932 | 253 | 4 | 9 | 12,242 |
| " 1873 | 2,660 | 331 | 12 | 1 | 13,651 |
| " 1874 | 2,732 | 368 | 10 | 2 | 14,797 |
| " 1875 | 2,531 | 340 | 1 | 7 | 14,728 |
| " 1876 | 2,531 | 336 | 6 | 9 | 15,196 |

Because so few school boards had followed the example of

1. Triennial Report 1876, File Ed.16/185, Public Record Office.

2. Vide Chapter 3.

Manchester and Salford, a further Elementary Education Act was passed in 1873 giving the guardians the power to pay the fees of children whose parents were poor but not paupers. This Act, however, did not prohibit school boards from continuing to pay fees if they wished to do so, and the Salford Board carried on as before.[1]

Lord Sandon's Elementary Education Act of 1876, however, transferred entirely from the school boards to the poor-law guardians the power to pay school-pence. In September 1876 the Salford District Teachers' Association, worried by the new measure, sent a deputation to the Guardians. They feared a lack of generosity on the part of the Guardians, and interpreted it as significant that the maximum school fee under the new Act was to be threepence a week, as opposed to the fourpence paid by the Board; they therefore asked the Guardians to be as liberal as possible. They were also worried in case the School Board should provide free schools, and said that if so the voluntary schools would be forced to become fee-charging establishments for better class children, leaving free board schools to the poorer pupils![2]

The teachers' worries were groundless as the Salford Guardians were determined to act as generously as possible and a deputation of that body was received at the first meeting of the third Salford Board in December 1876. The Guardians wished to

1. Vide. Chapter 3, p.85
2. Salford Weekly News 23. 9.1876 and 30. 9.1876

work in harmony with the Board and to take advantage of its superior knowledge.[1] Nevertheless, the Board viewed with trepidation the new Act, which came into force on 1st January 1877, and continued to pay the school fees of some 2,028 poor children during the first three months of 1877. The result was that Herbert Birley, the chairman, was surcharged for the sum of £184. 14s. 10d. by the district auditor. The surcharge was, however, remitted by the Local Government Board, in April 1878, although it confirmed the auditor's decision.[2] As a result of the surcharge, the Board sent a fruitless memorial to the Education Department in April 1877, asking that school boards be allowed to continue paying school fees.[3]

Meanwhile the Salford Guardians met every Friday at the School Board offices in the town hall to consider applications for the payment of school fees, from non-paupers whose cases had been investigated by the Board's out-door staff, half of whose wages was now paid by the Guardians. The "scale of poverty" adopted for payment of fees was that in the now out-dated bye-law of the School Board.[4] This method of investigation and payment was decided on for a trial period of three months and seems then to have been permanently adopted. That it met with the approval of

1. Salford Weekly News 9.12.1876
2. School Board Minutes 8. 5.1878
3. Salford Weekly News 14. 4.1877
4. ibid. 13. 1.1877

the Education Department is shown in Mr. Mundella's recommendation of the Salford system to a deputation of Lancashire and Cheshire school boards which waited on him with the request that they, and not the guardians, should be allowed to pay school fees.[1]

The Salford Board soon became reconciled to the Guardians' payment of school-pence and praised the liberal spirit with which they paid fees, although in the Triennial Report of 1879 the wish was expressed for a higher scale of fees to be allowed.[2] The Salford Union spent over £4,000 more than the more populous nearby Chorlton Union and the difference was partly attributed to the former's generosity in paying school pence. In 1881 the half-yearly expenditure by the Salford Guardians on education was £886, £205 for pauper children and £681 for non-pauper children.[3]

When the School Board took over its first school in 1877 it determined on a fee according to age, threepence per week for infants and fourpence for children aged seven and over.[4] It was also decided to remit poor children's fees on the basis of the above-mentioned "scale of poverty", but this power was exercised only very occasionally. The Board, wishing to obviate competition with the voluntary schools, referred applicants to the Guardians. In July 1888, for example, Smart, the radical member of the Board,

1. Salford Weekly News 13. 1.1877
2. ibid. 15.11.1879
3. ibid. 30. 7.1881 and 10. 9.1881
4. ibid. 16. 6.1877

failed in an attempt to get the Board to remit the fees of poor children, instead of them having to be paid by the Guardians. Birley argued that as only children in Board schools could be so treated, it would be unfair to the pupils in the voluntary schools of the borough.[1] Some of the reluctance towards the remittance of fees may have been due to the fact that they brought the Board in £4,755 and £4,881 in the financial years ending in March 1887 and March 1888 respectively.[2] A previous attempt of Smart's to introduce "penny" board schools, which he claimed were conducted in Leeds, was also unsuccessful, the Roman Catholics on the Board being in particular against the measure.[3]

It was these members who in 1884 had tried to get the fees raised to fivepence and sixpence per week in Standards V and VI respectively of the board schools so as to limit the competition with the voluntary schools.[4] In consequence of this and other pressure from the voluntaryists the Board two months later adopted a new scale of fees in its "superior" schools:[5]

| School | Present Scale | New Scale | (i) Ordinary | (ii) Reduced |
|---|---|---|---|---|
| Higher Broughton | Under 7 - 3d | Under 7 | 4d | 2d |
| | 7 & upwards - 4d | 7 & upwards | 6d | 3d |
| Trafford Road | Under 7 - 2d | Under 7 | 3d | 2d |
| (Robert Hall St.) | 7 to 9 incl. - 3d ) | 7 & upwards | 4d | 2d |
| | 10 & upwards - 4d ) | | | |
| Marlborough Rd. | Under 6 - 2d | Under 7 | 3d | 2d |
| (Garnett St.) | 6 to 9 incl. - 3d | 7 & upwards | 4d | 2d |
| | 10 & upwards - 4d | | | |

1. Salford Reporter 18. 8.1888
2. Salford Weekly Chronicle 12. 5.1888
3. ibid. 12. 6.1886
4. Salford Weekly News 15. 3.1884
5. School Board Minutes 11.4.188

The reduced fee was to be allowed in special cases of poverty on the authority of any Board member on the School Fees Committee rota. This revision of fees brought a letter from the Education Department in December 1884 to ask why the Department had not been informed of the reasons for the above increases. The Board replied that the majority could afford higher fees and those who could not might appear before the Board to ask for reduced fees.[1] The fees at the Higher Broughton Board School were revised again in March 1885 to threepence per week for children under seven, fourpence for those aged between seven and nine inclusive, and sixpence for those aged ten and over.[2]

When the new Trafford Road and Ordsall board schools opened in 1885, the fees were set at fourpence a week in all departments of the former, and in the latter threepence in the junior and fourpence in the senior departments.[3] The Education Department, however, objected to the fees charged in the Ordsall Board School and they were reduced; as Herbert Birley made clear at a public meeting in November 1888: "The Department said that in the voluntary schools in the neighbourhood the fees were too high and they must take into account the poorest class, and so the fees are now twopence per week for infants and threepence per week for older scholars. I believe the Department is right. Some

1. Salford Weekly Chronicle 13.12.1884
2. School Board Minutes 11. 4.1885
3. Salford Weekly Chronicle 18. 7.1885

parents prefer to send their children to a school where the fees are higher in order to get a more perfect education. The School Board, which has the public purse, ought to work to the poorest."[1]

The fees in the Pendleton Higher Grade Board School, which opened in 1886, were fixed at eightpence per week, but fees in schools of this order were usually higher than in ordinary public elementary schools.[2] In October 1889, however, they were reduced to sixpence. In the Grecian Street Board School which opened in February 1888 the fees were fixed at threepence for infants, fourpence for pupils in standards I and II, and sixpence in standards III and above. But this again was a rather superior school in a better-class neighbourhood.[3]

Meanwhile the movement in the country against the payment of school fees was gathering force. Certain boards of guardians, among them those in London, were neglecting to pay school fees[4] and in August 1885 Joseph Chamberlain, despite Gladstone's reservations, made "free education" a plank in the Liberal programme.[5]

Nothing was, however, done in the mid-80's while the Cross Commission was in session. Birley, in his evidence before the Commissioners, on the fees in Salford said that usual fees in the Board's own schools were threepence in infants' departments and

1. Salford Weekly Chronicle 10. 9.1888
2. ibid. 11. 9.1886
3. School Board Minutes 14.12.1887
4. School Board Chronicle 1. 8.1885
5. ibid. 15. 8.1885

fourpence in all others. The Board itself only remitted the fees of children for whom the Guardians would not or could not pay. In 1886 the Guardians paid the fees of 16.3 per cent of the children in the public elementary schools, while the Board remitted the fees of another 3.4 per cent; in other words, almost a fifth of the children in Salford came from families too poor to pay school-pence even on the low standards of the 1871 scale of poverty. The proportion of non-paupers to paupers was four to one. The attendance of these children was less regular than that of the others, perhaps owing to their poverty.

Birley expressed himself against free education, his chief objection being that a move would break down social distinction. Many parents, he said, preferred to pay fees so that their children did not have to mix with those of the very poor. Nor was he of the opinion that free schools would improve attendance. He did not live long enough, however, to see this opinion confounded. When children turned up at school on Monday without their school-pence, the procedure in Salford was to send them home, although the Guardians did not meet until Thursday. It was better, Birley thought, that children should "run the street" than that the free system should be relaxed. When the rules had been less rigorously interpreted in Manchester there had been no guarantee that the teachers were making honest returns. ( Such a relaxation had apparently been necessary in Manchester because the Guardians of the various townships were reluctant to pay school fees. )

Where parents were able to pay school fees but refused to do so, their children were excluded from school, although the numbers of children so excluded in Salford were not large, said Birley. After two to three weeks the parents were prosecuted for non-payment. As a result of this three people had been sent to prison in Salford in 1883, seven in 1884, and one in 1885.[1]

Despite Birley's views, the publication of the Cross Commissioner's Report brought the prospect of free elementary education closer and the pressure for its introduction began to mount. In Salford, for example, in February 1889 the Reverend B.J.Snell, an Unsectarian member of the School Board, addressed the Lower Broughton Liberal Club on the subject with which he was in favour.[2] He said that the fees in Salford were exorbitant, with parents having to pay one-third of the total cost, £1. 17s. 6d., of their children's education, whereas elsewhere in England and Wales parents paid only one-fifth. Poor children, he alleged, were sometimes kept on separate benches and excluded from school treats.

In November of the same year, the Conservative Marquis of Salisbury announced at Nottingham an "assisted education" policy, which was supported by Lord Randolph Churchill, among others. This particular policy was withdrawn[3], and the great free education debate then began in the Commons. For the Government, the Hon. Sydney Herbert, the Junior Lord of the Treasury, said: "The sole

1. Vol.I, Report of the Royal Commission on the Workings of the Elementary Education Acts, pp.894-915.
2. Salford Reporter 23. 2.1889
3. School Board Chronicle 22. 2.1890

object of the government in taking up this question at all is to save and to promote the welfare of the voluntary schools, and this cardinal point is what brings us into conflict with the radical schemes for free and secular education."[1] Thus the attitude of the Conservative government to the problem was made quite clear.

As a result of criticism by Mr. Scott Coward, the Chief Inspector for the North-West, of the injurious effect on intelligent but poor children of rising fees in the standards, the Unsectarians on the Salford Board, led by Snell and John Broxap, tried unavailingly in November 1890 to get the fee charged in Standard I (usually threepence) that charged in every standard in all the Board's schools. Snell said that the fees charged in the Salford board schools in 1889 were higher than elsewhere; children paid on average 15s. 0d., as opposed to 14s. 4d. in Manchester, 9s. 1d. in Leeds, 7s. 4d. in London, and 5s. 6d. in Birmingham. Canon Scott, shortly to become chairman, carried against the motion an amendment: "That the Board consider it unjast to members of religious bodies who believe in some form of dogmatic teaching that they should have to pay through the rates of the borough either for the education of children in the School Board religion, which they believe to be based on false principles, or for the education of children without any religion at all, a training which they believe to be pernicious."[2] This amendment indicates that the voluntaryists regarded the motion for the reduction of fees in board schools as an attack upon their own schools.

1. School Board Chronicle 22. 2.1890
2. Salford Reporter 15.11.1890

Despite the fears of some voluntary school supporters, notably H.H. Haworth, the Conservative member for Salford South, who was almost alone in his naive and mirth-provoking opposition to the measure[1], the government carried the Elementary Education Act of 1891 which came into operation on 1st September that year. Under its provisions, a grant of ten shillings a year, equal to forty weeks at threepence, was to be given for each child over three and under fifteen years of age, in average attendance at any public elementary school, the managers of which were willing to receive the same and in which the fees were in accordance with the conditions of the Act. Schools in which the average fee was less than ten shillings a head were to become free if the grant was accepted. There was nothing to prevent schools from providing free education outside these limits; this would put the rate-aided board schools in a favourable position. The need for such assistance to alleviate the effect of high fees is seen in that in Lancashire in 1890-91 there were 168 voluntary schools without any subscriptions, the highest number anywhere.[2]

The Act, incidentally, by section 17, did not exempt the guardians from paying the school-pence of poor children, as they could not direct such children to attend a free elementary school rather than to one charging fees.

Many of the large boards, notably London, Birmingham, Leicester, Sheffield, Leeds and Bradford, decided to make their

1. Salford Reporter 2. 5.1891, 30. 5.1891 and 6. 6.1891
2. School Board Chronicle 11. 7.1891

schools entirely free as soon as the Act came into force, although the three Yorkshire cities intended to retain a proportion of the fees in their higher grade schools, a not unusual step.[1] The voluntaryist-dominated Bolton School Board decided to make its schools free up to Standard III, with a penny a week fee thereafter; in the higher grade schools fees were to vary between twopence and sixpence a week, according to the standards.[2]

In August 1891 the Salford Board met to consider the Act, An Unsectarian motion to free all the Board's schools failed, although it would only have cost some £1,300. Instead the voluntaryist majority decision was to make free all departments where the fee had previously been no higher than threepence per week and to charge a uniform penny per week fee in all other departments, except for children under three who were to pay twopence per week and for children attending the Pendleton Higher Grade and Grecian Street board schools. In the former school the fee was to be threepence per week and in the latter threepence in the senior departments and twopence in the junior. This decision, it was claimed, would result in the Board receiving, after the fee-grant, some £520 less than in previous years. The general result of the Board's ruling was to make schools free to children up to the age of seven and to charge a penny a week thereafter.[3]

The voluntary schools in Salford followed the Board's example,

1. School Board Chronicle 18. 7.1891, 15. 8.1891 and 22.8.1891
2. ibid. 29. 8.1891
3. Salford Reporter 22. 8.1891

with the result that many, particularly impoverished Roman Catholic schools became free. In others fees usually varied between a penny and threepence. The higher grade voluntary schools, Woodbine Street and Christ Church, charged fees of fivepence and sixpence. Many of the voluntary schools, however, still retained a charge of a penny per week for books and stationery.[1] (In 1893 payment for such items was said to be illegal, even in schools where the fee-grant difference was paid.[2]) There was also an appeal by the schools for new and increased subscriptions to make up for "deficits" that, it was claimed, would result under the new Act. If the Act was to have an adverse effect on finances, it seems likely that the appeal of the Roman Catholic teachers to their bishops for increased salaries, now that fees would automatically be paid by the government[3], would meet with little response.

With the Act in operation other effects became apparent and other adjustments necessary. For example, the Salford school attendance for September 1891 was a record.

1. Salford Reporter 29. 8.1891
2. School Board Chronicle 10. 6.1893
3. ibid. 22. 8.1891

Immediate results of the 1891 Act on attendance in Salford

| Month ending | Average | No. present at all | No. on books | Percentage of attendance |
|---|---|---|---|---|
| 25 Sept.1891 | 29,741 | 33,830 | 36,344 | 81.8 |
| 26 Sept.1890 | 26,957 | 31,105 | 35,051 | 76.9 |
| Increase | 2,784 | 2,725 | 1,293 | 4.9 |
| 25 Sept.1891 | 29,741 | 33,830 | 36,344 | 81.8 |
| 29 Aug. 1891 | 26,578 | 31,019 | 34,911 | 76.1 |
| Increase | 3,163 | 2,811 | 1,433 | 5.7 |

This increase was maintained as is shown by the graph on page 205 It is not surprising to learn that a large proportion of the increase in attendance and enrolment was to be found in infants' schools. Now that these schools were free, parents had no hesitation in sending their children to school and doubtless children of three and four, whose attendance was not compulsory, helped to swell the number.

With the ending of/or reduction in fees, the Board issued a circular appealing to parents to deposit the sum previously paid in the school penny banks. This met with some response; the September average weekly deposits almost doubled over the figure for August, £66. 2s. 2d. as opposed to £36. 8s. 11d. and the number of transactions more than doubled from 1,400 to 2,852. A similar though smaller increase is shown by a comparison of the statistics for September 1891 with those for September 1890.[1] School saving

1. Triennial Report 1891

banks in Manchester and Birmingham also did good business with the abolition or reduction of fees, although attendance in the board schools of the latter city, it was claimed, had surprisingly gone down.[1]

The September meeting of the Board resolved that the Guardians should no longer pay the fees of poor children in board schools; not that this was an important step, as parents, under section five of the 1891 Act, had the right from 1st September 1892 to claim free education in board schools. Instead the Board itself was to consider applications for total remission of fees, and meanwhile head teachers were not to send children home for non-payment, except where remission had been refused. Furthermore, the regulations holding teachers responsible for unpaid fees of children in attendance were to be rescinded.[2] Such regulations, while doubtless achieving the desired effect of getting in fees, were hardly conducive to stimulating an interest in regular attendance on the part of the teachers and to securing it from the children sent home.

In February 1892, J.H.Harrison, an Unsectarian, introduced a motion for freeing the board schools entirely. He claimed that the Roman Catholics had 5,445 free places and the Church of England a mere 1,552, with only some 145 in other voluntary schools, 7,122 free places in all. Of the 61 schools in the borough, 17 were entirely free. The motion was defeated, with the Roman Catholics

1. School Board Chronicle 16. 4.1892
2. Salford Reporter 12. 9.1891

on the Board voting against it, although almost all their schools were free.[1] This was the first of several such motions put forward by the Unsectarians until the school board period terminated. Their opinion had been put succintly by the Reverend J.Mc.Dougall in November 1891: "Free education is the need of the time - not merely assisted education. Only an instalment has been received in Salford as yet."[2]

The Salford Guardians, now that the demands upon its school-pence paying powers were reduced, decided to close the office it had maintained for this purpose and to deal with requests at the workhouse. The Board not unnaturally took exception to this and passed a resolution recommending the Guardians to pay school fees in three selected schools, one in each district.[3]

With the implementation in September 1892 of section 5 of the 1891 Act, the Salford Board freed three of its older schools, (one being the condemned John Street building in Pendleton), for pupils whose parents claimed the right to free education - hardly an extravagantly generous step. Furthermore the Board was compelled to direct their head teachers not to make any distinction between pupils admitted free at the Board's direction and fee-paying scholars.[4] The fact that this step was necessary shows that some discrimination was being made.

1. Salford Reporter 20. 2.1892
2. Salford Weekly Chronicle 14.11.1891
3. Salford Reporter 21. 5.1892 and 25. 6.1892
4. ibid. 24. 9.1892 and 31.12.1892

On 12th November 1892, the Reporter published its review of free and fee-charging schools in Salford, 1892.

| Managing body | No. of depts. | Mixed depts. | | | Boys' depts. | | | | Girls' depts. | | | | Infants depts. | | | Total No. Free | Total No. Fees | Percentage | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Free | 1d | 2d | Free | 1d | 2d | 3d | Free | 1d | 2d | 3d | Free | ½d | 1d | | | Free | Fees |
| Board | 37 | 2 | 3 | 1 | 1 | 7 | 2 | | 1 | 7 | | 1 | 12 | | | 16 | 21 | 43.2 | 56.8 |
| C of E | 63 | 4 | 7 | | | 5 | | | | 5 | | | 20 | 1 | 2 | 24 | 39 | 38.1 | 61.9 |
| R.C. | 23 | 4 | | 1 | 2 | | 1 | | 3 | | 1 | | 9 | | | 18 | 5 | 78.2 | 22.8 |
| Wesleyan | 6 | | 1 | | | | | | | | | | 2 | | 1 | 2 | 4 | 33.3 | 66.6 |
| Woodbine St. | 2 | | | | | | | | | | | | 1 | | | 1 | 1 | 50.0 | 50.0 |
| Strawberry Rd. | 3 | | | | | | | | | | | | 1 | | | 1 | 2 | 33.3 | 66.6 |
| Methodist Free Church | 2 | | | | | | | | | | | | 1 | | | 1 | 1 | 50.0 | 50.0 |
| Working Men's College | 1 | | | | | | | | | | | | | | | | | 0 | 100 |
| Presbyterian | 1 | 1 | | | | | | | | | | | | | | 1 | | 100 | 0 |
| | 138 | 11 | 11 | 2 | 3 | 12 | 1 | 2 | 4 | 12 | 1 | 1 | 46 | 1 | 3 | 64 | 74 | | |

This is the only comprehensive survey traceable, and if it is correct it shows that at this early stage it was usually only the infants' departments that had been freed, as the fees in these had been ten shillings per year. An exception was the Roman Catholic schools, which, catering usually for the poorer inhabitants of Salford, had also charged extremely low fees. However, it would seem that apart from the superior schools, a penny a week was the usual fee.

The story of free education in Salford in the years up to 1903 is largely of a grudging reluctance on the part of the voluntary majority to grant free-places in the board schools. The Board in 1893 refused applications for free places in its higher grade schools,[1] and in two other schools, Ordsall and Higher Broughton, free places were only provided when parents made specific application for them.[2] Free higher grade school places, however, were provided in the Central Scholarship School to which access, although by competition, was quite easy, but this school did not open until February 1894. In the case of Higher Broughton, the Education Department specifically enquired about free-place provision in the district and as a result the Board remitted the fees in the Marlborough Road (Garnett Street) Board School of the children of applicants, instead of providing them with free places.[3] This step was also taken with regard to the Irwell Road, Whit Lane, Trafford Road, Pendleton Higher Grade, and Grecian Street board schools, although the places in the Marlborough Road (Garnett Street) School were eventually made free on application.[4]

This technical distinction was preserved by the School Board in an effort to dissuade parents from asserting their right to free education. The Unsectarians opposed it bitterly and

1. Salford Reporter 23. 9.1893
2. Triennial Report 1894
3. Salford Reporter 30. 6.1894 and 20.10.1894
4. Triennial Report 1894

encouraged parents to send in petitions and letters to the School Board demanding free education. The receipt of several such communications is recorded in the School Board minutes between 1893 and 1903. Indeed, in May 1900 the Anglican members protested against "prompted applications" for free places and secured the passage of a resolution that they be investigated.[1] At a Board meeting in August 1895 the majority attitude was made unequivocally clear. Ogilvie Duthie, the Clerk said that the Board had given no instructions to its officers to inform parents of the 1891 Act and their rights under it; the practice was only to give information when a specific request was made. Duthie went on: "If a parent claimed free education he could not claim the right to go (sic) to a school where fees were charged, but his children could be sent to a free school. If children were too poor to pay fees in a school where fees were charged, the Board remitted the fees to save children moving from one school to another."[2] Thus the Board treated the demand for rights in an off-hand and reactionary fashion, while showing sympathy towards genuine poverty.

In October 1897 it was resolved that the fee-charging Strawberry Road school should be taken over by the Board, and, with Pendleton Higher Grade Board School, replaced by a single new school in which fees would be charged, even in the infants'

1. Salford Reporter 26. 5.1900
2. Salford Weekly Chronicle 31. 8.1898

department.[1] The Education Department, however, refused to agree and the question was eventually left to the post-1902 Act local authority to decide. The decision by the majority to build this school was bitterly opposed by the Unsectarians. The proposed fees in this school were threepence per week in the infants' department, fourpence in Standards I to IV, and eightpence in V and above. The Board wrote to the Education Department to justify these, saying it was intended for children whose parents, "whilst unable to afford the high fees charged at the Grammar School, desire that their children should receive an education superior to that provided in the ordinary elementary schools, and for a longer period, and at the same time prefer to pay for it."[2] It was maintained that there was ample free higher grade accommodation in the Central Scholarship School and adequate ordinary free places in the elementary schools of the area. The fees in the Strawberry Road School varied from a penny to threepence a week and the Board added it to the declining number of schools in which fees were remitted, free places not being provided. There were in 1900 only two other such schools, Grecian Street and Trafford Road.[3]

The Unsectarians protested to the Education Department against the fees in the proposed new school and particularly against the charging of fees in an infants' department. As a consequence of the Department's request for details as to why these fees should

1. Salford Reporter 23.10.1897
2. Salford Reporter 22. 1.1898
3. Triennial Report 1900

be charged, the voluntaryist majority amended their proposals to twopence per week in the infants' department and fourpence in the others.[1] A further letter from the Department stated that there were not sufficient free places, apart from those for infants, in the district of the proposed school.[2]

Joseph Nuttall, a Labour member of the Board, was the foremost protagonist of the cause of free education in the Salford board schools. In July 1898 he attempted unsuccessfully to get the School Management Committee to consider letters from the North Salford Liberal Association and the Salford Labour Church asking for free education in the Board's schools. In September and October similar requests from the Baptist Union, the Manchester and Salford Education Society, and the Manchester District Congregational Association suffered the same fate.[3] The following year, Nuttall tried to get the Board to free all its schools, with, to avoid controversy, the exception of the higher grade ones. This motion was defeated by the Voluntaryist majority without any attempt to rebut his reasonable and statistically argued case.[4]

In December 1898 the Board amended the fees for the proposed Pendleton school, now provisionally styled the West Salford Higher Grade School to a uniform fee of threepence. Nuttall protested against this decision to the Education Department, which refused to sanction fees in the school until there was sufficient free

1. Salford Reporter 26. 2.1898 and 26. 3.1898
2. ibid. 21. 5.1898
3. ibid. 23. 7.1898, 1.10.1898 and 22.10.1898
4. ibid. 25. 3.1899

accommodation in the area.[1] As we have seen in Chapter 5, the new schools in the nearby Weaste and Seedley districts were overcrowded as soon as they opened,[2]

With the opening of the Tootal Road Board School, Weaste, in prospect, the voluntaryist majority in December 1902 reaffirmed their motion that fees should be charged in the proposed higher grade school, although obviously it would be built outside the School Board period.[3] The Board of Education , however, said that while it agreed to the building of a new higher elementary school to replace the Pendleton Higher Grade School, it could not agree to its being replaced by a fee-paying school of a different type until the new local education authority had had time to consider the matter and so recognition of the condemned Pendleton school would be continued until July 1904.[4] Thus the matter passed out of the hands of the Salford School Board. But in 1901 an incursion on the fees in the higher elementary schools had been made when the Board of Education insisted that 25 per cent of the places in them be made free from fees.[5]

During the tenure of the last Board, the Unsectarians (or Progressives) made two attempts to secure the abolition of fees in the board schools. At its first meeting in December 1900

1. Salford Reporter 24.12.1898, 1. 7.1899 and 28. 1.1899
2. Vide. p.170
3. Salford Reporter 20.12.1902
4. ibid. 21. 3.1903
5. ibid. 27. 4.1901 and 2.11.1901

it was again reasonably proposed that all departments, except the higher grade ones, should be made free. In opposition, the Reverend W.G. Edwards Rees said that "an injustice was done when parents were deprived of the opportunity of paying fees" and Alderman Jenkins that in the recent School Board election "scores of people" to whom he had spoken were "anxious to pay fees."[1] Both these speakers were Anglicans. The Roman Catholic Canon Corbishley said that his denomination had freed their schools to avoid unfair competition as they were under the impression that the Board was to do the same, otherwise they would not have taken this step. Nevertheless, he and his fellow Roman Catholics voted against the motion to defeat it 9 - 4; obviously they did not want to increase the competition with the board schools. At this time the fees paid in the Salford Board schools amounted to a mere £615 or a sixth of a penny rate; 29.5 per cent of the children in these schools paid fees, as opposed to 11.9 per cent throughout England and Wales in the year ending 1st September 1899.

A similar motion was rejected two years later, although the decision to abolish fees in all but higher grade and higher elementary schools had been taken in Manchester. Apart from the usual denominational arguments against the measure, Canon Scott said that it would be unfair to tie the hands of the new local authority which must in consequence free the denominational

1. Salford Reporter 22.12.1900

schools also to come under its aegis, a step, he claimed, that would cost £3,000 per annum.[1]

The last figures available, those for 29th May 1903, show that the Board managed six senior schools in which the fee was one penny a week and in which free places were provided at the specific request of parents. In the Pendleton Higher Elementary Boys' School the fees were fourpence per week, in the senior departments of the Grecian Street School threepence, and in the Strawberry Road Board School the fees varied between a penny and threepence, presumably dependent upon Standard; the school-pence of poor children was remitted in these schools. All other of the Board's departments and schools were entirely free. Of the 16,384 pupils in the board schools, only 4,011 paid fees, approximately 24.5 per cent; 2,601 were paying a penny a week, 216 twopence, 1,047 threepence, and 147 fourpence.[2] The percentage of pupils in England and Wales in 1901-02 who paid fees was a mere 10.8.

The following tables illustrate and compare the Salford and national positions with regard to the payment of fees.

1. Salford Reporter 20.12.1902
2. Triennial Report 1903

[1] Statistics on fees in Salford board schools and in all elementary schools in England and Wales; 1894-1903:

| | SALFORD | | | | | | | | | ENGLAND & WALES | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Date | No. on rolls | Admitted free | | Fee-paying | | No. paying per week | | | | Date | Percentage | |
| | | No. | % | No. | % | 1d | 2d | 3d | 4d | | Free | Fee-paying |
| Sept. 1894 | 11,793 | 7,550 | 64 | 4,243 | 36 | 3,118 | 296 | 598 | 231 | 1892-3 | 82.6 | 17.4 |
| Sept. 1897 | 13,339 | 8,623 | 64.6 | 4,716 | 35.4 | 3,541 | 276 | 616 | 283 | 1895-6 | 86 | 14 |
| Sept. 1900 | 15,719 | 11,077 | 70.5 | 4,624 | 29.5 | 3,203 | 177 | 1,046 | 216 | 1898-9 | 88.1 | 11.9 |
| May 1903 | 16,384 | 12,373 | 75.5 | 4,011 | 24.5 | 2,601 | 216 | 1,047 | 147 | 1901-2 | 89.2 | 10.8 |

[1] Income per child in average attendance from school fees in Salford board schools and all board schools in England and Wales, 1884-1902.

| Date | Salford Bd. schs. | | Bd. schs. in England and Wales | |
|---|---|---|---|---|
| | s | d | s | d |
| 1884 | 13 | $9\frac{1}{2}$ | 9 | $5\frac{3}{4}$ |
| 1887 | 14 | $6\frac{3}{4}$ | 9 | $0\frac{3}{4}$ |
| 1890 | 14 | $9\frac{1}{4}$ | 9 | 1 |
| 1893 | 2 | $11\frac{1}{4}$ | | $8\frac{1}{2}$ |
| 1896 | 2 | $3\frac{1}{2}$ | | $5\frac{1}{2}$ |
| 1899 | 2 | $0\frac{3}{4}$ | | 5 |
| 1902 | 1 | 6 | | 5 ≡ |

≡ 1902 national figure only for board schools in London and the county boroughs of England and Wales.

1. Compiled from Salford School Board Triennial Reports and Annual Reports of the Education Department and the Board of Education.

The Salford Board's insistence on the retention of school-pence meant that in the closing years of its existence the full fee-grant of 10s. 0d. per child in average attendance was not paid. In 1899 and 1902 the sum received for each child in average attendance was 9s. 9¾d. and 9s. 10¾d. respectively. Further proof, if any indeed was needed, that the Salford School Board was determined to support the voluntary schools as far as possible.

The Board's reluctance to free its schools was also found in the new local authority from 1st July 1903; but perhaps it is not surprising when one learns that Canon Scott became chairman of its Elementary Schools Committee and held that position until his death in 1931. Fees were not abolished entirely in the elementary schools of Salford until 1st April 1919, as a consequence of the Education Act of 1918.

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## CHAPTER 7

## School Board finance and the Board's relations with the teachers.

The initial estimate drawn up in March 1871, by the newly formed School Board, was one of £5,000 for its first year's expenditure. It was deliberately pitched high as no one as yet had any idea what the expenses of the operation of the 1870 Elementary Education were likely to be; in particular, it was expected that in the first year alone school fees would demand some £2,500 and the maintenance of children in residential industrial schools £1,300.[1] In the event the figure of £5,000 was to prove a gross over-estimate and this sum proved sufficient for the expenses of the whole of the first triennial term.

Only £345 went towards fees in 1871, £934 in 1872, and £830 in the first nine months of 1873, a total of £2,109, and even then Salford, apart from Manchester, was spending considerably more on school fees than any other school board in the country. Indeed, the two boards together spent more on this item than all of the other boards combined. The amount expended on children in industrial schools was only £425 in the whole of the first three years. Thereafter, however, the costs of industrial schools did rise considerably, to £2,257 and £2,610 in the next two triennial terms respectively, but the sum spent by the fourth Board, £3,720, was within a few pounds of the highest in all the period up to 1903.[2]

1. Salford Weekly News 11. 7.1871

2. Vide. Chapter 9, p.351

The average triennial expenditure for the years 1873 to 1903, inclusive, was £3,268. The rest of the first Board's expenses were taken up with the costs of the election, £234, and administration, including the salaries of the Clerk, the office staff, and the attendance officers.[1]

The total of £5,238 which the first School Board had from the local rating authority, the Town Council, was raised by a rate of 2.44 pence in the pound. The usual practice for almost all the school board period was for the Board to present its estimated expenditure to the Council before 25th March, the beginning of the financial year. The Council would then raise the money by the usual rating process and the Board would draw on it as required by issuing a precept. From 1898 onwards, however, the Council paid the first instalment before the presentation of the estimates, in either April or May, so that more accurate figures could be obtained.

The sum asked for from the rates by the second School Board was £4,000 in each of the three years, and this was raised by an average annual rate of 1s. 6d., hardly a heavy burden on the rate-payers. Expenditure averaged £3,670 a year, of which just over £1,300 went on school fees.[2]

Although the Elementary Education Act of 1876 took away from the Board its biggest single item of expenditure, school fees, 1877 saw the beginning of what was to become from 1880 onwards by far the

1. Salford Weekly News 13. 5.1874
2. Triennial Report 1876, File Ed.16/185, Public Record Office.

largest item each year in the Board's expenses, the maintenance of its own public elementary schools. This expenditure was composed of two major elements, the provision and upkeep of school buildings and, more costly still, the salaries of the teaching staff. In the third triennial term, however, only a relatively small sum was devoted to this item as during this period the Board only managed three schools, whose transfer it had accepted, the Higher Broughton School from August 1877 and the St. Paul's John Street and Peel Street schools from August 1879. The sums taken from the rates for the years 1877 to 1879 inclusive were £4,720, £3,000, and £4,500 respectively, equal to an average annual rate of one-and-two-fifths pence[1], and the amount spent on the maintenance of public elementary schools £31, £219, and £916 respectively.[2]

Now that the Board had teachers in its employ, it is probable that it found many of them to be members of the Salford District Teachers' Association which had been formed in December 1873 "to advance the interests of school-teachers", and which "had no political or religious signification, as all teachers of whatever denomination were admitted". The aim of the Association was to "give teachers a means of public expression as a body" and membership was "open to all principal and assistant teachers in Salford recognised by the Education Department".[3] At the first meeting it was agreed to

1. Triennial Report 1879, File Ed.16/185, Public Record Office.
2. Annual Reports of the Education Department 1878, 1879, 1880.
3. Salford Weekly News 13.12.1873

affiliate with the National Union of Elementary Teachers, founded in 1870, and with the Manchester Association which was about to be established.

In the 1870's the Salford Association's main contact with the Board was over the exemption standards and the rates of government grant[1], but in April 1878 the Association made an attempt to get the Board to remunerate teachers for making attendance returns. This the Board refused to do on the grounds that it was the Education Department that required the figures.[2] From the 1880's onwards the Association was principally concerned in its dealings with the Board with salaries and conditions.

With the voluntaryists always in power on the Salford School Board and ever intent on minimising competition between the board schools and those of the sects, teaching salaries were generally much lower in Salford than elsewhere. Indeed, the pattern of future School Board policy on salaries was indicated by two portentous letters in the Salford Weekly News of 4th November 1876, one commenting on the difficulty of getting pupil-teachers in Salford, particularly boys, as prospects for them were not bright enough, and the other saying that Herbert Birley, the Board's chairman, preferred "to work with young teachers at low salaries". There had been, it was said, ten changes of head-teacher at the St. Paul's schools since 1874 and in his "three or four schools" thirty-four changes of staff in less than four years. Such constant change, it was rightly said,

1. Vide. Chapter 8.

2. Salford Weekly News 13. 4.1878

could only result in "an apology of an education". A subsequent letter alleged, although not with specific reference to Birley's schools, that it was too much clerical interference that caused teachers to leave; for example, voluntary day-school teachers had to teach in Sunday schools and pupil-teachers to take notes of sermons.[1] Certainly one of the aims of the scholarship schemes in Salford was freely admitted to be the attraction of bright boys to pupil-teacher employment.[2]

The Board appointed its first teachers to the Higher Broughton Board School in July and September 1877, a male head at a salary of £150 per annum, an assistant mistress at £30, two pupil-teachers at £6 and a monitress at two shillings a week. The first two salaries were increased to £165 and £35 respectively in 1879. In the early years these two sums represented roughly the upper and lower limits of the salaries of adult teachers employed by the Board.

The amounts drawn from the borough rates by the Board in the three years of the fourth Board (1879-1882) were £5,500, £6,400, and £8,500 successively. The continuing increase in the number of the Board's schools and departments, both by building and transfer, were adding considerably to its expenses. The salaries of the teaching staff were estimated at £900, £2,185 and £3,500 respectively in each of the three years. The estimated expenses for the year beginning

1. Salford Weekly News 11.11.1876
2. Vide. Chapter 10, pp.378 and 385-6.

in March 1882 brought complaints from the Town Council about the Board's increased expenditure, the most vociferous complainant being Councillor Middlehurst, a Tory who had begun a campaign in 1879 for the replacement of the School Board by a school attendance committee as in nearby Stockport.[1] Only two votes were registered against the estimates, however.[2]

As a result of these complaints, the Board at its next meeting felt justified to defend itself against Middlehurst's charges, and William Mather wrote to the press defending the Board's expenditure. The 1880 blue-book had shown that the Salford school board rate had only been 1.4 pence in the pound, whereas Manchester's had been 1.8, Liverpool's 2.7, Hull's 4.2, London's 5.7, and Huddersfield's 14.5. The two schools so far built had cost an average of £11. 8s. 9d. a place, as opposed to £12. 9s. for the county as a whole, while the average cost of places in Manchester was £12. 2s. 7d., in Birmingham £20. 5s. 8d., and in London £18. 11s. 4d.; this showed that the allegations of extravagance in the building and fittings of the Board's schools were unjustified.[3]

When the fourth Board came to the end of its term, its balance sheet showed that the total expenses had in 1880 been £8,976, in 1881 £12,358, and in 1882 £13,119, with maintenance of board schools costing £2,256, £3,805, and £4,812 respectively.[4] The difference between the total expenses and the amount taken from the

1. Vide. Salford Weekly News 11.10.1879
2. Salford Weekly News 4. 3.1879
3. ibid. 4. 3.1882
4. ibid. 11.11.1882

rates was mainly made up by school-pence and the government grants for passes in the standards.

Meanwhile the Board had been endeavouring to run its schools as efficiently as possible and to that end had appointed in March 1881 an organiser at a salary of £250 per annum. He was so successful in the assistance he rendered that he was given an assistant, with a yearly salary of £75, in September 1884, while his own salary was increased to £300. It was claimed that following his appointment the cost to the rates per pupil had fallen by two shillings since 1882, from 7s. 11d to 5s. 11d.[1] (A second organising master was appointed in June 1889. A kindergarten organising mistress was employed from June 1894 and her services made available free to all the schools in the borough. Five years later the Board decided to appoint its first inspector of schools.[2])

But the Board was not showing the same concern for either the welfare of its pupil-teachers or the satisfactory remuneration of its teachers as it was for the efficiency of its schools. In March 1882 it sent to the Education Department a memorial against the new Code by which the hours pupil-teachers could devote to teaching were limited to twenty-five a week, claiming that such a reduction would affect the good order and efficiency of the schools. And at its next meeting the Board sent a further memorial, this time complaining about the new teacher-infant pupil ratio. Under the new

1. Salford Weekly News 13.12.1884
2. Salford Reporter 21. 4.1894, 30. 6.1894 and 25. 3.1899

Code there was to be one certificated teacher if the number of infants exceeded sixty and one adult teacher where the number exceeded forty.[1] These complaints showed that such regulations were hindering an excessive employment of pupil-teachers and uncertificated teachers in Salford.

In September 1883, H.B. Harrison complained of the inadequate salaries the Board paid, and claimed that the Richmond Hill School had deteriorated since its transfer owing to the constant changes of staff. Birley said that all that the Board could afford was a salary of £100 per annum, and that if the salary of one teacher was increased, then the salaries of all must be dealt with likewise.[2]

In January 1884 the School Board Chronicle[3] published a review of the salaries paid by some of the larger boards, Salford included. Without exception, Salford's salaries were lower than the others given; it had no fixed scale of salaries, although this was not uncommon. . . Salaries paid by the Salford, Manchester and Sheffield School Boards:

| Town | Certificated assistants men | women | Ex-pupil-teachers men | women | Head-teachers men | women |
|---|---|---|---|---|---|---|
| Salford | £60-£70 | £40-£50 | £40-£50 | £25-£35 | £130-£200 | £60-£90 |
| Manchester | £45-£80 | £30-£60 | - | - | £160-£260 | £75-£140 |
| Sheffield | £75-£90 | £70-£75 | £50-£60 | £35-£40 | (girls £93.10s - £154.15s<br>(infants £82-£148 | |

The scale given under certificated assistants in Manchester includes at its lower end the salaries paid to ex-pupil-teachers. When the large

1. Salford Weekly News 11.3.1882 and 11.4.1882
2. Salford Weekly Chronicle 15.9.1883
3. 19. 1.1884

new Ordsall Board School opened in 1885, the salary of the head-teacher of the boys' department was given £132 a year, of the girls' department £72, and of the infants' £60 a year.[1]

The result of the large turn-over of certificated staff, head-teachers included, and the many complaints made about Salford salaries was the introduction in 1886 of a maximum scale of salaries for teachers. Male head-teachers could receive up to £200 per annum and female heads £100; certificated assistant masters could receive up to £80 and their female counterparts up to £54; uncertificated assistant masters could also receive up to £54 and uncertificated assistant mistresses up to £36.[2] (In January 1889 the minimum pupil-teachers' salary was increased from £6 to £9 per annum.) Even these sums were hardly generous and not much of an improvement, so it is surprising to learn that later in 1886 George Smart, the Board's first radical member, should try to get reduced these figures, which were maxima anyway. His motion, however, failed to find a seconder.[3] The Board's low salaries seem sufficient to have attracted women teachers, for the following year it was decided to adopt a rule that female teachers who married should be dismissed. Those who wished to continue in the Board's employ were to make special application, each case being dealt with on its merits.[4] In this male-dominated period there was no opposition to such a ruling.

1. Salford Weekly Chronicle 18. 7.1885
2. ibid. 15. 5.1886
3. ibid. 11. 9.1886
4. Salford Reporter 17.12.1887

The expenses of the School Board elected in November 1882 increased considerably, even before the moderate rises outlined above. The number of the Board's schools and the extent of its school building were increasing quite rapidly. In 1883-4 the sum drawn from the rates was, however, down by £2,000 on the previous year to £6,500, as the Board had a balance in hand of £3,000. But in February 1884 the Board proposed to take £10,000 from the rates. Realising the outcry that this increase would cause, the Board attempted to sweeten the pill by drawing attention to its economy. It was pointed out that while the cost per scholar for maintenance in the board schools of England and Wales was £2. 1s. 6½d., in Salford board schools it was only £1. 18s. 7¾d.; that while the average cost to the rates in England and Wales for each board school pupil was 17s. 0d., in Salford it was only 5s. 11d. Furthermore, the expenditure per child on teaching staff was only £1. 3s. 0d., against an average figure of £1. 11s. 11d. for board schools throughout England and Wales. And while the grant earned and fees paid per board school pupil in England and Wales were 16s. 2d. and 9s. 4d. respectively, in Salford these two figures were higher at an average of 18s. 1¾d. and 13s. 9½d. The sum of £10,000 would entail a rate of slightly more than threepence in the pound, while the rate in Leeds had been tenpence halfpenny. In the Board's expenses, repayment of loans for school building was becoming a considerable item at £885, while school maintenance would demand some £7,725,

but of this £5,205 would be brought in by grants and fees.[1]

These statistics, however, refused to propitiate the Town Council, which, perhaps because its own estimates were up by £10,505, sought to divert attention to the School Board's alleged extravagance. At the March monthly meeting a motion asking the Board to reduce its demands from the rates to £8,000 was introduced and the discussion was continued at the following month's meeting when it was approved. Some of the members complained that the School Board was educating middle-class children and others wished to see the Council in control of the Board. The Conservative Alderman Husband, who was also an Anglican member of the School Board, said the Council should do its best to force the Board to lower its demands. Another Conservative and Anglican member of the School Board, Alderman Walmsley, also voted for the motion.[2] The expression of such views was a reflection of the extreme anti-board school movement in Manchester that forced Herbert Birley out of the chairmanship of the larger city's School Board in 1885.

Pressure was also mounting from the Roman Catholics against rising school board expenditure, both locally and nationally. Obviously its source was to be found in the adverse competition to which the Roman Catholic schools were being exposed. On the Board itself Canon Saffenreuter, a Catholic member, criticised the fees of the board schools as being too low, while a national Roman Catholic

1. Salford Weekly News 16. 2.1884

2. ibid. 8. 3.1884, 22. 3.1884, 29. 3.1884 and 5. 4.1884.

petition was being prepared against the education rate; the Bishop of Salford joined in the attack on board schools also.[1]

Despite all this pressure, the School Board, with the more liberal churchmen being backed by the nonconformists, refused to reduce the sum required for education, and the Town Council grudgingly approved it. The Council's noise over the affair was condemned by the Salford Weekly News as a "stalking horse" and a later letter in its columns claimed that the protests against the School Board were fostered by sectarian influence and prejudice,-seemingly a reasonable contemporary verdict.[2] The matter, however, dragged on and at the July Council meeting Walmsley unsuccessfully moved a resolution that the Council establish its own committee to watch over education affairs in the borough, and as a result of the attitude that he had taken up he felt compelled to resign from the School Board three months later. At the same time a candidate for the Town Council declared that he would do his best to check the School Board's "extravagance".[3] Such a charge must have brought a wry smile from the Board's teaching staff.

The following year, 1885, the Board asked for £11,000 from the rates, but this time the complaints were fewer. The main reasons for the rise seem to have been the increase to £2,000 for the repayment of loans and interest and a sum of £1,000 to be set on one side for the triennial election.[4] As a result of the School Board's

1. Salford Weekly News 16. 2.1884, 8. 3.1884 and 5. 4.1884
2. ibid. 12. 4.1884 and 10. 5.1884
3. ibid. 5. 7.1884, 11.10.1884 and 23.10.1884
4. ibid. 14. 2.1885

entirely moderate expenditure and the modest and tardy extension of its area of operation, a surprising volte-face occured. The Conservative Salford Weekly Chronicle of 14th March 1885 accused Herbert Birley of being "representative of all the Board's recklessness in the expenditure of the rate-payers' money for purposes never designed by the Elementary Education Act" and of deserting the voluntary school cause, while the Liberal Salford Weekly News of the following week defended him, saying: "A more true-hearted public man than Mr. Birley, a better churchman, a more liberal supporter of the Establishment it would be hard to find."

The pressure on the Salford School Board seems to have defeated its own purpose for, while the extreme voluntaryists were taking over in Manchester, Alderman Husband was defeated in the Salford 1885 triennial election, being replaced by the radical Smart.[1]

In February 1886 the School Board cut its demand from the rates by £1,000 to £10,000, out of consideration for the rate-payers. This sum would be raised by a rate of 3.18 pence, it was said, while the average school board rate for England and Wales was 6.7 pence in the pound, and for large towns alone 8.2 pence. The rate-payers of Salford were therefore being well served in terms of economy by their elected education body.[2] The Town Council, however, registered its usual complaints against the Board's expenditure before approving the sum. Later in the year the controversy over the 1885 election

1. Vide. Chapter 4, p.114
2. Salford Weekly Chronicle 13. 2.1886

expenses[1] increased the Council's acrimony and it delayed the paying of a £2,000 precept. In consequence, the Board presented another formal request for the sum and for a further £2,000. Neither of these sums were paid, and in December the Board decided to serve a further precept asking for payment within fourteen days. The Board's solicitor said that a mandamus for payment should be obtained if necessary.[2] In February 1887 the Board were forced to pass a further £2,000 precept for immediate payment, and this was accordingly but grudgingly honoured. The Board's finances were low and to be awkward the Council persisted in delaying payment until the formal date on which the precepts were due.

In 1887 the School Board asked for £11,000 from the rates, presenting further statistics to justify its demands. The average cost of new board school places in Salford was only £10. 18s. 0d., while for England and Wales the figure was £12. 7s. 8d. The average cost per scholar for maintenance in the Salford board schools was £1. 17s. 3½d., while nationally it was £2. 5s. 4d., the cost of teachers per scholar in Salford being £1. 4s. 0d as opposed to £1. 11s. 2¾d., for board schools in England and Wales, excluding London. Furthermore, in Salford the percentage of passes in the standards was 93.6 compared with a national figure of 87.07 per cent, with grant earned at 17s. 10¾d per scholar being 3¾d higher than the average for the country as a whole. Of the large towns, Salford and Liverpool had the lowest

1. Vide. Chapter 4, pp.115-116.
2. Salford Weekly Chronicle 13.11.1886 and 11.12.1886

school board rates, 2.9 pence in the pound in the former, while the average rate for eleven large towns was 5.97 pence.

The following year, 1888, the School Board again increased the sum taken from the rates by £1,000, this time to £12,000, but this increase, it was said, was largely due to the forthcoming triennial election which had to be budgeted for. Total board school expenses were expected to be £15,587, of which £9,600 was to go to teachers' salaries and £2,870 on the repayment of loans and interest.[1] In the years 1886-87 and 1887-88, teachers' salaries had cost £7,798 and £8,778 respectively. The 1888-89 precepts totalling £12,000 was estimated to entail a $3\frac{3}{4}$d rate, while the rate for the present Board had averaged 3.46 pence.[2]

Meanwhile, discontent at their low salaries was spreading throughout the Board's teaching staff, as although the total sum expended on salaries was steadily mounting the reason for the increase was the rise in the number of teachers employed. But the complaints do not appear to have perturbed the Board as it was to all intents a "buyer's market" in teachers. The School Board Chronicle, for example, on 8th January 1887 reported that cuts in teachers' salaries were common. And Herbert Birley in his evidence to the Cross Commission two months later said the supply of male and female certificated teachers in Salford was quite satisfactory.

He gave further interesting details on the employment of

1. Salford Reporter 11. 2.1888
2. Triennial Report 1888, File Ed.16/185, Public Record Office

teachers in Salford. He was in favour of the pupil-teacher system in preference to an all-adult profession, particularly for the teaching of young children, and thought that teachers were best recruited from this source. Indeed, he felt that college-trained teachers were only necessary for the higher standards and that teachers for infants did not require training. He was of the opinion that junior pupil-teachers should spend all their time in teaching, being given no day-time relief for study. This was not, he said, injurious to health, at least not in Salford where they selected "strong" candidates. He liked pupil-teachers to have come up through the public elementary school rather than from the grammar school, as the former's experience was more relevant. Furthermore, he preferred them to be younger than fifteen years of age, as they were then more tractable and easily moulded. Birley saw the pupil-teacher system as a "civilizing influence" on the ranks from which the pupil-teachers were drawn, "a kind of scholarship system", and he did not wish to see them recruited from a higher class. Women teachers, he thought, were quite satisfactory for teaching young boys.

That the teaching load was heavy even for the youngest of pupil-teachers is made clear by Birley's account of the staff-student ratio; there were 50 to 60 scholars for each certificated assistant, 40 to 50 for each uncertificated one, 30 to 40 for third and fourth year pupil-teachers, and 20 to 30 for younger pupil-teachers and candidates for pupil-teacher status. No wonder the Board went to the

trouble of only selecting strong applicants! Generally 48 children constituted the largest class, but there were exceptional ones with up to 72 pupils in them, although he was not in favour of such large classes. (Classes that were far too large for satisfactory teaching continued until the end of the school board period, and occasioned adverse inspectorial comment.[1])

The payment by results system he thought was satisfactory as long as teachers had no interest in the grant, as was the case in Salford. He was not in favour of a teachers' pension scheme, as managers would then be unwilling to discharge the inefficient.[2]

We may be appalled at some of the facts and opinions expressed, but it must nevertheless be remembered that Herbert Birley was one of the more enlightened and liberal of Anglican educationists in Salford in his day and it is fairer to judge him by his works, his efforts at school provision for the children of the poor, than to condemn him by the standards of 1965.

The Salford School Board's niggardliness with regard to salaries was shown in January 1888 when a male head was appointed to the new Grecian Street Board School at a salary of £210 per annum and one of £102 was proposed for his assistant. The Board refused to agree to the latter figure, the sum of £102 "for an assistant master" being "out of the question". The assistant's salary was therefore reduced to £82 per annum, but he was paid a further £20 for assisting at the education office in the evenings![3]

1. Vide. Appendix I, pp.550-551
2. Report on the Royal Commission on the Working of the Elementary Education Acts, Volume I, Answers 40169-40844, pp.894-915 incl.
3. Salford Reporter 21. 1.1888.

Some pressure to increase teachers' salaries, however, did begin to manifest itself on the Board. The nonconformist Reverend B.J. Snell attributed the poor pupil-teacher results of 1889 to the unattractive salaries paid, claiming that the minimum paid by the Newcastle-on-Tyne School Board was higher than the maximum paid by Salford. (This was presumably with reference only to pupil-teachers' salaries.) And the Anglican W.F. Cottrell, a former voluntary school head-master, complained of the meagre salary of £39 per annum being paid to a certificated assistant mistress. Birley's unhelpful rejoinder to these comments was that if teachers were not satisfied, they could always go elsewhere.[1]

When a new salary scale for head-teachers was proposed, it was defeated by the voluntaryist majority by being referred back to committee, although even Canon Scott said that the proposed scale would only bring the teachers up to the average salary paid in the voluntary schools.[2] It must be remembered that the head-teachers' salary scale was more important in these years than to-day, for with the many small schools and largely uncertificated staffs of the nineteenth century, any qualified teacher had up to this time a reasonable expectation of becoming a school or department head. Indeed, one of the arguments frequently brought forward towards the end of the school board period for increases in the assistants' scales was that with more large schools being opened to replace a former

1. Salford Reporter 22. 6.1889
2. ibid. 13. 7.1889

greater number of smaller ones the normal promotion prospects of the qualified assistant were rapidly diminishing. The Salford District Teachers' Association claimed in 1896 that the proportion of headships had fallen from 70 per cent in 1873 to 22 per cent by 1883 and by 1894 to 16 per cent. These figures undoubtedly refer to certificated teachers. There was, for example, one headship fewer in Salford board schools in 1896 than in 1892.

In 1890, however, the Board was forced to increase its male pupil-teacher scales, as it found it virtually impossible to get boys to apply; indeed, in all the Salford board schools there were only four male pupil-teachers. Of course, it was not only the low pupil-teacher scale that put boys off becoming pupil-teachers, but also the low salaries paid to qualified teachers. The Manchester and Salford area was a thriving industrial and commercial one, and there were far more lucrative and possibly more congenial occupations - particularly when one remembers Birley's account of the pupil-teacher - scholar ratio - open to bright boys. The new scale gave a salary of £20 per annum rising by increments of £2. 10s. to £27. 10s. A proposal for the scale to be £24 to £33 by £3 increments was defeated by the sectarian majority, the Roman Catholic Dean Saffenreuter arguing that the voluntary schools, which, he claimed, would have to follow suit, could not afford even the reduced scales.[1] Girl pupil-teachers stayed on the miserable scale of £9 per annum to £18 by £3 increments. The following month it was decided to pay monitors,

1. Salford Reporter 15. 3.1890

male candidates for pupil-teacher status, £12 per annum at the age of thirteen and £15 at fourteen; this was a reduction from a proposed £15 and £18 respectively.

The meeting which fixed the new pupil-teacher scale heard evidence that of all large school boards, Salford, at £1. 9s. 2d., spent the least amount per pupil in average attendance on teaching staff, apart from Hull, which spent £1. 5s. 2d. The next lowest was Bristol with £1. 9s; Manchester spent an average sum of £1. 10s. 11d., Liverpool £1. 15s. 2d., and London £2. 8s. 1d. The average sum spent per pupil on teaching staff by the school boards of England and Wales was £1. 14s. 4d., so Salford was well down on the list.

In consequence of the difficulty of attracting qualified staff, a higher starting scale of salaries for college-trained teachers was introduced, £60 for women and £72 for men.[1] These small increases were quite unsatisfactory, and the chairman of the 1891 N.U.T. annual conference declared that dustmen in London received more than qualified assistant teachers in Salford.[2]

In 1892 the Board received no replies to its advertisements for trained teachers[3] and it was therefore left with no option but to bring in a completely new set of salary scales. A system of classifying assistant teachers according to their qualifications and posts had been introduced in 1891 and it was on the basis of

1. Salford Reporter 13.12.1890 and Salford Weekly Chronicle 17. 1.1891.
2. Salford Reporter 11. 4.1891
3. ibid. 26.11.1892

this that the following set of salary scales was introduced.

Salford School Board Teachers' Salary Scales, September 1892.[1]

| Class | | Commencing salary | Annual increase | Maximum salary |
|---|---|---|---|---|
| A | Men | £96 | £6 | £120 - £132 If average |
| | Women | £76 | £4 | £84 - £96 attendance over 400 |
| B | Men | £75 | £5 | £95 |
| | Women | £63 | £3 | £75 |
| C | Men | £60 | £3 | £72 |
| | Women | £45 | £3 | £54 |
| D | Men | £54 | £3 | £60 |
| | Women | £39 | £3 | £45 |

Class A - Senior certificated teachers, to be appointed in certain schools.

Class B - Certificated assistants with first or second class passes in second year papers.

Class C - Other certificated teachers having lower qualifications than Class B.

Class D - Ex-pupil-teachers.

A scale of salaries was also introduced for the Board's head-teachers:

Head-teachers' salary scale, 1892

| | Less than 5 years | 5 years and over | 10 years and over | 15 years and over |
|---|---|---|---|---|
| Headmasters | £108 | £120 | £144 | £156 |
| Headmistresses | | | | |
| In senior schools | £66 | £78 | £90 | - |
| In infants' schools | £63 | £75 | £84 | - |
| In junior schools | £60 | £72 | £78 | - |

On top of these basic sums, male heads received four shillings a year

1. Triennial Report 1894

for every pupil in average attendance, and female heads two shillings. A payment of £5 was given for a school classified "Good" and £10 for one classified "Excellent"; a school classified "Good" was one that received either the higher principal grant or the higher grant for discipline and organisation, and a school classified "Excellent" earned both grants. An additional £10 was paid if "specific" subjects or Science and Art Department subjects were taught; a further payment was made to the heads of Organised Science Schools. Head-teachers also received £4 for each pupil-teacher or candidate pupil-teacher in their care. These grants were introduced with the specific purpose of encouraging the head-teacher to run his school as efficiently as possible with regard to the aspects of school life for which the extra money was given.

The head-teachers' salaries, particularly those for males, were quite satisfactory. For example, in 1893, William Cottrell, an Anglican member of the Board was appointed to the headship of Hope Mixed Board School at a salary of £200 per annum[1]; this figure obviously included the grant at least. Although a voluntaryist, he did not scruple at taking a quite remunerative board school headship. He had formerly been the headmaster of the voluntary Woodbine Street Higher Grade School and the proprietor and editor of the County Telegraph, a short-lived local paper. At least he did better out of the Board than George Smart, the former radical member,

1. Salford Weekly Chronicle 27.12.1893

who became one of its attendance officers. How the majority on the Board must have enjoyed appointing this erstwhile thorn in their flesh to such a post.

The new scales, it was claimed, would cost £800 in the first year of operation and £1,300 a year when the present teachers had worked through to their maximum. It is interesting to note that these rises caused a certain amount of controversy among some of the teaching staff, for they did not differentiate between teachers who had been college-trained and those who had studied for their qualifications externally; this brought forth complaints from the former.

Meanwhile the Board's expenses and consequently its demands from the rates had been continuing to increase. After a reduction to £11,000 in 1889-90, the sum asked for rose to £12,000 in 1890-91 and to £15,000 in 1892-93.[1] An attempt by the Board in these years to get the Town Council to help reduce the Board's expenses by lending it money at the more favourable rates available to the Council surprisingly met with no response, although the rate-payers could have been benefited.[2] (In 1897, however, the Council secured the power to lend the School Board money.) In the year 1893-94 another large leap - to £19,000 - was made, but the two following years saw the sum demanded remain static at £20,000, which necessitated a rate of just over sixpence-halfpenny.[3] The cost per child in average

1. Salford Reporter 15. 2.1890 and 28. 2.1891
2. ibid. 13.11.1889, 30. 8.1890 and 18.10.1890
3. Salford Reporter 20. 2.1892 and 11. 3.1893 and Salford Weekly Chronicle 24. 2.1894

attendance for teaching staff in the Salford board schools in 1893 was, however, still considerably lower, at £1. 13s. 11¼d., than for all the board schools of England and Wales, at an average of £1. 17s. 0½d.

When the ninth School Board was elected in 1894 such were the expenses facing it that at its first meeting all committees were asked to exercise moderation in their spending to keep the rates down. Apart from the increases in teachers' salaries, there was a considerable back-log of school building to be started on and new education offices to be built.[1] The result of these demands on the Board's finances was a request for £27,000 from the rates, but following representations from the Council this sum was reduced by £1,000. The protests from the Town Council in 1895, however, were of a much milder order than those of the mid-eighties. The Board was not able to cut back on its expenditure, which included £18,300 for day school teachers' salaries and £8,000 for the repayment of loans, but instead it reduced its balance in hand. It is ironic that at the meeting which decided on the sum of £27,000 that Nuttall, the Labour member, should propose a limit of £150 per annum on teachers' salaries while getting the Board to consider a fair wages clause for its clothing contractors.[2] The following year saw an increase of the amount taken from the rates of only £500 and a further increase of £1,000 the year after, 1897-98, and half of

1. Manchester Guardian 18.12.1894
2. Salford Reporter 23. 2.1895 and 13. 4.1895

this latter increase was to cover the costs of the forthcoming triennial election. Expenses in both years were expected to exceed income, but as in 1895-96 it was proposed to reduce the balance in hand.[1] Thus after an initial large jump the school board rate remained relatively steady for two years, perhaps because of the prospect of the triennial election.

In this period the National Union of Teachers began a campaign for better salaries for provincial certificated assistants. They wanted a scale of £80 to £150 per annum for men and £70 to £120 for women on the grounds that opportunities for obtaining headships were diminishing. Consequently, in June 1895, the Salford District Teachers' Association sent a copy of this resolution to the School Board and one of their own asking for improved salaries. Many teachers had little chance of getting beyond Class B with maxima of £95 for men and £75 for women. What was wanted was a standard scale, and not one rising through classes. The School Board therefore set up a special sub-committee to enquire into the salary scales and to check whether teachers had been placed in the appropriate class, as had also been requested.[2]

In July 1895 the Association tried to get the Salford candidates at the forthcoming general election to pledge support for a national pensions scheme for teachers and security of tenure of teaching appointments, as well as for the raising of the age for the

1. Salford Reporter 22. 2.1896 and 10. 4.1897
2. ibid. 15. 6.1895, 22. 6.1895 and 29. 6.1895

employment of children and a national scholarship for children.[1] As to-day, teachers in the nineteenth century seem in conclave and association to be largely concerned with securing higher rewards and better conditions, but nevertheless, like their modern counterpart, they expressed a genuine concern for the welfare of their charges. A wish constantly expressed by the Salford District Teachers' Association, for example, was for a scholarship scheme for poor but intelligent children.[2]

In late 1895 the School Board in effect "fined" two teachers each the sum of £6. 10s. by demoting them to a lower class for six months, for the illegal caning of pupils, only head-teachers being allowed to inflict corporal punishment under the Board's regulations, and then only on junior and senior boys. In consequence the S.D.T.A. held a special meeting on this matter and adopted the advice of T.J. Macnamara, a member of both the London School Board and the N.U.T. executive, to memorialise the Board to allow assistant teachers to administer corporal punishment. The meeting was also addressed by Joseph Nuttall, who, while supporting the teachers, stated quite reasonably the Board's right to uphold its rules.[3]

A deputation of the School Board's certificated assistants, whose case was supported by the head-teachers also, waited on the Board in January 1896 and presented their request. After consideration, it was decided that, with the head's permission, assistant-masters

1. Salford Reporter 13. 7.1895
2. e.g. Salford Reporter 12. 2.1898 and 7. 2.1903
3. ibid. 26.10.1895, 23.11.1895 and 14.12.1895

might give a boy a maximum of two strokes of the cane. This modification of the regulation was eventually permanently adopted. Women assistants and pupil-teachers were specifically excluded from inflicting corporal punishment.[1] However, the Board modified the rule in regard to girls' and infants' departments, so as to allow head-mistresses to administer corporal punishment in exceptional cases.[2] In 1901 the Salford Board Certificated Class Teachers' Association expressed itself in favour of women teachers giving corporal punishment to boys in mixed schools and this the Board agreed to the following year.[3]

Towards the end of 1896 the S.D.T.A. began to press for improved salary scales. The average salary of the Board's male teachers was claimed to be £88 per annum, or £1. 14s. a week, and of the Board's female teachers £66 per annum, or £1. 5s. 6d a week, while the average salary of board school certificated male teachers in England and Wales was £15 more than in Salford. Only seven of the fifty female teachers in the Board's employ received over a £100. Yet the teachers were doing a good job; while in the previous year the average grant earned in board schools in England and Wales was 19s. 5d., in Salford it was £1. 0s. 0¾d. The S.D.T.A. in particular wanted to see an improved scale of £45 to £54 for uncertificated female assistants, the lowest paid of all the Board's adult teachers.[4]

1. Salford Reporter 25. 4.1896
2. Triennial Report 1897
3. Salford Reporter 21. 9.1901 and 25.10.1902
4. ibid. 7.11.1896

The Board's first reaction was to claim that the salary scales were adequate and that no changes were called for, but four months later a new scale for assistant teachers was approved, although the Board specifically stated its right to move teachers to any of its schools.[1]

Salford School Board assistant teachers' salary scales, 1897[2]

| Class | | Commencing salary | Annual increase | Maximum salary |
|---|---|---|---|---|
| A | Men | £115 | £5 | £140 |
| | Women | £84 | £3 | £96 |
| B | Men | £75 | £5 | £110 |
| | Women | £60 | £3 | £81 |
| C | Men | £63 | £3 | £72 |
| | Women | £51 | £3 | £54 |
| D | Men | £54 | £3 | £60 |
| | Women | £42 | £3 | £48 |

The head-teachers' scale, while remaining unchanged for current holders of headships, entailed some reduction in the attendance additions. Male heads received four shillings each for the first 300 pupils in average attendance, three shillings each for the next 100, and two shillings each for the 100 after that; female heads received two shillings, one and sixpence, and a shilling, respectively. The Board's head-teachers' scale of 1892 must indeed

1. Salford Reporter 2.11.1896 and 27. 3.1897
2. Triennial Report 1897

have been too generous. Pupil-teachers' salaries stayed as they were.

The increases given to the Board's assistant teachers appear, not surprisingly, to have had the effect of making the Salford District Teachers' Association, at its annual general meeting in December 1897, call for better salaries as well as a superannuation scheme. These increases would presumably be for the teachers in the voluntary schools in the borough, who would naturally wish to catch up on their board school fellows, and the S.D.T.A. probably had more of the former teachers in its ranks than the latter. The following year the Association specifically commented on the low salaries paid in the denominational schools of Salford and other nearby towns.[1]

On 20th May 1899 the Salford Reporter published a letter commenting on the low salaries paid in the Salford voluntary schools and the poor teaching staff such remuneration attracted. The average amount spent per child in average attendance on teachers' salaries was £1. 9s. 6d. compared with almost £1. 17s. in the board schools of the borough, with an adverse total difference of ten shillings for the maintenance of each pupil in the voluntary schools. Thus this difference in expenditure was almost entirely due to the sum spent on teachers' salaries. The result of this, it was reasonably claimed, was that it was the less able qualified teachers

1. Salford Reporter 11.12.1897 and 17. 9.1898

who were attracted to the voluntary schools, in which there were also many untrained and partially trained teachers. In the country as a whole, there were 12,190 "Article 68" teachers employed in voluntary schools, while only 2,946 were employed in board schools. Teachers employed under Article 68 of the Code had neither served an apprenticeship nor had been required to pass any examination as to their fitness to teach and had been condemned as "positively harmful in many points and useful in few" by the Education Department's adviser.

The sums drawn by the School Board from the rating authority during the last two years of its penultimate triennial period showed an extraordinary large increase on those of previous years. For the year 1898-99 the sum asked for, £28,500, was only £1,000 up on the preceeding year, but for 1899-1900 and 1900-1901 the amounts were £34,000 and £40,000 respectively, the latter sum necessitating a rate of elevenpence in the pound.[1] The main reasons for these increases were the rising number of children in the Board's schools, the loans and repayments consequent upon the Board's now extensive programme of school building, and the increasing cost of maintenance per child in the schools, the major factor in which was the augmented salary scales of the teaching staff; for example, day school teachers' salaries had taken £28,379 in 189901900 and in the next year they rose by £3,591 to £31,970.[2]

At the beginning of this triennical term the Board was still

1. Salford Reporter 30. 4.1898, 29. 4.1899 and 5. 5.1900
2. ibid. 5. 5.1900 and 4. 5.1901

paying its teachers a salary below the national average. In April 1899 the average weekly income of a teacher in the Salford board schools was stated to be £1. 17s., against a national board school figure of £2. 1s. In consequence the Board had difficulty in recruiting both qualified and pupil-teachers.[1] To attract more young entrants, therefore, in October 1899 the Board increased its pupil-teachers' scale at the same time as the pupil-teacher's apprenticeship period was reduced from four to three years.[2] Male pupil-teachers started at £22. 10s. per annum and in their third year received £27. 10s.; girls started at £12 and worked up to £18. Male and female candidates for pupil-teacher status received £20 and £10 respectively, while boy probationers received from £12 to £15 and girls £6.[3] Changed days indeed from the early and mid-eighties when the Board had no difficulty in recruiting staff and could memorialise the Education Department against reducing the pupil-teachers' teaching week to twenty-five hours. Now pupil-teachers spent two days a week studying at the central classes.

Early the next year a new set of scales was adopted for adult teachers.

1. Salford Reporter 29. 4.1899
2. Salford Weekly Chronicle 21.10.1899
3. Triennial Report 1900

Salford School Board assistant teachers' salary scales, 1900[1]

| Class | | Commencing salary | Annual increase | Maximum salary |
|---|---|---|---|---|
| A | Men | ⁑ | £5 | £150 |
| | Women | ⁑ | £5 | £100 |
| B | Men | £75 | £5 | £130 |
| | Women | £55 | £5 | £90 |
| C | Men | £70 | £5 | £90 |
| | Women | £50 | £5 | £70 |
| D | Men | £55 | £5 | £70 |
| | Women | £40 | £5 | £55 |

⁑ Class A, which included all teachers in the Board's Schools of Science, received a rise of £10 on their Class B salary, except in the case of those on the maximum in Class B, who received an increase of only £5.

Additions to the basic scale for further qualifications were made for the first time; these included £10 for a first degree and a further £15 for a higher degree or a bachelor's degree with first-class honours. The male head-teachers scale remained virtually unchanged, save for an addition of £4 at the maximum, but all women head-teachers were placed on the same scale, rising from £66 to £96, the 1897 scale for senior school head-mistresses plus an additional £6 increase for those who had held their posts for fifteen years and over. Capitation and other allowances remained unchanged.

1. Triennial Report 1900

The new set of scales had been arrived at following agreement at a joint meeting of the Manchester and Salford Boards on 8th March 1900 with the attention of obviating competition between them; Salford in particular, with its lower salaries, was for ever losing teachers to its larger neighbour. It was further agreed that neither board was to introduce new scales without notice to the other and a conference between them. The new scales provided safe-guards for voluntary school teachers in the two county boroughs, who might transfer to the board schools and receive the appropriate increments for the years spent teaching in the voluntary schools. The purpose of this was to enable the poorer denominational schools to employ younger teachers who were low down on the salary scales and these teachers could then transfer to the board schools without loss of salary when the voluntaryists could no longer afford to employ them.

Apart from this argument, it was pointed out that at present the Salford Board could not get teachers on its present scale and that £120 a year was the minimum that would suffice to keep a teacher and his family at the current cost of living. Under the new scale the average teacher, who would be in Class B, would reach his maximum after twelve years.[1] Placing in Class A was presumably reserved for teachers of merit and usually entailed promotion from Class B.

Even with the weighty arguments given in favour of the new

1. Salford Reporter 17. 3.1900

scale, it met with considerable opposition from many of the voluntaryists, in Manchester from Canon Nunn, and in Salford from the Roman Catholics and one or two of the Anglicans. While the Church of England supporters could probably, with an effort, agree to their teachers and fellow-believers eventually going to the board schools to teach, it is unlikely that the Roman Catholics could welcome this prospect at all. For them it just meant finding the money to pay higher salaries.

The scale was finally approved by nine votes to six at a further meeting, although with one reduction. The maximum for men in Scale B was reduced by £10 to £130[1], while in Manchester it stayed at the originally agreed figure; thus the purpose of the joint scale was at once undermined. In its turn Salford was more generous in its allowances to graduate female assistants, but these must have been "rarae aves". The reduction of the Class B scale by £10 was connived at so as to prevent the extreme voluntaryists pressing for further cuts. Even so the fact that he had proposed the reduction, albeit with good intentions, was held against the Unsectarian - Progressive John Brozap, and he had to go to considerable lengths to clarify his reasons at the School Board election meetings at the end of the year. In particular, he had been stigmatized for his lack of generosity in a Church party pamphlet![2]

A year before these new Salford scales were introduced, the

1. Salford Reporter 24. 3.1900
2. ibid. 12. 8.1900, 17.11,1900 and 8.12.1900

London School Board's assistant teachers were given their first rise since 1882. For men the scale now rose from £90 to £175, and for women from £80 to £140, as against the previous figures of £95 to £155 and £85 to £125 for men and women respectively.[1] The higher cost of living and the attractions of other employment, even in the late nineteenth century, would tend to force London teachers' salaries above those of the rest of the country. The gap of seventeen years between alterations to the basic scale shows, however, that the cost of living must have been stable by to-day's standards.

The May 1900 meeting, at which the vastly increased sum - £40,000 - to be raised by the school rate was announced, heard that the average salary in the Salford board schools for 1899 was £1. 18s. 8d., 3s. 8d. below the average figure for all the county borough school boards. Of the figures given for fourteen of the largest cities in England and Wales, also for 1898-99, none was lower than Salford's, although Leicester and Sheffield were only a penny and threepence more respectively, while the average salary for Manchester board schools was £2. 0s. 11d., so the need for the recently agreed scales was obvious.[2]

A further factor in the increased demand from the rates is to be seen in the figures given at the final meeting of the Board in November. Its teaching staff had risen to 513 from 368 three years

1. School Board Chronicle 11. 3.1899
2. Salford Reporter 5. 5.1900

previously. The Board now had in its employ 41 head-teachers, 188 certificated assistants, 111 ex-pupil-teacher assistants, 89 pupil-teachers, and 84 candidates. So the augmented number of staff must have added considerably to the salary bill. There was one adult teacher for every 46 children in average attendance. This works out to one adult teacher to every 50 children on the registers in September 1900. These large classes in the Salford board schools had been commented on by H.M.I. Pole in his report for 1895. He had said: "An impediment to progress in Salford is the very prevalent insufficiency of teaching staff in proportion to numbers. This is not confined to voluntary schools; even in the board schools I not infrequently find teachers in charge of classes which are too large for teaching worthy of the name."[1]

The amount spent per child in average attendance on teaching staff salaries in 1899 was £1. 16s. 9¼d, or £1. 17s. 8d. if the schools of science were included, against a figure of £2. 3s. 6d. for children in the board schools of England and Wales generally; £1. 16s. 9¼d. represented only an increase of 3¾d in three years. The 1902 figure, which was based on the salary scales outlined above, however, was £2. 3s. 2d., a considerable increase on that for 1899, but still considerably less than the national board school figure of £2. 12s. 5d. for teaching staff for each child in average attendance. But the amount of grant earned per pupil in Salford was within a penny or so

1. Education Department Report 1895 - 96.

of the national average for London and the county boroughs, so the Salford board schools were of average efficiency.[1]

The amount asked for from the rates by the School Board was £43,000 in both 1901-02 and 1902-03, the last two complete years of the Board's existence. For the final three months, April to June inclusive, in 1903, before power was transferred to the new local authority, £13,000 was the sum demanded, which, had it run at this rate for a whole year, would have entailed a total of £52,000. The 1901 estimates included £33,800 for day school teachers' salaries and £12,400 for the repayment of loans and interest, and almost the whole of the increase was attributed to these two items. The average salary paid in the board schools was £2. 2s., just fourpence below the average for county boroughs in England and Wales in 1899. The figures in the 1902 estimates were up by £2,000 on day school salaries and £500 on interest and loan repayments; the increase on the previous year's expenditure was to be taken from the balance in hand.[2]

In the last months of the School Board a slightly improved scale of teachers' salaries, in conjunction with the Manchester Board, was approved. The chairman, Canon Scott, said that although he would have preferred to leave the new local education authority to deal with the matter, the Board would have to pass it, otherwise teachers would be lost to Manchester.[3] The male head-teachers' scale

1. Salford Reporter 17.11.1900
2. ibid. 4. 5.1901, 3. 5.1902 and 9. 5.1903
3. ibid. 21. 2.1903

now ran from £120 to £175 and the female heads' from £80 to £110, both with the usual additions for scholars in average attendance, "merit", and the number of pupil-teachers and candidates. The following table gives the new assistant teachers' scales.

Salford School Board assistant teachers' salary scales, 1903[1]

| Class | | Commencing salary | Annual increase | Maximum salary |
|---|---|---|---|---|
| A | Men | ≡ | £5 | £160 |
| | Women | ≡ | £5 | £120 |
| B | Men | £75 | £5 | £140 |
| | Women | £55 | £5 | £110 |
| C | Men | £70 | £5 | £110 |
| | Women | £50 | £5 | £85 |
| D | Men | £55 | £5 | £80 |
| | Women | £40 | £5 | £65 |

≡ Teachers promoted to Class A received a rise of £10 on their salary in Class B, except in the case of those receiving the maximum in Class B, who received an increase of only £5.

There were the additions as before for graduate qualifications. The scale for pupil-teachers and those awaiting this status was not increased. In May 1903 a new and better salary scale, on the lines of that of the Manchester Board, was agreed on for the Salford school attendance officers.

The following modified table, taken from the final

1. Triennial Report 1903

Triennial Report, shows the salaries received by the Board's teaching staff:

Salaries of the Salford School Board's teaching staff, 1903

Head-teachers

| Male | | Female | |
|---|---|---|---|
| Salary range | No. of staff | Salary range | No. of staff |
| £ £ | | £ £ | |
| 276 - 300 | 4 | 151 - 176 | 11 |
| 251 - 275 | 5 | 126 - 150 | 10 |
| 226 - 250 | 2 | 120 - 125 | 6 |
| 201 - 225 | 0 | | 27 |
| 176 - 200 | 3 | | |
| 168 | 1 | | |
| | 15 | | |
| Average annual salary | - £248. 4s. | Average annual salary | - £146.12s.7d |
| Weekly | - £4. 13s. 4½d. | Weekly | - £2. 16s. 4¾d |

Assistant teachers

| Male | | Female | |
|---|---|---|---|
| Salary range | No. of staff | Salary range | No. of staff |
| £ £ | | £ £ | |
| 141 - 150 | 3 | 120 | 1 |
| 131 - 140 | 2 | 101 - 110 | 3 |
| 121 - 130 | 11 | 91 - 100 | 15 |
| 111 - 120 | 11 | 81 - 90 | 22 |
| 101 - 110 | 17 | 71 - 80 | 36 |
| 91 - 100 | 19 | 61 - 70 | 39 |
| 81 - 90 | 11 | 51 - 60 | 73 |
| 71 - 80 | 4 | 41 - 50 | 21 |
| 61 - 70 | 3 | 35 - 40 | 15 |
| 55 - 60 | 5 | | 225 |
| | 86 | | |
| Average annual salary | - £103. 2s. 9d | Average annual salary | - £67. 2s. 1d |
| Weekly | - £1. 19s. 8d | Weekly | - £1. 5s. 9¾d |

The low average salaries paid to the Board's women teachers shows that most of them must have been ex-pupil-teachers, and young trained teachers in Classes B and C. However, as the table on page 293 shows, there were only two "Article 68-ers".

In 1900 the average salaries of school board head-teachers in England and Wales had been £170. 10s. 9d. for men and £121. 19s. 11d for women. Male school board assistants' salaries averaged £109. 6s. 6d. and female assistants' £83. 19s. 8d[1]. Thus apart from the salaries of head-teachers, whose departments would probably be considerably larger than those of the many small county board schools, the 1903 Salford School Board salaries were below the national school board figures, particularly in the case of women. Of course, many head-teachers elsewhere were also provided with living accommodation, while this was not the practice with the Salford Board.

The number of teaching staff employed by the Board on 30th June 1903 was 536, compared to 513 three years earlier.

1. Board of Education Report 1902, Vide. Table p.

Composition of the Salford School Board's teaching staff, June 1903.[1]

| | |
|---|---|
| Certificated Head Masters | 15 |
| Certificated Head Mistresses | 27 |
| Certificated Assistant Masters (Trained) | 59 |
| (Untrained) | 14 |
| Certificated Assistant Mistresses (Trained) | 95 |
| (Untrained) | 47 |
| Ex-Pupil-Teachers-Assistant Masters (Uncertificated) | 13 |
| Ex-Pupil-Teachers-Assistant Mistresses (Uncertificated) | 81 |
| Assistant Mistresses (Article 68) (Unqualified) | 2 |
| Pupil-Teachers (Girls) | 100 |
| (Boys) | 23 |
| Candidates (Girls) | 57 |
| (Boys) | 3 |
| | 536 |

It is interesting to note that of the Board's certificated assistant teachers, there were approximately four times as many men who had been to training college than had studied externally and twice as many women. However, of the 536, over a third were pupil-teachers and candidates. As the numbers of pupils on the registers of the board schools in the borough was 16,576 in May 1903, this meant that there were 47 pupils to every adult teacher or, excluding head-teachers, 53 to every assistant adult teacher, or 42 and 47 respectively, if the number of children, 14,796, in average attendance is taken.

1. Triennial Report 1903

When the new local education authority took over from 1st July 1903, it accepted responsibility for the salaries of all the teachers in the public elementary schools of Salford, both board and voluntary. At the first meeting it was decided to adopt the Board's scale introduced in February 1903 as the standard scale for the borough; where the head-teachers of the former voluntary schools, now termed "non-provided" schools, had been paid above this scale, they were to be brought down to it, and those paid below were to be brought up to it. The non-provided school teachers protested against the new education committee's non-recognition of rises they had been awarded since the beginning of the year, the result being that it was decided to count length of service in any school in Salford for incremental purposes on the 1903 School Board scale. Manchester, by contrast, recognised service in any school anywhere for increments.[1]

The opening of a new phase in education saw an event akin to those of thirty-three years earlier, when in December 1903 a Salford inhabitant declared that he had no intention of paying three-fifths of the borough education rate as that proportion of the school population were educated in denominational schools not under public control.[2]

1. Salford Reporter 25. 7.1903, 8. 1.1903 and 17.10.1903

2. ibid. 19.12.1903

Superannuation and security of tenure.

Two further matters connected with teachers' salaries and employment arose in the later years of the school board period in Salford, these were superannuation and security of tenure. In February 1891 the Salford Board declared itself in favour of a superannuation scheme for all teachers, and joined with a deputation of the Liverpool School Board to the Education Department on this subject. The following year the Board lent its support to the National Union of Teachers' memorial to Parliament on superannuation and in February 1893 decided to consult with the Salford branch of the N.U.T., the Salford District Teachers' Association, on the ways in which a suitable scheme could be brought about. The Board also supported bills for pensions for its office staff in 1892 and 1897.[1]

In August 1898 the Elementary School Teachers' (Superannuation) Act received the Royal Assent and came into operation on 1st April following, automatically applying to all teachers certificated from that date. By those already qualified, however, its adoption was permissive. Of the Salford Board's 65 certificated men teachers, 59 agreed to come under the provisions of the Act, as did 57 of the Board's 109 certificated mistresses.[2] The rates of contribution were £3 annually for men and £2 for women; this latter figure was later raised by four shillings. The School Board itself contributed nothing.

The Salford board school teachers, incidentally, had no

1. Salford Reporter 14. 2.1891, 27. 8.1892, 25. 2.1893 and 27. 3.1897
2. Triennial Report 1900

guarantee of sick pay should they fall ill. The Board's 1903 regulations on this stated that each case would be considered on its merits.[1]

Security of tenure also greatly concerned teachers in this period. Under section 35 of the Elementary Education Act of 1870 teachers in board schools held their post only "during the pleasure of the Board." Teachers in voluntary schools could be dismissed as the managers pleased and for the most trivial of reasons, even for their replacement by an unqualified but cheaper assistant. As the supply of teachers exceeded the demand, because of the employment of pupil-teachers and the unqualified, dismissal often meant ruin and disgrace, particularly for older teachers. The problem was aggravated by the Superannuation Act of 1898, so that thereafter a compulsory form of agreement on the terms of tenure of the teacher became increasingly necessary.

In December 1899 the S.D.T.A. adopted a resolution to the N.U.T. conference calling for security of tenure and June 1901 saw the Association writing to the Salford members of Parliament asking for the introduction of a bill to give teachers stability in employment and freedom from capricious and arbitrary dismissal. They had asked the Salford parliamentary candidates in 1895 to support a similar measure. Among other resolutions adopted in December 1899 were ones for the equality of grant for infants' and junior school headmistresses,

1. Salford Reporter 2. 5.1903

for equal pay for women teachers in boys' schools, and for the abolition of examinations in infants' schools, which should, they said, be "happy places". They also wished to see an end to the practice of putting two or three departments under the control of one head-teacher.[1]

The Education Act of 1902 and the increasing reasonableness of the local education authorities provided the solution to the tenure problem. Managers of non-provided schools, by Clause 7 (1)( c) of the 1902 Act could only require the dismissal of teachers "on grounds connected with the giving of religious instruction."

Tables : finance and salaries.

The following tables illustrate various aspects of the finance of the Salford School Board, particularly for the later years for which there is considerable material available.

Sums drawn from the rates, 1871 - 1903 inclusive.

| Year | Amount £ | Year | Amount £ | Year | Amount £ |
|---|---|---|---|---|---|
| 1871 | 1,000 | 1882 | 8,500 | 1893 | 20,000 |
| 1872 | 2,000 | 1883 | 6,500 | 1894 | 20,000 |
| 1873 | 2,000 | 1884 | 10,000 | 1895 | 26,000 |
| 1874 | 4,000 | 1885 | 11,000 | 1896 | 26,500 |
| 1875 | 4,000 | 1886 | 10,000 | 1897 | 27,500 |
| 1876 | 4,000 | 1887 | 11,000 | 1898 | 28,500 |
| 1877 | 4,720 | 1888 | 12,000 | 1899 | 34,000 |
| 1878 | 3,000 | 1889 | 11,000 | 1900 | 40,000 |
| 1879 | 4,500 | 1890 | 12,000 | 1901 | 43,000 |
| 1880 | 5,500 | 1891 | 15,000 | 1902 | 43,000 |
| 1881 | 6,400 | 1892 | 19,000 | 1903 | 13,000 * |

* 1903 figure for three months only.

1. Salford Reporter 2. 12.1899 and 29. 6.1901

A comparison of Salford and national figures for income and expenditure per child in average attendance, 1887-1902.

INCOME

| Year | SALFORD | | | | | | ENGLAND AND WALES | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Educ. Dept. grant | | | School fees | | | Rates | | | Educ. Dept. grant | | | School fees | | | Rates | | |
| | £ | s | d | £ | s | d | £ | s | d | £ | s | d | £ | s | d | £ | s | d |
| 1887 | | 18 | 8 | | 14 | 6¾ | | 3 | 6¾ | - | - | - | - | - | - | - | - | - |
| 1890 | | 19 | 1¾ | | 14 | 9¼ | | 8 | 6 | | 18 | 5¾ | | 9 | 1 | | 18 | 0½ |
| 1893 | | 19 | 8¼ | | 2 | 11¼ | | 13 | 10¾ | | 18 | 11¼ | | | 8½ | | 19 | 9¾ |
| 1896 | 1 | 0 | 1¾ | | 2 | 3½ | | 15 | 7½ | | 19 | 7½ | | | 5½ | 1 | 1 | 2 |
| 1899 | 1 | 0 | 11¼ | | 2 | 0¾ | | 16 | 5¼ | 1 | 1 | 1 | | | 5 | 1 | 3 | 9 |
| 1902 | 1 | 1 | 4 | | 1 | 6 | 1 | 2 | 3½ | 1 | 1 | 6 | | | 5 | 1 | 15 | 0* |

EXPENDITURE

| Year | SALFORD | | | | | | ENGLAND AND WALES | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Teachers' salaries | | | Total expenditure | | | Teachers' salaries | | | Total expenditure | | |
| | £ | s | d | £ | s | d | £ | s | d | £ | s | d |
| 1887 | 1 | 4 | 5¾ | 1 | 17 | 5½ | - | - | - | - | - | - |
| 1890 | 1 | 8 | 9¾ | 2 | 4 | 4 | 1 | 15 | 9 | 2 | 5 | 11½ |
| 1893 | 1 | 13 | 11¼ | 2 | 8 | 5 | 1 | 17 | 0½ | 2 | 8 | 1½ |
| 1896 | 1 | 16 | 5½ | 2 | 9 | 7¾ | 2 | 0 | 4 | 2 | 11 | 11½ |
| 1899 | 1 | 16 | 9¼ | 2 | 9 | 11½ | 2 | 3 | 4 | 2 | 15 | 7 |
| 1902 | 2 | 3 | 2 | 2 | 15 | 11½ | 2 | 12 | 5 | 3 | 15 | 3* |

* 1902 figures for both income and expenditure for county boroughs only.

Abridged Salford School Board Accounts for years 1889 - 1903 inclusive

| Year* | INCOME | | | | | | EXPENDITURE | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Rates | Fees | Fee grant | Govt. grant | Balance in hand | Total Income | Teachers' salaries | Loans Repayment | Loans Interest | Total Expenditure |
| | £ | £ | £ | £ | £ | £ | £ | £ | £ | £ |
| 1889 | 12,000 | 5,556 | - | 6,789 | 3,957 | 30,486 | 10,405 | 1,456 | 1,702 | 26,882 |
| 1890 | 15,000 | 5,673 | - | 7,454 | 3,604 | 33,956 | 11,295 | 1,490 | 1,751 | 28,788 |
| 1891 | 16,000 | 5,310 | - | 8,501 | 5,168 | 36,987 | 12,676 | 1,424 | 1,699 | 30,132 |
| 1892 | 16,000 | 1,547 | 3,353 | 8,188 | 6,854 | 38,370 | 13,889 | 1,459 | 1,646 | 32,278 |
| 1893 | 15,000 | 1,493 | 4,313 | 9,222 | 6,091 | 38,929 | 15,936 | 1,774 | 1,877 | 34,199 |
| 1894 | 21,000 | 1,533 | 4,380 | 9,463 | 4,730 | 44,075 | 18,790 | 2,337 | 2,636 | 40,189 |
| 1895 | 22,000 | 1,622 | 4,810 | 11,977 | 3,886 | 47,097 | 21,039 | 2,627 | 3,200 | 43,957 |
| 1896 | 26,000 | 1,684 | 5,057 | 11,904 | 3,139 | 50,773 | 22,325 | 3,409 | 4,134 | 47,377 |
| 1897 | 30,000 | 1,737 | 5,200 | 13,646 | 3,396 | 56,929 | 24,061 | 3,759 | 4,575 | 49,685 |
| 1898 | 28,500 | 2,087 | 5,742 | 14,426 | 7,243 | 60,205 | 27,181 | 3,930 | 4,591 | 53,561 |
| 1899 | 29,000 | 2,111 | 6,218 | 15,417 | 6,644 | 61,985 | 29,322 | 4,473 | 4,764 | 57,584 |
| 1900 | 42,000 | 2,072 | 6,342 | 15,858 | 4,400 | 73,689 | 33,081 | 5,310 | 5,164 | 65,179 |
| 1901 | 40,000 | 2,081 | 6,359 | 16,750 | 2,585 | 69,935 | 34,901 | 5,786 | 5,526 | 67,955 |
| 1902 | 43,000 | 1,956 | 6,881 | 18,184 | 1,979 | 74,470 | 36,972 | 6,091 | 5,096 | 70,552 |
| 1903 | 43,000 | 2,048 | 7,074 | 18,183 | 3,917 | 76,514 | 38,568 | 6,539 | 6,112 | 76,514 |

* Figures 1889 to 1900 inclusive for year ending 29th September; thereafter for year ending 25th March.

Average salaries of certificated teachers in public elementary schools, as given in Education Department and Board of Education Annual Reports.

| Year | | Males: Masters £ s d | Females: Mistresses £ s d |
|---|---|---|---|
| 1879 | Sch. bd. | 124 4 4 | 85 2 5 |
| | All schs. | 120 11 9 | 72 3 2 |

| | | Males: Principals £ s d | Males: Assistants £ s d | Females: Principals £ s d | Females: Assistants £ s d |
|---|---|---|---|---|---|
| 1882 | Sch. bd. | 141 16 6 | 96 6 2 | 95 4 11 | 71 16 11 |
| | All schs. | 128 10 0 | 85 18 3 | 76 8 3 | 59 14 0 |
| 1885 | Sch. bd. | 148 3 9 | 98 1 9 | 101 16 4 | 75 7 0 |
| | All schs. | 131 11 3 | 89 6 3 | 79 3 6 | 62 19 6 |
| 1888 | Sch. bd. | 152 14 10 | 98 1 9 | 106 0 9 | 74 15 3 |
| | All schs. | 132 19 4 | 89 6 3 | 81 14 8 | 64 3 0 |
| 1891 | Sch. bd. | 156 6 9 | 100 3 10 | 108 13 11 | 77 4 11 |
| | All schs. | 133 18 10 | 91 5 10 | 82 16 6 | 67 4 9 |
| 1894 | Sch. bd. | 161 10 10 | 103 15 1 | 103 0 1 | 81 8 0 |
| | All schs. | 136 19 10 | 97 3 0 | 86 0 9 | 72 6 2 |
| 1897 | Sch. bd. | 165 13 4 | 104 19 7 | 116 14 2 | 81 2 10 |
| | All schs. | 140 6 0 | 99 3 5 | 89 16 3 | 73 5 9 |
| 1900 | Sch. bd. | 170 10 9 | 109 6 6 | 121 19 11 | 83 19 8 |
| | All schs. | 145 15 3 | 104 10 4 | 95 14 9 | 77 1 2 |

Some of the teachers in receipt of these salaries, particularly head teachers, were also provided with a school house as part of their emoluments.

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# CHAPTER 8

## THE FULL AND HALF-TIMERS' EXEMPTION QUESTION

Industry in the nineteenth century, particularly in the textile mills of the north, demanded vast numbers of operatives to perform functions now in most cases automated, and children were looked upon as a suitable source of labour, not only because they were needed to mind the machines and were easily taught, but also because they were cheap to employ and thus helped to keep adults' wage-rates depressed. The working conditions and treatment of these poor little hirelings were appalling and as a result a series of Factory and Workshop Acts were passed between the years 1802 and 1867.

The first was that of the elder Sir Robert Peel. It limited the hours of labour for apprentices to twelve hours, excluding meals, forbade compulsory work between 9 p.m. and 6 a.m., and included provision for the education of the apprentices in the 3 R's on the factory premises at some time during the working-day by some suitable person. This Act quickly became a dead-letter as it was inadequately enforced, the prescribed casual visitation of a Justice of the Peace and a clergyman being ineffective. Furthermore, employers simply gave up taking children as apprentices and treated them as ordinary hired labour.

Further agitation for better conditions for working children continued and in 1819 Sir Robert Peel secured the passage of another

Factory Act, in an emasculated form, prohibiting the employment of children under ten in cotton mills and providing for their receiving half an hour's tuition each day in the three basic subjects. In 1833 another Bill, sponsored by Lord Ashley (later the Earl of Shaftesbury), became law. It applied to all textile factories, save those engaged in silk-making, and limited the hours of labour of "young persons" aged between thirteen and eighteen to 69 hours a week, of children from nine to thirteen to 48 hours a week, and forbade the employment of those aged under nine. After their hours of labour, the children aged between nine and thirteen were to attend classes provided by their employers for at least two hours a week. An inadequate number of four factory inspectors were appointed to enforce the Act and to impose fines for breaches of observance.

In 1840 Lord Ashley brought about the appointment of a Select Committee of the House of Commons to inquire into the workings of the Factory Acts and the employment of children. As a result of the report, Sir James Graham introduced in 1843 a far-reaching Factory Bill containing educational proposals of an advanced nature for that period, but owing to nonconformist agitation it was withdrawn and a watered-down version became law in the following session as the Factory Act of 1844. This Act was retrograde in lowering the age of employment from nine years to eight, but it compelled children between the age of eight and thirteen employed in all textile factories to spend either six half

days or three whole days at school each week. Employers were to obtain certificates testifying to the attendance of their juvenile employees at school; to pay for their education twopence per week was deducted from the children's wages; and the factory inspectors were given the additional task of inspecting schools and of disallowing attendance certificates given by incompetent teachers. The Acts of 1864 and 1867 extended these regulations to other types of factories and workshops. There were, however, no regulations affecting other forms of employment, as, for example, in agriculture.

Such then were the laws appertaining to juvenile labour when the Elementary Education Act was placed on the statute book in 1870, and these affected many children employed in the workshops and factories of Salford, although not so many as in the predominantly textile towns of Lancashire a few miles to the north, such as Bolton, Oldham, Bury and Rochdale. And as one of the first steps taken by the Salford School Board was to make attendance at school compulsory, provision had to be made in the bye-laws, sanctioned in December 1871, for the employment of children under the Factories and Workshops Act. The second bye-law therefore ruled that:

"If any child, having attained the age of ten years shall be certified by one of Her Majesty's inspectors of schools to have passed an examination in the IVth Standard of the new code of regulations of the Education Department dated the seventh day of February 1871, such child shall be totally exempted from the obligation to attend school. Provided, also, that if any child,

having attained the age of ten years, shall be certified as aforesaid to have passed an examination in the IIIrd Standard of the said code; such child shall be exempted from the obligation to attend school more than one-half of the school meetings in any one week." This bye-law in part anticipated the Factory Act of 1874 which raised the ages of exemption to ten years for half-timers and fourteen for children employed full-time under the Acts.

In their early years the Board did not bother themselves overmuch about half-timers and children at work. Indeed, it was not until 1872 that the subject caused any comment at the meetings of the Board. In April complaints were made that the Factory Acts were being evaded by half-timers working full time, and in August H.B.Harrison, a nonconformist, referred to the many children at work in the borough who were aged under thirteen and who could not produce a certificate to show that they were educated to the necessary standard for going to work. He said, supported by Goulden, a Church of England member, that it would be useful if they could enlist employers on their side in enforcing the clauses which affected the employment of such children. But nothing seems to have come of this brief discussion, and the Board did not even begin to collect and publish the number attending school half-time until the quarter ending 31st. March 1874, when there were stated to be 1,372, that is, approximately 6.5 per cent of the 20,492 children on the rolls of the schools in the borough.

In 1873, however, the Salford standards of exemption were

criticised by the H.M.I. of the district, Mr. Brodie, in his General Report for 1872.[1] It condemned the second bye-law for putting "a premium on children leaving school rather too early", as Standard IV was too low for full-time exemption. This was undoubtedly one of the factors militating against satisfactory attendance returns by comparison with, for example, Bolton, where the standard for full-time exemption was the sixth and the standard for part-time exemption the fifth. Many children ceased to attend school in Salford after passing Standard IV, not to go to work, but merely to stay at home, as exemption, complete or partial, was not conditional on the child being employed. This criticism of the Salford standards was repeated in the reports of H.M.I. Cornish for 1878 and 1882.[1]

Early in 1875 a deputation of the Salford and District Teachers' Association appeared at their own request before the Board to give their views on, among other subjects, the action of compulsion with reference to half and full-time exemptions. It was their belief that Standard IV was too low as the limit of compulsion. Their concern, however, seems to have been mainly monetary, stemming from new Education Code giving a grant of 4s.0d. per head for all scholars who passed a proper examination in history, grammar and geography. It reduced the grant for the 3 R's from four shillings to three shillings in each, a net gain of one shilling if the three additional subjects were passed, but the new

1. Vide. Appendix I pp. 523, 524, and 527-535.

Code insisted on an average of 40 per cent of the scholars earning the new grant, which would otherwise be paid at the rate of two shillings per head, a net loss of one shilling. The pupils who would have to pass the new examinations would be in the higher standards, from which they were too easily exempted by the Salford bye-laws.

Following this meeting, the School Board unanimously passed a resolution to forward a memorial to the Education Department asking that Article 19, chapter 6, of the 1875 Code be modified to make the proportion of scholars presented under Standard IV and upwards 30 per cent or even 25 per cent, instead of 40 per cent. Thus, the Board preferred asking for the proportion of scholars in the upper-standards to be lowered to increasing their standards for exemption. This action is significant in that it sets the pattern for the Board's attitude towards whole and part-time exemption for much of the period, and particularly for the early 1880's.

On the other matters raised by the teachers' deputation, the Board replied that from May 1873 to March 1875, 430 children were exempted from attending school for special home reasons and that there were about a hundred such exemptions in force at the latter date. As to Standard IV being too low for whole-time exemption, the Board deferred consideration of this until it was seen whether the new Code was to be modified or not. The Board also asked the teachers of all the schools in the borough to send in, after each annual examination, certified lists of all children of ten

years of age and upwards who had passed in Standards III and IV.[1]

As a result of the Salford memorial and similar pressure from other boards, the modified Code for 1875, issued in April, reduced the proportion of children to be presented under article 19, chapter 6, to 20 per cent, a retrograde step. (The proportion was further modified to 10 per cent in 1876, to 15 per cent in 1877, and to 20 per cent again in 1878.)

In July 1875 the Salford and District Teachers' Association passed a resolution deprecating that compulsion was only enforced until the child had passed Standard IV.[2] Again the reason was financial, as the schools could not earn the highest grant unless they presented in Standards IV to VI 30 per cent of the children examined. The Association wished to see compulsion extended until at least Standard V had been passed. A teacher from Gravel Lane Wesleyan School pointed out that in this school there were only 13 per cent of the children in the top three standards and that the national average was only 18 per cent. There were also complaints made that Birley, in his private capacity, was forcing half-time exemptions on children who did not want them, but who had passed Standard III. A wish was also expressed to resist the School Board's enquiries about the numbers of children presented in the various standards; it therefore seems that the teachers were fearful of increasing School Board interference and subsequent control.

1. Salford Weekly News 26. 6.1875
2. Salford Weekly News 3. 7.1875

In March 1876 the School Board passed a resolution concurring in the opinion of the Guardians of the Chorlton Union that the provision of section 3 of the 1873 Elementary Education Act, making the attendance at school of outdoor paupers' children aged five to thirteen, until they had passed the local standards for exemption, a condition for continuance of relief, was one which in many cases inflicted an amount of hardship disproportionate to any advantage gained from directly enforcing education. The Chorlton Guardians wanted similar discretionary powers to those of the school boards as to whether to prosecute or not for non-attendance. This resolution was opposed by the School Board Chronicle[1], which said that the Guardians' main aim was to keep down the poor-rate.

In the same year a further Education Act, Lord Sandon's, was passed. This, among other measures, forbade the employment of children under the age of ten and declared it the duty of the parent to see that his child received adequate instruction in the three basic subjects. Unfortunately loopholes in the system still remained. The local bye-laws for full and half-time exemption still held good, whether based on passes in the standards or, in the case of dull children, on the number of attendances made in five consecutive years, an exemption popularly known as the "dunce's pass".

In consequence of this Act, the Salford Board took counsel's opinion and modified their bye-laws accordingly. Among

1. 18. 3.1876

other alterations, the second bye-law had two provisos added: as a "reasonable excuse" for a child's not attending school full-time - "That the child is employed and attending school in accordance with the provisions of the Factory and Workshops Act"; and as a "reasonable excuse" for the non-attendance, complete or partial, of a child at school - "That the child is employed otherwise to the satisfaction of the Board." This latter proviso gave the Board wide powers of exemption. It was decided that the standards for partial and total exemptions should stay at III and IV respectively, but that the phrasing would be changed to "the standards of the current Education Code", not "the standards of the 1871 Code".

December 1878 saw the Board receive another deputation from the Salford District Teachers' Association on the subject of raising the standards for exemption to come in line with Manchester's, which were now IV and V for half-time and full-time exemption respectively.[1] Apart from their objection that the children exempted were too young to go to work, they were again obviously inspired by the fact that they could not earn the highest grant, which was consequent on presenting 20 per cent of the children in the three highest standards. Their request was turned down by Birley, who replied that the onus lay with the schools, which discouraged attendance by charging increased fees in the higher standards.

1. Salford Weekly News 14.12.1878

Meanwhile, since 1875 a more acute problem had been demanding the attention of the advanced educationists in the country. In December 1875, Reginald Bury, the Clerk to the Barnsley School Board, had deliberately introduced into the bye-laws a clause which explicitly over-rode the Factory Acts. From the usual form that nothing in the bye-laws should apply to "any child employed in conformity with the provisions of the Factory Acts", the wording was altered to "Nothing in the present bye-laws shall have any force or effect in so far as it may be contrary to anything contained in any Act for regulating the children employed in labour." This was to make the Barnsley magistrates wrong in dismissing summonses brought against parents who sent their children to work half-time under the Factory Acts without having passed the requisite standard. Bury was undoubtedly correct in his action for the Factory Acts did not confer on parents the right to send their children to work; they only prescribed the conditions to be observed if children were at work in factories. Section 74 of the 1870 Act said that the bye-laws should not contain anything contrary to the Factory Acts and this simply meant that where the Factory Acts declared that a child should attend school, the bye-laws must not relieve the child from such attendance, that is, they must not be less stringent than the Factory Acts. The amended Barnsley bye-law was upheld by the decision in the case of Bury v. Cherryholm on appeal to the Exchequer Division in 1876.

Many school boards, among them Hull and Sheffield, altered their bye-laws to come in line with Barnsley's. Salford, however, ignored the question. Indeed, in Salford the Factory Inspector prosecuted parents for allowing children under thirteen to be employed full-time, even though they had been totally exempted from attendance at school by having passed Standard IV.[1]

The School Board Chronicle[2] took the Salford Board to task for their lax exemption bye-laws, and stigmatised them as the "first to adopt and bind themselves to a policy the exact reverse of that at Sheffield" (which had just followed Barnsley's example). The amended second bye-law (see above) was severely criticised. Lancashire generally was attacked for its lack of concern over the question of child employment by comparison with Yorkshire.

In 1878 the Manchester School Board, whose standards of exemption had been the same as those of Salford, raised them to IV and V for half and full-time exemptions respectively. Manchester further ruled that the passing of an exemption-standard did not confer on a child of school age an absolute right to stay away from school; exemption must be for the child to go to work. Manchester was the first Board to do this, but it still allowed children to go to work half-time without passing the standards (as did Salford) where such employment was felt to be necessary.[3] H.M.I.Cornish, in his report for 1878 (viz. Appendix I ) recommended

1. School Board Chronicle 28.10.1876
2. 16.12.1876
3. School Board Chronicle 7.12.1878

that Salford should follow Manchester's example.

In 1879 with the Oldham case of Mellor v. Denham, the half-time question became a subject of a more acute controversy. The Queen's Bench Division reversed the earlier Bury v. Cherryholm decision. Mr. Justice Lush ignored the Barnsley verdict and interpreted section 74 of the 1870 Act to mean that school board bye-laws should not interfere with employment under the Factory Acts. An appeal against this judgment was dismissed by the Court of Appeal in 1880, on the grounds that the Court had no powers to deal with a criminal case (for such it was under section 47 of the Supreme Court of Judicature Act 1873) which had already been decided upon by a High Court of Justice. The decision in Mellor v. Denham pleased the boards like Salford which were favourable towards half-time employment.

The dilemma that had arisen over the two contradictory decisions was in part resolved by the Education Department, which favoured the Barnsley viewpoint, when in late 1879 it refused to recognise for annual grant any half-time pupil presented for examination under Article 20, A1, of the Education Code who had not passed the standard fixed for partial exemption by the bye-laws. Bolton appear to have been the first board to suffer by this ruling and their agonised protests brought cries of alarm from many of the other Lancashire boards.

In consequence of the changed situation, the Salford Board memorialised the Department in January 1880, pleading that the grant had been properly earned as the Board's bye-laws stated,

inter alia, "that the parents of every child residing within the school district shall cause such child not being less than five nor more than thirteen years of age to attend school, unless there is some reasonable excuse for non-attendance."[1] Children need not therefore have passed the prescribed Standard III examination for official part-time exemption, as the Board were prepared to recognise half-time employment under the Factory Acts as a "reasonable excuse". Furthermore, the Board claimed that the employment half-time of children who had not reached the standards prescribed in the bye-laws, but who had made the necessary 150 school attendances, was of educational value and importance, as many of the children so employed were of a refractory and truant nature and so their attendance at school on 150 occasions was secured with a minimum of difficulty. This was to be an argument frequently reiterated by the Board in their controversy with the Department over the exemption standards.

At the same meeting at which the memorial was decided upon, the attendance statistics for the previous quarter, ending 31st. December 1879, revealed that there were 1,178 half-timers under the Factory Acts and 280 exempted by the Board, just over four per cent and one per cent respectively of the 26,879 pupils on the rolls of the public elementary schools in the borough. Thus the Board's concern was over a small proportion of their pupils, for the half-time system was nothing like as widespread in Salford

1. Salford Weekly Chronicle 17. 1.1880

as in the great cotton towns such as Oldham and Bolton, a few miles to the north. (The table on page 336 shows that this was the case for the whole of the school board period.)

The Board's memorial was strongly criticised by the School Board Chronicle.[1] Its main point was that refractory children were not likely to go to work, let alone school, unless the Board was more forceful in securing attendance. This was the view expressed by H.M.I.Cornish in the Education Department Report for 1882. (vide Appendix I ).

The Department replied to the memorial that the grants originally withheld were to be paid in this instance, although they could not undertake to pay them in future. (This was the usual procedure when alterations in the terms of grant were introduced.) Thus the standards for exemption under the bye-laws were to be enforced.

Commenting further, the Education Department said that it was scarcely credible that after all the efforts made by the Board to enforce compulsion, a considerable number of children above ten years were unable to pass Standard III. But if such were the case, the proper course would be to fix the standard for exemption at the second, "but at all events all children of ten years of age and upwards must be treated alike."[2]

Birley, commenting on this, said that the Liverpool School Board had already reduced their standard for partial exemption

1. 24. 1.1880
2. Salford Weekly News 14. 2.1880

from the third to the first, and it would seem to be desirable for the Salford Board to do the same, otherwise children who were employed half-time without having passed the prescribed bye-law standard would not be very favourably received in the schools as the managers would get no grant for them and such children would therefore be forced into a "vagrant and migratory life." Salford was not alone in considering the lowering of its standards for half-time exemption. Leeds School Board, for example, tried fruitlessly to make its bye-laws on attendance inapplicable to children employed under the Factory Acts. Despite the false hopes held out by the Education Department's reply to the Salford Board's memorial, there was little prospect of success for applications to lower the standard of part-time exemption below the third. The 1879 Code had stipulated that districts without bye-laws must adopt Standard III for half-time exemption in 1880 and Standard IV in 1881. The School Board Chronicle[1] expected the Department to force districts with low standards of exemption to adopt higher ones.

What Birley had failed to recognise with respect to the Liverpool standard was that this had been introduced in 1878 when the Board had endeavoured to alter its bye-law for half-time exemption to the terms of the London bye-law which specified no standard but stipulated that employment must be "necessary and beneficial", a condition the London School Board had strictly interpreted. The Liverpool Board had been refused permission to follow London in this and instead had adopted Standard I as the

1. 3. 4.1880

standard for half-time exemption, but with the rider that such exemption should be proved to be "necessary and beneficial". And since then the London School Board had adopted the standards V and VI for half-time and total exemption respectively and with the same condition as in Liverpool; half-time employment was, of course, relatively uncommon in the capital.

Further false hope was, however, offered to the Salford School Board in a memorandum from the Education Department in April.[1] This concluded: "It must be assumed that the ratepayers, who practically fix the standard, fix it in accordance with the circumstances of the district, and it would obviously be unjust to fix one standard for factory children and a higher standard for non-factory children. If the standard for partial exemption is too high, it is quite competent for the proper authority to propose a lower." The Bolton School Board took advantage of this to change its half-time standard from V to III;[2] this request was granted as the standard was only that which had so far obtained in many other areas, for example, Salford. The full-time standard still remained the sixth, compared with the fourth in Salford.

The General Election of April 1880 made the Salford Board postpone application to lower the standard of half-time exemption until May, when they memorialised the new Liberal

1. Salford Weekly News 16. 4.1881
2. Vide Appendix I, p.532

Education Department on the same lines as their memorial of January, in the hope that more favourable consideration of their viewpoint might be given. However, this was not the case, as the education bill prepared by Mr. Mundella and Earl Spencer, which became the Elementary Education Act 1880, enacted in clause four that children employed under the Factory Acts should have passed the bye-law standard for exemption, otherwise the employer would be open to prosecution. Obviously the Liberals had returned to power intent on forcing universal compulsion and not on leaving it to the bye-laws. It is not likely therefore that the Liberal Education Department could have supported any Board that wished to lower considerably its standards for exemption. Indeed, although the Conservative Code for 1880 had not "lain on the table" of the House of Commons for the requisite month for it to become enforceable, the Liberals merely reintroduced it without amendment.

In July the Salford Board unanimously adopted a petition deprecating clause four of the new education bill.[1] It is noteworthy that it was Birley who moved the adoption and Mather who seconded it. The latter reiterated the view of Birley, and presumably of the whole Board, that the present state of affairs allowed them to deal satisfactorily with the vagrant class of children to be found in manufacturing districts who might otherwise have been committed to industrial schools. If the clause was

1. Salford Weekly News 17. 1.1880

passed, Mather said, the Board would have to lower the standard of exemption, which would have the effect of lowering the tone of education for the better class of children also.

The Manchester School Board adopted a similar petition, saying that ease of exemption helped to make truant children attend school and that it helped extremely poor parents. The School Board Chronicle[1] unjustly suggested that the pressure of local manufacturers was behind the move, and of the Salford School Board, said that it possessed "an exceptional faculty for drawing up a telling memorial and making the very best" of its case. This would seem to be an indirect compliment to the Clerk of the Board, J.G.C.Parsons. In contrast to the actions of the two great south-east Lancashire Boards, the Bradford Board declared itself in favour of the Education Department's decision.

In further consequence of the new bill and its fourth clause, a deputation from the school boards of Salford, Manchester and Ashton-under-Lyne were received by Earl Spencer, the Lord President of the Council, and Mr. Mundella; William Mather was the Salford representative.[2] The arguments against the bill as expressed in the Salford memorial were again advanced. Mather said that in Salford they did not find their number of exemptions increasing, but they felt that they should have a large discretion for granting exemptions, the condition of a number of the poor

1. 31. 7.1880
2. Salford Weekly News 31. 7.1880

children making it imperative that they be dealt with in a liberal-minded manner. Earl Spencer, in reply, said that it was of advantage to factory children as well as to other children and their parents that they should be required to reach a particular standard before they went to work. He was not aware that the discretionary powers of the school boards regarding the prosecution of non-attenders was affected. However, he made no reference to the thorny question of the payment of grant for half-timers who had not passed the bye-law standard for exemption. The meeting ended inconclusively, with the deputation promising to make further communications to the Education Department.

The passing of the 1880 Elementary Education Act in August gave the Salford Board no satisfaction, as clause four went through in its original form, by which an employer who engaged a child between ten and thirteen who had not passed the bye-law standards for exemption was liable to prosecution. But no steps were taken by the Board on the lowering of the exemption standards until April 1881, when a resolution was adopted to alter the standard for partial exemption from the third to the first.[1] An important qualification was, however, added,"that the child must be shown to the satisfaction of the local authority (the School Board) to be beneficially and necessarily employed" - the condition demanded by the London and Liverpool boards. The Board was impelled to take this step because warnings had already been given to employers in Salford by the Inspector of Factories that they were contravening

1. Salford Weekly News 16. 4.1881

clause four of the 1880 Act if they were employing children who had not passed Standard III, unless such children were at work before 26th August 1880. Shortly before this date of the passing of the Act, the Board had ascertained that there were 424 children, less than two per cent of the children on the school rolls of the borough, employed half-time under the Factory Acts without having passed Standard III. There were also 65 aged ten and over, less than a quarter of one per cent, who were specially exempted by the Board and who had not passed the third standard. Thus, only about 500 children in all were affected by the current standard for half-time exemptions.

The passing of the resolution did not go without opposition. H.B.Harrison said that the lowering of the standard would be a retrograde step. John Lee, another Unsectarian, said that if it were passed, it would be an inducement for idle and dissolute parents to neglect their work and rely on the earnings of their children. Birley, in defence, pointed out that since the warnings of the Inspector were received, a number of children had been turned out of factories because they had not passed the third standard and they were now selling newspapers on the streets or following other desultory employment. The resolution was then passed, with Lee and Harrison, the only two Unsectarians present, voting against it.

That this resolution was passed at a meeting at which there were only seven members present, three of whom had voted for it and two against, with two abstaining, was criticised both by the

Liberal Salford Weekly News[1] and the H.M.I. for the district.[2] The former opposed the lowering of the standard of half-time exemption for all the children in the borough for the sake of a mere five hundred, and supported Harrison in his contention that a child ought to be capable of passing Standard III be the age of ten. Obviously the Board was not enforcing attendance as it ought to have done if there were children in unsatisfactory employment not under the Factory Acts and not having passed the third standard, as Birley admitted.

The proposed amendment to the bye-laws was submitted to the Education Department for approval but this was refused: "My Lords cannot accept the first standard as the standard for partial exemption. My Lords cannot accept any standard lower than the second which no child of ordinary intelligence ought to have any difficulty in passing, and they are strongly of the opinion that in a district such as Salford no lower than the third ought to be adopted."[3]

A special meeting of the School Board then adopted a memorial to the Home Office asking that Inspectors of Factories be given instructions to suspend proceedings under clause four of the 1880 Education Act until 1st January 1882 as long as the children concerned continued to attend school half-time. Mather, who had missed the meeting at which the amended bye-law was passed,

1. 16. 4.1881
2. Vide Appendix I, p.532
3. Salford Weekly News 7. 5.1881

seconded this resolution, although he said that any reduction of the standards for exemption would be retrogressive. However, if the memorial to the Home Office succeeded, it would give the Board seven months in which it might be able to make more satisfactory arrangements for the partial-exemption of those children who had not passed Standard III. The memorial was presented by Benjamin Armitage, a Salford Liberal M.P., who, in his reply to the Board, said, "I know that Mr. Mundella is much opposed to making the exemption you seek."[1]

This memorial also met with no success, the Home Office replying: "On consulting with the Education Department thereon, their Lordships point out that there is no power to suspend the operation of an Act of Parliament which prescribes that half-timers shall have passed a certain standard of education - even if it were reasonable to do so in the case of an Act passed only last August, after the most careful consideration."[2]

A letter from the Education Department, read at the same meeting as the one from the Home Office, confirmed that scholars who had been presented for a proficiency examination for labour certificates might be presented again at the same standard for purposes of grant, which was not paid for the labour certificate examination. Some children, apparently, had been withheld from going up for labour certificates through a fear that the school

1. Salford Weekly News 14. 5.1881
2. Salford Weekly News 18. 6.1881

would lose the grant at the end of the year if they passed.

In July the Board received an important letter from Mr. C.Hoare, Her Majesty's Inspector of Factories in this district, on the subject of half-time exemptions:[1]

"July 11th 1881.

Dear Sir,

I shall be glad to know what your Board make up their minds to do, as by postponing any action the grant is being affected, and it will not be easy to enforce large employers of labour to discharge a batch of children at a moment's notice. There are many children at work who have not passed Standard III, and there are school attendance committees in the country districts who are hanging back waiting to see what action your Board takes. It is all very well for the Education Department to argue for Standard III on theoretical grounds, but it is much better to look at the practical point. Many parents find it to be Education v. Starvation. The two cannot run side by side. In the interest of all concerned, I am strongly of the opinion your Board should alter to Standard II without delay, granting certificates at that standard to those beneficially employed until the 1st January 1883 or 1884."

Apart from adding fuel to the fires of argument of the majority on the Salford Board, by confirming Birley's estimate of the situation, that the employment of these poor children was necessary towards the maintenance of their families, it shows the

1. Salford Weekly News 16. 7.1881

regard paid by the smaller districts to the actions of the Salford Board. Nevertheless, the letter reveals that the Inspector of Factories was not conversant - as he should have been - with the current policy of the Education Department and its reasons for allowing the bye-laws to over-ride the Factory Acts.

At the September meeting it was accordingly proposed and passed that the Board should submit to the Education Department a new draft-byelaw, fixing the second standard as the qualification for part-time exemption, while keeping the fourth for total exemption.[1] Such a step had already been agreed to by the Education Department in a few cases. Any child claiming such exemption was to prove to the Board that he was satisfactorily and beneficially employed, which he did not have to do under the current bye-laws, by which, on passing Standard III, he was only under obligation to attend school half-time. The new proposals were therefore an improvement in this direction. Only H.B.Harrison voted against the proposal as a retrograde step; he also thought it undesirable for Salford to have a different standard for partial exemption to the adjoining city of Manchester, which intended retaining Standard III.

This proposed amendment of the bye-laws failed to meet with the approval of the Salford District Teachers' Association, which condemned it as a reactionary move. Their worries, however, were needless, as the Education Department refused to agree to the

1. Salford Weekly News 17. 9.1881

Board's proposal and indeed made the point in reply that Salford's standard for total exemption ought to be the same as that in Manchester, Standard V.[1]

The Board did not, however, accept this rebuff as final and submitted to the Education Department a further amendment to the bye-laws, by which Standard III would be retained as the qualification for half-time exemption in ordinary cases, while Standard II would be the qualification, with the "necessary and beneficial" condition, for special cases. It was again stressed that employment under the Factory Act was the best guarantee for attendance for children of the very worst class, whom the Acts enabled to help their parents without being driven to seek casual employment in the streets, usually to the selling of matches and papers at late hours.

On 22nd November 1881 the Education Department replied with an unequivocal and final decision against any lowering of the standards, repeating the previous arguments against the move.[2] Birley, when asked what Manchester intended to do, said that the Manchester Board had been waiting to see what happened to Salford's application.

Surprisingly, at its first meeting in 1882 the Board decided on another appeal to the Education Department for permission to relax the bye-laws. In the discussion preceding

1. Salford Weekly News 29.10.1881
2. Salford Weekly News 17.12.1881

the decision, it was pointed out in particular that in the national returns for 1880-81, 52 per cent of children of ten years and upwards presented for examination had not passed the third standard and that 24 per cent had not even passed the second. Birley, in moving the adoption of the letter, made the first reference to the founding of a day industrial school for absentee children who had so far been catered for by half-time education under the Factory Acts.

To this letter, the last appeal as it turned out, the Education Department replied that they had "nothing to add to the remarks contained in the letter of 22nd November, last."[1] And to reinforce this point, in February 1882 the Department asked the Liverpool Board to raise their standard for half-time exemption.

Now that there was obviously no point in making further appeals, the question of establishing a day industrial school assumed importance and Mather carried a resolution for a meeting of the Industrial Schools Committee with the Manchester School Board with a view to founding a joint truant school. Nothing came of this but a delegation of the Committee visited the South Corporation Day Industrial School of the Liverpool School Board. Their report was satisfactory and it recommended the Board to establish its own industrial school.[2] This was agreed upon and such a school was built on a site in Albion Street, Salford, and opened in October 1885. (Vide Chapter 9 )

At the prize distribution of one of his schools in

1. Salford Weekly News 11. 2.1882
2. Salford Weekly News 13. 5.1882

November 1882, Birley said that since the passing of the 1880 Education Act with its restrictions on half-time employment, juvenile crime in the district had materially increased, although he could not say how far this was attributable to these restrictions. In Salford the increase was 6.5 per cent and in Manchester 40 per cent.[1]

Meanwhile what had been the picture of half-time attendance in this period? The following table shows that between December 1879 and December 1882 the number on the rolls had risen by over 3,500, while the number of half-timers exempted under the Factory Acts had fallen by about 40 per cent and the number specially exempted by the Board had declined from 280 to 95, almost exactly one-third of the 1879 figure.

Attendance returns for December quarters, 1879-1882.

| Quarter ending | Average attendance | Number present at all | Number on books | Half-timers exempted under Factory Acts | Half-timers specially exempted by the Board |
|---|---|---|---|---|---|
| 31 Dec.1879 | 18,170 | 22,554 | 26,879 | 1,178 | 280 |
| 31 Dec.1880 | 19,137 | 23,398 | 27,218 | 1,123 | 212 |
| 31 Dec.1881 | 19,600 | 23,900 | 28,484 | 871 | 151 |
| 31 Dec.1882 | 20,829 | 25,078 | 29,654 | 687 | 95 |

It can be seen from this table that the number of half-timers affected by the operation of clause four and the Education Department's firmness was relatively small. This stands as a direct

1. Salford Weekly News 18.11.1882

rebuttal to the charge that the Board was desirous of pandering to the demand of local employers for cheap labour.

Further proof of the Board's desire to enforce attendance was shown by their adoption in March 1883[1] of Standard V as the qualification for full-time exemption, the standard prescribed in neighbouring Manchester and recommended to the Board by the Education Department. A rider was also added to the part-time exemption standard, the third, that a child claiming such exemption must show that he was "necessarily and beneficially employed." The resolution on the amendments was carried 8 - 5. Birley was one who spoke against it, claiming that if Standard V was decided upon for full-time exemption, few children of working men would be able to reach it by the age of thirteen and thus the proposed bye-law would adversely affect the condition of the working-class in Salford. The Roman Catholic Reverend J.K. O'Doherty, however, said that half the poor children in Manchester and Salford were of his sect and that Birley exaggerated their poverty. Thirteen, he thought, was early enough to go to work. The Salford District Teachers' Association had also spoken in favour of the adoption of the proposed amendments. At the same meeting a memorial to the Home Secretary was decided on, recommending that the casual employment of children under ten years should be prohibited by law.

In June 1885 the majority on the Board showed that they had not given up all hope of going back to the old half-time system. When asked to support a memorial of the Bradford School Board that a

1. Salford Weekly News 17. 3.1883

qualification of an average 250 attendances over the previous five years should exempt dull children between ten and thirteen years of age from passing the prescribed standard to secure half-time exemption, the Salford Board went further and suggested that the period be only three years. They also passed a motion by a small majority calling for the repeal of section four of the 1880 Act. For these opinions they were roundly condemned by the School Board Chronicle[1] in an editorial. What the Bradford Board had been seeking was an extension of the so-called "dunce's certificate", a form of exemption by attendance authorised by Lord Sandon's 1876 Act. By this Act a child might secure exemption by making an average of 250 attendances in not more than two schools during each year for five years from the age of five; poverty was to be a condition of exemption. Mundella's Act of 1880 confined this exemption to the twelve months between the ages of thirteen and fourteen years, and it was the relaxation of this that the Bradford Board sought.

However, this was only a temporary faltering, for the Salford Board carried a motion in April 1889 raising the standard of total exemption from the fifth to the sixth, and this was enforced from 1st January 1890.[2] It is, however, salutary to recall that neighbouring Bolton had adopted this standard for full-time exemption in 1871. There were only two opponents of the

1. 18. 6.1887

2. Salford Reporter 13. 4.1889

resolution, Birley, who as ever argued that half-time employment was beneficial to many poor families and was often the guarantee of school attendance and who said that as many schools increased their fees in the higher standards such a step would weigh heavily on the poor, and a somewhat reactionary Anglican cleric, the Reverend J.E. Gull, who saw the motion as a disguised move towards free education and an attack on the voluntary schools. Free education, he said, would soon destroy the prosperity of Salford.

In July the Board urged the Watch Committee of the Town Council to adopt draft bye-laws prepared by the Board on the employment of children under fourteen as street-vendors or in casual employment in the hours of darkness unless they had obtained a school attendance exemption certificate. Furthermore, they suggested that no child under fourteen should be employed in street-vending on Sundays. In November a motion of a Roman Catholic member that the standard for part-time exemption be raised from the third to the fourth was only defeated 6 - 4. In July 1890, perhaps influenced by the Board's recommendation, the Town Council approved a bye-law banning the crying of newspapers on Sundays.

Although there was another attempt in mid-1890 on the part of some members to remove the exemption standards, a year later the Board passed a resolution supporting a government bill for the raising of the minimum age of exemption from ten to eleven.[1] The Cross Commission of 1888 had advocated this measure

1. Salford Reporter 13. 6.1892

and the British representatives to the International Labour Conference in Berlin in 1890 had concurred by supporting a resolution to make the minimum age for children to go to work twelve years. The bill, which became law as the Factory and Workshops Act 1891, in section eight, enacted that after 1st January 1893 no child under eleven years was to be employed half-time in a factory or workshop and that thirteen was to be the minimum age for full-time employment. The three Salford Conservative M.P.s voted against the measure, which was strongly supported by William Mather, now the member for Gorton, Manchester. As a result of this Act there was pressure from the Education Department to make eleven the minimum age for all employment. In consequence the Salford Board raised the age of exemption for all forms of employment to eleven and the standard for half-time exemption from the third to the fourth from 1st January 1893. This raising of the age for all exemptions by Salford anticipated the Elementary Education (School Attendance) Act of September 1893.

In May 1895 the Board passed a resolution recommending the Home Secretary to raise the minimum age for employment to twelve years, and in December the Board adopted a memorial to the Education Department urging that the attendance qualification should be raised from 250 to 350 attendances per year, but no change was made in this respect. Three years later the Board sent another memorial to the Department supporting that of the London School Board urging the institution of thirteen as the minimum age for whole-time exemption and then only for children who had made an average of 350 attendances

for five out of the previous six years,[1]

Two sets of returns published in the School Board Chronicle of 6th March 1897 and 26th February 1898 show how Salford stood on the half-time and full-time exemptions question in relation to other places.

Table 1

| | Standards for half-time exemption | | | Standards for full-time exemption | | |
|---|---|---|---|---|---|---|
| | II | III | IV | IV | V | VI |
| Outside Municipal boroughs | 126 | 1,065 | 6,764 | 828 | 1,348 | 72 |
| In Municipal boroughs | 4 | 50 | 100 | 7 | 118 | 53 |

Salford had the fourth standard for half-time exemption and the sixth for full-time.

1. Salford Reporter 26. 2.1898

Table 2 Half-timers in England and Wales, 1898.[1]

76,621 in the Counties 54 in Wales

Of these 33,975 in Lancashire

19,964 in West Riding, Yorkshire

5,274 in Cheshire

2,162 in Staffordshire

Many counties with none.

43,072 in the County Boroughs

6,887 in Bradford

5,746 in Blackburn

4,466 in Burnley

427 in Salford

420 in Manchester.

Total for all England and Wales 119,747

May 1899 saw a resolution passed by the Board supporting a bill to raise the age of exemption from eleven to twelve, subject to any necessary provision for any special cases or districts. This was enacted by the Elementary Education (School Attendance) Act (1893) Amendment Act 1899, with force from 1st January 1900. This Act contained provisos for children employed in agriculture who might be half-timers at eleven if they had passed the standards and for children who had not passed the standards but who might obtain partial exemption on reaching twelve if they had made 300 attendances in not more than two schools during five previous years, whether

1. Return to the House of Commons 6th August 1897

consecutive or not. In consequence the Salford Board raised its standards for partial exemption from the fifth to the sixth.[1] By the Elementary Education Act 1900 the Board extended the bye-laws to apply to children between thirteen and fourteen years of age and increased the number of qualifying attendances for the "dunce's certificate" for a child aged between thirteen and fourteen from 250 to 350 for any five years after the age of five in not more than two schools.[2] The standard for full-time exemption was raised from the sixth to the seventh, the highest possible. The amendments came into effect on 18th February 1902. Bolton, incidentally, had adopted Standard VII for full-time exemption in 1893, London in 1898, and Manchester in 1899, so Salford was not exactly in the forefront of this movement.

The last return on half-timers made in the School Board period, that for 31st May 1903, showed that out of a total of 41,093 on the registers, there were only 91 employed under the Factory Acts and 37 specially exempted by the Board, a mere 0.3 per cent of the school population. True to form the child employment problem in Salford remained a small one, despite the struggle with the Education Department in the early 1880's. Thereafter the Board tended to keep slightly in front of the official rulings on the question. Half-time exemptions everywhere were finally abolished by the Education Act of 1918 from 1st July 1922.

1. Salford Reporter 26. 5.1900
2. Salford Reporter 17.11.1900

The following table shows the half-time situation in the final quarter of each triennial board:

Half-timers in Salford 1871 - 1903

| Quarter ending | Number on registers | Half-timers: Under Factory Acts and bye-laws | Half-timers: Specially exempted by the Board | Half-timers: Total | Percentage of number on registers |
|---|---|---|---|---|---|
| 31 Dec. 1871 | 16,631 | No return | No return | - | - |
| 30 Sept. 1873 | 20,610 | - " - | - " - | - | - |
| " 1876 | 23,657 | 1,353 | 193 | 1,546 | 6.5% |
| " 1879 | 27,119 | 1,258 | 269 | 1,527 | 5.6% |
| " 1882 | 29,201 | 751 | 113 | 864 | 2.9% |
| " 1885 | 32,423 | 666 | 150 | 816 | 2.5% |
| " 1888 | 34,292 | 499 | 92 | 591 | 1.7% |
| " 1891 | 35,152 | 442 | 311 | 753 | 2.1% |
| " 1894 | 38,055 | 385 | 52 | 437 | 1.1% |
| " 1897 | 39,051 | 254 | 71 | 352 | 0.8% |
| " 1900 | 39,652 | 105 | 27 | 132 | 0.3% |
| 31 May 1903 | 41,093 | 91 | 37 | 128 | 0.3% |

Postscript - Some of the effects of the exemptions system

That the half-time system was a bad one is not to be doubted, despite the pleas, particularly by Birley, that it secured some school attendance by refractory children. Much of the evidence given to the Cross Commission in 1887 condemned it. The headmaster of Eastbrook British School, P.Baxendale, for example, said that it had an immoral influence and was bad for character, and others were of the same opinion.

An ex-elementary school teacher in a Lancashire cotton town, who had taught a great number of half-timers and who as a boy had worked for four years in a mill, described how he had seen them fall asleep over their books after they had spent a morning of six hours in the factory.[1] It was only the demands of the system of "payment by results" that had compelled him, cruelly and against his better inclinations, to force them through the standards. "In spite of their alleged sharpness," he wrote, "no schoolmaster likes them. The testimony of all teachers in Lancashire is with me on this one point. The half-timers, as a rule, hamper and hinder the progress of the class."[2]

Clarke's book was first published in 1897, but this conclusion had been arrived at fifteen years earlier by H.M.I. Cornish in his report on his division, which included Salford,

1. The Effects of the Factory System: C.A.Clarke, p.78
2. ibid. p.79

in 1882: "the statement that they (the half-timers) were sharpened for lessons by spending half their time in a mill was a pleasant fiction."[1]

Apart from the adverse effect on their education, Clarke cited the evidence of Archdeacon Wilson of Rochdale,[2] who described the results of the system on the physique of the employed children. The children who became half-timers in 1891 at the age of ten grew less rapidly in height and weight thereafter than those who remained at school full-time. These figures were confirmed by the Rochdale School Board's independent measurements. After the half-time exemption age was raised to eleven, Archdeacon Wilson made a further enquiry and discovered that the check at the age of ten had disappeared and that a slighter one was apparent at eleven. In other words, these enquiries, so far as they went, showed that the work of these children in the mills from the ages of ten to eleven, and to a lesser extent from eleven to twelve, stunted their growth. What went for half-timers must have applied more forcibly to the full-timers.

At the Salford Board meetings individual cases of gross over-working of exempted children were discussed. In

1. Vide Appendix I, p.533
2. Article on "Half-timers" printed in the Labour Leader 25.5.1895 and quoted by Clarke on page 79 of his book.

July 1898, for example, a case was cited of a half-timer who worked fifty hours a week, irrespective of his attendance at school, in a barber's shop for two shillings and sixpence. Thus the continual raising of the exemption ages and standards, slow though the process was, is to be set down to the credit of the educationists of the last quarter of the nineteenth century.

Children employed out of school hours in Salford

In June 1898 the Education Department issued a circular making enquiry as to the number of children in full-time attendance at school who were known to be working for wages or employed for profit, and as to their ages, standards, occupations, hours of work and rates of pay. The investigation carried out by the Salford School Board revealed that of the 9,131 children on the rolls of the Board's departments for older scholars at the time of the enquiry, 453 were so employed, many of whom were working for a considerable number of hours. One child was recorded as working 43¼ hours per week and the most he could have received for this was 1s. 6d! The average number of hours employed per child each week was 11¾ and the average rate of payment was 1s. 6d., although in some cases meals were included.[1]

A Joint Committee of the Home Office and the Board of Education was appointed in 1901 to report upon the matter. The

1. Triennial Report 1900.

major recommendation made was that the county and county borough councils should be given power to make suitable bye-laws regulating type of employment and working conditions for all children, without distinguishing between social classes. A system of licensing of individual children was recommended for the special case of street-trading, and it was suggested that there should be a general prohibition of night labour by children and of labour manifestly injurious to health.

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# CHAPTER 9

## INDUSTRIAL SCHOOLS AND WELFARE PROVISION

Education is itself the greatest of the welfare services for the young, and thus any of the measures taken by the Board and the voluntary agencies to provide school accommodation, to improve the standard of teaching, to secure attendance, and to raise the leaving age and exemption standards are aspects of welfare provision. But the more direct efforts, to be considered in this chapter, are those whose immediate aim was the care, protection, and education of the under-privileged and the handicapped.

### The Board and the residential industrial schools

Ironically the Board in its first decade only really concerned itself with those children whom it was necessary to commit to residential industrial schools, the fore-runners of the present-day approved schools. The Industrial Schools Act of 1857 had empowered magistrates to commit to industrial schools children who had been found begging or who had committed some minor breach of the law. The children committed by the Salford Board to these schools were thus not always delinquents or truants; some were found leading a vagrant life and some living in morally dangerous situations, such as brothels. The Boys' Refuge at Strangeways, Manchester, took in non-delinquent boys[1] and the

1. Salford Weekly News 14. 1. 1874.

Salford Ragged and Industrial School took in both boys and girls of this class.[1] Following the introduction of the school board system with its compulsory education rate, these establishments began to decline through a falling off in voluntary support. Unfortunately, the boards were not empowered to aid such eminently deserving institutions as the Salford Board stated in its reply to an appeal for assistance made by the Salford Ragged and Industrial School.[2] This situation sums up much of the attitude towards welfare work in England; money for punitive measures has always been forthcoming more readily than for preventive and remedial ones.

In June 1871 the Salford Board resolved to exercise its power, under section 27 of the Elementary Education Act 1870, of contributing towards the maintenance of children committed to certified industrial schools from the district of the Board.[3] An officer was appointed to bring before the magistrates children liable to committal under the Industrial Schools Act of 1866 and to investigate and report to the Board upon all such cases. A year later a form of agreement with the managers of certified industrial schools was adopted by the Board, and rates of payment for the support of Salford children

1. Vide Chapter 2, p.p. 31-32.
2. Salford Weekly News 14. 12. 1872.
3. Triennial Report 1873, File Ed. 16/185, Public Record Office.

agreed upon.[1] Two shillings a week was contributed for children under ten and a shilling for children over ten, the government giving three shillings per week for the maintenance of the former and five shillings per week for the latter.

The industrial schools with whom the Board initially entered into agreement included all the local ones, Barnes Home at Heaton Mersey, near Stockport, Bolton and County of Lancaster Certified Industrial School, Ardwick, Manchester, Industrial School, both the St. Joseph's Boys' and Girls' Roman Catholic Industrial Schools at Longsight, Manchester, and St. George's Certified Industrial Roman Catholic School at Liverpool. As time went on the Board formed agreements with many more industrial schools, for example, with the industrial training ships "Southampton" at Hull[2] and "Clio" at Bangor, North Wales, for boys who wished eventually to go to sea,[3] and with the Hayes, Middlesex, Certified Industrial School for Jewish Boys.[4]

In November 1874 the Board raised their contribution towards the maintenance of children committed under section 16 of Industrial Schools Act of 1866.[5] These were children who

1. Triennial Report 1873, File Ed. 16/185, Public Record Office.
2. Salford Weekly News 17. 4. 1875.
3. Salford Weekly News 16. 2. 1878.
4. Salford Reporter 27. 4. 1901.
5. Salford Weekly News 14. 11. 1874.

were beyond parental control, and the government paid only two shillings a week towards their support. The local industrial schools had applied to the Salford Board for an increase to four shillings a week as the rate of assistance for such children. The Board agreed to the rise because it meant that they would no longer be limited with regard to the number of children whom they could commit under section 16. In making application for this increase, the industrial schools claimed that it cost them seven shillings a week to keep a child, the difference presumably being made up from voluntary sources.

The following month, December 1874, the Board asked the Industrial Schools Committee to enquire into a proposition that the Board should build its own industrial school, as it was now maintaining almost 180 children, 111 protestants and 67 Roman Catholics, in industrial schools.[1] In February 1875 a decision was made against such a step, particularly because Barnes Home proposed to extend its accommodation. In consequence, the Board submitted a memorial to the Home Secretary asking him to agree to increases in the accommodation at Barnes Home and at the Ardwick Industrial School.[2] For a short time afterwards the establishment of a joint Manchester and

1. Salford Weekly News 12. 12. 1874.

2. Salford Weekly News 13. 2. 1875.

Salford School Board industrial school, having in particular accommodation for protestant girls, was considered, but this idea was abandoned when the management of Barnes Home decided to build a new girls' industrial school at Sale, some three to four miles distant. The Manchester Board agreed to contribute £3,000 towards the cost and the Salford Board £1,000.[1] In return both the Boards received representation on the governing body. Thereafter the Board made further grants to local industrial schools, although never so large again, for the extension and alteration of their premises, often with the proviso that a certain number of places were to be kept for Salford children and that the sum was to be refunded if the buildings were diverted from their purpose.[2] And in April 1902 the Board made a grant of £50 to St. Joseph's Boys' Industrial School towards new musical instruments for the school band.[3]

In November 1875 the Board petitioned the Home Secretary for the magistrates to be given power to commit refractory children, those covered by section 16 of the Industrial Schools Act 1866, and neglected and vagrant children, those covered by section 14, to the workhouse school for up to three months rather than to a regular industrial

1. Salford Weekly News 15. 5. 1875 and 11. 9. 1875.
2. Vide Appendix. VII
3. Triennial Report 1903.

school in which they would be kept for a period of years.[1] The Board thought that this would be both cheaper and more satisfactory, as it was not desirable to remove such children permamently from parental control. Unfortunately nothing came of this although it appears to have been a sensible proposal. But the problem was in part solved when the Board opened its Day Industrial School in 1885. On 23rd October 1876 the chairman of the Quarter Sessions for the Salford Hundred in his charge to the Grand Jury drew attention to the marked decrease in the number of juvenile offenders entered on the calendar. In its Triennial Report of 1876 the Salford Board assumed much of the credit, saying: "There can be no doubt that the committal to industrial schools of the children of many negligent and vicious parents, by the action of the Board, has contributed in a large measure to this satisfactory result."[2]

Earlier in the year, in April, a scandal had arisen over the conditions at the St. Joseph's Roman Catholic Industrial Schools.[3] Members of the Board and its Clerk had visited the joint schools and had discovered the state of both premises and children to be extremely unsatisfactory. The

1. Salford Weekly News 13. 11. 1875.
2. File Ed. 16/185, Public Record Office.
3. Salford Weekly News 15. 4. 1876.

health and dress of the children was poor and the premises and bedding dirty; there were also reports of the children being sent out begging. In consequence the Board decided to inform the Home Office and to give notice of the termination of the agreement with the managers; it was also decided to visit all the other industrial schools in which there were Salford children. The Home Office agreed that the Board's complaints were justified but felt that the faults would be remedied, as they were the result of inept management rather than of deliberate neglect. It was not until March 1877 that the Board felt that conditions were so satisfactory as to warrant their entering into a new agreement with the managers on the usual terms.[1] It is pleasing to note that all the other schools visited were found to be satisfactory, and the Board's concern for the welfare of the Salford children committed to these schools is apparent. For the rest of the period up to 1903 the Board continued to make inspections without prior notice of the industrial schools with whom they had agreements, and no further complaints were recorded.

In April 1892 the Board made application to the local magistrates for school board cases to be heard apart from the usual cases, but the court could not see its way to accede to this request.[2] Here the Board were anticipating the setting

1. Salford Weekly News 17. 3. 1877.

2. Salford Reporter 30. 4. 1892.

up of the juvenile courts as established by the Children Act of 1908.

Applications were made at various times by industrial schools for increases in the rates of assistance for the maintenance of children committed by the Board. The rates for the local industrial schools first increased by sixpence a week and then in 1895 these were increased from two shillings and sixpence a week to four shillings for children under ten years of age and from one and sixpence to two shillings for children over ten.[1] Children committed under section 16 of the Industrial Schools Act 1866 were paid for at a rate of five shillings a week. A grant of twenty-five shillings was also paid on a child's committal to an industrial school and one of fifty shillings when a child was discharged and his subsequent behaviour for the first three months of his release was reported to be satisfactory.[2] In April 1902 the Board again increased its rates of maintenance by sixpence in response to an appeal from the managers of the local industrial schools, so that, with the Treasury grant, the income for each child was seven shillings and sixpence per week.[3] This grant had remained unchanged since 1866 and in February 1899 the Board had adopted a memorial of the London

1. Triennial Report 1897.
2. Salford Reporter 27. 4. 1901.
3. Salford Reporter 26. 4. 1902.

School Board to the Home Secretary, in favour of an increase and the adoption of a uniform grant. No action, however, was taken by the Home Office.

The number of children committed to industrial schools by the Board were never large. The highest figure was in the triennial period 1873 to 1876 when 266 children were committed. This figure was exceptionally high, the next highest being 209 in the period 1879 to 1882. With the opening of the Board's Day Industrial School in 1885 the numbers declined considerably, and in the Board's last triennial period the total committed was only 83. (See table). But as early as 1879 the Board could report that the number of children out on licence exceeded the number of committals.[1]

From what is known of the social conditions in poor areas in the latter part of the nineteenth century, many of the children committed to industrial schools by the Board must have been rescued from the most unsatisfactory of home environments, and from the small number of children committed, it is obvious that the Board did not send children away for the slightest of reasons.

1. Triennial Report 1879, File Ed. 16/185 Public Record Office.

Industrial School statistics, 1870 - 1903.

| Triennial period | Number of children committed | Sum spent on maintenance |
|---|---|---|
| | | £ |
| 1870 - 1873 | 92 | 425 |
| 1873 - 1876 | 266 | 2,257 |
| 1876 - 1879 | 199 | 2,610 |
| 1879 - 1882 | 209 | 3,720 |
| 1882 - 1885 | 198 | 3,510 |
| 1885 - 1888 | 144 | 3,736 |
| 1888 - 1891 | 198 | 3,723 |
| 1891 - 1894 | 136 | 3,664 |
| 1894 - 1897 | 98 | 3,390 |
| 1897 - 1900 | 114 | 2,990 |
| 1900 - 1903 | 83 | 3,078 |

The Salford Day Industrial School.

We have seen in Chapter 8 how, following the refusal of the Education Department to allow the exemption standards to be lowered, the Board decided on the establishment of a day industrial school. The proposal for the establishing with the Manchester School Board of a joint truant school came to nothing, but a delegation of the Industrial Schools Committee visited the South Corporation Day Industrial School of the Liverpool School Board, which had decided on the establishing of such schools in June 1877, under Lord Sandon's

Act of 1876. A favourable report was made, recommending the Salford Board to build a similar school and revealing that children committed to the school were seldom detained after six months, many being released on licence after two.[1] It was estimated that such a school could be run in Salford at a cost per child of two shillings and sixpence per week. Such a school might avoid the need to send troublesome, but not incorrigible children to ordinary residential industrial schools for long periods at considerable expense. In consequence, a resolution was adopted for the establishment of a day industrial school and the Industrial Schools Committee was asked to report upon suitable sites in the district.

In June 1883 a site in Albion Street, Salford was agreed upon and this received Home Office approval. Application was therefore made in August 1884 to the Public Works Loan Commissioners to borrow £7,600 for the site and buildings of the school.

By autumn 1885 the Day Industrial School was ready for its first committals, but a stumbling-block was encountered when the School Board, against the advice of the Home Office Inspector of Industrial Schools, refused to make provision for the separate religious education of Roman Catholic children.[2]

1. Salford Weekly News 13. 5. 1882.
2. Salford Weekly Chronicle 17. 8. 1885.

The religious education to be given in the school was to be "undenominational" in character and it was therefore argued that this would be suitable for Roman Catholic children as well. The Roman Catholic members of the Board strenuously objected. However, the Board at its September meeting, after further representation, agreed to set aside a room in which Roman Catholic children might receive appropriate instruction from a visiting teacher or priest at a time when other children were receiving religious instruction.[1] But the Board would not agree to a Catholic proposal that a teacher of that faith should be specifically appointed to the school, despite an estimate that one-third of the children would be Roman Catholic. The school then opened on 26th October 1885.

Children committed to the school attended at eight in the morning and remained there until six in the evening every day except Sunday; while there they received three meals, breakfast, dinner and supper. The school was inspected on 19th April 1885 by the Deputy Inspector of Industrial Schools and favourably reported upon; there were already 75 children in attendance. At the 1887 inspection the children did extremely well in the 3 R's. Each visit of the Inspector for the whole of the school board period was followed by a good report. Apart from tuition in class subjects, the children

1. Salford Weekly Chronicle 12. 9. 1885.

received instruction in various manual tasks, such as shoe-repairing, tailoring and mat-making. In 1892 woodwork was added to the curriculum for the boys and a workshop added to the school.

The cost of keeping children in the Day Industrial School in 1886 was £852. 1s. 5d. - £9. 7s. 3d. per child. In 1887 it was £1,242. 18s. 5d - £8. 2s. 5d. per child; the cost to the Board was £2. 15s. 0d. for each child, against £4. 15s. 0d for each child sent to a residential industrial school. In each case when a child was committed to the school an order was made upon the parent for the payment of two shillings a week for the child's maintenance. If the parent was unable to pay he could make application to the Guardians for assistance under section 16 of the 1876 Education Act. That this was usually the case is hardly surprising, as most of the children committed were those of very poor parents.

Until the end of 1897 the Guardians carried out their obligations in a liberal manner; for example, they paid an average of £550 a year for each of the three years ending in December 1897. However, from this date a drastic falling-off in contributions by the Guardians took place. The number of orders granted were fewer and seldom for the full amount of two shillings per week. An appeal by the Board to the Guardians for a resumption of their former policy failed, the Guardians stating that it was now their opinion that the chief expense

should be borne by the school authority. From £667 in 1896 the Guardians' contributions were reduced to £46 in 1899 and to £20 in 1902. In consequence the Board began to press parents harder for assistance towards their children's maintenance.

The Day Industrial School was an undoubted success. Although children were committed to the school for a period of three years or until they attained fourteen years of age, they were usually placed out on licence long before their time expired to attend the ordinary elementary schools, in which they consistently made an average of 95 per cent of the possible attendances.

The opening of the school also saw a considerable reduction in the succeeding years of the numbers of children committed to residential industrial schools, as is shown by the following table.

Committals to Industrial Schools.

| Triennial period | To residential industrial schools | To the Day Industrial School | Total |
|---|---|---|---|
| 1870 - 1873 | 92 | - | 92 |
| 1873 - 1876 | 266 | - | 266 |
| 1876 - 1879 | 199 | - | 199 |
| 1879 - 1882 | 209 | - | 209 |
| 1882 - 1885 | 198 | - | 198 |
| 1885 - 1888 | 144 | 397 | 541 |
| 1888 - 1891 | 198 | 434 | 632 |
| 1891 - 1894 | 136 | 474 | 610 |
| 1894 - 1897 | 98 | 293 | 391 |
| 1897 - 1900 | 114 | 328 | 442 |
| 1900 - 1903 (May 30th) | 83 | 266 | 349 |
| | 1,737 | 2,192 | 3,929 |

The figure of 198 for the triennial period ending November 1885, as against 209 for the previous three years, shows, incidentally, that the Board's fears that the enforcing of the bye-laws on the exemption standards would lead to a considerable increase in the number of children committed to residential industrial schools were unjustified - and this was before the Day Industrial School had been opened.

Following the Inspector's recommendation in his report for the year ending 30th April 1896, the Board appointed a medical officer to the school. His duties were to visit the school once a week, to make a quarterly inspection of all the inmates, to report on the sanitary condition of the school, and to investigate any sickness excuses for absence where verification was needed. Thus the Board, admittedly acting upon advice, were working for the welfare of the children committed to the school. The medical officer was in many cases able to draw attention to children suffering from defective eyesight and glasses were obtained for them, where they were very poor, by free orders granted by the committee of the Manchester Eye Hospital.

The only disturbance in the history of the Day Industrial School occurred when in September 1888 the Board ordered an investigation to be carried out into alleged sectarian teaching at the school, to which a Roman Catholic teacher had been appointed in May. Following the report made the following month, the Board carried a motion that the giving by this teacher of religious

instruction to the Roman Catholic children committed to the school be discontinued, as no money should be paid out of the rates for denominational teaching.[1] It transpired that although the Industrial Schools Committee had made the appointment of the Catholic teacher to give religious instruction in lieu of a visiting priest, they had never informed the Board as a whole formally. The Reverend James Clark, an Unsectarian, supported the appointment of the teacher in question, as the other four teachers in the school were protestant, while one-third of the children were Roman Catholics. As a result of his entirely reasonable attitude, he was refused the Unsectarian nomination at the forthcoming triennial election - so high did religious feelings run in the nineteenth century. And this question of denominational teaching in the Day Industrial School was a major factor in there being more interest shown in the School Board election of November 1887 than in any previous one.

In January 1889 the Board wrote to the Home Office, asking whether the provision of Roman Catholic religious teaching in the Day Industrial School was obligatory on the Board if no Roman Catholic clergy were able to attend regularly for that purpose, and if not, whether the employment of a paid teacher for that purpose would be illegal. The Home Office replied that it was not obligatory but that the appointment of such a teacher would be "desirable under the circumstances", and suggested that the Board revert

1. Salford Reporter 13.1.1889

to the recently opposed system.[1] The Roman Catholic members of the Board urged that this course be taken, but it was decided to get a definite ruling on the legality of the measure. This time the Home Office stated specifically in reply that it was not illegal to employ a teacher to give Roman Catholic religious teaching in a day industrial school.[2] A motion for the teacher in question to continue giving religious instruction to Catholic children was carried 9 - 6. A counter move by the more extreme Anglicans at the next Board meeting in March for specific and separate Church of England religious instruction to be given to children of that persuasion was defeated 5 - 2, many members abstaining from voting.

The School Board and welfare measures generally.

Apart from the founding of the day industrial school, the 1880's saw the Salford Board embark on a series of measures connected with children's welfare. In March 1880 a memorial was submitted to the Home Secretary recommending that the employment of young persons in street vending, such as the selling of newspapers, be regulated by act of Parliament.[3] And in 1889 they reiterated the same idea in a suggestion to the Watch Committee of the Town Council that such trading by children should be regulated by bye-law.[4] Perhaps in consequence the Council in July 1890

1. Salford Reporter 12. 1. 1889.
2. Salford Reporter 16. 2. 1889.
3. Manchester Guardian 11. 3. 1880.
4. Salford Reporter 13. 7. 1889.

introduced a bye-law prohibiting the crying of newspapers on Sundays. National legislation in part provided an answer to this problem. The Prevention of Cruelty to and Protection of Children Act,1889, prohibited boys under fourteen years and girls under sixteen from engaging in street selling between 10.0 a.m. and 5 p.m., and forbade the employment of children aged under ten at any time. These provisions were extended by an amending act in 1893.

In early 1884 the School Board began a free breakfast scheme for poor children in the winter months at the Saint Ambrose Board School. The money to provide the meals came mainly from voluntary sources.[1] The provision of free breakfasts continued until the end of the School Board period, and was extended to other board schools attended by the poorest class of children. The breakfasts consisted of bread and margarine and coffee with milk and sugar. The Triennial Report of 1888 said: "The food is of the plainest possible description such as would not prove attractive to children whose parents could provide them with an ordinary meal at home. Any children whose fees are paid by the Board of Guardians are admitted to the breakfasts if they apply. In other cases inquiries are made by the school attendance officers into the circumstances of the parents before children are put on the list. The meals have been a great boon to many poor children

1. Salford Weekly News 15. 12. 1883.

who are sent to school in the mornings without any breakfast."[1] The meals were prepared and supervised by the teaching and caretaking staffs of the schools. The Board in January 1887 asked its teachers to furnish the names of children who were considered to be insufficiently fed. In the following winter, 1887 - 88, 16,590 breakfasts were provided at a cost of £52. 9s. for provisions. For the whole of the Board's last triennial period, 56,070 breakfasts were given, the provisions costing £192. 3s. 4d. In the winter of 1903 - 04 the new local education authority continued the practice. With the institution of the free breakfast scheme the Board had definitely moved into the field of general welfare activity, as opposed to education proper and the disciplining of refractory children.

In the 1880's there seems also to have existed in Salford a "half-penny dinner" agency. Herbert Birley in his evidence to the Cross Commission said that he believed William Mather had organised the provision of such meals.[2] "Penny dinner" schemes were a not uncommon feature in school board districts. Further details of the Salford provision of "half-penny dinners" have, however, not been traced.

In the 1880's the penny-bank system spread to Salford, and in December 1881 the Board decided to open such banks in all

1. File Ed. 16/185, Public Record Office.

2. Answer 40,553.

board schools. By March 1887 the Board could report that these banks, affiliated to the Manchester and Salford Savings Bank, had been established in all board school departments.[1] As a result of the reduction in school fees that occurred owing to the Elementary Education Act of 1891, the Board issued a circular to the parents of children attending board schools, suggesting that some, if not all, of the difference in school fees should be saved in the school banks. This appeal met with a considerable initial response, the level of savings being increased by over fifty per cent.[2] From 2,403 accounts with a total balance of £202. 9s. 7d in 1887, there had been an increase to 7,688 accounts with a total balance of £1,999. 7s. 3d in 1902.

The Salford Board in 1889 began to allow lectures in board schools to be given by representatives of temperance organisations, such as the Church of England Temperance Society and the Band of Hope. The talks were given during the religious instruction periods and the pupils then wrote essays on the subject for which prizes and certificates were awarded. The Board are also found in 1889 protesting, quite reasonably, against the granting of public house licences for premises close by its schools. In March 1901 a petition was forwarded by the Board to the House of Commons against the serving of children in public houses.

1. Salford Weekly News 12. 3. 1887.
2. Triennial Report 1891.

Provision for handicapped children.

In September 1893 the Elementary Education (Blind and Deaf Children) Act was placed on the statute book, and scheduled to come into operation on 1st January 1894. Before this, no special obligation had been imposed on the parents of blind and deaf children, although the Boards of Guardians had been empowered to contribute towards the expenses of educating such children. The Education Department now informed the School Board: "School Authorities are now responsible for the provision of suitable elementary education for all blind and deaf children in their districts, and full powers are given them for providing it."[1] For these children, education was to begin at the age of seven and continue to the age of sixteen.

Some school boards had already made provision for such children; for example, the Leeds School Board had established a special class for deaf and dumb children in 1883 and had opened a class for blind children in 1890. Bradford had started classes for both types of afflicted children in 1885.[2] So far the Salford Board had done nothing, but in December 1893 an investigation was started into the numbers of these children and into what was being done and could be done for them. The report, presented in May 1894, found the present provision of special voluntary institutions adequate; these were Henshaw's Blind Asylum and the Manchester

1. Circular 347, Education Department, 21st April 1894.
2. History of Education in Great Britain: S.J.Curtis, p.305.

Schools for the Deaf and Dumb, both at Old Trafford and adjacent to Salford, and the Roman Catholic Deaf and Dumb Institution at Boston Spa, and the Catholic Blind Asylum at Liverpool, all certified by the Education Department.[1] It was arranged that the Board should send children to each of these institutions, contributing £20. 6s. 8d for each child. Parents, where able, contributed towards the maintenance of their children sums ranging from sixpence to three and sixpence a week. In 1894, its first year under the new act, the Board took charge of nine blind children and seven deaf children, with the prospect of maintaining from 1st January 1895 another seven deaf children for whom the Guardians were currently paying. From these small numbers, there was obviously no immediate justification for establishing special classes within the borough. By 1897 the Board were maintaining twenty-nine children, ten blind and nineteen deaf. The number of children maintained in the last year of the school board system, 1903, was thirty-seven.

The Board did not only confine its attention to the children committed to residential centres. When a deaf girl who was in attendance at a day centre in Oldham came to reside in Salford, the Board paid Oldham School Board £10 per annum to allow her to continue in attendance at their centre. On another occasion, the Board made a grant of two shillings a week out of the interest fund to a deaf and dumb boy who had secured an apprenticeship.[2]

1. Salford Reporter 2. 6. 1894.
2. Salford Reporter 25. 5. 1901.

In January 1897 a Departmental Committee was appointed by the Education Department to enquire into the existing systems for the education of feeble-minded and defective children not under the charge of the Guardians and not being idiots. The committee was also to report upon suitable educational provision for epileptic children. As a result of the report an Elementary Education(Defective and Epileptic Children) Act was passed in 1899, on the lines of the Blind and Deaf Children Act of 1893, except that its adoption was permissive and not obligatory. The act was adopted by the Salford Board as far as it related to the establishment of special classes and schools for defective children.

Following the report of the Departmental Committee in January 1898, the Board had anticipated the act and had appointed a sub-committee to collect information of educational provision for such children.[1] At the same time enquiries at the schools of the borough brought reports of 131 defective children over the age of seven. Twenty-two cases of defective children not in attendance at school were also reported. In consequence, the Board decided to appoint a medical officer, whose duties would include the examination of allegedly defective and epileptic children.[2] This was, of course, the second medical officer appointed to the Board's service, there already having been one

1. Salford Reporter 26. 3. 1898.
2. Salford Reporter 23. 7. 1898.

attached to the day industrial school from 1896. Apart from the duty of examining and reporting upon defective children and of advising on courses for them at special centres, the medical officer, who was appointed in September 1898, was expected to make a yearly report on the sanitary condition of each board school, to examine plans of new board schools from the health point of view, to examine and report upon blind and deaf children, to examine medically candidates for employment under the Board, and also pupil-teachers, to visit and report upon, when required, the Board's sick employees and children allegedly ill, and finally to give the Board advice on medical matters generally. Despite this seemingly onerous list of duties, the appointment was only a part-time one, at a salary of £150 per annum. The medical officer appointed also organised an annual test, conducted by the teaching staff, of the vision and hearing of each child from the age of six in board schools. Abnormal cases were to be reported for further examination.

In June 1899 the Board rented the premises of the closed Irwell Street Pupil-teachers' Centre for defective children's classes and decided on the building of a permament school.[1] The following month two teachers were appointed for these special classes. The Board of Education recognized the centre as being suitable for twenty-four children, but by November 1900 there were

1. Salford Reporter 24. 6. 1899.

already twenty-seven in attendance.[1] Some of these had, however, shown such a marked improvement that it was hoped to transfer two or three to ordinary schools. It was estimated that the annual cost of caring for the children in attendance was about £9 per head, whereas the grant paid by the Board of Education was fifty shillings per child for non-manual subjects and from thirty to forty shillings for manual subjects. Manual subjects were taught to the older boys only, but all the children at the centre received instruction in domestic work.

Seven lady visitors were appointed to the special school and by the time the Board was wound up in 1903 the establishment of an After Care Committee was receiving active consideration. The Board also passed a resolution recommending that mid-day meals be provided at the centre, at the parents' expense if necessary, so that the defective children could stay all day.[2] The head teacher of the centre took an active interest in the welfare of the children and from 1901 onwards raised funds to take the children to the country for a week each year. Although the Irwell Street premises had only been taken temporarily, the passing of the 1902 Education Act made the Board decide on leaving the establishment of a permament centre to the new local education authority, particularly as the Town Council was the owner of a suitable site

1. Triannial Report 1900.
2. Salford Reporter 21. 2. 1902.

in West Liverpool Street. The Board handed over its duties to the new authority in July 1903 with twenty-four children in attendance at the classes.[1]

When a local voluntary society established a certified residential school for feeble-minded children at Sandlebridge in Cheshire, the Board made, in February 1902, a grant of £150 towards furnishing it, on condition that five places were allotted to Salford children, vacancies permitting.[2] As for deaf and dumb children, the Board paid a maintenance grant of £20 per annum for each child.

Although the Board had the question of suitable provision for epileptic children under consideration from May 1901, when representatives had been sent to a conference of local school authorities on the problem, nothing concrete had been done by the end of the Board's existence. An agreement had, however, been drawn up with the Manchester Board for the establishment of a joint boarding school for sixty epileptic children in the neighbourhood of Sandlebridge.[3]

More general health measures.

From the end of 1901 the Board began to take a more active interest in physical education and the health of school children. Following a deputation from the Manchester and Salford Sanitary

1. Triennial Report 1903.
2. Salford Reporter 22. 2.1902
3. Triennial Report 1903

Association, the Board agreed to publicise more actively the virtues of hygiene. Lessons on the subject were to be given in the Board's schools to pupils in standards VI and VII.[1] It was also decided at the same meeting in February 1902 that physical training should be given to each child for two hours a week where it could be fitted into the time-table, and an evening class for the instruction of both board and voluntary school teachers in physical training was also started. In December it was decided that instruction in physical training should be given at the pupil-teachers' centre.

Children in board schools were encouraged to learn to swim from at least 1892 onwards, for an annual swimming competition, with awards donated by the local branch of the Humane Society, dates from that year, and by 1897 a board schools' annual swimming gala had been established.[2] In its Triennial Report of 1900 the Board thanked the Baths Committee of the Town Council for allowing all school children in the borough to be admitted free to the swimming-baths in school hours when accompanied by a teacher. At other times they could gain admission to the second-class baths for a half-penny fee. The Salford District Teachers' Association had joined with the Board in making the representations that had secured these concessions. Swimming was now recognised under

1. Salford Reporter 22. 2. 1903.
2. Triennial Reports 1894 and 1897.

Article 12(f) of the Code as part of the normal time-table, subject to the approval of the Inspectorate. In March 1902 the Board decided to appoint an instructor for the training of women teachers in conducting swimming classes.[1]

At the instigation of Doctor Heywood, a member of the Board, anthropometric measurements of samples of board school children began to be taken, and a permament committee was appointed to consider these and other health statistics in May 1903, after evidence had been presented the previous month that the Salford board school boys measured were seven inches smaller than boys of the same age in Boston, U.S.A.[2] There was considerable variation between boys from the Grecian Street School in the better Broughton area and those from John Street School in poorer and more congested Pendleton. By the age of thirteen boys from the former school were an average of almost four inches taller and sixteen pounds heavier than those at the latter.[3] The Board proposed in its final report that measurements of children in all the schools in the borough should be taken and recorded at the ages of eight, ten and thirteen.

A great advance had taken place in the more than thirty years of the Board's existence with regard to the welfare of the children. But the Board should not be taxed with tardiness in

1. Salford Reporter 22. 3. 1902.
2. Salford Reporter 2. 5. 1903.
3. Triennial Report 1903.

this respect. In the 1870's its prime and virtually all-absorbing duty was to inculate a habit of regular school attendance. Only when this had been arrived at, could the question of welfare provision, in its broader sense, be considered. The Board itself, as much as the populace generally, needed to be led by degrees to a realisation of what constituted the whole range of its duties. The rapid extension of provision of a range of special schools and the establishment of a school health service really belong to the period following the 1902 Education Act.

The Salford Board and "fair wages".

With the increased interest shown in children's welfare in the 1890's, there was also some regard shown for the workmen employed on the Board's contracts. March 1891 saw the failure of an attempt to get the Board to give its contracts to employers paying the standard rate for the job; but the Board approved a motion that it would not necessarily accept the lowest tender for a contract.[1] In February 1895 Joseph Nuttall, a Labour member of the Board, got the General Purposes Committee, in effect the whole of the Board, to consider a fair wages clause in clothing contracts, and immediate verbal agreement with the firms concerned was decided upon.[2] At the next Board meeting in March a resolution was passed that wages paid by all the Board's contractors must be

1. Salford Reporter 14. 3. 1891.
2. Salford Reporter 23. 2. 1895.

at the rate prevailing in the locality where the work was carried out. However, at first more lip-service seems to have been paid to the principle, rather than actual regard taken of it, for in September 1896 complaints were made that painting firms were failing to carry out their promises to pay fair wages on the Board's contracts.[1] But in 1898 the Board asked a contractor to pay the standard district rate of sixpence an hour to bricklayers' labourers working on Langworthy Road Board School.[2]

The question cropped up again early in 1901 when a proposal was made to extend the clause dealing with the Board's contractors and their employees. The Manchester Board had already agreed to the extension, which ruled that contractors must pay the local wage rates and observe local conditions and hours, that no bribes must be offered to the Board's employees, that the contractors' books must be open to inspection by the Board's employees, that there was to be no sub-letting of contracts without the Board's consent, and that no contracts should be formed with employers who did not allow their employees to join trade unions. Many of the voluntary school supporters among the Board's members, objected to this last item as "interfering with individual liberty,"[3] - a strange attitude to us in the second half of the twentieth century. A similar clause was adopted by the Town Council the

1. Salford Reporter 5. 9. and 12. 9. 1896.
2. Salford Reporter 22. 10. 1898.
3. Salford Reporter 26. 1. 1901.

same month. The Board seems to have adopted the extension, as in September 1901 objections to it were received from the Master Builders' Association, while the employees sent a letter of thanks.[1] In consequence a new fair clause was drawn up by a joint committee of the Manchester and Salford Boards, following a deputation from the building employers. No agreement, however, could be reached on it between the contractors and their employees, and in December 1901 the Board said that they would be willing to accept any clause on which both masters and men could agree, as the members themselves did not have enough knowledge on the subject to draft a clause suitable to both parties.[2] Finally, in February 1902 the Board decided, not without some relief and with no real controversy, to abandon the fair contracts clause entirely as no agreement could be reached by the parties concerned.[3]

1. Salford Reporter 21. 9.1901
2. ibid. 21.12.1901
3. ibid. 22. 2.1902

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CHAPTER 10

## Higher elementary, secondary and pupil-teachers' education in Salford, 1870 to 1903.

The Schools Inquiry Commission reported in 1868 that in Salford there were no endowed schools, either grammar schools or "non-classical" schools. Indeed, the only school whose presence the commissioners reported was the Roman Catholic Grammar School, founded in 1862 and listed under the Proprietary Schools(Boys). Its character was considered "classical" and in terms of the age of its scholars it was placed in the second grade; it possessed no exhibitions. The object of the school was stated to be: "To give a sound religious education to youths of Salford and Manchester while preparing themselves for a mercantile or professional avocation." There were five masters, seventeen boarders and fifty-six day boys, over half of whom were aged between ten and fourteen. The general fees were said to be £4. 4s. (presumably per term, which were then the fees charged by Manchester Grammar School).[1] Undoubtedly one of the aims of the school was to prepare candidates for the priesthood. The Roman Catholic Grammar School remained in Salford until 1891, when it moved to Alexandra Park, Manchester, to merge with another school to become the Manchester Catholic Collegiate Institute.

Protestant middle-class parents who wanted their boys to have a local secondary education sent them to Manchester Grammar School, then situated in Long Millgate, near the Salford boundary

1. Schools Inquiry Commission Vol. 17 p.609.

(see map on p.11). Poorer parents sent their children to the several private schools[1], some merely "dame schools", in the borough.

Most of the schools not in receipt of annual grant and associated with religious bodies decided, on the passing of the 1870 Act, to seek the status of public elementary schools, and to receive this recognition their fees would have to be less than ninepence a week and they would have to admit poor children whose fees were paid by the School Board. This meant a fall in status and loss of tone of several schools which until 1870 had been considered "genteel". In consequence, the Tory Salford Weekly Chronicle of 28th October 1871, in a leader attacking board schools, was able to announce the decision to found the Christ Church Upper School, in association with the public elementary school connected with Christ Church, an Anglican place of worship. One of the school's special aims was to prepare boys for Manchester Grammar School. In the Twenty-first Report of the Science and Art Department Directory (1873), the school is to be found listed with six other public elementary schools with pupils who were taught drawing.

At the 1875 prize distribution the school was reported to be flourishing. A guarantee fund established to underwrite the school was being progressively less called upon; from £72 required in 1872-3, the amount had been reduced to £57 in 1873-4 and to £8 in 1874-5.[2] In the first of these years the average boys' attendance

1. Vide. p. 37
2. Salford Weekly News 10.10.1875

had been 74, in the second 110, and in the third 124. At the time of the report there were 143 boys on the register, with an average attendance of 125, and 135 girls, with an average attendance of 114.

In the same year, 1875, the School Board made its first incursion into education of other than an elementary nature. In August the Board received from the trustees of Manchester Grammar School a copy of the draft scheme for the better administration of the school, as proposed by the Charity Commissioners. The Board's comments were particularly asked for on clause 55, which read:

> "Preference to boys from public elementary schools. Of these foundation scholarships half in value shall be competed for in the first instance by boys who have been educated at some public elementary school."

The Board approved the clause, although Birley said that boys from public elementary schools should compete on the same footing as others.[1]

In the proposed constitution of the body of the Grammar School governors, representation of Salford and Manchester Town Councils was allowed for. The Salford Board felt that both they and the Manchester Board should be represented and they were supported in this by the Salford Town Council. In consequence the amended scheme gave the two Boards representation by increasing the number of governors from nineteen to twenty-one.[2]

In 1880 the governing body of Hulme's Charity, which controlled the Hulme Grammar Schools in Manchester and Oldham, was extended to

1. Salford Weekly News 14. 8. and 11. 9. 1875
2. Salford Weekly News 27. 5. 1876

include one representative each of the Manchester and Salford School Boards and one of the Salford Town Council.[1] In 1884 the Salford Board was also invited to nominate a representative governor to the board of Manchester High School for Girls,[2] perhaps in anticipation of the founding the following year of a Salford branch, the Pendleton High School.

The first School Board scholarship scheme.

In October 1875 the Salford District Teachers' Association passed a resolution calling the attention of the Board to the Manchester School Board exhibition scheme and suggesting similar provision for Salford. In consequence at the January 1876 meeting of the Board, William Mather moved a motion, which was carried unanimously, that the Board should appeal to local employers to establish a scholarship fund for poor children in public elementary schools on the lines of that in Manchester.[3] He said that he could already promise the board three scholarships, presumably some part at least of the necessary funds being provided by himself. Birley explained that the Manchester scheme had been started at his own instigation to improve the supply and quality of pupil-teachers. Contributions towards the scheme began to come in - Birley himself gave £25 for each of three years, as did Jesse Bryant, another Board member, and Samuel Armitage, a local manufacturer; the Bishop of Manchester promised £10 per annum until further notice. By June 1876

1. Salford Weekly News 17. 7.1880
2. Salford Weekly News 12. 4.1884
3. Salford Weekly News 15. 1.1876

the Board was able to announce that they had at their disposal a total of nine scholarships of £25 per annum and tenable for three years, of which they intended to offer seven for competition by examination in July.

H.M.I.Cornish conducted the examination, setting a stiff sixth standard paper. Of the 150 candidates, he commented that those after the first fifty were very poor and should not have been entered. He recommended the awarding of certificates of merit to the first nineteen but regarded only the first six as deserving scholarships, and in consequence the seventh was withheld. The candidate with the highest marks was a girl, and she had come top in both arithmetic and French. Obviously, from the inclusion of French the scheme was hardly open to pupils from the poorer elementary schools in the borough, and the schools from which the successful candidates came were the better ones in the area, Christ Church Upper School providing one and the New Jerusalem School two. At the presentation of the certificates[1], the mayor said that the only other places with similar schemes were London, Manchester and Liverpool.[2] Birley declared that the object of the exhibitions was to place children aged between eleven and thirteen, too young to become pupil-teachers, in schools where they would be better taught and would mix with others of higher standing. The

1. Salford Weekly News 14.10.1876
2. See also School Board Chronicle 22.4.1875, 11.9.1875, and 30.10.1875. Last date lists Sheffield and Hull as also having scholarship schemes.

exhibitions were held at Manchester Grammar School by the boys and at Manchester High School, founded only in 1874, by the girls. As the fees at the former school were only £12. 12s. per annum, it is apparent that over half the £25 value of the scholarship was for maintenance and the purchase of books.

In 1877 four scholarships were put up for competition but only three were awarded, all to boys. The Christ Church Upper School and the New Jerusalem School each had a successful candidate. Of the 75 candidates, very few were of a suitable standard and only fifteen schools out of about sixty in the borough had entered pupils.[1] Commenting on this, Birley said that the results indicated a need for higher grade schools in Salford with fees graduated so that poor but intelligent pupils might have the advantage of receiving a higher education. In 1878 there were 54 candidates for two scholarships and these were from only twelve of the 63 elementary schools in the borough. Again Christ Church Upper School supplied one of the two successful candidates, a girl. This time there was said to be an improvement in the standard of the competitors, but as there were only about a third of those at the first examination, it is obvious that the less capable were not being presented.

In 1879 the scheme fell into abeyance through lack of funds, although in its Triennial Report of that year the Board expressed the hope that the sum realised by the sale of the Pendleton Mechanics' Institute would be placed at their disposal to establish a permament scholarship fund; but they were disappointed in this.

1. Salford Weekly News 17.11.1877.

The early higher grade schools

As the awards and grants offered by the Science and Art Department of South Kensington became more valuable and more easily attainable with the establishment of a "tradition" of education for all children, so the schools gradually organised themselves for the earning of the additional grant offered by the South Kensington examinations. The 18th Report of the Science and Art Department, that for 1870, showed six Salford schools teaching a total of 596 pupils for the curriculum of "Drawing in the schools for the poor" and earning £32 in grant. The 28th Report, that for 1880, revealed that the number of schools had increased to eighteen, the total of pupils to 3,372, and grant earned to £185. 7s.10d. The subject was now styled "Drawing in elementary day schools."

Science classes also were formed in the day schools. A "Wesleyan School", perhaps that at Brunswick Lane, had a class in inorganic chemistry in 1870 and 1871. In 1873 Science classes were started at Richmond Hill Elementary School and Brindle Heath National School, and these were joined the following year by St. Peter's Roman Catholic School and Christ Church Upper School. By 1880 there were ten schools with Science classes, including the Roman Catholic Grammar School and, for the first time, a board school, St. Paul's Board School, John Street, Pendleton, but these schools, and particularly the latter, include the Board's evening Science and Art classes, which had begun in the autumn of 1879. In 1880 there were also Art classes in the Bible Christian Higher Grade

School in Woodbine Street and the Stowell Memorial School, dating respectively from 1878 and 1879.

It was the establishment of the Science and Art classes that initially gave certain public elementary schools the status of higher-grade schools, a distinction in some cases probably quite unwarranted. In his report for 1878, H.M.I.Cornish, in commenting on Salford's exhibition scheme, regretted that more higher-grade schools did not exist and that those that did "should be obliged, from financial reasons, to be encumbered with boys in all the standards in the Code instead of being devoted to the special work which they do so well."[1] Christ Church Upper School in particular came in for praise; he called it "distinguished for its admirable tone no less than for the excellence which marks every branch of the school work."

Schools such as the Christ Church Upper School had developed in some places before the 1870 Act, but thereafter the impetus for the establishment of higher grade schools came mainly from the great school boards, among which the Sheffield, Birmingham and Manchester boards played a leading role. On 22nd August 1874 a leader in the Salford Weekly News told of the opening of "central schools" in Sheffield, London and Liverpool, and urged Salford to follow their example.

The definition of an elementary school by the 1870 Act was one "in which elementary education is the principle part of the education given" and this was interpreted to mean that

more advanced instruction could be given to a minority of the pupils at the expense of the rate-payers. No effective upper-limit was placed on the age of the pupils, as the theoretical upper limit of the sixth standard, which could usually be attained by the age of twelve, was blurred by "the introduction of class and specific subjects."[1] In 1871 pupils in Standards V and VI could earn grant in such "specific subjects" as natural philosophy and political economy. From 1875 pupils could learn "class subjects" such as history and geography, and on passing Standard VI up to three "specific subjects" could be taken. "Class subjects" were, as the name implies, studied by whole classes, while "specific subjects" might only be taken by one or two pupils. In 1882 a seventh standard was added to the Code. Another potential cource of revenue was provided in 1882 by the considerable grants of the Science and Art Department for an organised three years' course in science. However, by 1886 there were only three schools of this type, in which at least fifteen hours a week had to be given to a prescribed science course, but they developed rapidly after this date.[2]

Before 1886 higher grade schools were usually the ordinary elementary schools, with supplementary classes or with specific subjects being taught and with a higher fee up to the limit of ninepence being charged. In Salford by 1880, apart from Christ Church Upper School, there were at least three schools of this type,

1. From School Board to Local Authority: E.J.R.Englesham, p.32
2. History of Elementary Education: C, Birchenough, p.135

the Bible Christian School, Seedley Commercial School, and the New Jerusalem Higher Grade School, all with Science classes and all voluntary schools. A number of other schools appear in the pages of the Science and Art Directories from time to time as having Science classes, but these were given up ,presumably when demand for the classes fell or when the school lost the services of the teacher recognised by South Kensington.

The Manchester School Board had meanwhile established a higher grade school of its own, and one of a satisfactory status, at Ducie Avenue in 1877. It followed this up with the Central Higher Grade Board School in Peter Street in 1880, transferring it to a new building in Deansgate in 1884. The first Salford higher grade board school was "established" in March 1880 when the School Board accepted the transfer of Seedley Commercial School and continued to run it in its previous form. The school had formerly been one of a group of schools connected with St. Paul's Anglican Church and had been established as a higher grade school in 1876. At the prize distribution in March 1881 it was revealed that French was one of the subjects taught. "The school" it was said, "was intended to provide a higher education than was given in ordinary elementary schools."[1] A year later, however, the school was stated to be half empty, with less than a hundred on the books, of whom only 61 were presented for examination.[2] From the early 1880's Science

1. Salford Weekly News 19. 3. 1881
2. Salford Weekly News 11. 3. 1882

classes were started in other of the Board's day schools, as well as in their evening classes.

The Science and Art scholarships

The original scholarship scheme had come to an end after 1878 through lack of funds. The looked for sum from the sale of Pendleton Mechanics' Institute did not materialise, as in 1882 the Charity Commissioners insisted upon independent trustees and would not agree to the School Board acting in this capacity. The Commissioners had had to be applied to as the trust deed had made no provision for disposing of the proceeds in the event of the Institute being discontinued and the building sold.[1] Independent trustees were therefore appointed and the sum of £1,864 invested in Consols. Three annual scholarships of £8 each were awarded to children who had attended public elementary schools in Pendleton and who wished to attend more advanced schools (usually Manchester Grammar School) or who wanted to be pupil-teachers. There were also four annual scholarships of £5 each awarded to Pendleton adults who attended evening classes.[2]

Meanwhile the Science and Art Department had been offering to subscribe an equal sum for every £5 given by living donors - to rule out the use of old charities - to enable promising pupils of poor parents to continue their education. The scholarships were of £10 for ordinary subjects and £15 for Science and Art subjects for one

1. Salford Weekly News 16. 9. 1882
2. Salford Reporter 19. 6. 1897

year only and were for pupils aged between twelve and sixteen whose parents had an income of less than £200 per annum. They were renewable at the end of the first and second years at the discretion of the local awarding authority, which would presumably have to be satisfied with the progress of the pupil. A speaker at the Woodbine Street (Bible Christian) Higher Grade School prize distribution in August 1880[1] said that the Manchester Board had already adopted the scheme and recommended Salford to copy them. There were already thirty-one scholarships in Manchester, he said, and the aim was to have fifty.

It was not until February 1883, however, that the Salford Board decided to establish such a scholarship fund and one of the reasons for the establishment of the scholarships seems to have been the dearth of boys wishing to become pupil-teachers. Four £10 scholarships were offered for competition in May, the examination subjects being the 3 R's, dictation, geography, grammar, and composition. There were only nineteen candidates, almost all from board schools, and three of the four successful boys came from Seedley Commercial Board School; there was an almost complete lack of interest shown by the voluntary schools.[2] In 1884 twenty-one scholarships to be held at Seedley Commercial Board School were offered for competition. The examinations were held jointly with those for the Pendleton Mechanics' Institute scholarships and,

1. Salford Weekly News 28. 8. 1880
2. Salford Weekly News 12. 5. 1883

as the subjects were the same, presumably Pendleton boys could compete for both simultaneously.[1] Only ten Science and Art scholarships and one of those offered by the Pendleton trustees were awarded.[2] There was an absence of good candidates. Possibly the voluntary schools had not entered their promising boy pupils whom they hoped to retain as pupil-teachers, fearing that the holding of the Science and Art scholarships at Seedley Commercial Board School would attract the boys into pupil-teacher status with the Board. In May 1884 the Board decided to consider the extension of the scheme to girls - again, perhaps because of the few suitable boy candidates - and in offering seventeen scholarships in March 1885, said that those won by girls were to be held at the Higher Broughton Board School. This school appears to have had no Science class, merely teaching the Science and Art Department's syllabus for "Drawing in elementary schools".

The Board's Triennial Report of 1888 said that the Science and Art scholarships (now worth £9), for promising pupils in elementary schools to continue their studies for another year and to study either a science subject or second grade art, had continued to be offered, but there had been a difficulty in finding a sufficient number of scholars qualified to receive the scholarships, the competitors still being mainly from the board schools. The

1. Salford Weekly News 22. 3. 1884
2. Salford Weekly Chronicle 17. 5. 1884

following statistics were provided:

Science and Art Elementary Scholarships 1886 - 1888 inclusive

| Year | Number of schols. offered | Number of Candidates | Number of scholarships awarded - accepted |
|---|---|---|---|
| 1886 | 12 | 21 | 5 5 |
| 1887 | 8 | 28 | 3 3 |
| 1888 | 5 | 38 | 5 3 |

But despite the absence of good candidates in Salford for these scholarships, the pupils in the early years at least do not appear to have been winning exhibitions elsewhere. In July 1886 A.F.Leach, an Assistant Charity Commissioner, attended a meeting of the Board to obtain information on "the reason for the alleged failure in the supply of competent candidates from public elementary schools for the scholarships of Manchester Grammar School."[1] The governors wished to amend the scheme of 1876 by increasing the value of the scholarships by payment to parents of boys from public elementary schools of £12. 12s. per annum for maintenance, as well as providing free tuition in lieu of the normal annual fee of the same amount, and to pay for this they proposed to reduce the number of scholarships from 82 to 57 and to obtain the power to alter this latter total if necessary. The Board denied that there had been a falling off in the number of satisfactory candidates and counter-claimed that the examination had become more difficult so that it was beyond most

1. Salford Weekly Chronicle 17. 7. 1886

elementary school boys doing work in the standards. They objected to the governors' proposals (as did the Manchester Board, which concurred with Salford[1]) and suggested lowering the standard and printing a syllabus with recommended text-books, as the current system was too indefinite. Leach said the standard had not risen and was not too high. He maintained that the central board schools (presumably those of Manchester) were taking boys away from the Grammar School as they provided a cheaper education and it was to counteract this that the governors proposed making the scholarship awards more valuable. Leach said that the scholarships were being won at the moment by middle-class children (one of the sons of the Reverend J. Reid, a Salford School Board member, held one) and that the better working-class boys were going to the central board schools.

In 1887 the rules for the Science and Art scholarships were altered. They became of £9 value in the first year, £12 in the second, and £15 in the third, the South Kensington contribution being £4, £7, and £10 respectively. Working-class boys still continued to prefer the higher grade schools and in consequence the Manchester Board (and possibly the Salford Board also) agreed to hold joint examinations for the Science and Art scholarships for boys aged twelve to sixteen, and the Grammar School scholarships for boys aged ten to fourteen. At the examinations held between December 1887 and April 1889 there were 250 candidates for the former scholarships and only 100 for the latter. Consequently the suggestion was made that bursaries of £7. 10s., £10, and £13. 10s. respectively should be given

1. Salford Weekly Chronicle 4. 9. 1886

from the Langworthy funds to holders of the Grammar School foundation scholarships to make them equal in value to the Science and Art scholarships. It was finally decided that thirty-six bursaries of between £10 and £15 should be given to foundation scholars and that for one half of the foundation scholarships preference should be given to boys who had been pupils for at least three years in any public elementary school.[1] But even this does not appear to have achieved really satisfactory results for F.E.Kitchener reported to the Bryce Commission of 1895 that there was still a decline in the number and quality of the candidates from public elementary schools competing for free scholarships to Manchester Grammar School, owing to the competition of the higher grade schools in Manchester.[2]

The Salford Board continued to offer Science and Art Department elementary school scholarships until 1902. Although the 1891 Triennial Report spoke of continued difficulties in finding a sufficient number of satisfactory candidates, three years later the Board were happy to state that both the number of the candidates and their quality had improved. This was perhaps due to the facilities offered by the Organised Science Schools of the borough.

1. History of Manchester Grammar School: A.A. Mumford, pp. 380-381

2. Royal Commission on Secondary Education 1895, Vol.VI, p. 118

Science and Art Department Elementary Scholarships 1889-1894 inclusive

| Year | No. of schols. offered | No. of candidates | Number of scholarships: Awarded | Accepted | Renewed for second term |
|---|---|---|---|---|---|
| 1889 | 3 | 31 | 3 | 3 | 3 |
| 1890 | 6 | 54 | 6 | 6 | 2 |
| 1891 | 5 | 25 | 4 | 3 | 2 |
| 1892 | 7 | 45 | 7 | 7 | - |
| 1893 | 6 | 65 | 6 | 6 | 1 |
| 1894 | 5 | 63 | 5 | 4 | 3 |

From 1893 until 1896, when the municipal Technical Institute opened, the Board received an annual grant of £300 partly to be spent on scholarships, both for day school and evening students, and in consequence six Science and Art elementary scholarships were offered in addition to thos e provided by the Board itself. The remainder of the money was devoted to the development and maintenance of the Board's evening schools. In 1895 there were also two Pendleton Co-operative Society Science and Art scholarships given for competition.

In 1897 the provisions of Frances Cartwright's charity were reconstructed, entitling the Board to receive for every alternate period of three years a sum of £35 per annum, which was to be used to provide exhibitions not exceeding £15 a year. In consequence the Board decided to offer annually four exhibitions of £5 value. The examinations for all the above scholarships were conducted at the same time by the local members of Her Majesty's Inspectorate.

The following table shows the number of Science and Art scholarships offered and awarded by the Board from 1895 to 1902 inclusive:

| Year | No. of schols. offered | No. of candidates | Number of scholarships | | | |
|---|---|---|---|---|---|---|
| | | | Awarded | Accepted | Renewed for second term | Renewed for third term |
| 1895 | 9 | 71 | 6 | 6 | 3 | - |
| 1896 | 13 | 50 | 6 | 6 | 6 | 1 |
| 1897 | 9 | 43 | 7 | 7 | 1 | 1 |
| 1898 | 11 | 50 | 7 | 7 | 4 | - |
| 1899 | 10 | 59 | 6 | 6 | 4 | - |
| 1900 | 9 | 43 | 7 | 6 | 2 | - |
| 1901 | 11 | 41 | 6 | 6 | 4 | 1 |
| 1902 | 10 | 44 | 8 | 8 | 1 | 1 |

As may be seen from the above table the number of candidates for these scholarships was never excessive.

Higher grade schools : the second phase

The higher grade schools of the order that so much troubled the endowed grammar schools really had their origins in the early 1880's. Their development was largely due to the introduction of a Seventh Standard in the Education Department's Code of 1882 and the spread after 1886 of the Organised Science School recognised by South Kensington; the establishment of these Science Schools had been recommended in 1883 by the Technical Education Commission.

The Ducie Avenue Higher Grade School had been opened by the Manchester Board in 1877; in 1880 a new central school was opened in Sheffield for children of Standard V and above, admission being by examination; and in 1884 the Birmingham School Board opened the first Seventh Standard School. The new premises of the Manchester Central Higher Grade School in Deansgate were opened by Mr. Mundella in July 1884. Within a short time there were many Salford children on the rolls of this school, willingly paying quite high fees. Certain voluntary school supporters on the Manchester School Board wished to exclude these children, for whom there was no such equivalent school in Salford, and they were not unnaturally opposed by Birley, the chairman of both Boards. The School Board Chronicle paid tribute to Birley for his decision in its leader column: "It is another added to many former examples of the devotion of the Chairman, Mr. Birley, to the cause, that he has set aside his own predilection for voluntary schools in the broad interest of the work of education."[1] On 24th January 1885 the School Board Chronicle reported that most large towns and cities had higher grade board schools, but that so far London had none. Indeed, it was not until 1891 that the London Board decided to establish higher grade board schools, although there were still none by December 1892.[2]

In March 1886 the Science and Art Department recommended

1. 8.11.1884
2. School Board Chronicle 24.12.1892

the Salford Board to consider the establishment of an Organised Science School. The Board, although not acting directly along the suggested lines, asked its Science and Art sub-committee to see whether the projected Grecian Street Board School could be converted to a higher grade school and whether such a conversion could be made in the Ordsall and Regent Road district so as to obviate the need for a central higher grade school. The Board's only higher grade school, Seedley Commercial School, was transferred in September 1886 to the premises of the former Wesleyan school in Brunswick Lane, but this move was made merely because the old building was unsuitable; from then on the school was known as Pendleton Higher Grade School. Its fees at this time were eightpence per week. The Science and Art Department gave a fifty per cent grant to the furnishing of its chemistry laboratory.

Also in 1886 the Board decided to start cookery classes for girls in its schools and to make the facilities available to girls from voluntary schools. In the Triennial Report for 1888 the Board was able to report that there were 1,031 girls in its cookery classes and that there were 3,393 children receiving instruction in "Drawing in Elementary Schools" under the new Science and Art regulations of March 1887, which the Board regarded as satisfactory and encouraging. There were now twenty centres for this subject, both Board and voluntary and day and evening. There were also seven schools with Science classes, whether day or evening, and two with Art classes. In 1891 the Education

Department made drawing compulsory for older boys in elementary schools and said that it should satisfy the requirements of the Science and Art Department, so by 1892 virtually every day school and evening centre in Salford, at least 65 in number, were giving such instruction. The Board employed a peripatetic teacher to do much of this work in its schools.

In July 1889 the Board decided to establish an Organised Science School as a separate department at Pendleton Higher Grade School for boys who had passed Standard VI. Clever children of poor parents were to be admitted at a reduced or totally remitted fee at the Board's discretion. In October the fee in school was reduced from eightpence to sixpence per week. A further Organised Science School for boys was organised in the Grecian Street Board School, Lower Broughton, which had opened in February 1888. Boys in attendance at these schools, who had passed Standard VI, were no longer presented for the Education Department's examinations, but only for those of the Science and Art Department. The curriculum, however, still included the ordinary subjects, together with French and shorthand. Following the 1891 Elementary Education Act, the fees in both schools were reduced to threepence per week, and this was the common practice elsewhere with regard to higher grade school fees, although the Birmingham Board decided to make all their schools, including higher grade and evening schools completely free.

The only voluntary Organised Science School in Salford was at Woodbine Street Bible Christian Higher Grade. It was first

mentioned as such in the 41st Report (1894) of the Science and Art Department, giving statistics for 1893, when there were 26 pupils in the school. However, the Science School was short-lived, as it was discontinued by the time of the 45th Report (1898). Its accommodation probably failed to satisfy the later and more stringent requirements of South Kensington.

On 3rd June 1893 the School Board Chronicle published details of higher grade board schools, and the inadequacy of Salford's provision by that of Manchester's is clearly seen, particularly when it is remembered that at the 1891 census Manchester's population was 575, 741 and Salford's 198, 139. With over a third of Manchester's population, Salford had less than an eighth of its higher grade board school places.

School Board Higher Grade Schools in Manchester and Salford

| Manchester | Accom. | Av. attn. | Salford | Accom. | Av.attn. |
|---|---|---|---|---|---|
| Central Hr. Grade | 1,027 | 1,027 | Pendleton Hr. Grade | 387 | 197 |
| Ducie Avenue | 1,705 | 1,401 | Grecian Street | 240 | 254 |
| St. Matthews' | 850 | 665 | | | |
| St. Luke's | 424 | 397 | | | |
| Waterloo Road | 1,250 | 861 | | | |
| Total | 5,256 | 4,351 | | 627 | 451 |

## The Central Higher Grade Scholarship School

To remedy this state of affairs and help supply a body of

qualified students for the proposed municipal technical college, in November 1893 the Board decided to establish a free higher grade school, open to all boys and girls from all public elementary schools in the borough, board and voluntary, on passing an entrance examination. The school was also declared to be designed to prepare scholars who wished to become pupil-teachers, to carry on the education of intelligent children whose parents wished to keep them at school until the age of fifteen but who could not afford the fees of the other higher grade schools, and to prepare pupils for entrance to local grammar and high schools. A new school building behind and adjoining the new School Board Offices on Chapel Street was decided upon. As the school was only to be for older pupils of Standard VI and upwards it was felt that no playground was needed.

While the building was being erected, it was decided to open the school in temporary premises, and the Salford Working Mens College, which had closed as a day school in February 1893, was rented for this purpose. The school opened in February 1894 with 113 pupils out of 116 who had presented themselves for examination. Even though there is no indication available as to how the papers were marked, it is obvious that the school filled an urgent want. Two further examinations were held in the course of 1894 and by November there were 153 pupils admitted to the school out of 203 candidates. 104 of the pupils, 57 boys and 47 girls, had come from board schools and 49, 29 boys and 20 girls, from voluntary schools.

In future it was proposed to hold two entrance examinations annually, one in January and one in June. So that children should not be excluded on religious grounds, it was decided that religious instruction normally would be given in accordance with the Board's non-sectarian scheme, but that classrooms would be placed at the disposal of Roman Catholic and Anglican religious teachers if they desired, at the appropriate times.

The Scholarship School pupils were transferred in January 1896 to the new building in Victor Street, which had been erected at a cost of over £12,000. The school had accommodation for 750 pupils and in addition to the normal classrooms there were two laboratories, one for chemistry and one for physics, a lecture room, a cookery room and a manual instruction workshop. These facilities allowed the Board to establish in August 1895 an Organised Science School in the premises. By September 1897 there were 234 pupils on the registers, 34 in Standard VI and 200 in either Standard VII or the Organised Science School. Of these children, 63 were aged between thirteen and fourteen, 20 between fourteen and fifteen, and five between fifteen and sixteen; the remainder, 146, were aged below thirteen. In its 1897 Triennial Report the Board said that since the opening of the school four boys had won scholarships to Manchester Grammar School, sixteen pupils had been awarded Science and Art Scholarships, and four Pendleton Mechanics' Institute Scholarships. Thirty-three pupils had chosen to become pupil-teachers. At the prize distribution of November 1897 it was said

that the school was earning the highest possible Education Department grant.[1]

The efficiency of the school and the quality of the pupils are shown by the following table giving the Science and Art grants earned by the Board's Organised Science Schools from 1895 to 1897:

| | 1895 | | 1896 | | 1897 | |
|---|---|---|---|---|---|---|
| School | Av.attn. | Grant | Av.attn. | Grant | Av.attn. | Grant |
| Pendleton Hr.Gde. | 40 | £134. 0.0 | 58 | £217.18.0 | 38 | £124. 8.6 |
| Grecian Street | 31 | £117.10.0 | 43 | £177.10.2 | 44 | £193.16.0 |
| Central Scholarship | - | - | 63 | £224. 0.3 | 61 | £362.12.6 |

Despite the undoubted success of the Central Scholarship School, however, it did not attract an excess of candidates, although, from the number of scholarships won by them, many of the pupils were extremely able. The school had accommodation for 750 pupils, but in 1898 there were only 277 on the rolls, in 1899 there were 337, and 276 in 1900. This lack of demand for higher day school education, as well as the absence of a reputable protestant grammar school in the school board period, is perhaps due to Salford's being something of a poor-class suburb of Manchester. Even to-day (1965) it has one of the lowest percentages of sixth-formers in the country.[2]

In 1898 the Science and Art Department refused to continue

1. Salford Reporter 6.11.1897
2. Vide. Chapter 6, p.222

their recognition of Pendleton Higher Grade School as an Organised Science School as it did not retain a sufficient proportion of its scholars to take and complete the course. On 29th October 1898 the School Board Chronicle published a special number on higher education under the school boards. The Science and Art Department had published lists of schools in which over 25 per cent of the pupils left at the end of the first year and questioned whether such schools should continue to be registered as Schools of Science (the new term for Organised Science Schools). The figures for the three board schools in Salford were:

Central Scholarship 66 per cent

Grecian Street 36 per cent

Pendleton Higher Grade 38 per cent

The article commented:

"There is considerable difficulty, to which several causes contribute, in retaining a large number of scholars in this district. In the Schools of Science the parents are required at the commencement of the session to give an undertaking that unless prevented by unforeseen circumstances, they will allow their children to remain at school until the close of the session. This requirement has been instrumental in preventing the schools from being depleted in the course of the year. The Science and Art Scholarships are a means of retaining some of the scholars and by bringing under the notice of the parents the wider curriculum

provided by these schools, the Board hope that the parents will realise the advantage of retaining the children at school for at least two years beyond the exemption standard."

The School Board Chronicle's observation had been foreshadowed by the Board in their 1897 Triennial Report in their report on Evening Schools and Science Instruction, which said that there were only 421 children over thirteen years in the board schools of the borough, a mere 67 being over fourteen years; in the voluntary schools there were only 654 over thirteen, 91 of whom were aged fourteen and upwards. The same report also stated that apart from the three Organised Science Schools, only one class of about 25 boys were instructed beyond the standards of the Education Department in the Board's schools. This was in the Senior Boys' Department of the Trafford Road Board School, where in addition to the ordinary work the class were prepared for the Science and Art examinations in geometry, machine construction and drawing, and mathematics. At the speech day of the Central Scholarship School for the final year of its operation under the School Board, it was stated that only six and a half per cent of those who had entered the school had passed through to and completed the final year, a mere 101 pupils out of the 1,672 who had gained admission since the school was started in 1894.[1]

But whatever difficulties there may have been in finding

1. Salford Reporter 26.12.1903

and retaining pupils, there is no doubt as to the successful nature of the work of the Central Scholarship School. For example, Mr. Pole, H.M.I. for the district, spoke very favourably of the institution in the Board of Education Report of 1901.[1]

## The Bryce Commission and secondary schools in Manchester and Salford

The Royal Commission on Secondary Education of 1894 found more to report on in the Manchester and Salford area than did the Schools Inquiry Commission of 1864 to 1868. The Roman Catholic Boys Grammar School had moved from Salford in 1891 to Manchester, where it was merged with another similar school to become the Manchester Catholic Collegiate Institute, with accommodation for 150 scholars, day and boarding. Although there was still no boys' grammar school in Salford, the provision in Manchester had been increased by the founding in 1887 of the William Hulme Grammar School with accommodation for 300; Manchester Grammar School, founded in 1515, still provided near the Salford boundary accommodation for one throusand boys.

There were now also three girls' endowed high (grammar) schools in the area. Manchester High School for Girls, situated in Dover Street, Manchester, had accommodation for 600 pupils and two branches had been founded in Salford. These were Pendleton High School and North Manchester High School in Higher Broughton;

1. Vide Appendix I, pp.551-552

their accommodation was given as 180 and 190 respectively.

The Pendleton and Broughton areas seem to have attracted a series of private "grammar" and "high" schools, and this is not surprising as they were partially the better class neighbourhoods of the borough in this period. In 1876, among other years, there are advertisements for two schools in Seedley, a district of Pendleton; these were the Seedley Castle Girls' School and the Seedley Grove Academy Boys' School, the latter having accommodation for boarders.[1] A Pendleton High School is found advertising the start of its autumn term in 1879,[2] and this school continued for some years. In November 1877 the Salford Weekly News[3] reported a rugby match between Broughton College and Broughton High School, and what is probably an advertisement for one of these schools, perhaps the latter, is to be found sixteen years later, in 1893, when an announcement is to be found for the forthcoming term at Broughton School, which, it is claimed, has been under the same principal since 1875; the school is said to have a "Cricket and Football Field" and a "large, lofty and well-ventilated school-room."[4] The same edition carried an advertisement for Pendleton Grammar School, which may have occupied the premises of the Seedley Grove Academy, as it was situated in Seedley Grove.

1. Salford Weekly News 21.10.1876
2. Salford Weekly News 11.10.1879
3. 30.11.1877
4. Salford Reporter 23. 9.1893

The Salford Reporter in 1889[1] had carried an account of the speech day of Pendleton Grammar School. The school, it was said, had been established four years and its pupils were prepared for the Cambridge Local examinations. In the lower school an "English education" was given, together with some tuition in French; in the upper school French, Latin, German and mathematics, as well as an "English course", were taught. The aim of the school was to give a "sound commercial education". An advertisement gave the fees as varying between 10s. 6d and £2. 2s. per term[2], and this represented the range of the fees of private schools generally. All these schools disappeared without trace, some being of an extremely ephemeral nature, and no details of their accommodation and successes are available.

Pendleton Girls' High School, however, which was opened in January 1885, was not such a school. This was a branch of the endowed Manchester High School for Girls and was conducted in a large house at 2, Birch Mount, Eccles Old Road, Pendleton. For the first few years of its existence it merely acted as a junior department of the original school in Dover Street, Manchester. But in 1888, with the Charity Commissioners' consent, the Pendleton branch became a separate entity, retaining its pupils for the whole of their school career. It remained, however, a part of the same foundation. In 1892 a further branch of the foundation was

1. 19. 1.1889
2. Salford Reporter 15. 6.1889

opened in Higher Broughton as the North Manchester High School for Girls. This too was managed as a separate school.

All three schools had no difficulty in securing pupils, and by 1900 both Salford branches were virtually full. The curriculum was the same in all three schools, in which the fees, for the whole of the school board period, were three guineas per term for children under ten years of age, four guineas per term for children aged between ten and fourteen, and five guineas per term for children over fourteen. There was also a ten shilling entrance fee. Piano lessons were provided at an additional fee. The 1902 report of the foundation quotes a two guineas fee for pupils under eight, who attended for mornings only. The preparatory department in all three schools was mixed, boys aged between six and nine years who had sisters in the school being admitted. Each school developed its own sixth form and sent pupils to the universities. The same scholarships and exhibitions were open to girls from the Manchester and Pendleton branches, but all the Higher Broughton school had at its disposal were two scholarships of twelve guineas annual value. The pupils were entered for the Cambridge Local Junior and Higher examinations and the Oxford Junior examinations. The permament staff were supplemented by visiting teachers for subjects such as French, music and drawing.[1] Both the Salford schools are now maintained girls'

1. Annual reports of Manchester High School for Girls, Pendleton High School for Girls, and North Manchester High School for Girls, 1874 to 1904.

grammar schools. It is to be noted that both the schools were situated in the more middle-class outlying townships of Pendleton and Broughton and not in Salford proper.

The only higher grade schools in Salford and Manchester that the Bryce Commission took cognisance of were, in Salford, Pendleton Higher Grade, Grecian Street, the Central Scholarship School, and Christ Church Upper School, and in Manchester, the Central Higher Grade, Birley Street Higher Grade, Ardwick Higher Grade (Ducie Avenue) and Cheetham Higher Grade, all board schools with the exception of Christ Church Upper School. Mr. Kitchener, the Special Commissioner for Lancashire, thought the Christ Church Upper School and the Central Scholarship School worthy of description. Of the former he said that the school was fee paying, all above Standard I paying five shillings a quarter, with manual instruction an extra shilling, and Latin a further five shillings. "The speciality of this school is that it has for some years laid itself out to be a feeder to Manchester Grammar School and its history proves that where the curriculum is not bound by hard and fast lines, the higher grade school may be a useful stave of the ladder. Out of 96 scholarships into the Grammar School won by Salford boys (between 1887 and 1893) 37 have come out of this school. At the present time four of these scholars are at Oxford..... Several of these boys have received Langworthy Scholarships of £20 a year at the Grammar School, which have acted as maintenance

scholarships. Here at any rate it is clear that the ladder is not broken. Other boys and girls have obtained Salford School Board Science and Art scholarships."[1]

Of the Central Scholarship School, Mr. Kitchener said that as a result of a conference attended by the High Master of Manchester Grammar School, it had been decided to run the school so as to avoid interference with the Grammar School. The Scholarship School was to have three sides, a scientific, in accordance with the South Kensington syllabus, a commercial, in which the main subjects were to be English, commercial arithmetic, book-keeping, shorthand, French and German, and a literary, in which the syllabus of the Cambridge Local examination was to be adopted.

In his summary report on Manchester and Salford, Mr, Kitchener said that the girls, with five (sic) high schools, the higher class private schools, and the girls' departments of the higher grade schools, were better provided for than the boys, for whom there was no superfluity of provision. He concluded: "If we take those schools only which have hitherto been considered secondary, and leave out of consideration the higher elementary schools, the provision in Manchester (and Salford) is less than in Liverpool.

"Where then are the missing boys? Undoubtedly the answer is that they have gone to the Board Secondary Schools; the class of parents who are prepared to pay four guineas a year for their sons' education, and no more, have not found schools at that price in

1. Vol. VI. pp. 129-133

Manchester, and from this cause and also from the other attractions offered them, have sent their sons to higher grade schools. . These schools then are teaching along with others the boys who were intended by the former Commission to be included in the third grade schools; and no system of Secondary Education can now be complete which does not take them into account."[1]

Pupil-teachers' education

To ensure a satisfactory flow of recruits for the teaching profession, Kay-Shuttleworth in the Minutes of the Education Department of 1846 introduced the pupil-teacher system, by which one or more of the brightest scholars in a school might be apprenticed to the head-teacher, provided the teacher was capable of giving his (or her) apprentice instruction in accordance with a stipulated syllabus and the school conformed to certain requirements of organisation and equipment. The pupil-teacher entered upon a five-year apprenticeship at the age of thirteen and was paid an annual salary of £10 rising by increments of £2. 10s. to £20. Later the period of apprenticeship was reduced to four years with the raising of the age of entry to fourteen. The master or mistress responsible for training received annually £5 for one, £9 for two, and £12 for three pupil-teachers; £3 was paid for each additional apprentice. One pupil-teacher was allowed for every twenty-five scholars, and head-teachers were required to give pupil-teachers one and a half hours' instruction each school day, usually before morning school and

1. Bryce Commission Report, Vol. VI, p.134

following afternoon school, the remainder of the young apprentices' time being spent in teaching. At the end of their apprenticeship the pupil-teachers were entered for the Queen's Scholarship examination, successful candidates being awarded exhibitions to the value of £20 or £25 at a training-college. In 1856 young persons over eighteen years of age who had not served an apprenticeship were also admitted to the Queen's Scholarship examinations. The candidates for these scholarships were required to pass in practical teaching, reading and recitation, arithmetic, music, English grammar and some literature, geography, history, and for boys mathematics and for girls needlework. Certain additional subjects could also be offered, for which extra marks might be obtained.

This was largely the state of affairs which obtained in 1870 and which the Salford School Board inherited when it took over its first school in 1877. Apart from the appointment of pupil-teachers and the difficulty of securing them, particularly boys, only on one occasion up to 1891 did the Board discuss their position, when in March 1882 a memorial to the Education Department was adopted unsuccessfully urging the exclusion from the new Code of the provisions prohibiting the employment of pupil-teachers for more than twenty-five hours per week, as the thirty hours they were now employed could not be so reduced without affecting the efficiency and good order of the schools. From this it can be seen that concern of the Board at this period was not with the education and welfare of their young employees.

The inadequacy of the pupil-teacher system as it then stood was apparent by the early 1870's, but the instruction of the pupil-teachers at appropriate centres was handicapped by the regulations of the Education Department which required them to be taught by a certified teacher in the school in which they served. In 1880, however, the Code was altered to allow their instruction by any certified teacher. Thereafter pupil-teacher centres grew in numbers. The School Board Chronicle[1], incidentally, had reported the establishing of them in London in 1875, although Birchenough[2] says that owing to various difficulties they did not come into being until 1881. By 1884, when pupil-teachers were not required to teach more than half-time and might receive instruction during the remainder of the day, rather than in the evening as hitherto, there were centres in London, Birmingham, Leeds and Liverpool.[3]

Conflicting evidence as to the efficiency of the pupil-teacher system was given to the Cross Commission which reported in 1888. Herbert Birley, the chairman of the Salford Board, was one witness before the Commission who expressed his support for the pupil-teacher system, particularly for younger children. He was also of the opinion that pupil-teachers should spend the whole day in teaching, and said that no strain resulted from this in Salford as they selected "strong" candidates. He preferred candidates

1. 27.11.1875
2. History of Elementary Education: C.Birchenough, p.382
3. School Board Chronicle 16. 8.1884

who themselves had come through the public elementary schools, rather than from grammar schools, as their experience was more apposite, and he liked them to be under fifteen as they were more easily moulded. Teachers educated in training colleges, he thought, were only needed in the higher schools.[1] But while some found the current pupil-teacher arrangements adequate, and this was the opinion of the signatories of the majority report, others believed them to be one of the defects of the educational system, and this was the view upheld in the minority report. The result was to put the pupil-teacher system on trial.

It was not until the Education Department issued a memorandum in February 1891 drawing the attention of those concerned to the desirability of providing a more complete system of teacher training that the Salford Board took any steps towards providing central classes, although organising masters and mistresses had been appointed from 1881[2], and these undoubtedly gave assistance with the training of pupil-teachers. In consequence, in March 1891 the Board decided to establish a pupil-teacher centre and the Irwell Street School was rented for this purpose and opened a month later. A time-table was drawn up and pupil-teachers of the same year of apprenticeship attended a specific morning and afternoon, in addition to attendance on Saturday morning when all had to be present. The Board provided a staff of two of their former head-teachers, a man

1. Vol. 1. Answers 40193-94, 40415-34, 40793-95.
2. Salford Weekly Chronicle 15. 1.1881

and a woman, to the centre, and on Saturday mornings added to them with special teachers for music and drawing, and later for science, but the pupil-teachers were not withdrawn entirely from the care of the head-teachers, whose instruction the centre was only intended to supplement.

As the whole of the accommodation was not absorbed by the Board's own pupil-teachers, the Board placed the centre at the disposal of the voluntary schools of the neighbourhood. Attendance at the classes was free to Salford pupil-teachers, the Board confining themselves to the taking of the grant for science and drawing. The charge for pupil-teachers from outside the Salford district was £2 per annum, the science and drawing grant, and the cost of books.

The Bishop of Salford, however, warned the Roman Catholic voluntary schools against sending their pupil-teachers to the centres in Salford and Manchester, where one had also been opened. He was of the opinion that they would infuse the spirit of the board schools into the denominational schools and, far worse, "it would insensibly weaken the independence, the self-reliance and the energy of the voluntary school managers by making them dependent on the board school system for the education of their pupil-teachers. This might easily become the first step, acquiesced in by ourselves, towards the extinction and conquest of the voluntary schools."[1] In consequence the Roman Catholic Adelphi House School on Chapel Street, Salford, was established as a Roman Catholic pupil-teacher

1. Salford Weekly Chronicle 16. 5.1891

centre, with Science and Art classes, from 1891. The centre was virtually a training college in so far as many of the students were in residence. (In 1904 the centre moved to Prestwich to become the still extant Sedgeley Park Training College. Adelphi House is to-day the Roman Catholic girls' grammar school in Salford.)

When Herbert Birley died in November 1890 it was decided to honour his memory with a system of awards of £5 per annum for successful candidates at the Queen's Scholarship examination who went on to recognised training colleges. A sum of £600 was raised and the awards were to run for twenty years.[1]

By 1894 the Board were able to report that the pupil-teachers' central classes were well established and working very successfully after three years' existence. Of 43 candidates who had taken the pupil-teachers' examinations in 1890 only twelve, 27.9 per cent, had been placed in the first class, while thirteen, 30.2 per cent, had been placed in the third class. In 1893 of 77 examinees, thirty, 39.0 per cent, had been placed in the first class and only two, 2.6 per cent, had been placed in the third class. Two additional women teachers had been appointed to the staff as the scope of the classes was gradually being extended, first year pupil-teachers and candidates for pupil- teacher status having now to attend for four half-days a week, as well as on Saturday mornings. The centre was responsible for almost all the work of these students, although for the others the

1. Salford Reporter 26. 9.1891

original division of work still largely held good. The role of the central classes is clearly seen from the division of work:

A) Subjects for which the central classes were responsible:

Ordinary: History, geography, method, music, reading and recitation, theory of needlework, and domestic economy.

Science: Physiography or sound, light and heat.

Extra: French or Latin, and drawing.

B) Joint subjects taken both at school and at the central classes:

Arithmetic, algebra, Euclid and mensuration, grammar and composition.

C) Subjects taken at school only:

Penmanship, map drawing, practical skill, needlework, religious knowledge.

The number of pupil-teachers in the Board's employ had risen from 57 in 1891 to 84 in 1894, and the number of candidates from 27 to 42. The Board attributed this rise partially to the institution of the classes and also claimed that the quality of the applicants had improved.

For some years the Board had been conducting at Pendleton Higher Grade School evening scholarship and certificate classes for ex - pupil-teachers who had not proceeded to training college, but as a result of the small attendance these classes had been closed for a time after December 1891. However, it was decided to re-open them as a continuation of the pupil-teachers' day classes and under

the control of the principal of the pupil-teachers' centre. This was done in December 1892 and the results were encouraging. From 26 in attendance in the first half-session in 1893 the number rose to 100 in 1897, to 139 in 1900, and was 134 in 1903. The subjects taught in the three years of the certificate course were history, geography, English, grammar, arithmetic, mathematics, sewing, domestic economy, music and school management. The members of the evening scholarship and certificate classes and assistants from any school in the borough were permitted to attend the Science and Art classes held at the centre on Saturday mornings.

In March 1895 the Board decided on a series of university extension lectures to be given to pupil-teachers, as the syllabus for the Queen's Scholarship provided that sixty marks might be counted at the examination by pupil-teachers who held a certificate awarded by a university authority upon their passing an examination conducted by the university at the close of a course of twenty-four lectures. The first series was given by Professor Tout of the Victoria University (Manchester) in 1895-96 on the Constitutional History of England. Of the ninety students who attended, 86 presented themselves for examination and 75 passed. These series of lectures continued until the end of the school period; always the subject was a historical or geographical one.

In January 1896 the central classes were transferred to new premises in the Central Scholarship School. Here there was satisfactory and adequate weekday accommodation, and on Saturday

mornings, when all the students attended, the premises were entirely at the disposal of the centre. In 1897 there were 215 students at the centre, including 92 from voluntary schools. At the recommendation of the inspectorate several classes were subdivided and additional staff, two women graduates, were appointed. Subsequent appointments also were usually of graduates. By September 1900 the number of students in attendance at the centre was 303, of whom 130 were from voluntary schools. There was a slight decrease three years later, when the Triennial Report said that there were 296 students in attendance, 114 from voluntary schools.

In 1899 new arrangements were made for the instruction of pupil-teachers.[1] The second, third and scholarship year pupil-teachers were also to attend the centre for four half-days a week, as well as on Saturday mornings, and to work in their schools on the other six half-days. The centre became responsible for all their instruction, with the exception of needlework, practical teaching, and religious knowledge.[2] This allowed the lessons given at their schools before the beginning of morning school to be discontinued, except for the religious instruction lessons on Monday. This was obviously a big advance in the training of pupil-teachers. Head-teachers, however, were still to get the pupil-teacher payment so that they would continue to attract candidates for appointment and so that they would continue to take an interest in the supervision and guidance of their pupil-teachers.

1. Salford Reporter 25. 2.1899
2. Vide. Appendix VIII for a copy of the pupil-teachers' centre time-table in 1903.

Between 1896 and 1898 a Departmental Committee had conducted an enquiry into the pupil-teacher system. While not condemning the system entirely, it made several suggestions for its improvement. The raising of the age of apprenticeship first to fifteen and then to sixteen was recommended, as was the recruitment of more pupil-teachers from the secondary schools. Pupil-teacher centres, it was suggested, should assume more the character of secondary schools, with a consequent modification of curricula. In consequence, in 1899 the substitution of the Queen's Scholarship examination by certain local and matriculation examinations conducted by universities was allowed. The period of apprenticeship was reduced to three years in 1901 and from 1902 pupil-teachers were examined only at the beginning and the end of their course. The Salford Board did not think it desirable to forego completely an annual examination and in November 1901 made an agreement with the Victoria University for the examination of their pupil-teachers on admission and at the end of the second and third years of their apprenticeship.[1] The admission examination was accepted by the Board of Education in lieu of the one specified in Schedule V of the Code.[2]

That the pupil-teacher central classes were extremely successful is borne out by two references in the later reports of the inspectorate. In the Science and Art report for 1900

1. Salford Reporter 23.11.1901
2. Salford Reporter 21.12.1901

Mr. Hands, writing on teacher-training centres in South Lancashire, said: "Here (the Liverpool pupil-teachers' centre) and at the Salford pupil-teachers' centre valuable courses of practical elementary science have been started, but elsewhere in the district, very little has been done to provide systematic instruction of this kind." And in the Blue-book for 1901 Mr. Pole wrote: "I take this opportunity of bearing witness to the marked success of two institutions which the Salford School Board have had very much at heart, viz., the Central Classes for Pupil-teachers..... and the Central Scholarship School."

Conclusions

The school board period in Salford saw a considerable extension of education of a higher order than elementary, particularly when the provision made by the municipal Technical Institute is also considered (vide Chapter 12 ). The implementation and expansion of higher-grade and secondary schools, of the Science and Art scholarships, and the improvement in pupil-teacher education, all date from the years after 1880. Nevertheless, the real success story of higher education in Salford is to be found in the post-1902 period.

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CHAPTER 11

## The School Board evening classes and the decline of the Salford Working Men's College.

### The first elementary evening schools.

Although there were many private and voluntary evening schools from the late eighteenth century onwards, it was not until 1851 that state aid was given for this form of education. For eleven years grants were given for evening school work, but teachers in aided elementary day schools were forbidden ~~from giving~~ to give this instruction, lest they should neglect their more important duties of instructing their pupil-teachers. Payment was therefore made to enable an additional certified teacher to conduct the evening classes, and sums of from £5 to £10 were paid to voluntary teachers who assisted with these classes. As it was also demanded that the sum received in fees from the students should equal the government grant paid to the evening school, the establishment of state-aided classes was possible only in the larger towns.

In 1862, following the revision of the day school code, the regulations for evening schools were similarly revised and grants were made to the managers of the school on the attendance and attainments of the pupils, assessed on an annual examination in the three basic subjects; at the same time the prohibition on the day school teacher conducting the evening classes was removed. The evening classes were therefore to differ in no way from those held earlier in the day, except in membership; their sole concern was

with elementary education. The result of the 1862 regulations was that the evening classes increased in numbers, the average attendance rising from 14,073 in 1863 to 83,457 in 1870.[1]

In 1865 there were three such schools in Salford with an average attendance of 335 and by 1870 the number had risen to twelve with an average attendance of 685. Of these latter schools, six were Church of England, two Roman Catholic, three nonconformist, and one undenominational. In 1871 it was decided that no grant would be paid for any scholar aged below twelve and over eighteen years; this upper age limit was raised to twenty-one years in 1876. By 1873 the number of evening schools in Salford had fallen to seven with an average attendance of 319; by 1876 the number of schools had risen to thirteen, but the average annual attendance was only 428.[2]

Not until 1878 did the School Board interest itself in this sphere, and this tardiness of approach was typical of much of the country, as there were the more important problems of providing schools and compelling attendance to be dealt with first. In Salford the delay in attention being paid to the evening classes may partly have been due to the fact that the Board did not take over its first school until 1877 and did not acquire any others until 1879. In August 1878, however, the School Management Committee recommended the establishment of the Board's own evening schools and this was

1. The Evening Institute : H.J.Edwards, pp.17-18.
2. Annual Reports of the Education Department, 1865, 1870, 1873, 1876.

agreed upon. Admission was of course on payment of fees, higher charges being made ~~upon~~ of students too old to earn grants. Although no details of these early fees are available - and they would only be ~~in~~ of the order of twopence or threepence per week - the rates of teachers' pay are known. Male head-teachers were paid four shillings an evening and female heads three shillings; male assistants received two and sixpence and female assistants two shillings.[1]

In the first year of operating elementary evening schools, 1878 - 79, the Board conducted eight with an average attendance of 285. The average grant earned per scholar was 8s. 6d., the average charge of the rates per scholar was 17s. 9d., and the total cost of conducting the classes per scholar was £1. 11s. 8d.[2] It would therefore seem that fees amounted to an average of 5s. 5d per scholar. The total number of evening schools in Salford in 1879 was twenty with a total average attendance of 1,179,[3] and this was the high-water mark of the elementary evening school movement in Salford.

## The Board's Science and Art Classes and the decline of the Salford Working Men's College

In 1870 there were two evening institutions providing post-elementary education in the Salford area, the Working Men's

1. Salford Weekly News 17. 8. 1878.
2. Salford Weekly News 14. 6. 1879.
3. Report of the Committee of Council on Education, 1879-80.

College and the Pendleton Mechanics' Institute. The latter establishment had for some time been experiencing the difficulties common to the institute movement. The small attendance at the freehand drawing class had caused the class to be amalgamated with the mechanical drawing class in 1866; the chemistry class was discontinued in 1867, and the French and shorthand classes in 1868. In 1869 the average attendance at the men's 3R's class was sixteen, at the youth's nine, and at the drawing classes nine.[1] The Institute was obviously in a parlous state and this is confirmed by the statistics in the Science and Art Directories. In 1871 there were twelve students in the science class; numbers rose to 27 in 1871, but fell to ten in 1872. There is no attendance given for 1873, but in 1874 the figure was seven and it was in this year that the Institute was discontinued. A night class for drawing was listed for 1871 with 35 students earning a grant of £8. 10s. 5d; there were 72 students in 1872, and in 1873 64 students who earned a grant of £10. 3s. 5d. But in 1874 the number of students was down.to 25 and the class earned ten shillings only.[2] As a result the Institute was discontinued, seemingly without regret as there is no comment recorded on its demise in the local press, which had indeed ceased for some years to give a summary of its annual report. The buildings were sold and the money used to establish a scholarship fund for Pendleton inhabitants in 1883.[3]

1. Education in the Salford District, 1780 to 1870 : A.V.Parsons, p.285.
2. Reports of the Science and Art Department, 1871 to 1875 inclusive.
3. Vide Chapter 10, p.384

By contrast in the 1870's the Salford Working Men's College flourished. The numbers in the science classes were, with the exception of 1873, always above fifty and sometimes exceeded a hundred. The art classes were not so popular but even here numbers ranged up to 95 in 1877, although the figures for 1870, 1878 and 1879 were only ten, twelve and eight, respectively. Considerable sums were earned in grant; for example, £110. 5s. 2d in 1876 and £73. 0s. 6d as late as 1882.[1]

The Working Men's College saw in the establishment of the school board system a prospect of losing their unwanted elementary evening classes and the report of 1875 expressed the hope that "in a few more years the existence of the Salford School Board will render it unnecessary to keep the class open."[2] The unconscious irony of the wish was to be seen in the 1880's when the School Board competition brought about the closing of the College.

This was ominously foreshadowed in 1877 when at the annual prize distribution a fall in the number of student enrolments and class entries was spoken of. The figures for the past four years were:

| Year | No. of enrolments | No. of class entries |
|---|---|---|
| 1874 | 532 | 699 |
| 1875 | 656 | 945 |
| 1876 | 566 | 845 |
| 1877 | 513 | 679 |

These declining numbers were "clearly traced to the recent movement of

1. Reports of the Science and Art Department , 1871 to 1886 inclusive.
2. Salford Weekly News 9. 10. 1875.

the Manchester School Board, which had established in several centres classes for teaching science and art for an abnormally low fee."[1] The classes were open to all members of the community and the fee was one-fifth of the average sum charged by the College. Disinterestedly the report concluded that "the application of this newly recognized power on the part of the School Board would in a short time lead to the establishment of numbers of School Board science classes, and the College need not regret if by an alliance with the School Board that body would take upon itself all the responsibility, cost, and teaching of the students, at the expense of the public rates." A further decline was reported in 1878, with enrolments at 391 and class entries at 457, although the college was pleased to announce that the School Board had now taken over its elementary evening classes and this would, of course, account in part for the decline.[2]

The edition which reported the annual college prize distribution of 1879 also carried the report of the School Board meeting at which it was decided to organise Science and Art evening classes.[3] These classes were to be held at Seedley Commercial School, the subjects taught being mathematics, and animal physiology; there was also to be an art class. A fee of three shillings for the session gave admittance to all these classes. By November there were ninety class entries, fifty in drawing, twenty-one in mathematics and nineteen

1. Salford Weekly News 20.10.1877.
2. Salford Weekly News 5.10.1878.
3. Salford Weekly News 11.10.1879.

in animal physiology.[1] In 1880 sound, light and heat, and magnetism and electricity were added to the range of subjects. It was also decided that the teachers of the Science and Art classes should receive the grant earned as remuneration. Apart from these "vocational subjects" a singing class was also started.[2] An undated School Board pamphlet, probably for the 1881-82 session, adds practical, plane and solid geometry, machine construction and drawing, building construction, and applied mechanics to the list. The three shillings fee admitted a student to any of three of the classes; the fee for the singing class, however, was 7s. 6d.[3]

The School Board Science and Art evening instruction accelerated the decline of the Working Men's College. In 1880 numbers were further down, and of the competition it was said that "such abnormally nominal fees" were charged "that the College has no prospect of following this precedent without becoming insolvent."[4] The following year saw a deficit of expenditure (£565) over income (£506) of £59 and this was said to be for the second year running. Class enrolments had now fallen to 398. Councillor J.E.Middlehurst, a well known local opponent of the School Board, said in moving the adoption of the report that "it was never intended by the legislature that the school boards should spend the rates in teaching French and such subjects; and in his opinion all money expended in such a way

1. Salford Weekly News 15.11.1879
2. Salford Weekly News 11. 9.1880
3. File Ed. 16/185, Public Record Office
4. Salford Weekly News 27.11.1880

was illegally laid out."[1] A foreshadowing of Cockerton!

The School Board continued to extend the range of its Science and Art classes, conducting thirteen science and two art classes during 1881-82 and sixteen and three respectively in the following session.[2] These appear to have been held at five centres, all in Salford and Pendleton, Broughton being too scantily populated.[3]

The result of this competition was the closing in 1885 of the Working Men's College.[4] This was foreshadowed at the annual prize distribution of January 1885 when it was stated that a loss had been incurred on its operation in each of the past four years, although there had been an increase in both membership and students. Consequent upon this there followed a series of important letters in the Salford Weekly Chronicle, from 31st January to 21st February 1885. A letter from one Thomas Lord implied that the decline of the Working Men's College was due to weak management, the cause of the failure of the Pendleton Mechanics' Institute, for Manchester Technical School had added six hundred students to its registers in the past year. This charge was refuted by John Plant, the honorary secretary of the Working Men's College and curator of the municipal museum, who said the reason was simply that the School Board provided at three shillings what the College was obliged to charge nineteen shillings for. His letter concluded: "Of course the college can carry on the

1. Salford Weekly News 10.12.1881
2. Salford Weekly News 11.11.1882
3. Salford Weekly News 28. 7.1883
4. Salford Weekly Chronicle 17. 1.1885

unfair contest until its fund is exhausted and bankruptcy ensues. It has plenty of suggested schemes for battling with the tide, but the (college) council argue that if it be legal (and this is a question about which I can quote a very high authority that it is not) for the School Board to spend rates upon science and art classes for adults of every degree and state of social life, and to charge a fee for entrance of a mere nominal kind, then the existence of the Working Men's College is impossible, for the age of voluntary subscriptions to aid in the education of the working classes is already past; in fact, public men speak of the coming time when from the highest to the lowest of all education must be free, that is, supported by the state."[1]

The next edition, 21st February, saw two letters in reply. One, signed "A member of the School Board", said the reason for the failure of the College was that it was uneconomically conducted, as the Board's Science and Art Classes were self-supporting. "Probably the true explanation is that students of the evening classes at the College are taxed for the general support of the institution, in addition to paying for their own instruction." But even, it went on, if the fees were less, students would still prefer the Board's classes, which were held in centres more conveniently situated and contrasting favourably with the premises of the College - undoubtedly two further valid points. The second letter was again from Thomas Lord who claimed that the fees were eleven shillings and not nineteen,

1. Salford Weekly Chronicle 14. 2.1885

and, ignoring the weighty arguments for the Board's classes, concluded, "Get a good council and the Salford Working Men's College may yet shine." In June the decision to discontinue the College was taken, there being no longer any public interest in its welfare. The simple truth is that with the School Board provision the raison d'etre of the college had disappeared.

The day school attached to the College was continued until February 1893. The building in Great George Street was then used for two years as the temporary premises of the Central Scholarship School. The College and site was eventually sold for £1,430 and the money handed over to the School Board to establish scholarships for public elementary school pupils.[1] However, the preparation of the scholarship scheme was left to the new local education authority as the period of School Board control was then nearly at an end.

With the demise of the Working Men's College the scope of the Board's evening work increased. By 1888 classes were being conducted for various syllabuses of the City and Guilds of London Institute, the Society of Arts, and the Union of Lancashire and Cheshire Institutes; commercial as well as technical subjects were being taught.[2] In its Triennial Report of the same year the Board said that the number of students in the Science and Art classes, which were now being held in at least seven centres, for the session 1887 - 88 was 719, compared with 526 in 1884 - 85. In the current

1. Salford Reporter 21.12.1901
2. Salford Reporter 1. 9.1888

session the average attendance was already 777. The Board looked forward to expanding these classes and wanted a technical education act giving "power to local authorities to make provision out of the rates for instruction of this nature."[1]

In the 1891 Triennial Report the Board announced further increases in attendance, with 913 students in the Science and Art and technical classes for the session 1890-91 and 229 in the commercial (French, book-keeping and shorthand) and singing classes. The numbers in the former group of classes in the current session were, however, down to 869, owing mainly to the fact that the pupil-teachers, who had formerly attended these classes free of charge, were now being instructed at a special centre. Three years later, 1894, the Board reported that the numbers in this group of classes had increased to 937 for the session 1893-94. In 1892 the Town Council had made the Board a grant of £300 out of the "whisky money" and this sum was spent on the maintenance of the Board's Science and Art, technical and commercial classes.

A special report prepared on the Board's "Evening Schools and Science Instruction", dated 24th January 1896,[2] gave the fees in the Science and Art classes as two shillings for the first subject taken and one shilling for each additional subject, except for Practical Chemistry, which was four shillings if taken as a single subject and two shillings if studied in conjunction with one or more other subjects. "The classes," it was stated "have been so successful

1. Salford Reporter 17.11.1888
2. Triennial Report 1897

that it has not been necessary to draw upon the rates, except to a trifling extent." The largest and most successful classes were those in geometry (214), machine construction and drawing (170) and applied mechanics (79), the students being mainly apprentices from the many local engineering works. The other subjects taught under the South Kensington syllabuses were second grade drawing (78), building construction (63), mathematics (43), physics (15), steam (42), practical (51) and theoretical (45), inorganic chemistry, and carpentry and joinery (32). The total of class entries was 832 and number of classes was thirty-five held at seven different centres.

In 1896 with the opening of the municipal Royal Technical Institute the Board ceased to conduct Science and Art and technical classes, with the exception of those held at the Grecian Street Board School in Lower Broughton, an area somewhat distant from the Technical Institute. The attendance at this group of classes was 123 during the session 1896-97. For the rest of the school board period the Grecian Street classes had an average attendance of about 150 students. The subjects taught were practical plane and solid geometry, building construction, chemistry, and carpentry and joinery. A concordat had been arrived at in February 1896 by a joint committee of the School Board and the Technical Instruction Committee of the Town Council by which the Board would discontinue its evening Science and Art classes held in Salford and Pendleton, although continuing the commercial classes. The Technical Instruction Committee were to employ as far as possible the evening

Science and Art teachers of the Board's classes.[1]

Mather and Platt's Works School.

In 1873 William Mather, a member of the School Board and the managing director of Mather and Platt Ltd., an engineering firm, founded at the Salford Ironworks, as the factory was called, what is claimed to be the first works school of its kind in the country. This was an apprentices' training class held in the evenings and conducted by senior employees, particularly the draughtsmen. Pupils were entered for the Science and Art Department's examinations, and attendance at the school was a condition of their employment.[2] The subjects taught initially were practical plane and solid geometry, machine construction and drawing, and pure mathematics. In its first year of operation there were 45 students. Numbers gradually increased, presumably as the works expanded, and from 1885 onwards numbers in the school averaged well over a hundred.

The school was described at length in Volume 1 of the Royal Commission on Technical Education 1881-1884.[3] The apprentices' studies in the school was closely linked to the work in progress in the factory; drawings and calculations were related to actual jobs. The students made frequent tours of the works and saw the jobs in their various stages of completion, for in Mr. Mather's opinion, "you must bring the school to the workshop; you cannot bring the workshop to the school.'... The advantage of the teachers being persons

1. Salford School Board Triennial Report 1894-97
2. Salford Weekly News 30.11.1874
3. Vide Appendix X where the account is given in full.

employed in the works, and being in this school rather than in science classes, is that he (sic) knows what each person is working at every day, and has the opportunity of pointing out something connected with the work he is doing." Thus theory was very closely related to practice.

Apart from the examinations of the Science and Art Department, those of the City and Guilds of London Institute were also taken and there was a scheme of awards known as the "Salford Ironworks Certificates", as well as prizes given for "punctuality, systematic industry and smartness, both in the classes and in the workshops."[1] The firm also offered special prizes of £5 to any who might devise an improvement to any article or machine made or used in the works. It provided free sketch and note-books and drawing-paper to each apprentice and paid the fees of any students who took other subjects in the technical schools of Manchester and Salford. The curriculum of the works school itself was, however, gradually extended, with subjects such as applied mathematics, steam and the steam engine, building construction and drawing, and mechanical engineering and tools being taught. The success of the school is evidenced by its production of young engineers of twenty or so who were capable of taking sufficient responsibility ~~so as~~ to be sent abroad on the firm's contracts.

In his evidence to the Technical Instruction Commission, William Mather declared that he knew of no other such school in

1. Sir William Mather: L.E.Mather p.97-98

Lancashire. Indeed the only other firm with an associated school discovered by the commissioners appears to have been the Elswick Mechanics' Institute which was attached to the Elswick works of Messrs, Armstrong, Mitchell and Company of Newcastle-on-Tyne.[1] In this school, however, apprentices other than those of the parent company were taught, unlike at the Salford Ironworks School, which merely trained its own young employees.

By 1905 it was found that the classes provided by the local technical institutes were so satisfactory that the works classes were closed down. But to-day there is again a Mather and Platt's works school at the Newton Heath works, Manchester, run in conjunction with the local education authority. It now concentrates on day-release training in technical and commercial subjects.

The evening continuation schools.

The elementary evening schools, which had enjoyed a national average attendance of 73,375 in 1870, had declined considerably by the mid 1880's. In 1886 the average attendance was down to 26,009, despite a vast increase in population of some 7,000,000. Many of the witnesses who appeared before the Cross Commission were in favour of a special evening school code, with a bias towards vocational and recreative subjects and an ending of the obligation for students to study the three R's. The decline of the evening schools was attributed to this lack of freedom as to the subjects of instruction and to the absence of encouragement from the Education Department;

1. Royal Commission on Technical Education 1881-1884, Vol. III pp. 646-651

for example, an attempt by the Birmingham School Board to get grant without having to teach the basic subjects failed, and with it any prospect of success for the Board's evening schools.[1] The demand for basic literacy and numeracy had declined as a generation grew up that had felt the steadily increased pressure of compulsory school attendance. The description of the Salford Working Men's College elementary classes in 1875 no longer held good: "The elementary night class is crowded with young apprentices of the rough and illiterate kind who are willing to make an attempt to read, write and cypher, however imperfectly."[2] What was now required of the evening schools, apart from some tuition in the basic subjects, were vocational and recreative classes conducted to syllabuses less exacting than those of South Kensington.

This was the conclusion of the majority of the Cross Commissioners in their Final Report issued in 1888: "Upon the whole we are decidedly of the opinion that the evening school system should be thoroughly revised; that special schedules of standards and subjects should be allowed, suited to the needs of the locality; that local managers should be encouraged to submit such schedules to the Department for approval; that any provision as that embodied in the present Code which requires all scholars to pass in the three elementary subjects as a condition for taking up additional subjects, should cease to be enforced and that no superior limit of age should be imposed on the scholars."[3] The minority report supported these views, adding that physical education and recreation should not be lost sight of.

1. Continuation Schools in England and elsewhere : M.E.Sadler,p.93
2. Salford Weekly News 9.10.1875
3. Royal Commission on the Elementary Education Acts, Final Report, p.162

In Salford the over-all picture of elementary evening school attendance and centre provision from 1870-1891 was as follows.[1]

| Year | Sch. Bd. | | C. of E. | | R.C. | | Others | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Cntrs. | Av. Attn. | Cntrs. | Av. Attn. | Cntrs. | Av. Attn. | Cntrs. | Av. Attn. | Cntrs. | Av. Attn. |
| 1870 | - | - | 6 | 196 | 2 | 255 | 4 | 234 | 11 | 685 |
| 1871 | - | - | 5 | 185 | 3 | 407 | 5 | 268 | 13 | 870 |
| 1873 | - | - | 4 | 100 | - | - | 3 | 219 | 7 | 319 |
| 1876 | - | - | 7 | 212 | 1 | 66 | 5 | 150 | 13 | 428 |
| 1879 | 7 | 285 | 4 | 126 | 3 | 390 | 6 | 378 | 20 | 1,179 |
| 1882 | 5 | 149 | 1 | 53 | 2 | 190 | 2 | 211 | 10 | 603 |
| 1885 | 4 | 121 | - | - | 2 | 144 | 1 | 21 | 7 | 286 |
| 1888 | 8 | 284 | 2 | 84 | - | - | - | - | 10 | 368 |
| 1891 | 12 | 532 | - | - | 1 | 77 | - | - | 3 | 609 |

The Salford Board had made several efforts to make their elementary evening schools more attractive, adopting in 1882 new regulations for their conduct and management,[2] but still their decline continued. In January 1885 the Board sent a memorial to the Science and Art Department asking for provision to be made for teaching first grade drawing in the elementary evening schools, as in the elementary

1. Compiled from the Annual Reports of the Education Department; these figures differ somewhat from those given by the School Board.

2. Salford Weekly News 11.11.1882.

day schools.[1] Despite these attempts, the Board had to report at the end of their term in November 1885 that they were disappointed that a larger number of young people did not avail themselves of the facilities and opportunities afforded by the elementary evening schools.[2]

In January 1886 a deputation from the Manchester and Salford Trades Council asked the Board to help provide recreative and practical classes for young people, on the lines of classes established in Nottingham.[3] These classes were presumably conducted under the aegis of the Recreative Evening Schools Association, founded in 1885. Dr. Paton of Nottingham gave evidence before the Cross Commission that the evening schools could be a great civilising influence on the young if only they could be made more attractive to the average adolescent and it was Paton who had helped to found the Association. The aims of the Association were to encourage young people who left the public elementary schools to continue their education, particularly in recreative and practical fields, to utilise elementary schools buildings and similar premises for such classes and for recreational clubs and institutes, for adults as well as young people, and to stimulate both the state and public opinion at large to make greater efforts for the social well-being of the people as a whole.

The Board sent a deputation to visit Nottingham to report upon

1. Salford Weekly Chronicle 17. 1.1885
2. Salford Weekly News 14.11.1885
3. Salford Weekly Chronicle 16. 1.1886

these recreative evening schools and in consequence it was decided to open three similar schools, two for boys and one for girls, in the session 1886-87.[1] Ordinary subjects were to be taught as well as practical and recreative ones, which included musical drill, singing, object lessons, drawing, wood-carving, modelling, and sewing, as well as talks illustrated by the magic lantern. This side of the evening classes was to be run by the Trades Council who appealed for voluntary helpers.[2] The classes began in late September and by mid-October the girls' recreative classes at least had proved so popular that overflow classes were held in the boys' junior school at Trafford Road Board School and another girls' recreative evening school opened at Mount Street School.[3]

Despite these efforts, however, the Board were dissatisfied with the results of the ordinary elementary evening schools and in their Triennial Report of 1888[4] said that the attendance was still unsatisfactory, although they had tried to make the classes more attractive and useful by including in the syllabus drawing, shorthand and elementary science for boys and dressmaking and cookery for girls. The session of 1887-88 had begun with 600 on the rolls and an average attendance of 401; by the end of the session there were 764 on the rolls but the average attendance was down to 284. For the session 1888-89 just begun there were 1,147 on the rolls with an

1. Salford Weekly Chronicle 12. 6.1886
2. Salford Weekly Chronicle 18. 9.1886
3. Salford Weekly Chronicle 16.10.1886
4. Salford Weekly News 17.11.1888

average attendance of 878 up to mid-October. In October 1889 the number of students in the elementary evening classes was 1,529,[1] so it would appear that the Board and its allies were succeeding in attracting adolescents, even if they were less successful at retaining them - and evening classes have ever suffered considerably from enrolment enthusiasm dying an early death.

The Bishop of Salford made vigorous efforts to start a similar series of evening classes in Manchester and Salford for Roman Catholic young people. H.M.I. Cornish, giving news of this in the Education Department Report for 1889-90, said that it was too early to judge their success. "Strong teaching power is needed... Teachers are expensive and it is doubtful whether out of the grant and fees sufficient funds can be raised to meet the outlay necessary."[2] This view was endorsed by Mr. Scott Coward, the Chief Inspector for the North West Division: "It seems to me that only such a strong force as a board can maintain properly and carry on to a successful conclusion such an undertaking as the creation of valuable evening schools."

In their Triennial Report of 1891 the Board were able to report a considerable increase in the attendance at elementary evening schools over the past three years, but they did not yet feel the position to be satisfactory, particularly with regard to retaining students. The gross average attendance at the Board's twelve centres during the session 1890-91 was 614, while the number

1. Salford Reporter 12.10.1889
2. Vide Appendix I, pp.452-453

on the rolls at the end of the session was 933, the highest number on the rolls at any one time being 1,466. The gross charge on the rates for the average attendance of 614 students was £434. 19s. 0d., an average of 14s. 2d. per scholar, as opposed to £104. 6s. 7d. and 7s. 4¼d. per scholar for the average of 284 students in attendance during the session 1887-1888. The 1891-92 session had begun extremely favourably with 1,790 students on the rolls, with an average attendance of 1,089 for the first week in October. The classes for boys had been further extended by the introduction to the syllabus of wood-carving, and those for girls by the addition of laundry work and sick-nursing. The boys' department of the Grecian Street and Trafford Road Board Schools had been used during the session 1890-91 for higher grade evening schools, and in addition to the established subjects and those mentioned above, instruction was given in advanced arithmetic and mensuration, commercial geography, book-keeping, commercial correspondence and French. Students were entered for the examinations of the Society of Arts and the Union of Lancashire and Cheshire Institutes. The Board concluded their report by expressing their support for a special Code for evening schools, which they believed to be in prospect. To this end the Board, in conjunction with other school boards, forwarded a memorial to the Department of Education, urging amendment of the evening school regulations and a change in the mode of assessing grants.[1]

1. Triennial Report 1894

In September 1892 the Board decided to open evening continuation schools on the Manchester pattern[1] in voluntary school buildings with the day school head teacher in charge and staffed mainly by the day teachers. These schools were to be in areas where there were no current evening classes. The Board were to meet what costs they legally could, such as the charge for the rent of the buildings. The object of these classes was to give ex-pupils the opportunity of continuing their education under their former day-school teachers who knew their capabilities and their needs. Eight such departments, four for boys and four for girls, were opened in the session 1892-93.[2] From this time onwards almost all the evening continuation schools in the borough were conducted under the aegis of the School Board for the voluntaryists, particularly the Roman Catholics, could have no objections to evening-classes conducted in their day-schools by the normal teachers whom the managers had appointed. They were also happy to be relieved of the financial responsibility.

Also in September 1892 the Board opened commercial evening schools in each of the three districts of the borough, at the Trafford Road Board School in Salford, at the Higher Grade School in Pendleton, and at the Grecian Street Board School in Lower Broughton. The previous classes in commercial subjects were absorbed

1. Salford Reporter 24. 9. and 1.10.1892
2. Triennial Report 1894

by these schools, in which instruction was given in accordance with the evening school code, but with special attention being paid to English, arithmetic, handwriting, correspondence, book-keeping, shorthand and typing. French was also taught in all three schools, and German was taught at one and Spanish at another. By 1894 the Board were able to report that the decision to open separate commercial evening schools had been successful, both in terms of attendance and teaching efficiency.[1] The fees in commercial classes were fourpence per week, or five shillings per session or one shilling per month, if paid in advance. Spanish was charged at a rate of two shillings a session extra.[2]

The wishes expressed by the school boards in their memorial to the Education Department and the conclusions of the Cross Commission of five years previously were realised in May 1894, when a new Evening School Code was issued under the vice-presidency of Mr. Acland. The most important changes introduced by the "Acland Code" were the recognition of students over twenty-one for purposes of grant, the removal of the necessity to study the basic subjects, the abolition of fixed annual examinations and their substitution by visits without warning from the inspectorate, the payment of grant

1. Triennial Report 1894
2. Triennial Report 1897

on the general efficiency of the school as a whole and on the time devoted to each subject, and not on individual performance in the examinations in the standards, and the payment of the fixed grant on the aggregate number of hours' attendance of the scholars and not on the average attendance.

The new Code had been introduced with the aim of "giving freedom to managers in the organisation of their schools, offering to managers and teachers a wide choice of subjects adapted to the various needs of the scholars and districts and of enabling managers to combine instruction in subjects for which grants are paid by the State with instruction in the subjects for which no such grants are paid but which it may be desirable to include in the curriculum."[1] The evening schools were to be restyled "evening continuation schools", the name already adopted in Salford and Manchester and elsewhere. As far as Salford was concerned, the new Code did little other than authorise and give grant to the Board's evening schools, on which the Recreative Evening Schools Association had exerted a healthy and liberalising influence as early as 1886.

The following table giving details of attendance at evening continuation and commercial evening schools shows that as a result of the measures taken by the Board before the introduction of the new Code, there was no dramatic increase after 1893. In the 1895-96 session, however, there was a spectacular rise in enrolment and average attendance, and this may have been a delayed result of the Code.

1. Evening Continuation School Code, 1893, Explanatory Memorandum : Education Department.

Attendance and grants earned at evening continuation and commercial schools, 1891-92 to 1899-1900.

| Session | Number of departments | No. of scholars on roll at end of first month | Average attendance at end of first month | Average attendance for whole session | Government grant earned |
|---|---|---|---|---|---|
| | | | | | £ s d |
| 1891-92 | 16 | 1,831 | 993 | 739 | 384 6 0 |
| 1892-93 | 25 | 2,360 | 1,352 | 1,067 | 531 14 0 |
| 1893-94 | 33 | 2,735 | 1,681 | 1,224 | 1,005 9 6 |
| 1894-95 | 28 | 3,009 | 1,942 | 1,513 | 1,608 17 6 |
| 1895-96 | 32 | 4,049 | 2,684 | 2,151 | 2,378 3 6 |
| 1896-97 | 33 | 5,370 | 2,691 | 2,916 | 3,205 5 0 |
| 1897-98 | 37 | 5,815 | 4,216 | 3,364 | 3,765 11 0 |
| 1898-99 | 38 | 4,439 | 3,205 | 2,519 | 2,761 5 3 |
| 1899-1900 | 37 | 4,264 | 3,092 | 2,520 | 2,653 1 3 |

Some of the increase in attendance must have been due to the introduction of new subjects; in the commercial evening schools German, Spanish, type-writing and office routine had been added to the curriculum; in the evening continuation schools domestic economy and millinery had been introduced for girls and citizenship and bent-iron work for boys. The grants earned would have been larger in many years but for the operation of the 17s 6d limit under Article 17 of the Code, against which the Board, along with others, protested to the Education Department.[1]

Numbers in attendance at the evening schools increased quite

1. Salford Reporter 23. 10. 1897

remarkably from 1895-96 to 1897-98. The next session, however, saw a sudden and sharp drop, owing to the operation of Article 8 of the 1898 Code, which excluded from registration all scholars below fourteen years of age, unless such scholars were exempt from the legal obligation to attend school, the object being to prevent grant being paid twice for the same scholar. The Board regretted this step and made fruitless representations to the Education Department to have it modified, as they felt that it broke the continuity of the system whereby a scholar was more likely to pass from day to evening school.[1]

The following table gives the number and ages of the scholars in attendance in 1900-01 as opposed to two years previously, 1898-99.

Ages of scholars in evening schools in Salford, 1898-99 and 1900-01.

| Session | Under 13 | | 13 and under 14 | | 14 and under 15 | | 15 and under 16 | | 16 and under 17 | | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % | No. | % | No. | % | |
| 1900-01 | 77 | 1.7 | 539 | 12.1 | 1030 | 23.1 | 789 | 17.7 | 605 | 13.6 | 3,040 |
| 1898-99 | 279 | 6.4 | 943 | 21.5 | 970 | 22.1 | 770 | 17.5 | 435 | 9.9 | 3,397 |
| Percentages for England and Wales 1898-99 | 2.9 | | 11.0 | | 19.5 | | 16.9 | | 13.0 | | |

| Session | 17 and under 18 | | 18 and under 19 | | 19 and under 20 | | 20 and under 21 | | 21 and over | | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % | No. | % | No. | % | |
| 1900-01 | 386 | 8.7 | 230 | 5.1 | 144 | 3.2 | 135 | 3.0 | 526 | 11.8 | 1,421 |
| 1898-99 | 291 | 6.6 | 182 | 4.1 | 110 | 2.5 | 111 | 2.5 | 305 | 6.9 | 999 |
| Percentages for England and Wales 1898-99 | 8.7 | | 6.2 | | 4.2 | | 3.2 | | 14.4 | | |

1. Triennial Report 1900

From this table it can be seen that the evening schools were of particular appeal to scholars aged from thirteen to sixteen, inclusive. There were relatively few students over twenty-one, these probably being better catered for by the evening classes of the municipal Royal Technical Institute.

Despite the reduction in number owing to the operation of Article 8 of the 1898 Code, the Board extended the scope of its work by opening two special centres for the special tuition of police constables and in summer 1898 it began the successful practice of opening the commercial evening schools for shorthand and typewriting instruction.[1] Also in 1898 the Board commenced to conduct evening classes for all who wished to attend at the pupil-teachers' centre in the Central Scholarship School for the London Matriculation examinations. These classes presumably imposed no burden upon the rates as a fee of £1. 10s. per annum was charged.[2]

Fees, of course, were charged in most of the Board's evening schools. In the ordinary continuation schools up to the session 1900-1901 scholars under sixteen paid twopence per week or one shilling and sixpence per quarter, while those over sixteen paid threepence or two shillings and sixpence respectively. In July 1898 it was decided to make one evening school, St. Ann's, in the Adelphi, a very poor district, entirely free.[3] An attempt by Joseph Nuttall, a progressive member, to get all scholars aged under sixteen admitted free, only

1. Salford Reporter 26. 2. 1898
2. Salford Reporter 23. 7. 1898
3. Salford Reporter 23. 7. 1898

just failed on the chairman's casting vote. From the session 1900-01 the fee for pupils over sixteen was reduced to twopence per week, except in the Grecian Street and Langworthy Road Girls' Schools, where it remained at threepence.[1] By contrast, in some places the evening schools as well as the day schools had been freed from fees by the 1891 Education Act. For example, in Birmingham where this decision had been taken, the evening schools were packed out.[2]

There remains one final aspect to be glanced at of the evening school work associated with the Board, and that is their granting free the use of two or three schools from 1894 onwards to the Manchester and Salford Recreative Evening Classes Association for Children's Happy Evenings for classes on the lines of those conducted in London. These were not evening classes in the ordinary sense but more in the way of play-centres, where children of school age were encouraged to pursue various hobies and to occupy their time with harmless games.

From the above it can be seen that the Salford School Board, after a relatively slow start, pursued and achieved laudable aims with regard to evening education, of an elementary, vocational and recreative nature. That its Science and Art classes should have caused the demise of the Salford Working Men's College is not greatly to be lamented and was indeed inevitable, for by the 1880's the tide was running swiftly

1. Triennial Report 1900
2. School Board Chronicle 16. 4.1892

against voluntary effort in educational provision, and the state, through its various agencies, had assumed a role that was to make far swifter and far more considerable headway in the provision of education for all.

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## CHAPTER 12

## THE TECHNICAL INSTRUCTION COMMITTEE IN SALFORD FROM 1889 AND THE WORK OF SIR WILLIAM MATHER.

The fear that England's industrial pre-eminence was being challenged and in danger of being eclipsed by her Continental and American rivals focused attention upon the English system of technical education in the 1880's. In 1881 a Royal Commission on Technical Education was appointed and its report was completed three years later, although no immediate steps were taken to implement legislation for furthering technical instruction. One reason for this was that until the Local Government Act of 1888, which established the county and county borough councils, it was felt that there were no suitable agencies to conduct education in this sphere, the school boards being too closely concerned with elementary education and in many cases being altogether too insignificant; furthermore, the school board system was not universal.

A series of abortive technical education bills were introduced in the House of Commons, particularly by a group of M.P.s who founded in June, 1887 the National Association for the Promotion of Technical and Commercial Education,[1]

1. School Board Chronicle 25. 6. 1887.

one of whose vice-presidents was William Mather, who had been a member of the Salford School Board from 1870 until 1882. In September, 1887 a Scottish Technical Instruction Bill successfully passed through Parliament, and this gave the school boards, which were universal in Scotland and whose areas corresponded on the whole with the existing burgh and parish boundaries, control over the provision of technical education. The Scottish school boards were, however, vastly different from their English namesakes in that by the much more comprehensive Education (Scotland) Act of 1872 they controlled the secondary schools, except for those totally maintained by voluntary bodies such as the Roman Catholics. The passing of this act stimulated efforts to provide a similar one for England and Wales; in particular the school boards hoped that they would be given powers to provide technical instruction.

In January, 1888, therefore, the Salford School Board agreed to present a memorial to the Education Department pressing for an act on the same lines as the Scottish one and asking for woodwork and metalwork to be paid for as specific subjects under the Code.[1] In May, 1888 the Government introduced another technical education bill, which the School

1. Salford Reporter 21. 1. 1888.

Board Chronicle called "the very worst Technical Education Bill that has yet been drafted."[1] This gave the local authorities the power to provide technical education; the school boards were not to go beyond Standard VII in the schools under their control. The Salford School Board, as did many others, adopted a petition against the bill, asking for the power to control technical education themselves, that is, to provide technical classes out of the school board rate and also to supervise any technical education aided by the board in the voluntary schools.[2] As a result of this and similar memorials the bill was withdrawn.

In March, 1889 a School Board Chronicle editorial expressed the fears that the National Association for the Promotion of Technical and Commercial Education would sell out the school boards to the town councils to get a technical instruction bill passed.[3] A bill on these lines introduced by Sir Henry Roscoe, a Liberal member of the Association, was withdrawn, and the Conservative government introduced its own, but of a similar nature. This was a permissive bill, giving the local authorities power to supply technical

1. 9. 6. 1888.
2. School Board Chronicle 23. 6. 1888.
3. 30. 3. 1889.

education up to a penny rate. The school board supporters felt that technical education was being withheld from them by their many opponents in the Conservative party and they felt that many Liberals would support the measure because of their wish to see technical education provided; for example, the School Board Chronicle said of William Mather that he wanted "technical education at any price," and condemned his amendment by which the school boards could get assistance from the local authorities for technical education.[1] In August, rather against general expectation, the government bill became law as the Technical Instruction Act 1889. Mather's amendment that local authorities should aid school boards on request was watered down to might. The voluntaryists welcomed the measure, particularly the Roman Catholics who saw it as the thin end of the wedge for rate assistance for voluntary schools. The Roman Catholic Weekly Register interpreted it as the beginning of the movement for the abolition of the school board system.[2]

The Salford School Board appointed a committee to study the act and in November unanimously asked the Town Council to found a central technical school. Although they

1. School Board Chronicle 17. 8. 1889.
2. School Board Chronicle 7. 9. 1889.

would have preferred to ask for more direct assistance, they had been advised by Sir Henry Roscoe that no capitation grant could legally be paid out of the rates for children who were on the rolls of a public elementary school.[1] In an endeavour to secure assistance for the school boards in February, 1890 Sir Henry introduced a Technical Instruction (Elementary) Bill, which, however, failed to secure adequate support.

In December, 1889 the Salford Town Council unanimously appointed a Technical Instruction Committee, whose first duty was to confer with the trustees of the defunct Salford Working Men's College on the offer of their building as a technical school.[2] Similar offers of technical colleges and mechanics' institutes were made elsewhere, as in Manchester and Bolton, but these were usually of "going concerns." As a result of the Committee's enquiries and recommendations, the Council decided in August,1890 to establish a new technical school in Salford and also to accept the offer of the Working Men's College building, which would then be sold and the funds used to promote technical education in Salford, subject to the Charity Commissioner's consent.[3] The Town Council were encouraged in their aims

1. Salford Reporter 16. 11. 1889.
2. Salford Reporter 7. 12. 1889.
3. Salford Reporter 9. 8. 1890.

to promote technical education by the distribution of the "whisky money" under the Local Taxation (Customs and Excise) Act 1890, which was distributed to the county and county borough councils to be spent either on the defraying of the rates or on assisting the provision of technical education; the majority chose the latter course.

Early in 1891 the Town Council appointed Henry Lord, who had done much work for the School Board, as architect for the new technical college. That this appointment was open to grave objection is made clear by the comment of the Salford Reporter: "Mr. Henry Lord, who up to this point had served on the committee, ceased in November to be a member of the Council. By that event the committee lost a most valuable colleague, only to gain, however, a still more valuable servant."[1] The site chosen for the new college was adjacent to the central library at Peel Park, about as central a spot as possible in the county borough formed by the three townships of Salford, Pendleton, and Broughton, and on a main traffic route.

After first rejecting applications for financial assistance, in December, 1892 the Technical Instruction Committee recommended that an annual grant of £300 be given to

1. 4. 4. 1896.

the School Board and £30 each to two voluntary higher grade schools, Christ Church and Woodbine Street.[1] In October,1893 the Council made a grant of £150 to Manchester City Council for Salford pupils attending the Manchester Technical College;[2] they also paid the fees of Salford students taking the examinations of the Union of Lancashire and Cheshire Institutes. These grants were continued until the opening of the Technical College.

In 1895 F.E.Kitchener, the representative of the Royal Commission on Secondary Education assigned to Lancashire, criticised the composition of the Technical Instruction Committee, alleging that "the Council have not co-opted any persons learned or interested in education on the committee; even the chairman of the School Board, one of whose schools is to prepare boys specially for the technical institute, is not added to it; the committee may or may not contain members with special knowledge of a technical institute; but from this, as from other instances, the inference may be drawn that in any controlling board of education, co-option to be effective must be compulsory."[3]

1. Salford Reporter 10. 12. 1892.
2. Salford Reporter 7. 10. 1893.
3. Royal Commission on Secondary Education, Vol.VI,p.129.

One can only conclude that at the time of this report that William Mather was not a co-opted member of the committee nor any member of the School Board.

Kitchener went on to question the Council's wisdom in building a technical college: "It is not clear whether the borough council are wise in building a large technical institute at so short a distance from the Municipal Technical School of Manchester; nor where the students are to come from when the institute is ready. It appears that to many of the inhabitants of Salford it is more convenient to attend classes in Manchester than it will be in Salford. Here will probably be a case of overlapping from the separation of the borough of Salford from the city of Manchester." These fears were unfounded and indeed are to be wondered at when one recalls the immense and growing population of the area. In the event they were completely groundless.

Meanwhile work had begun on the Technical College, which was scheduled to be ready for September, 1895, and successful application was made to the Local Government Board for permission to borrow £55,000 towards the cost of its erection.[1] As work proceeded, the "whisky money" paid

1. Salford Reporter 31. 10. 1891.

to the Council accumulated, and by March 1895 the balance in hand was £12,076. At this point the Council felt embarrassed by its financial commitments and used the sum to defray its deficit, as it was legally entitled to do by the 1890 Act, despite the protests of the Technical Instruction Committee.[1] The Council had a "respectable" example before it in that the London County Council had been using the "whisky money" to this end.

By early 1896 the new college was virtually complete and its size and importance was acknowledged by its being opened by their Royal Highnesses, the Duke and Duchess of York, on 25th March 1896. In consequence the college was given the title of the Royal Technical College, Salford,[2] an honour which it continues to bear to-day under its new name of the Royal College of Advanced Technology. The cost of the college had soared to £70,000; the initial estimate of August 1891 had been £40,000 and two months later this had been increased to £55,000.[3]

In January 1896 a deputation from the School Board had met the Technical Instruction Committee to discuss

1. Salford Reporter 11. 4.1895.
2. Salford Reporter 4. 7.1896.
3. Salford Reporter 4. 4.1896.



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Royal Technical College, Peel Park

[Ed. J. Burrow & Co. Ltd.

The Royal Technical College, Salford, completed in 1896. In its day it was one of the most modern and best equipped in the land. Now (1965) it is to be demolished to provide room for extensions to the Royal College of Advanced Technology, the proposed University of Salford.

co-ordination of technical education to ensure economy. The result was that a Joint Committee was formed, with William Mather one of the co-opted members.[1] By August 1896 a concordat[2] had been drawn up; its main recommendations were that the Board should continue the higher day school work that did not over-lap with the Technical Institute's curriculum, that the Board should continue the evening continuation and commercial evening schools and the Pupil-teachers' Centre classes, but that it should discontinue its evening Science and Art classes held in Salford and Pendleton, and that the Board should nominate two representatives as co-opted members of the Technical Institute Committee. On its side, the Committee would not admit pupils under fifteen years of age to the Technical College without there being exceptional reasons.

The Joint Committee further recommended that only in selected day schools would science subjects be taken in connexion with the South Kensington curricula and these schools would send pupils to the Technical College for classes for which they could not provide the facilities.

1. Salford Reporter 8. 2.1896.
2. Vide. Appendix IX

They suggested that the organised science schools for fee-paying pupils should be the Pendleton and Grecian Street Higher Grade Board Schools and Christ Church Upper, Woodbine Street and Lower Broughton voluntary schools; for free scholars, after examination, organised science classes would be conducted in the Central Scholarship Board School.[1]

The special object of the Technical College was to provide instruction in the branches of learning which had a special bearing on the leading industries of Salford and its environs; to this end much of the teaching was to be of a practical nature. The syllabus embraced pure and applied mathematics, mechanical and electrical engineering, physics, chemistry, metallurgy, dyeing, printing, bleaching, the building trades, cotton spinning and weaving, and domestic subjects, including cookery, dressmaking, laundry-work, millinery, hygiene and physiology; there were to be both day and evening classes in these subjects. The College also contained a school of art, one of whose most famous students was to be L.S.Lowry, the portrayer of the northern industrial landscape. Courses in French and German were not introduced until the session beginning in September 1897. The instruction in each department was arranged to cover a

1. Salford Reporter 1. 8.1896.

course of three years, but students who had passed through the first and second years of an organised science school course might proceed directly to the second year course in any department.[1]

The basic fees for day students for the first year course were £7. 7s. or £2.12s. 6d per term, for the second year £9. 9s. or £3.13. 6d per term, for the third year £10.10s. or £4. 4s per term. These fees covered the use of all tools and apparatus. The fees for the evening classes ranged from one shilling and sixpence to fifteen shillings per session, according to the subjects taken. The Technical Instruction Committee offered twenty free studentships in science and five in art for the first evening session.[2]

With the College about to open in September 1896, the Town Council passed a resolution to devote thereafter the "whisky money" to technical education.[3] The College got off to a good start in terms of evening students. 1,012 students had enrolled and several of the classes were so large that they had to be divided and additional staff engaged. There were 490 students in the engineering classes, 285 in mathematics,

1. Salford Reporter 7. 8. 1897.
2. Salford Reporter 15.8. 1896
3. Salford Reporter 5. 9. 1896

120 in building, 160 in electrical subjects and 300 in domestic subjects. The fees received for these evening classes were 56 per cent in excess of the amount anticipated for the first year.[1] Many firms were paying the fees of their employees who attended the College.

In December the first scholarships were donated to the Technical College. These were given by the trustees of the Pendleton Mechanics' Institute Fund and included three for Pendleton children of at least twelve years of age who had attended a public elementary school; their annual value was £8 and they were tenable for three years. There were also four of £5 value to be awarded to adults from the Pendleton district, again tenable for three years. The Technical Instruction Committee was to control the examination of the candidates.[2]

In January 1897 it was announced that the College had become affiliated with Owens College, the forerunner of Manchester University. The Victoria University, of which Owens was a constituent member, had modified its statute so that students coming from the Salford Technical College after completing a three years' full-time course could

1. Salford Reporter 10.10.1896.
2. Salford Reporter 5.12.1896.

proceed to the final examinations of the ordinary B.A. and B.Sc. degrees after only two years, instead of three. The Grace Calvert Chemistry Scholarship was also thrown open to the students from the Technical College.[1] In return Owens nominated two co-opted members of the Technical Instruction Committee. This meant that the Committee consisted of twenty Council members and twelve co-opted members, two of whom were nominated by the School Board and two by Owens College.

Meanwhile the College had been attracting favourable attention from local industrialists, and many donations of machinery, equipment, and money had been made towards furnishing it. Messrs Dobson and Barlow of Bolton had presented a complete system of weaving machinery; Worralls, the Ordsall Dye Works, Salford, had given a cheque for £920 to defray the cost of fitting up the experimental dye-house. Mr. Lees Knowles, a Salford M.P. and brewer, had given an organ costing £1,000, and thereafter organ recitals were given regularly in the great hall of the college.[2]

On 22nd September 1897 the first college prize

1. Salford Reporter 7.10. 1896.
2. Salford Reporter 6. 2. 1897.

distribution took place, the address being given by William Mather, who was a co-opted member of the Technical Instruction Committee. In his speech he said that of the 1,240 students who had enrolled for the current session's courses, only twenty-one were full-time students, while the college was designed to accommodate 500 day students. During the school board period this was ever to be a point of concern and was to lead to disagreement between the two local bodies responsible for education. An interesting point made by Mather was that of £1,000,000 so far spent by the local authorities on technical education, almost one-twelfth had been spent by Salford on its Technical College.[1]

In June 1898 further scholarships were offered by the Technical Instruction Committee, three to ratepayers' children under sixteen for full-time education, ten free entrance studentships for students already registered in evening classes, and three free entrance studentships for registered students in Art. Furthermore the trustees of the Pendleton Mechanics' Institute Fund offered one exhibition of £5 to residents of Pendleton aged over sixteen.[2]

1. Salford Reporter 25. 9. 1897.
2. Salford Reporter 25. 6. 1898.

In July 1898 the first friction between the School Board and the Technical Instruction Committee occurred when the latter body decided to dispense with the age-limit of fifteen for entry to the Technical College and to demand instead that students had passed Standard VI or some equivalent examination. This meant that the College, contrary to agreement, would be competing with the board and voluntary schools for Standard VII, ex-VII, and Organised Science School Scholars. The letter giving the news said: "As a result of our experience since the opening of the Institute it has been found that it is almost impossible for students leaving the Institute at about seventeen years of age to obtain entrance into works as apprentices." Although this may well have been a genuine contributory cause in coming to this decision, probably the main reason was the difficulty in obtaining a satisfactory number of full-time students. Alderman Robinson, the chairman of the Technical Instruction Committee, who was also on the School Board, defended the unilateral action and said that no discourtesy was intended towards the Board.[1]

A joint meeting of four representatives each

1. Salford Reporter 23. 7. 1898.

from both the Committee and the Board came to an agreement that students under thirteen years would have to have passed Standard VII for entry to the Technical College and those over thirteen Standard VI. It was also decided that the scheme for the award of scholarships would be amended so that scholarships held by pupils who intended to take the first year's course at the College would be limited to remission of fees and ... that bursaries awarded at the close of the first year's course would be open on equal terms to pupils who had completed the elementary course in the Schools of Science, or a similar course in other schools of the Borough.[1] Although the affair seemed to have ended amicably, this was the opening of a period of antagonism between School Board and Technical Instruction Committee.

The course that the young students followed at the Technical College came in for criticism, however, in the Report of the Science and Art Department for 1900-01. Mr. Hands wrote: "The school work of these students is about thirty hours, of which three are spent in the work-shop, four in studying French and German (English has since replaced German), and the remainder in studying the following subjects: practical plane and solid geometry, mathematics,

1. Salford Reporter 30. 7. 1898.

mechanics, sound, light, heat, magnetism, electricity, chemistry, with practical work in the last seven. This course of study for boys of twelve and thirteen cannot be regarded with any degree of satisfaction." It was courses such as this with a paucity of humane subjects that led to the post-1902 secondary school system. Physical education and recreation, it will be noted, is conspicuous from the above list of subjects by its absence.

In a further attempt to attract more day students the fees for the full-time science and technological courses were reduced from £7. 7s. to £4. 4s., which might be paid in monthly instalments. The same meeting of the Technical Instruction Committee which decided on this reduction confirmed a scheme of scholarships from a bequest of £10,000 from Alderman Richard Husband, J.P., a former mayor of Salford and an ex-School Board member. Apart from £100 to be spent annually on prizes, six scholarships were to be offered every year to boys between thirteen and fifteen who, preferably, had already completed one year in the College or in a School of Science in the borough. The holders were to enter upon the second year of the College course. The value of each scholarship was £15 in the first year and £20 in the second. Out of this would be paid fees, money for

books and instruments, and an allowance for maintenance of three shillings in the first year and four shillings and sixpence in the second.[1] In 1900 it was decided that in exceptional cases these scholarships might be extended to cover a third year at £20, if funds permitted. A further bequest of £400 to found a George Clay Scholarship was made in December 1898.

In October 1898 a second disagreement occurred between the two local education bodies, when the Board forbade their pupil-teachers to attend evening classes at the College; as a result the Technical Instruction Committee passed a resolution saying that the decision was an interference with personal liberty.[2] The Board maintained that their pupil-teachers were already fully occupied with their studies at the Central Classes and wrote to the Education Department asking if their action was "ultra vires." The reply was that there was nothing in the acts that gave a board such authority, but that the Education Department considered that it was "very undesirable that a pupil-teacher should attend an evening continuation school."[3]

1. Salford Reporter 6. 8. 1898.
2. Salford Reporter 26.11. 1898.
3. Ed. 16/185, Public Record Office.

Presumably the word of the Board carried enough weight with their pupil-teachers to deter them from continuing to attend the Technical College classes.

The Clause VII Controversy.

On 1st March 1899 the most considerable period of friction between the bodies commenced when the Salford County Borough Council adopted a resolution moved by the Alderman Robinson, the chairman of the Technical Instruction Committee, "That the Council of the County Borough of Salford, being an organisation recognised by the Science and Art Department for the promotion of secondary education, be recommended to notify its willingness to be responsible to the Department for Art and Science Instruction within the area of the County Borough of Salford, in accordance with Clause VII of the Science and Art Directory."[1] Although pressed by Alderman Jenkins, who was also a member of the School Board, to adjourn the moving of the resolution to give the School Board time to consider it, Alderman Robinson insisted on pushing it through.

This clause was over a year old and so far no attempt to implement it had been made in Salford. In January 1898 the School Board Chronicle had called its

1. Salford Reporter 4. 3. 1899.

institution "the great conspiracy against the school board system."[1] Many local authorities had hastened to secure recognition under the clause, which was opposed by the National Union of Teachers and by the Association of School Boards of England and Wales, which had submitted a petition to the House of Commons against it. The justification for the action of the local authorities was to be found in the Bryce Commission's statement that "we include technical education in the term secondary."[2]

As a result of the Council's step, the School Board sent a letter to the Science and Art Department pointing out that the Board had conducted Science and Art classes since 1879 and continued to do much work under the Directory. It went on to quote the circular on Clause VII issued by the Department in December 1879: "My Lords must be satisfied that it is generally acceptable to the various educational authorities of the district, including such school boards as are managers of Science and Art schools." On this point the Board declared that the Council acting through its Technical Instruction Committee was "not an organisation acceptable to the School Board, and the Board ask, therefore that it may be recognised as the authority for secondary

1. 15. 1. 1898.
2. School Board Chronicle 2. 4. 1898.

education."[1]

Canon Scott, in moving the adoption of the letter, said that if the power were granted to the Salford Council, no new schools of science could be opened in the borough by any managers except the School Board without the permission of the Technical Instruction Committee, and that if the secondary education bill contained what it was expected to, then all the secondary schools of the borough might have to modify their curricula to suit the wishes of the Committee if they wished to obtain assistance from public funds. Robinson objected strenuously and asked why they should oppose the municipal authorities in carrying on work which was part of the technical education they were supplying. Scott replied, "Technical education is a part of secondary education, not the other way about." Only Robinson opposed the adoption of the letter.

The discord between the local education bodies resulting from this affair continued for some time, and after the above occasion Robinson did not appear again at a School Board meeting. However, the bad odour the affair had caused lasted so long that when a committee of the Salford Council was appointed to consider the implementation of the 1902 Education Act, it was not, to Robinson's chagrin, the

1. Salford Reporter 18. 3. 1899.

Technical Instruction Committee, but a specially constituted committee under Alderman Jenkins, who was also vice-chairman of the School Board.[1]

A joint meeting to consider the Clause VII dispute was held in July 1899. The Board could still not see their way to agreeing to the Council's application. They suggested instead that as secondary education in the area so overlapped with that of Manchester, a joint committee of the two county boroughs would be the best solution. Failing that, they suggested a special Salford committee, consisting of one-third School Board nominated members, one-third nominated by the Council, with the remainder to be co-opted by those already chosen; the Technical College was to be run by a sub-committee consisting only of Council nominees. These suggestions were not acceptable to the Council.[2]

In September the Science and Art Department replied to the Council, giving approval under Clause VII to the Council's becoming responsible for instruction in science and art within the area. Schools founded after this recognition would have to make application to the Council for grants, but existing schools were not to be interfered with.[3] As a result of this the Council was asked to

1. Salford Reporter 10. 1. 1903.
2. Salford Reporter 5. 8. 1899.
3. Salford Reporter 9. 9. 1899.

nominate a representative to the board of governors of Pendleton High School for Girls. The School Board meanwhile made formal application to the Science and Art Department for continued recognition under Clause VII.[1]

The 1898 prize distribution had been conducted by Lord Derby, and in October 1899 the College showed its importance by the presence of another public figure, the Right Honourable Sir John T. Hibbert, K.C.B., who had been a member of the Royal Commission on Secondary Education. Among the facts revealed in the various speeches were that in the technologies, 42 per cent of students studied mechanical engineering, 37 per cent electrical engineering, and 21 per cent building; these subjects represented the leading industries of the borough. During the 1898-99 session there had been 183 registered day students, 79 of these in the science and technological departments. An appeal was made to parents to send children who had passed Standard VII to the College for at least two or three years. The difficulty of getting apprenticeships for boys after the age of fifteen years was acknowledged, but it was hoped that this would soon be overcome and that employers would follow the example of one local engineering firm

1. Manchester Guardian 19. 9.1899.

(presumably Mather and Platt's, William Mather's company) and give preference to boys who had undergone two or three years' training in a good technical school. In the evening school, there were 1,263 individual students, representing 2,640 class entries, an increase on the previous year.[1]

In 1900 the prizes were presented by the Right Honourable Sir William Hart-Dyke, M.P., a former Vice-president of the Committee of Council on Education, and he was accompanied by three other local M.P.s. In his address as chairman of the Technical Instruction Committee, Alderman Robinson, perhaps as a result of the Clause VII controversy, said that there appeared to him to be a want of loyalty in the borough between the higher elementary schools and the higher work done in the day-time at the Technical College. The principal enlarged upon this: there were still only 158 day students, 84 of whom were on the science and technological side, with the remainder in the art and domestic departments. There were 1,349 evening students representing 2,987 class entries, and of these students 73 per cent were resident in the borough. Thus it can be seen that the College was providing a valuable service to students in the neighbouring districts,

1. Salford Reporter 14. 10. 1899.

which were probably not those contiguous to Manchester, which had its own technical college. All the scholarships tenable at the College were taken up.[1] Indeed in November 1900 a special sub-committee of the Technical Instruction Committee was set up to consider the question of further scholarships in connexion with the College, particularly to enable students to proceed to the universities.

The fifth annual prize distribution, that of 1901, was conducted by Sir Henry Roscoe, then Vice-chancellor of London University. In his address the principal said that the evening classes in the current session were full and that more class and laboratory space was needed. However, day students in the 1900-01 session had still been too few, only 211; but this, he said, was a national feature. Of the 1,623 students of the college, 1,114 were Salford residents, while nearly 300 came from Eccles, Patricroft, Swinton and Pendlebury, the outlying districts on the side of Salford furthest away from Manchester. All the scholarships tenable at the College were still filled.

Sir Henry Roscoe in his address compared English technical education adversely with that of the U.S.A. and Germany, praised Sir William Mather for his efforts on

1. Salford Reporter 10.11. 1900.

behalf of education, and revealed that in the new Salford Corporation bill there was a clause to enable the Council to spend a twopenny rate on technical education, instead of merely a penny one as sanctioned by the Act of 1899.[1] The clause as published read: "38. To increase the limit of the Technical Instruction Rate now leviable by the Corporation and to empower them to apply the money raised to any educational purpose". At a ratepayers' meeting at Salford Town Hall called to give consent to the bill, it was made clear that the rate was not to exceed twopence in the pound.[2]

The agreement for the increased rate dated back to June 1900 when the Council adopted the following resolution, as agreed at a conference of Lancashire county boroughs: "That in view of the increase of the scope of the work in order to adequately develop secondary education, it is necessary that the rating powers for secondary education should be increased to twopence in the pound."[3] However, in March 1902 the Salford Corporation bill was considered by a Select Committee of the House of Commons who rejected clause 38 on the grounds that it should be dealt with by national legislation and not by a private bill.

1. Salford Reporter 26. 10. 1901.
2. Salford Reporter 28. 12. 1901.
3. Salford Reporter 1. 2. 1902.

The 1902 Technical College prize distribution saw the presence of Alfred Hopkinson, the Principal of Owens College and the Vice-chancellor of the Victoria University. The themes of the speeches were the same as in years past. A letter, however, was read from Dr. Edward Hopkinson, the head of the electrical department of Mather and Platt's, on the progress of boys who had studied full-time at the College: "There are twelve such boys here in our shops and they are two years in advance of those who have not had such training. What engineers want are trained youths of eighteen at least, not immature boys of fifteen, who greatly to their credit but infinitely to the discredit of their parents, have to endeavour to make up the deficiency by too laborious and necessarily inadequate night work later."[1]

At a November Council meeting the full text of Dr. Hopkinson's letter was given, and it is obvious why the whole was not read at the prize-distribution: "At the present time we have 38 apprentices who are attending evening classes at the Salford Technical Institute, but I cannot attach much value to this. For a boy who has not had the advantage of technical training before entering the works, it is better than nothing, but usually a boy is tired after a day's work and attendance too desultory to acquire much technical knowledge." [2]

1. Salford Reporter 18. 10. 1902.
2. Salford Reporter 8. 11. 1902.

On 16th October 1903 the last Technical College prize-distribution of work done in the School Board period was conducted by Sir Michael Foster K.C.B. The number of evening students was again up, to 1,763 this time, representing 4,198 class entries. Day-student numbers, had, however, fallen to 225, a decrease of 36.[1] Thus the Technical College after seven years existence was still bedevilled with the same problems; but the educational climate was not ready for wholesale day-release and full-time courses.

The success of the College can be measured from the following table:

Student numbers and grants earned, 1896-97 to 1902-03.

| Session | Number of students both day and evening | S & A Dept. grants earned | | | Capitation grant from Lancs. for county students at the Tech. | |
|---|---|---|---|---|---|---|
| | | £ | s | d | £ | s |
| 1896-97 | 1,241 | 510 | 17 | 6 | - | - |
| 1897-98 | 1,272 | 1,030 | 11 | 9 | 53 | 10 |
| 1898-99 | 1,446 | 1,301 | 11 | 3 | 140 | 0 |
| 1899-1900 | 1,507 | 1,494 | 7 | 9 | 185 | 0 |
| 1900-01 | 1,623 | 1,803 | 17 | 11 | 219 | 0 |
| 1901-02 | 1,777 | 2,166 | 0 | 0 | 268 | 0 |
| 1902-03 | 1,988 | 2,919 | 0 | 0 | 355 | 0 |

1. Salford Reporter 24. 10. 1903.

It is noteworthy that the technical education facilities provided by Salford and Manchester were such that in August 1905, Mather and Platt's announced that they were going to close their works school, the first of its kind in the country; it had served its purpose. Their apprentices were now receiving their formal technical education elsewhere.[1]

By a coincidence the history of technical education in the School Board period came to an end almost at the same time as the first and, to that date, the only chairman of the Technical Instruction Committee, Alderman Robinson, died.[2] He had fought vigorously on behalf of the College he had loved and nurtured, and although he was not a rich man, he showed his regard by a bequest of £500 for further scholarships at the College.

## THE WORK OF SIR WILLIAM MATHER.

But Alderman Robinson, doughty warrior though he was, was not the most significant champion of technical education in Salford in this period. That honour belongs to William Mather, who was nationally famous for his efforts to secure the spread of education.

1. Salford Reporter 26. 8. 1905.
2. Salford Reporter 2. 5. 1903.

William Mather was born in 1838 in Manchester and was educated at the school kept by Mr. Jackson in Great Clowes Street; a letter written in French by him at the age of twelve years bears witness to the high quality of the teaching he received there.[1] However, by this age he was eager to begin work and was apprenticed for three years at his father's and uncle's works in Salford, William and Colin Mather, Millwrights and Engineers. At the age of fifteen he expressed a desire to resume his full-time studies and was sent to a boarding-school in Accrington kept by a Doctor Bayley, a noted Swedenborgian and a man of strong personality, who was to become one of the great influences on Mather's early life, so that William himself became an enthusiastic supporter of Swedenborg's teachings.

After a year Doctor Bayley apparently gave up his school and acting as tutor, took several boys, among them William Mather, to Germany. There, in Dresden, they spent twelve months, making visits to other towns and places of interest. During three months of this time he attended a public primary school, and this experience of mixing with boys of all classes had a great effect on him. Later on he sought to attend Dresden Polytechnicum to study science, but this wish was not granted.

1. Vide Sir William Mather: L.E.Mather (ed), p.4.

He returned from Germany in 1855 and felt that he had studied enough full-time to enable him to complete his apprenticeship by working and attending evening classes. There then began for him two very strenuous years. Living with his parents at Greenhays, some three or four miles from Salford, meant that he had to leave home at 5 a.m. and walk to work which started at six and lasted until six in the evening. On many nights of the week he went to evening classes at the mechanics' institute, presumably that in Manchester, and did not return home until ten.

In 1858 his father died and at the early age of twenty he became the assistant manager at the works, under his uncle Colin. Shortly afterwards Colin Mather took William Platt into partnership and the firm was henceforth known as Mather and Platt. A year later William Mather made his first business trip abroad - to Russia - and thereafter he visited the Continent regularly for the firm.

In January 1863 he was taken into partnership and in the same year he married. Four years later the elder partners retired, leaving William in sole charge of the business, although he was joined shortly afterwards by other members of the families of Colin Mather and William Platt.

William Mather from his youth onwards was greatly interested in education and social welfare. This interest

was stimulated by his attendance at the Dresden public primary school and by his apprenticeships, during which he had had to conform to the ordinary regulations of the works.[1] Furthermore, his daily walks through the streets of Manchester and Salford exhibited to him the appalling conditions under which many of the poor lived.

At the age of eighteen he had written an "Essay on Education", in which he had said of the voluntary system: "All the efforts already made have proved weak compared with the increasing population of our country. It is plainly seen that there must be a good and pure system of National Education - every child in existence ought to be able to receive an education which if taken advantage of would be the means of raising him to a higher position both moral and physical."[2]

His first work in practical education was the establishment in 1869, with a Mr. Henry Rawson and at their joint expense, of the Queen Street Institute in Salford, which combined a kindergarten and a ragged school.[3] Mather was always to show an interest in the education of the very young and was one of the founders of the first kindergarten

1. Manchester Guardian 18. 11. 1889.
2. Sir William Mather: L.E.Mather (ed.), p.297.
3. Salford Weekly News 10. 17. 1885.

association for training teachers in this country, in Manchester in the eighteen-seventies. Later he helped found the Froebel Educational Institute in London and was its chairman for several years. The Manchester Kindergarten Training College was eventually renamed the Mather Training College and although this eventually went out of existence, the name was revived in 1963 for a new Manchester day-training college, primarily for the education of infant and junior teachers,

In 1870 Mather made his first venture into public life and into the general education sphere when he was elected one of the members of the first Salford School Board. He campaigned as an independent and received the fewest number of votes of those elected. On the Board he immediately allied himself with the unsectarians and although never as extreme as Warburton and Boddington, pressed whenever possible for the establishment of board schools and the welfare of poor children.[1]

He made a further entry into public life in 1871 when he was elected a Liberal member of the Salford Town Council,[2] although he remained on it for only three years.

1. Vide Chapter 3.
2. Salford Weekly News 4. 11. 1871.

He remained a member of the School Board, however, until 1882, when the pressure of his many other commitments decided him against seeking re-election.[1] His brother John, who was an accountant in Manchester, was to become a Progressive member of the Salford School Board in 1897; however, he was defeated at the election of 1900.

In his twelve years on the School Board Mather had been extremely active in many fields of education, but he had become increasingly interested in the technical area. In 1873 he had founded at the Salford Ironworks what is claimed to be the first works school of its kind in the country. This was an apprentice's training school held in the evenings and conducted by senior works employees, particularly the draughtsmen. Pupils were entered for the Science and Art Department examinations and attendance at the school was a condition of their employment.[2] The school had originally been founded to improve the apprentice's grasp of arithmetic, but they had proved so intelligent and willing that other subjects were added to the curriculum. When the day courses for apprentice engineers were instituted at the Manchester Municipal School of Technology in 1903, which occupied one whole day

1. Salford Weekly News 28. 10. 1882.

2. Salford Weekly News 30. 11. 1874 and viz.Chapter

each week for an entire session, Mather and Platt's sent a considerable contingent to these classes without deduction of wages. Mather had by this time come to the conclusion that evening classes were not very satisfactory, although better than nothing, and in this opinion he was far ahead of his age. Indeed, even to-day many employers remain unconvinced of the value of day-release, let alone block-release.

Meanwhile in his membership of the School Board, apart from pressing for board schools and welfare provision, he had sought to secure a continuous system of education, so that for the intelligent pupil the elementary school led automatically to the secondary school. When the Board discussed the draft of the new Manchester Grammar School management scheme, he looked forward to further provision for secondary education and wanted to see the public elementary schools "associated" with the Grammar School to give bright pupils a chance of going to university, a wish he was frequently to reiterate.[1] And in 1876 he moved and had carried unanimously a motion for a public appeal for funds to establish a system of scholarships for elementary school children. He said that he could already

1. Salford Weekly News 11. 9. 1875.

promise the Board three scholarships (presumably from his own resources).[1]

Mather grew to respect Herbert Birley, the chairman of the Board, despite his being a Tory-Churchman, a supporter of the voluntary school system, and a member of the National Educational Union, while he, Mather, was a Liberal-nonconformist, a board school advocate, and a noted local supporter of the National Education League. At the final meeting of the second Board, Mather took the opportunity of congratulating Birley on his excellent chairmanship, and we find him concurring in Birley's opinion that the half-time system was valuable in keeping the children of really poor and depraved parents at school, although he was no supporter of half-time exemption for any who wished to claim it.[2] These two men were united in their humanity and concern for the welfare of the poor.

By 1883 Mather had made such a reputation for himself in education, that at the instance of Mr. Mundella he was appointed a special commissioner to the Royal Commission on Technical Instruction to make investigations of the provision made in the United States and in Russia,

1. Salford Weekly News 15. 1. 1876.
2. Salford Reporter 16. 6. 1891.

of which country he had a special knowledge from his frequent business visits.[1]

He made his first trip to America in May 1883 at his own expense and spent five months travelling through the States and Canada, visiting and making enquiries in twenty-two cities. He inspected upwards of one hundred educational institutions and factories. While in Boston he was invited to meet and address the United States Senate Committee on Labour and Education, which was meeting there. Mather left the U.S.A. deeply impressed by the vast amount of educational opportunity provided there, as opposed to that in England.

To extend his knowledge of the Russian educational system he made a special three months' visit of enquiry. He found that Russia possessed no national system of elementary education, although he considered the two technological colleges of Moscow and St. Petersburg the finest in Europe in terms of equipment and with ample means of support. In some factories he found manual training schools and schools of design.[2]

He entered Parliament for the first time in 1885 when he was elected Liberal member for the newly created

1. Salford Weekly News 10. 11. 1883.
2. Report of the Royal Commission on Technical Instruction, Vol.III pp. iii-xxvii.

constituency of Salford South,[1] but he was defeated at the General Election of 1886, in which a principle issue was Home Rule for Ireland, a measure Mather strongly supported.

In 1889 when he entered Parliament for a second time at a bye-election in Gorton, Manchester, it was at the personal request of Gladstone, who wrote to him, saying, "Without you we may lose the seat."[2]

His great work in this Parliament was his assisting the passage of the Technical Instruction Act of 1889. In his address to the Manchester branch of the National Education Association in November 1889 he related: "I determined to do something for technical education, and though I shared in the general disapproval of the bill, I thought it might be made into a fairly good start in legislation on the subject, with alterations and amendments of a drastic character..... And I found the Vice-president (of the Education Department, Sir William Hart-Dyke) and the Cabinet quite willing to accept the proposals. We arrived to within four days of the 26th August when Parliament was prorogued, and the bill was then regarded among the 'slaughtered innocents'. On Monday, the 22nd August, I

1 Salford Weekly Chronicle 28. 11. 1885.

2 Sir William Mather: L.E.Mather (ed.), p.152.

determined to make a desperate effort to save the bill. I went to Downing Street and interviewed the late W.H.Smith, the First Lord of the Treasury and the Leader of the House, and begged him to move the suspension of the standing orders on the following Wednesday, so that we might take the bill in committee after five o'clock and sit on through the night until it was through. This was done - we went to work. At two o'clock in the morning we seemed far from the goal, and the debate was stormy. The Government thought it useless to pursue it further, but a few of us stuck to our guns, and we managed by four o'clock in the Thursday morning, as the light of early dawn flooded the chamber, to get through committee. The bill was reported and read a third time on the Thursday afternoon, and sent to the House of Lords, where it passed all stages at one sitting, and on Friday, when Parliament rose, it was law!"[1]

At the time of the General Election in 1895, which resulted in the defeat of Lord Roseberry's Liberal Government, Mather received the following letter from the Prime Minister:

10, Downing Street,

June 28th,1895.

My Dear Mr. Mather,

You and you alone can keep Gorton and lead Lancashire. I know the sacrifice that you would be

1. Manchester Guardian: 19. 11. 1889.

making, but we are all making sacrifices, and it would be a sore discouragement if we were to fight without you.

Believe me,

Yours sincerely,

Rosebery.[1]

In spite of this strong appeal, Mather felt that he would be of more use to the Liberal cause and would be better able to further what were then advanced views on the relationship of employers and employed by retiring from Parliament. In his reply he said: "To avert the growing demand for legislation on the hours of labour of adult men, by causing the employers to meet the demand voluntarily, would be to save Parliament from degradation and our industries from serious perils."[2]

Mather, as a result of the experience of his apprenticeship days, and stimulated by true philanthropy came to the conclusion that the claim for a shorter working day was just and right; it was also, he felt, expedient from the employers' point of view. In consequence in 1893 he was the first among British engineering employers to institute a forty-eight hour week, without loss of wages, at the Salford Ironworks. The result bore out his

1. Sir William Mather: L.E.Mather (ed.) p.155.
2. Sir William Mather: L.E.Mather (ed.) p.156.

anticipations; not only were the men and their families benefited, but the production at the works increased in both quantity and quality. In May 1898 the workpeople of Mather and Platt's presented an illuminated address to their employers, particularly to Mr. William Mather, as a token of appreciation for their regard for their employees' welfare.[1]

When the great engineers' strike, which first centred around the eight-hour day question, occurred in 1897, Mather and Platt's was one of the few firms unaffected. William Mather was responsible for getting the Amalgamated Society of Engineers, in consequence of the starving condition of their members, to agree to a conferance with the employers. He so arranged matters that the proposals would appear to come from the President of the Board of Trade, in order that the status of the men's leaders might not be jeopardised.

In 1900 Mather consented to contest the Rossendale Division of Lancashire at a bye-election, and though unable through illness to take any personally active part, he was returned with a large majority and sat for the constituency until his retirement from Parliament in 1904. In his

1. Salford Reporter 7. 5. 1898.

election address, Mather wrote: "I may, however, mention several subjects which in my opinion demand early legislation. The first place of vital importance I give to improved methods of National Education, from top to bottom, in all parts of the United Kingdom."[1]

In 1902, while still a Liberal M.P., he was knighted on the recommendation of the Conservative Prime Minister, A.J.Balfour, for his services in re-organising the War Office.[2] In his reply to the congratulations of the School Board, he said, apropos of the 1902 Education Act: "I am sorry that my efforts to preserve School Boards have been in vain."[3] Mather had joined in the Liberal opposition to the Act and its supporting of the voluntary schools out of the rates.

Although he finally retired from active political life in 1904, he was to receive further recognition of his services in 1910 when he became a Privy Councillor, at the invitation of H.H.Asquith, then the Liberal Premier. In his letter informing Sir William of this honour, Asquith wrote: "I am very gratified to be able to ask you to accept this acknowledgement of your long and varied public services,

1. Sir William Mather: L.E.Mather (ed.), p.302.
2. Salford Reporter 5. 7. 1902.
3. Salford Reporter 30. 8. 1902.

and especially of what you have done for Education."[1]

Despite these honours, his political secretary, A.G.Symonds, writes of him to his, Mather's, credit: "As a Member of Parliament Sir William failed to achieve the success which those who knew his exceptional gifts and character expected him to achieve. His wide experience of public affairs, his quick legislative instinct, his faculty of ready and fluent speech seemed to mark him out for ministerial position, and there is little doubt that his wonderful capacity for organisation and his administrative ability would have made him a success in any office to which he might have been appointed. But he was so independent, so strongly centred in his own opinions, so determined to act always along the lines which he thought right without paying heed to others, that while the official coterie respected and admired him, they did not care to bring him too deeply into their own circle. Moreover, staunchly loyal as he was to the principles of Liberalism, he did not hesitate, on occasions, to criticise its actions and its leaders, which made officials doubt whether he was likely to acquiesce quietly in the discipline of a government."[2]

In conclusion, it is rewarding to glance at the

1. Sir William Mather: L.E.Mather (ed.), p.159.
2. Sir William Mather: L.E.Mather (ed.), pp.143-144.

many other educational and public activities in which Sir William engaged, He was actively associated with the work of the Union of Lancashire and Cheshire Institutes for over half a century and was its President from 1908 to 1918. He was the donor to the Union of many scholarships and exhibitions. He became the first President of the Association of Textile Institutes on its formation in 1894. Sir William made many gifts of engineering plant to universities and colleges. He provided the whole of the engineering equipment of the Gordon College at Khartoum. He gave much equipment for research to the engineering department of the University of Manchester in 1909. He contributed liberally to the textile equipment of the Manchester Municipal School of Technology, now the Faculty of Technology in the University. And the Salford Royal Technical College was much indebted to him for many valuable gifts of machinery.

From 1889 Mather was an active member of the Court of Governors of Owens College, to become the University of Manchester, and of the College Council from 1895. He made many benefactions to the University, and was the real founder of the Department of Russian Language and Literature, contributing about £6,000; there is now a Sir William Mather Chair of Russian. He represented the Royal Commissioners for the Exhibition of 1851 on the governing body of the College of Science. The University of Bristol conferred upon him

the honorary degree of Doctor of Laws in 1912, and in 1913 he was appointed by the Society of Merchant Venturers to represent them on the faculty of engineering of the University. In 1914 he accepted the office of Vice-president of the University of Southampton, and from that date until his death in 1920 he took a genuine interest in its progress, donating much equipment to the engineering laboratories.

Twice he addressed the British Association on education. In 1887 he delivered a paper on "Manual Training - a main feature in national education." His interest in manual training sprang partly from his belief that the child learns by doing, and in consequence he equipped the metal and wood workshops of several secondary schools in the Manchester area. In 1915 he read a paper on "The Relation of Education to Industry", in which, typically, he recommended the replacement of the Board of Education by "a small salaried Council or Royal Commission of Education appointed by Parliament from the best men the country possesses, regardless of party."[1]

Not surprisingly Sir William was a frequent speaker at important occassions of schools, colleges, and educational societies. In these speeches he often deplored the way men of wealth squandered their money as opposed to the actions of many rich men in the United States who took a pride in

1. Manchester Guardian: 13. 9. 1915.

building colleges, the sending of children to school at too early an age for immediate financial gain, and the danger England stood in of being commercially superseded by other nations which paid greater attention to education, particularly that of a technical order. Although concerned with these "practical" facets of education he did not forget that school was a place for the nurture and care of children, and we find him saying at a Manchester prize-distribution in 1901: "That is the true education when school is the happiest place in all the world."

Sir William came to the end of a life largely devoted to the public good on the 18th September 1920, aged eighty-two years.

Sources

Much of the material on the life of Sir William Mather is drawn from a privately printed (and sometimes inaccurate) memoir, entitled "The Right Honourable Sir William Mather", edited and partly written by his son Loris Emerson Mather, and published in 1925 by Richard Cobden-Sanderson. It was made available to me by the courtesy of Messrs. Mather and Platt Ltd., Manchester.

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## CHAPTER 13

### The "Cockerton Judgment" and the transfer of power

The controversy that had ensued in Salford between the School Board and the Technical Instruction Committee over Clause VII of the Science and Art Directory for 1897 was repeated throughout the country. The technical education committee of the county and county borough councils expressed their willingness for recognition as the organisation for the promotion of secondary and higher education, under the syllabuses of the Science and Art Department, within their respective areas. These claims were hotly disputed by the school boards, which clearly saw this recognition as the thin end of the wedge, and the clause, as we have already seen, was called "the great conspiracy against the school board system" by the School Board Chronicle.[1] In July 1898 the Association of School Boards of England and Wales unavailingly petitioned the House of Commons against the clause, and not unsurprisingly the National Union of Teachers joined in the opposition also. Nowhere, however, was the feeling so powerful as in London where the greatest and the most autocratic of the school boards saw its position undermined.[2]

But as early as 1895 the writing had appeared on the wall with the recommendation of the Royal Commission on Secondary Education that the higher grade schools should be considered as secondary schools and that the organised science schools should be transferred gradually to

1. 15. 1.1898, and vide. Chapter 12
2. e.g. School Board Chronicle 2.12.1898

the local authorities that were already responsible for technical schools and institutes.[1] Some of the witnesses who had appeared before the Commission had been actively hostile towards the higher grade schools, such as Mr. Sharpe, the Senior Chief Inspector, who said that they would be dangerous competitors if it were desired to establish a state secondary school system.[2]

It was, however, not only the critics of the school boards' post elementary work who wished to see the system changed. In September 1898 when the Clause VII controversy was at its height, R. Waddington, the president of the National Union of Teachers for that year, in addressing the Salford District Teachers Association, said that what was wanted was a properly constituted authority to deal with all forms of education.[3] Of course, it must be remembered that probably a majority of the N.U.T. members were in less well paid posts in voluntary schools and they could only benefit from a more comprehensively managed system, but even so the unsatisfactory "ad hoc" nature of the boards and their restricted field of operation was clearly apparent to the informed and intelligent observer.

As 1899 advanced so suspicion of the government's intentions increased. In March the School Board Chronicle quoted in an editorial the Birmingham Daily Argus that: "Departmental jealousy of the extent to which the powers of school boards have been pushed by great industrial communities is likely to take the form

1. School Board Chronicle 16.11.1895
2. The Silent Social Revolution : G.A.N. Lowndes, p.77
3. Salford Reporter 17. 9.1898

of a "discovery" that in the establishment of the higher grade schools, such boards have gone beyond the limits of their authority as defined by the Education Act."[1] Meanwhile Robert Morant, assistant to the Director of Special Inquiries at the Education Department, had passed evidence to Dr. Garnett, secretary to the Technical Education Board of the London CountynCouncil, that the School Board's expenditure on the higher grade schools was illegal. With the agreement of Sir. John Gorst, Vice-President of the Committee of Council on Education, Garnett challenged this expenditure at a meeting with the District Auditor, Mr. T.B. Cockerton.[2] As a result, at the end of June, Cockerton decided against the London Board and imposed a surcharge of £232. 14s. 10d, on its Science and Art classes.

The Education Department's policy in the light of this decision was soon made clear, for a fortnight later it informed the Bristol School Board that the maintenance by a school board of a School of Science at the expense of the school rate was illegal. It was further decided that Science and Art grants could not be paid to pupils who were entered on a register of a class receiving grant from the Education Department also; and in October the Science and Art Department refused the Tottenham School Board permission to establish a School of Science in a new higher grade school. The same month saw the Duke of Devonshire, Lord President

1. School Board Chronicle 4. 3.1899

2. From School Board to Local Authority : E.J.R. Eaglesham, pp.114-115.

of the Council, talking ominously of "county educational authorities", without making specific reference to secondary education.[1]

The Board of Education's Code for 1900 made it clear that the school boards were under a statutory obligation to provide instruction to pupils only until they attained the age of fifteen, and no grant was to be allowed for ex-standard children who had reached this age.[2]

Although the extent to which the school boards had passed beyond the bounds allotted to them by the 1870 Act was made to seem something of a new and astonishing discovery by the Cockerton Judgment, the Blue-book of the Education Department for 1879-80 had quite clearly stated what was meant by the term "elementary education", which the school boards were charged with providing:

"There is in the Act no definition of elementary education, nor any direct statement either of the age or the subjects to which it is meant to extend. The definition of an elementary school turns upon the fee that may be charged the pupils. But the maximum amount of that fee, the limit of age for compulsory school attendance, and the school rate and amount of grant contemplated by the Act and by the Code issued by the authors of the Act all point to the conclusion that the national system of elementary education to be established under it was meant to be settled solely with a view to the wants of the labouring and poorer classes of the community, and consequently by the age to which children of these classes can remain at school."

1. School Board Chronicle 15. 7.1899, 5. 8.1899, 7.10.1899 and 14.10.1899

2. ibid. 24. 3.1900

Furthermore the Cockerton decision in itself was not entirely unusual, as in 1887 the Brighton School Board had been surcharged for expenditure on an organised science school on the grounds that it was not "an elementary school within the meaning of the Acts."[1] What was exceptional in the Cockerton case was that the Education Department was on the side of the auditor and against the school board. Of course, in 1887 the technical education committees of the county and county borough councils were as yet unborn.

The real objection of Robert Morant and his kind was not against the provision of post-elementary education, but against its provision by the school boards and their staffs, who were too well tarred with the elementary school brush and were therefore, in their opinion, incapable of supplying anything approaching a satisfactory secondary, and possibly non-utilitarian, form of education. The opinion of the anti-school board party had been stated succintly in March 1896 in a letter to the Times which said of higher grade schools that "the mischief of it is that the persons who affect to impart secondary education in these schools have not had the requisite education themselves to enable them to impart it to others."[2]

On 6th April 1900 the Board of Education issued the extremely important Higher Elementary Schools Minute, which clearly defined the position of the higher grade schools. In outline, the Minute

1. School Board Chronicle 6. 8.1887
2. ibid. 7. 3.1896

ruled that higher elementary schools should provide an approved four year course; that pupils must be certified by an H.M.I. as being suitable to profit from such a course and that they were not to remain in the school beyond the close of the school year in which they attained the age of fifteen - they must also have attended a public elementary school for at least two years previously; and that a new scale of grants based on efficiency was to be introduced. The School Board Chronicle, incautiously for that most suspicious of journals, naively welcomed the Minute as "an admirable first stroke in policy of the new Board of Education."[1] By June, however, it was expressing the fear that the age limits imposed by the Code and the Minute might be a means of curtailing the work of the public elementary school system,[2] and it now saw that "the real object of departmental policy is to separate the higher grade instruction from the public elementary system and to hand it over to the County Councils."[3] By August it was admitting that "sad memories arise of those warm and joyous greetings which attended the announcement of the new Minute on higher elementary schools."[4]

In Salford meanwhile there had been no visible sign, apart from the Clause VII controversy, that there was anything unhealthy lying in wait for the school board system; Cockerton's decision had caused no comment. Not until June 1900 was any acknowledgment made of the changed situation. At the monthly Board meeting, it

1. 14. 4.1900
2. 9. 6.1900
3. 23. 6.1900
4. 25. 8.1900

was decided that application should be made to the Board of Education for recognition of Grecian Street and Pendleton Higher Grade Schools as higher elementary schools under the April Minute and that for this purpose the boys' and girls' departments at Grecian Street were to be considered as separate schools; copies of the proposed curricula were also to be forwarded to Whitehall.[1] The Grecian Street School had been a School of Science since 1890, as had been Pendleton Higher Grade School until 1898. The scholars above Standard IV from Strawberry Road School had been transferred to the Pendleton Higher Grade School to form part of the higher elementary school there, and no scholars below Standard V were to be admitted to the latter school.

In the Triennial Report of 1900 the Board significantly commented on the Minute: "The new Board of Education have, however, shown an unwillingness to recognize (higher elementary) schools, except in cases where it is proposed to transform schools of science into higher elementary schools, and have stated that the minute was framed 'for the establishment and maintenance of schools of science of an elementary character.'"

In March 1901 the School Board completed the re-arrangement of the Grecian Street School in accordance with the Higher Elementary Minute, despite the protests that the change meant an immediate additional cost of £2,500 and that the management of the boys' and

1. Salford Reporter 23. 6.1900

girls' departments as separate higher elementary schools would cost an additional £1,200 per annum; for example, each department had to have its own head-teacher.[1] In April the Board of Education turned down an appeal by the Salford Board against a ruling that 25 per cent of the places in their higher elementary schools were to be free from fees. Previously the Board had only supplied free higher grade education in the Central Scholarship School, apart from sometimes remitting the fees of poor pupils in the other higher grade schools.[2] The central authority also wished to see more time devoted to the teaching of theoretical, as opposed to practical science, in the Board's higher elementary schools.

Meanwhile the Cockerton Judgment had been upheld in the Court of Appeal and the London School Board had decided against making further efforts to have the ruling reversed. Shortly afterwards, in May 1901, the Conservative government introduced an education bill for the amendment of the school board system.

The combination of these two factors had caused a state of uncertainty throughout the country as to what a school board might legitimately do and how far ahead planning should go, with the end of the school board system in sight. In May 1901 the Salford Board hesitated to appoint a further woodwork teacher, but decided to go ahead a month later. At the meeting which discussed the question the contrasting attitude of various boards were cited;

1. Salford Reporter 23. 3.1901
2. ibid. 27. 4.1901

Liverpool, for example, was taking the worst view and was dismissing teachers, while Macclesfield was going on as if things would continue in the old way.[1]

The following month, June 1901, the School Board Clerks' Conference met in Edinburgh, under the chairmanship of Ogilvie Duthie, the clerk to the Salford Board and president for that year. Not unnaturally, he devoted his presidential address to the current situation. He claimed that the new higher elementary schools would simply be degraded schools of science, and on the education bill said that the subordinating of the school board to the proposed local education authority for higher work would be detrimental; instead he looked forward to the establishment of one organic authority for primary, secondary and technical education.[2] Canon Scott, the chairman of the Salford Board, also addressed the conference, but his speech was mainly a complaint against the cost of the re-organisation forced upon Salford. He made the somewhat strange claim that the imposing of a 25 per cent free place ruling on the Board's higher elementary schools would cause them to compete injuriously with the Central Scholarship School. It must be remembered, however, that Canon Scott had set his face against a complete free-place system in the Salford board schools so that they should not compete with the voluntary schools still charging fees. The following week he made his

1. Salford Reporter 25. 5.1901
2. School Board Chronicle 8. 6.1901

position more explicit when addressing the National Society's annual conference. He spoke of the waning influence of the church schools, stemming from the provision of board school "palaces", which attracted the best pupils for higher elementary education.[1]

In mid-June the government education bill was withdrawn, and to bridge the gap until a new and fully comprehensive measure could be introduced and placed upon the statute book, a new Evening Schools Minute was issued, to allow the school boards to continue with their evening continuation school work, as by the Cockerton Judgment rates could only be expended upon the education of children. But to receive the necessary permission the boards were virtually forced to come under the authority of the county and county borough councils. Furthermore, the grant system was so altered as to reduce effectively the amount paid, and the number of scientific, manual and technical subjects that could be taken were limited to two, out of a maximum of four subjects that could be studied per person.[2] Another measure introduced and enacted, the Elementary Education Act, 1901, allowed the county and county borough councils to sanction for one year from 31st July 1901 the continuation and maintenance of any day schools or classes affected by the Cockerton Judgment, on terms to be agreed between the local authority and the school board. It also exempted the school boards from surcharge on such schools and classes for costs

1. Salford Reporter 15. 6.1902

2. From School Board to Local Authority : E.J.R. Eaglesham, p.159.

incurred before 31st July 1901.

As a result of these measures the Board made application to the Salford County Borough Council to continue their evening schools and higher elementary and Science and Art classes as previously. In the discussion on these points, the voluntary members of the Board, led by Canon Scott, made evident their favour of government measures to curb the power of the school boards, and to abolish them in due course.[1] As further proof, they carried a motion that the Board was of the opinion that in each large district there should be only one local education authority and that it should be required to afford equal financial treatment to all efficient schools of the same class, primary, secondary, or technical, irrespective of their denominational character. Notice of this resolution was forwarded to members of the government.

Meanwhile, the Salford council granted the necessary permission to continue the schools and classes and for the expenses to be defrayed out of the school board rate.[2] In November 1901, when the Board thanked the council for sanctioning the teaching of certain subjects in the Board's evening schools, in accordance with the Board of Education's circular No. 405, Scott and Broxap, the leaders of the voluntary and progressive parties respectively, said that they could "not speak too highly of the conduct of the Corporation."[3] Changed days indeed from the antipathy that existed between the two bodies

1. Salford Reporter 20. 7.1901
2. Salford Weekly Chronicle 31. 8.1901
3. Salford Reporter 23.11.1901

at the time of the Clause VII dispute.

At the first meeting of 1902 the town council passed a resolution asking the government to introduce legislation in its next session for the institution of one local education authority for all forms of education. The annual general meeting of the Salford District Teachers' Association in February declared itself at one with the National Union of Teachers', its parent body, which favoured the institution of one local authority, although the S.D.T.A. wished to see local option given as to the character of the authority. These hopes were more or less granted when the bill which was to become the 1902 Education Act was introduced in March. Not surprisingly, the School Board Chronicle christened it the "Greater Reactionary Bill."[1] And in May the first agitation in Salford against the bill was reported, when a Baptist minister denounced it as "making for secular control under municipal patronage."[2] Opposition to the bill, however, was not to the fore-front in Salford until the second half of the year. The Boer War of course helped to obscure the issue.

As the Elementary Education Act of 1901 had only provided for a sanction for one year from 31st July 1901 for school board evening and day classes liable to surcharge under the Cockerton Judgment, the government was compelled to secure the passage of a renewal act, giving the county and county borough councils permission to continue

1. 29. 3.1902
2. Salford Reporter 3. 5.1902

their approval of these classes for a further period. By this act the pupil-teacher centres, which Cockerton had pronounced to be illegal,[1] were also put within the scope of the local authority's licence. The Salford council gave the School Board permission to continue the affected schools and classes; apart from the evening and pupil-teachers' classes, only the School of Science in the Central Scholarship School required this sanction.[2]

From July onwards agitation against the government's bill for the abolition of the school boards increased. In that month a petition against it from citizens in the Salford district was presented to Parliament. As the position of the bill's opponents became more hopeless, so the movement against it became more prominent. In September and October the Manchester and District Citizens' Protest Committee held meetings in the Salford district attended by several past and present nonconformist members of the School Board. Sermons were preached both for and against the measure and the voluntary members of the Board appeared at meetings in support of the bill. The controversy continued throughout November, but was largely terminated when the Act received the Royal Assent on 18th December. Section 27 (2) of the Act provided that it should come into operation in each county and county borough area by 26th October 1904 at the latest.

The 1902 Act as it affected Salford meant that the county

1. School Board Chronicle 5. 4.1902
2. Salford Reporter 20. 9.1902

borough council became the local "Part II" authority for both elementary and higher education. The board schools were to become council schools, while the voluntary schools were to become "non-provided" schools, as the managers were to provide the building free of charge, and to make all repairs, except for those due to fair wear and tear. The local education authority was to pay the salaries of, and have virtually complete control over, the teaching staff in a non-provided school, save that the four foundation managers, who were charged with preserving the denominational character of the school, might dismiss a teacher on grounds connected with the giving of religious instruction. Each non-provided school was also to have two further managers appointed by the local authority; these were to act as a safeguard against and check on a perhaps too zealous system of religious instruction.

At the first meeting of the Salford council in 1903, Alderman Robinson, the chairman of the Technical Instruction Committee, moved that his committee be appointed to report on the new Education Act. But it is obvious that his dispute of 1898 with the School Board over Clause VII of the Science and Art Directory had not been forgotten, for a special committee, under Alderman Jenkins, who was also vice-chairman of the School Board, was appointed for this purpose.[1] However, even this committee did not enjoy freedom from criticism, for charges were levied, particularly by Councillor

1. Salford Reporter 10. 1.1903

Nuttall, a former Labour member of the School Board, against Jenkins, who was a Church of England voluntary school supporter, that he had attempted to give it a sectarian bias. In March the committee presented and had adopted its draft scheme for the council's assumption of the role of sole local authority for education. This scheme was approved by the Board of Education, which appointed 1st July 1903 as the date on which the 1902 Act should come into force in Salford.[1] The new council education committee was to consist of thirty members. They were to include persons acquainted with the needs of the various kinds of schools in the borough, the training of teachers, boys' and girls' secondary education, and technical, industrial and commercial education, with special reference to the industries of the borough. Two of the members might, if desired, be head teachers of elementary schools and two of the members of the Committee had to be women.

When the appointments were made, no fewer than ten were members of the Salford School Board. Eighteen representatives on the education committee were to be members of the council; these included the mayor, a Conservative, and his predecessor, the deputy mayor, a Liberal; there were also nine other Conservative members, including Alderman Jenkins, and seven Liberal members. Five members were selected as representing the School Board; two Church of

1. Salford Reporter 4. 4.1903

England, two Progressive, and one Roman Catholic. One representative each of the Church of England, Roman Catholic, and nonconformist schools in the borough were also appointed; Canon Scott, the chairman of the School Board since 1890, was appointed to represent the first-named interest and a Roman Catholic member of the Board to represent the second. Canon Scott, incidentally, remained a member of the Salford Education Committee until his death in 1931. The other four members were one representative each of Owen's College (Manchester University), the governing bodies of Manchester Grammar School and the Manchester High School for Girls foundation, which had two girls' high schools in Salford, and the Manchester and Salford Trades Council.[1] The nonconformist schools' member was Mr. J.G. Tolton, head of Gravel Lane School, and his appointment resulted in the withdrawal of a request that a head-teacher be also appointed as a co-opted member.[2]

Ogilvie Duthie, the Clerk to the School Board, was appointed as administrator for elementary education, and William Wilson, the principal of the Royal Technical College, as administrator for higher education.[2] The latter, however, resigned in September 1903 to go as higher education officer to Lancashire County Council, and Duthie was then appointed overall Director of Education for Salford.[3]

1. Salford Reporter 21. 2.1903 and 23. 5.1903
2. ibid. 30. 5.1903
3. ibid. 26. 9.1903

The School Board in the last few months of its existence not surprisingly postponed most important decisions until the new education authority should take over. An attempt in December 1902 by John Broxap, a Progressive member, to abolish fees in all but higher elementary and higher grade schools, as had been done in Manchester, was defeated by the voluntaryists, Canon Scott arguing that it was not fair to tie the hands of the new authority which would, if the motion were adopted, be compelled to free all denominational schools under its aegis.[1] In January, a new district auditor, perhaps in a fit of Cockertonian enthusiasm, disallowed the expenditure of £2. 9s. 8d. on members' tea, and this decision was confirmed, although as usual the surcharge was remitted. The same month Woodbine Street Higher Grade School was offered by its managers to the Board, as they claimed that they could not continue it under the conditions imposed by the 1902 Act; the Board, however, declined the offer. The members cannot be blamed for leaving the decision on the school's future to the education committee which was so shortly to have full responsibility.

In February 1903 the Cockerton Judgment in part rebounded when the Salford Board refused an appeal by the Royal Schools for the Deaf and Dumb at Old Trafford for an increase in maintenance from £20. 6s. 8d. to £24 per annum for each Salford child in

1. Salford Reporter 20.12.1902

residence. The Board argued that it was not legal, and although the Board of Education wished the increase to be paid, it could not be enforced. At the same meeting at which this decision was announced, the Board approved a new scale of teachers' salaries in conjunction with the Manchester Board. Scott would have preferred to leave it to the new local education authority, but the increase was necessary immediately, otherwise teachers would be lost to Manchester.[1]

In June 1901 the Board of Education had informed the Salford Board that additional class-room accommodation was to be provided in the Pendleton Higher Elementary School, and in January 1902 that no grant would be paid for the school after 31st July 1902 unless proposals for suitable new permanent accommodation had received approval. In consequence a site was acquired and approved at Halton Bank in Pendleton. On this the Salford Board decided to build a higher grade school, as distinct from an approved higher elementary school, which would have been more expensive; the Technical Instruction Committee of the town council, which had been consulted, concurred in this. In February 1903, however, the Board of Education informed the Salford School Board that while it was prepared to agree to a higher elementary school being built to replace the Pendleton school, it would not agree to it being replaced by a fee-charging school of a different type, as the

1. Salford Reporter 21. 2.1903

School Board proposed, until the new local education authority were in a position to consider the matter. In consequence the Board of Education was prepared to recognize the existing premises of Pendleton Higher Elementary School until 31st July 1904. In March another decision left by the School Board to its successor was the drawing up of a scholarship scheme from the Salford Workingmen's College fund.[1]

The School Board met for the last time on 1st July 1903 and the key-note of the occasion was thanks all round, to members, teachers, and office staff. It could indeed look back with pride on two periods of its work when it had done great and good things for the children of Salford. There were the early days when by paying the school-pence of poor children and enforcing compulsory attendance the Board had helped to develop a sense that education was to be available to all children and to be obligatory upon them - in these years Salford was far ahead of the country as a whole - ahd there were the last ten years or so of the Board's existence in which a vigorous, if belated, programme of school building had taken place. The most notable achievement of this later period was the establishment of the Central Scholarship School.

But it must not be forgotten that in its retention of fees, in its reluctance to build schools until virtually forced to, in

1. Salford Reporter 21. 3.1903 and 28. 3.1903

its inadequate staffing of the schools, and its low teachers' salary scales, the Salford Board was often far behind contemporary enlightened educational opinion and practice. Of course, the policy of the pro-voluntary school majority, which always held power, was to support the denominational schools as far as possible and to do this it had to avoid competition wherever practicable. Canon Scott's words at the laying of the memorial stone of the School Board offices in 1894 were true for all of the Board's existence: "The policy of the Board has been to provide an efficient, practical, non-wasteful education in the board schools and, so far as the law allows us, to assist the non-board schools to do the same in the borough."[1] The invaluable assistance rendered by the Board in this direction had been acknowledged by Scott's predecessor as chairman, Herbert Birley, in 1888. Speaking as a voluntary school manager, he said that his schools worked well in competition with those of the Board and that the rivalry had tended to improve both. Furthermore it was now easier to manage the schools than in the years before 1870, as there was the agency of the School Board to enforce attendance, and consequently fees came in more regularly.[2]

By the late 1890's, however, the situation of the denominational schools was parlous, as H.M.I. Pole made quite clear in his report for 1899: "In Salford the position is one of much difficulty and

1. Salford Weekly Chronicle 15. 9.1894
2. ibid. 15.11.1888

anxiety, the subscriptions being not only insufficient, but diminishing."[1] The voluntary school movement had ceased to attract freely given financial aid; people were more and more thinking of educational provision and finance as the concern of the state and the local public bodies. The time was ripe for another great step in education, but whether the Education Act of 1902 was the right one is another question.

The achievements and strength of the voluntaryists in Salford, however, must not be under-estimated, denigrated, or lost to memory. Probably alone of all large towns in England and Wales in 1870, Salford had an excess of elementary school accommodation, and one must accord due respect to the philanthropic and religious men who had provided this and not judge them too harshly by the standards of the second half of the twentieth century.

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# APPENDICES

## APPENDIX.I

Select extracts from the reports on Salford by Her Majesty's Inspectors as published in the Blue-books on Education during the School Board period.

### Mr.Brodie's General Report for 1872.

In the Salford district we found a considerable surplus of accommodation, a little of which may possibly be available for the deficiency in Manchester. Both in Salford and in Bolton it is unfortunate that the schools are, as in many large towns, so ill distributed, so many lying in and around the middle of the town, and causing the children to walk rather further to school than is desirable.

### Work of School Boards.

I venture to add some remarks on the work of the two School Boards in my district only because it is so desirable that public opinion, which judges these and all other institutions, should be rightly instructed, and not be prevented by that political squint which unfortunately too often distorts our view of affairs in England, making us unfairly distrust our opponents in administering any public business. Very hard things have been said and written of the majority in the Salford school board. Politically, I am not of their party, and I have neither the wish nor the right to be their advocate, but I am bound to speak truth and say what I know. I believe the charges brought against them are groundless and unreasonable. These charges mainly are, that they will allow no

board schools to be built; that they will not take over any denominational school for conversion into a board school; that they have not worked compulsion fairly or wisely; that they pauperise many parents by paying fees needlessly where the parents can and ought to pay; and that they pamper the existing denominational schools by sending board school pupils to them and paying fees for them. Now as to building a board school, Mr.Robbins and I most decidedly came to the conclusion that as regarded school accommodation in Salford it was well in excess. Therefore so far no Board school is needed. It must therefore be needed for some other cause, and this must either be as a model school or as one for the pauper class. In either case the school board, I humbly submit, do well to wait to see their way before them. As to the board not taking over any denominational schools, the fact is that only one has been offered to them, and this for very excellent grounds they did not think it right to accept. The terms offered were unfair to the ratepayers, the school was not needed in the locality where it exists, is entirely a recent one as an inspected day-school, and is ill-arranged for the purposes of a day school.

To refute the other charges would oblige me to enter into statistical details, which would swell this report beyond prescribed limits. Suffice it then to say that having been allowed as often as I think proper to interrogate the officers of the school board,having carefully examined all the forms issued by the board, and having had the advantage of conference with more than one member of the board, and especially with the chairman, Mr.Herbert Birley, than whom there is probably no more practical or experienced school manager in all

England. (I write this most advisedly, and in no spirit of flattery which it would be as distasteful for Mr.Birley to hear as it would be for me to offer). I think that in the matter of compulsion, in the paying or remitting of school fees, and in the careful supervision of registers marking the attendance of those children paid for by the board, that the school board have really acted with much practical sagacity, duly caring for the interests of the ratepayers on one side, and on the other really doing a good deal to get the children to school and to promote their regular attendance. I shall finish this subject with a quotation from a letter of Mr.Birley's in answer to one from me asking for information, the truth of which all my own independent enquiries fully corroborate.

"The board has laid down in their bye-laws a scale of poverty, and each case is carefully inquired into by the officers of the board with the view of ascertaining the incomes of the families which make application for the payment of fees. The system of inquiry is similar to that which is adopted by relieving officers under the guardians of the poor, for the purposes of ascertaining the circumstances of applicants for relief....The Salford School board are now paying for about a tenth of the children who are attending public elementary schools in the borough, about 1,900 children in all, at a cost of rather more than £900 a year in fees, or ten shillings per head per annum and these children made, during the half year ended 29th September last, 81% of the attendances paid for". This, I submit, is a satisfactory statement, and if it is to be refuted must be done by quoting facts of an opposite character, which has not yet been done, and not by idle declamation. As to pampering

existing schools, the children must, I presume, go to those which exist, and as in every case the parent or guardian may choose the school for the child, no hardship or grievance seems to arise. Nor can the school board pack favoured schools with their pupils. Schools would thus become overcrowded and your Lordships' fines and penalties would soon reduce the numbers, and matters thus be as broad as they are long.

There is one byelaw of the Salford school board, viz.No.II (c), which I venture to think is scarcely salutary and puts a premium on children leaving school rather too early. Children surely should be kept at school after ten years of age as long as they can be induced to stay. Nor does it seem to be wise to make the Fourth Standard the limit of attainments. In this respect, I prefer the rules laid down by the Bolton board. Those rules exempt from school attendance "any child between ten and thirteen who has reached the Sixth Standard of education". Both the Salford and the Bolton school boards make the Government examination the test of proficiency in all cases.

## Mr.Cornish's General Report for 1878.

"In the borough of Salford the population has increased from 125,000 in 1871 to 170,251 in 1878. The available accommodation in annual grant schools has, in the same period, increased from 20,000 to 30,000 without the building of a single board school.

But owing to the large number of schools situated in the centre of the borough and the wonderful rapidity with which houses have been built, there are local deficiencies of accommodation. In Broughton Township the board are going to build for three hundred children,besides 604 who are to be provided for by voluntary agencies; and the statistics which the overseers have just completed point to a deficiency which is estimated to amount in Ordsall Ward to 1,285, in Seedley Ward to 761, and in Regent Ward to 1,188; and as these wards lie close together and are too far off to profit by the surplus which exists in some of the other wards, additional school accommodation will, no doubt, have to be provided.

In comparing the bye-laws of the Salford and Bolton boards, it seems a curious fact that the standards of exemption should be much higher in Bolton than in Salford, the latter board requiring the passing of Standards III and IV, and the former the passing of Standards V and VI, as the condition upon which children of ten years of age may claim half and entire exemption respectively.

The Manchester School Board has just raised its standard, which until now has been the same as that of Salford, one Standard higher,and I hope that the Salford Board will before long follow its example.

Salford schools have passed on percentage rather higher than those in Bolton, and still more in advance of those in the townships.

Compulsion is more successful in Bolton, with an average attendance of 73.8% as against 67% in Salford, although there are 2,245 more half-timers in Bolton than in Salford.

Details of Salford's exhibition scheme.

The standard reached by the successful candidates has not been so high in Salford as in Manchester.

Advantages of higher grade schools.

It seems a great misfortune that we have not more schools of this class, and that those which we have should be obliged, from financial reasons, to be encumbered with boys in all the Standards in the Code instead of being devoted to the special work which they do so well.

Besides the school board exhibitions there will be under the new scheme of Manchester Grammar School, open scholarships to be awarded every half-year, for half of which a preference is to be given to boys from public elementary schools. At the first competition for twenty four, three of the successful boys came from Salford.

The only two female exhibitions in Salford ( the winners of which went to Manchester High School for Girls) came from the girls' department of the Christ Church Upper School, which is distinguished for its admirable tone no less than for the excellence which marks every branch of the school work.

Mr. Cornish's report on the Salford District for 1882.

The principal part of my district is the borough of Salford, with a population of 176,233, which has increased more than 50,000 in the last ten years. But even the population has not kept pace with the speculative building of cottages, and at the date of the last assessment 4,436 houses were empty. The increase of population is largely due to the pulling down of rookeries in Manchester. To the negligent and thriftless Salford offers many inducements. There is a large choice of houses with facilities for frequent change. The standard for full-time exemption is one standard lower than in Manchester, and children of ten who have passed Standard III may run the streets for half their time, and those who have passed Standard IV for all their time. As the two boroughs are virtually continuous, and where the Irwell is the boundary, are joined by frequent bridges, it is not surprising that a large proportion of the children who hawk papers and matches about the streets live in Salford, but do most of their business in Manchester.... Under these circumstances one cannot be surprised if the Salford School Board has a rather more difficult population to deal with than its neighbours.

There has been no contested election of a school board in Salford since I last reported. The board has since taken over seven schools, in addition to three which it had before, and has built two new ones, the total accommodation of the twelve being 5,209, and of the new schools 387 and 626 respectively. The scholars presented for examination in the board schools this year passed 92.8% .

During this period the school accommodation of Salford has been increased by 3852 places. I think that it would be wiser and more economical for the board in the future to look rather further ahead

than has hitherto been done, for the Marlborough Road Board School was no sooner built than a boys' department had to be added, and the Trafford Road Board School, which was opened in April last, is already full. The board now calculate that there is a deficiency of about 400 in Ordsall and Regent Wards, but one in six of the populace is too small an estimate when almost the whole of it is of the class for which provision has to be made.

The different degree of success which has attended the exercise of compulsion in Salford and Bolton respectively is remarkable in whatever way we test it. Salford has 16.5% of its population on the books of schools, Bolton has 21%, Salford has 11.7% of the population in average attendance, Bolton has 17%. If we go on to examine what proportion of the possible number of attendances made by the children on the rolls, we get, allowing for half-timers, 70.9% for Salford and 82.6% Bolton. If we go further and ask how many of these children make up the required attendances and are presented for examination, we find that Salford,with 176,233 population,presents 13,642, whilst Bolton with 105,422 presents 12,701, ie., 7.7% and 12% respectively of their populations.

If again we test them by numbers who reach the higher standards a similar difference is seen. In 1878 Salford presented only 204 children in Standard VI, which number this year, with a population of 176,233, has increased to 415. In Bolton, which presented 211 in 1878, the number this year has reached to 626. In Salford,592 presented in Standard V in 1878 have increased to 1,118 this year, whilst in Bolton 753 in 1878 have increased this year to 1,605.

I have been at pains to discover what differences there are in the practice of the two boards in this matter of compulsion, as the

question is one of very great practical importance. And in what I shall say on the subject I do not wish to do anything more than state what has come under my notice. Compulsion has been, and is, a matter of experiment, in which different boards have different difficulties to contend with, and have met with more or less success, and from each we may hope to gain some help for future guidance.

The Salford Board start with what I consider, as I said in my last Report, very insufficient power. Any child of 10 who has passed Standard III need only attend school for half his time, and the school board officer can say nothing to him as to the use made of the other half; or, if he passes Standard IV there is no power which can compel him to set foot inside a school.

The board employs ten officers in plain clothes and one superintendent, and gets its information as to the school attendance at second hand from the teachers, who send in monthly, either copies of the weekly summaries of attendances, or lists of absentees selected by themselves.

But some few schools furnish no returns, nor do the board exact them, and this in the eyes of the parents gives the schools a sort of patent of gentility. The byelaws require ten attendances per week, but it is well known to the parents that, if the children make eight, the school board officers will, as a rule, never ask after them. They understand that, as they phrase it, "the board are satisfied" with eight attendances, and they look upon such attendance, if regular, as positively meritorious. Parents whose children make less than eight but more than five attendances per week become the subject of exhortations, which may possibly end after the lapse of some months in

a summons, and even in a fine. It is upon those who make less than five attendances that the board mainly exercises its powers of prosecution.

The Bolton Board starts with adequate powers. Children over ten must pass Standard III before they can be employed half-time, and even then the board must be satisfied with the nature of the employment. For full-time exemption the Standard is the sixth. Four officers and a superintendent in uniform are employed, and the weekly totals of each child's attendances are copied from the school registers monthly by the board's own officials, thus giving it complete information at first hand respecting the attendance of every child in the borough, and relieving the teachers from any odium which giving information might bring upon them. The byelaws require ten attendances per week, and the board enforces this strictly, a parent whose child habitually takes a day's holiday a week, being, as a rule, summoned after warning, though in cases where the home circumstances warrant it the board grant an exemption for half a day, or in some cases a day per week.

And, although the bye-laws are so universally and unflinchingly enforced, the Bolton School Board say that at no time has the exercise of their compulsory powers worked with less friction....For the failure of penalties (to enforce attendance) the Summary Jurisdiction Act is in great part responsible, as many who formerly paid to escape detention, now that time is allowed, evade payment altogether, and in the 73 cases in which the Salford Board took out distress warrants there were no effects to distrain upon.

The duty of paying school fees for the non-pauper children was in 1877 transferred from the school board to the guardians. Of course

it does not matter to the ratepayers through what agency the money is paid, but it makes a good deal of difference to the parents, and, on that account, many of those who knew the poor best deplored the change when it was made. In Bolton the board has now schools in almost all parts of the town, and remits fees in them with great liberality. In Salford the board schools only partially cover the ground, and except in very special cases the children attending them all pay their fee. The board speaks of the help which the guardians give them in the work of compulsion by their liberality, as they pay £1,464 a year. But though the money which is thus distributed among all classes of schools is welcome to the managers, it may be doubtful whether the initial difficulty of getting the parents to apply to the guardians is not a great addition to the already heavy task of keeping the children in regular attendance. There can, however, be no doubt that the closer supervision which the board could exercise upon the attendance in its own schools would give it a great hold upon the most difficult class of children, and check the migration from school to school which in the central parts of Salford has been very rife.

The late board resolved to establish a day industrial school on the plan of that at Liverpool, which provides industrial training, elementary education, and one or more meals a day, but not lodging for the children. While this would meet the extreme cases, the experiment or more freely remitting fees in board schools is one well worth trying.

The subject of the standards for exemption is one of such importance that I must enter upon it more fully, especially as the last Salford Board has expired and made no sign upon the question, and it is

impossible to forecast what may be the action of the new board.

In considering what is an adequate standard for full-time exemption, it must be borne in mind that the natural result of clothing the school board with compulsory powers is to weaken if not destroy the influences which could previously be counted upon to produce in some measure the same effect. So that, if the school board says that to pass Standard IV is sufficient, the teacher who pleads for more, and the parent who tries to enforce it, are at a disadvantage. At present many children leave after passing Standard IV as a matter of course, with no idea of going to work, but solely to stay at home. At the Christchurch new Windsor schools, after the last inspection, out of 30 examined in Standard IV, 12 children left after passing the standard, and of these one went to nurse, three to work, whilst eight left simply to "stay at home". Nor is this all, a boy who without getting employment is turned loose to run the streets is almost certain to get into mischief, and teachers have told me of several instances where such a course has led to crime.

Previous to the passing of the Elementary Education Act of 1880, it had been the practice for children of 10 years old to go to work half-time under the Factory and Workshops Act, without reference to their having passed the standard for half-time exemption prescribed by the bye-laws of the district. Such employment the Act in question declared illegal for all children who were not employed before the date of its passing (August 26th), though the Act did not come into force until January 1st, 1881, and at the same time the Code for 1881 declared that only such children as were legally employed half-time could be qualified for examination by less than 250 attendances, though a year's

grace was allowed in the actual working of the rule.

The Bolton School Board at once lowered its half-time standard from the 5th to the 3rd, but, though there were 3,550 half-timers, so good was the attendance in the borough that the working of the new rules caused hardly any appreciable difficulty.

In Salford with 1,072 factory half-timers the board ascertained that 424 had not passed Standard III, whilst 65 more whom the board had exempted were in the same condition. Of the former, about 70, as far as I could learn, had begun work between August 1880 and the end of the year, and had therefore to leave it and return full-time to school.

The Salford School Board upon this made repeated application to the Department to have the standard for half-tim exemption lowered to the first, and failing this, to the second.

The resolution to make the reduction was passed at a meeting of the board where seven members were present, five of whom only voted, three in favour and two against.

Your Lordships, whilst refusing to accept a lower standard than the third in any case, added that it appeared to you that, having regard to the close relations between the boroughs of Manchester and Salford it would be most injurious to lower the standard of half-time exemption in Salford below that which is in force in Manchester. You further pointed out that if the byelaws were duly enforced, no child of ten years of age ought to fail to pass the third standard, except under special circumstances, in which it would be for the good of the child that he should be kept from work until he had attained this low standard of qualification. I have met with no one outside the board, either manager or teacher, who did not fully share your Lordships' opinion, and I wish to add my own conviction that any such relaxation as the board

advocated would have destroyed one of the most valuable inducements to early and regular attendance that could be devised.

When the actual figures are looked into it is shown that the number of children over ten years of age in the three lower standards in Salford is steadily decreasing. In 1878, 393 of those presented in Standard I were over ten, whilst in the past year there have been 252. In Standard II, 945 in 1878 have diminished this year to 736. In Standard III, for which nine is the proper age, 1,256 children over ten were presented in 1878, whilst this year, owing no doubt to the stimulus of the new rule, 1,556 children were presented. Or to put the matter in another light, of the children presented this year, in Standard I, 6.9 per cent were over ten of those in Standard II, 22.6, and of those in Standard III, 55.6. But it must be remembered in reference to these last that, while nine is the proper age for Standard III, a good many children would, from the mere accident of the date of their school inspection, pass their tenth birthday before they were presented.

When I last reported there were nearly 9,000 factory half-timers in the district, but their number has considerably fallen off, having diminished by 895 in Salford and 628 in Bolton. In cases where whole families were working in the mills, and the work constant, the children got something of an education; though the statement that they were sharpened for lessons by spending half their time in the mill was a pleasant fiction. But the fate of the migratory half-timer was miserable, he being often not sent to school before he went to work, and then having to change from school to school to follow it. The result was that he rarely made his times for examination at any school, or passed a standard. In 1881 I questioned 14 half-timers who had not

passed Standard III, and they had attended between them 39 different schools, mostly in the immediate neighbourhood.

This sort of life, however much of industrial training it may have given the scholars, certainly gave them nothing worth calling an education in the narrower sense of the word. The indirect compulsion established by the Factory Act of 1874 has been effectual in this district, requiring as it does children between 13 and 14 to pass Standard IV before they work full-time. But the requirement of passing Standard III before beginning half-time work will operate widely in securing a good foundation before there is any relaxation of school attendance.

How far half-time schooling is, even under existing conditions, inferior to full-time is shown by the following table, which shows for Bolton the percentage of those presented who passed in all subjects in four successive years:-

| | 1878 | 1879 | 1880 | 1881 |
|---|---|---|---|---|
| Full-timers. | 67 | 77 | 79 | 80 |
| Half-timers. | 54 | 62 | 62 | 60 |

The great advantage of half-time attendance under the Factory and Workshops Act is that children who may miss any attendances at school are always sent by Her Majesty's Inspector of Factories to make them up, but, falling off as the demand for such labour is, it could only be made an instrument of training and educating the lowest class if we could both secure plenty of it, and also that employers shall be content to employ the dirty and irregular when they might have those who are of a better class. But any half-time employment, where neither

the "beneficial and necessary employment" nor the regular school attendance is insisted upon, is merely a convenient way of evading a difficulty, while trying to save appearances.

I come now to the subjects of instruction; and if I estimate the progress made in them by percentages, it must not be supposed that the test goes quite to the root of the matter:

The standard examination in reading, writing and arithmetic gives the following percentage of passes for the whole district:-

| | 1882. | 1878 |
|---|---|---|
| Reading. | 95.7 | 94.3 |
| Writing. | 90.1 | 87.2 |
| Arithmetic. | 83.5 | 74.1 |

or if the district is roughly divided into three portions we get as follows:-

| | Reading. | | Writing. | | Arithmetic. | |
|---|---|---|---|---|---|---|
| | 1882. | 1878. | 1882. | 1878. | 1882. | 1878. |
| Salford Union. | 95.8 | 95.3 | 92.4 | 90.2 | 86.1 | 76.9 |
| Bolton Board District. | 96.8 | 94.8 | 91.8 | 87.8 | 87 | 74.2 |
| Townships outside. | 95.5 | 91.9 | 88.2 | 82.2 | 80.2 | 70 |

Specific subjects have been taken up in 48 departments in Salford, 35 in Bolton, and 27 in the outside townships.

The board school exhibitions have come to an end in Salford.

Since I wrote my last Report both the Salford and Bolton School Boards have appointed inspectors of board schools, and the diocesan board by a resolution have made the services of their inspector available gratis to all Church of England day schools.

It is no part of my business to forecast the final result of the competition between the board and the voluntary schools; but I am struck by two points in which the arrangements of many of the schools belonging to the by no means homogeneous class grouped as voluntary, seem to court extinction at the hands of their rivals whenever there is an efficient board.

Both points are concerned with management, but in the first case the managers cannot, and in the second case will not, perform their functions.

Experience shows that a certain proportion of those who are ex-officio acting managers of schools will always fail to understand the art of managing them, and the days are gone by when such incompetence could be merely looked upon as an amiable weakness, for which what it cost a man's pocket was sufficient punishment. It may now by the inefficiency of the school cause very great immediate hardship and privation to families, the children of which are kept from work and earning wages, to say nothing of their education being starved.

A manager put in such a position is perhaps unable to get help, or perhaps does not wish for it. In either case there is often a want of wholesome publicity about the affair, and the annual report goes into the portfolio, and the copy of it into the log-book, without more than two or three persons being wiser for it. In many cases a succession of bad reports may be given, and yet the teacher may, from some extra- scholastic reason, be quite the master of the situation in spite of the manager. Such a teacher has the strongest motive to

oppose the admission of the organising master, even if the manager saw his way to proposing it, and the school is lucky if the teacher in such a case neither monopolises the sum available for salary, nor shares the usual aversion of the incompetent for able and energetic assistants.

Nor is it only against inspection from the outside that the present system protects a teacher. The same exclusion exists between different departments of the same school, and I believe that cases of a teacher being admitted to examine a school and to advise a colleague are almost unheard of, though one may be a teacher of long standing, and the other fresh from college. The same failure to manage is also seen in other points connected with school routine, such as registration.

I have therefore read with regret in the report of the executive of the Manchester and Salford Day School's Association that the offer of the gratuitous services of the organising inspector has only in a few cases been accepted.

The other point is the practical abandonment by the managers of their proper functions.

The manner in which grants are made to schools has led, in many cases, to a mode of management which, though your Lordships have all along set your faces against it, has really been very common. On the one hand managers were in theory, responsible for the expenses of the school, including a considerable salary to the head teacher. On the other hand their largest source of income, the Government grant, depended a good deal upon circumstances over which they had only an indirect control, and mainly upon the ability and exertions of the teacher.

The result has been that managers have been led to make

arrangements with the teacher by which he has shared the risk of the Government grant, and these arrangements have varied through a whole scale from giving him a share of the grant to the extreme case technically known as "farming", when the master takes the whole risk of the school, and makes what he can of it. In the hands of an able, energetic, generous man this system is capable of producing very good results, but the too common state of schools which are farmed may be expressed in the familiar lines --

> One only master grasps the whole domain
> And half a tillage stints the smiling plain.

The aim in such cases is that the work shall be above all things "passable", and the school staff is calculated accordingly. The fees are screwed up to the highest point, especially if there is little or no competition.

The selling of books and other material to the children is conducted on the well known principle of buying in the cheapest and selling in the dearest market.

If we add to this that in most cases a payment is exacted from the teacher by the owners for the use of the premises, it is hard to restrain the indignation which arises at the thought that the children of working people are liable to be compelled to attend such a school.

Such a system as this cannot stand the competition of well managed board schools, which by their system of inspection take away all excuse for the adoption of such a plan, and by providing a liberal staff and supplying books and materials gratis spoil the "farmer's" business.

There has been a great improvement going on in the buildings and

premises of schools, but it must be borne in mind that the inspection of returns in 1871 the standard set up in such matters was not a high one, and that, where the defects are radical, the inspection is practically powerless to effect an improvement.

In these cases it would much strengthen our hands if your Lordships would, upon the Inspector's report, require plans to be laid before your own architect, and fix a limit of time beyond which grants must not be looked for.

At present, too, managers alter and enlarge schools just as they fancy. It would be no hardship if all alterations of premises had to be submitted, if small, to the Inspector of the district, and if large to your Lordships' architect. Perhaps the most general fault of the schools in this district is their want of light. Our skies are not naturally bright and sunny, and art has come with volumes of smoke to aggravate the defects of nature. But in spite of this the windows, which in most schools are far too small, have been glazed with thick semi-opaque glass which, especially when dirty, reduces the light still further. Of course I see that it breaks less easily and saves blinds, but, while it must largely increase the gas bill, the consequent pollution of the air, and the prison-like depressing gloom which it produces in the schoolrooms must tell heavily upon teachers and children. In many cases I have got managers to replace broken panes with common clear glass, but this is at best a slow process.

## Mr. Oakley's General Report, 1885.

Mr.Cornish reports no serious deficiency and a gradual renovation has taken place among some old and board buildings. He says:-

The interest of the attendance question in this district centres in the comparison between the success which has attended the efforts of the Salford and Bolton boards respectively to enforce regularity. When I reported in 1882 the percentages of children on the books in average attendance were, allowing for half-timers,Bolton 82.6%, Salford 70.9%. This year the last quarterly returns give Bolton 86%, Salford 73%. Anyone who wished to realise the difference in the results produced need only visit both towns in school hours. He would hardly find a child of school age in the streets of Bolton, whilst in those of Salford they swarm.

Mr.Cornish says:

In estimating the causes which make the attendance better in Bolton than in Salford, I attribute a great deal to the difference which exists between them in the matter of school fees. In Bolton all the schools, except the upper grade schools and one or two others, charge a uniform fee according to a scale which has been unaltered for many years. Children below seven pay two pence, Standards I to III inclusive three pence, above III four pence. When the present (Bolton) board took office it was felt that the power of remitting fees in their own schools, which the body had always freely used, put the voluntary schools at a disadvantage, owing to the

aversion which parents felt from applying to the guardians. Accordingly it was decided that the guardians should pay a supplementary school board officer and that he should deal with all the cases when payment of school fees in voluntary schools was desired. In Salford, on the other hand, various scales of fees prevail. Some change according to the standard. In other schools, including those of the board, the fee is regulated by age. But side by side with this is a lower scale for those who can show that their earnings, though above the poverty scale of the guardians, are insufficient for the normal fee. The Salford Board hardly ever remit fees in their own schools, but all cases of inability to pay them, apart from actual pauperism, are dealt with by the guardians, and although these cases are taken at a special office far away from the union, I gather that the parents are very unwilling to make applications, and that consequently the children often lose schooling, whilst they are hesitating to apply for the first time, and delaying to make a second or third application when the earlier order has expired. In comparing the cases of the two boroughs it is clear that Bolton has a great advantage in the lowness of fees, their uniformity, and the simplicity of the arrangements for remission.

Extract from the 1889 report of W.S.Coward,Chief Inspector for the North West Division.

Mr.Cornish says:

The only parts of my district in which there has been a rapid growth of population are Salford and Horwich.

In the former the population has grown from 176,235 at the last census to an estimated 212,030 at the present time. The large number of houses which were empty at the former date and are now full is partly responsible for the rapidity of the increase.

The great progress which is being made with the Ship Canal works, and the uncertainty as to what plans for railway extension in the borough will be sanctioned by Parliament will make the work of the school board in providing for the increasing population a very difficult one, and it may be necessary to have more recourse to the use of temporary schools than would be desirable under other conditions.

At the same time the pressure of population upon school supply is beginning to be heavily felt in parts like Lower Broughton,where new schools will no doubt have to be provided at an early date.

The school attendance in both the great boroughs of Salford and Bolton gradually improves, but the enforcement of compulsion is still more successful in the latter than the former.

The Bishop of Salford has made a vigorous effort and succeeded in starting evening schools in Manchester and Salford. They are, as far as possible, on the same broad lines of the board. But there has not yet been sufficient time in which to judge of their

success. Strong teaching power is needed to make these schools successful. Teachers are expensive, and it is doubtful whether out of the grant and fees sufficient funds can be raised to meet the outlay necessary.

It seems to me (W.Scott Coward, Chief Inspector for North West Division) that only such a strong force as a board can maintain properly and carry on to success such an undertaking as the creation of valuable evening schools.

## Mr. Coward's General Report for North West Division, 1891.

Mr. Cornish says:-

This district (Salford) has been remarkable in the division for the unusually large number of pupil-teachers who failed to obtain any grant upon their examination owing to their work being marked as below fair.

In Bolton the central system of instruction for pupil-teachers in the board schools has been in force for some years. In Salford it has only been established this year.

Extracts from Mr.Cornish's general report for 1893.

Mr.Cornish on the examinations he conducted for exhibitions in Salford.

In the examinations which in 1877 and the next two years I conducted in Manchester and Salford with the help of Mr.Northrop, we applied the test of a stiff Sixth Standard examination, with grammar, geography, and one specific subject, generally mathematics, the age of the candidates being fixed at thirteen and under.

Mr.Pole reports:

There is a certain deficiency in Salford, especially in the south and east of the borough. The school board has a good deal of building in hand, but it has long been in arrears, and its operations are in the direction of replacing old condemned premises rather than applying new accommodation where it is most wanted.

Mr.Cornish on attendances:

From the first the( Bolton) school board set to work to conquer the difficulty of irregular attendance and succeeded whereas Salford never fairly faced the problem, and Manchester has had to grapple with the evil which years of neglect had produced in the out townships which have since been added to the city.

.....in Bolton....there has never been such persistent improvidence for the wants of the future as was shown by the Salford School Board which expired three years ago, that is 1888 - 1891, a neglect for which the present board is paying and the next will have to pay.

Mr.Cornish's report for 1895.

Mr.Pole says of his district:

In the matter of school supply I do not think there is any pressing question except in the Borough of Salford, where the outlook seems to me to be very serious.

During the last four years the board has added nothing to the existing supply except by the enlargement of two schools,which has created 320 additional places in Ordsall and 200 at Higher Broughton. It has,however,replaced,without increasing the nominal accommodation, several unsatisfactory temporary premises by two large new schools, and erected a central higher grade or scholarship school affording space for 478 scholars, of which number about a quarter are at present in attendance.

Two new schools are approaching completion, one providing for increase of population at Marlborough Road; while the other merely replaces a school condemned long ago. Both will be filled as soon as they are opened.

School board officers and a central school for the instruction of pupil-teachers have also been recently opened.

This seems a respectable record of progress. Unfortunately nearly the whole of this is in arrears, the necessity for which was foreseen, and ought to have been made good long ago; and the board is still very far from having overtaken the demand for school accommodation in the borough.

The Hope Board School, condemned in 1891, has not yet been

replaced, nor has any action been taken to carry out the scheme approved several years ago for the replacement of the hired buildings at Charlestown.

A deficiency has arisen in the Ordsall and Regent wards which cannot be any longer neglected.

Another part of the borough in which new accommodation is urgently needed is that lying between Pendleton and Weaste, where a large population has grown up, and the schools at both extremities are already full. The late board made plans and purchased a site for a new school at Seedley in this district, having publicly admitted the deficiency in their triennial report for 1891 to 1894, but by a recent resolution of the present board this project has been annulled.

At Grecian Street, in Lower Broughton, the boys' school has outgrown its accommodation.

There is still another quarter of the town, that included between Regent Street, Cross Lane, and the river boundary eastwards, within which the accommodation,even if it can be regarded as nominally sufficient, is certainly not satisfactory.

This comprises all the poorest districts where bright comfortable schools might do more than anything else to raise the standard of living and self-respect among the children, many of whom are living in indescribably miserable surroundings.

For this large area there are two board schools, both of them condemned as unsatisfactory (one of these will shortly be replaced by a new building which is approaching completion) and nineteen voluntary ones, several of them belonging to the worst class of

school buildings, and most of them without playgrounds. Surely if voluntary effort is unequal to the formidable task of transforming these, it becomes the duty of the board to take such action. In the matter of school provision, as in matters of instruction and equipment, a school board should set itself a higher minimum standard of efficiency than the Department's.

One of the first things to be undertaken, and without further delay, is the replacement of the Hope Board School. Fresh accommodation for infants will be required on the closing of the Presbyterian school in the neighbourhood of St.Stephen's Street.

On attendance Mr.Pole writes:

It is satisfactory to note that the regularity of attendance in Salford has been constantly improving. Until now for the last two years the average attendance has exceeded 80% of the number on the rolls.

In a few of the Salford schools, among which Ordsall Board School is the most conspicuous, the regularity and punctuality of attendance are quite extraordinary.

On the other hand, in the unfortunate district of which I spoke in reporting upon the school supply, there has existed for a long time very extensive and habitual unpunctuality in attendance at morning school. The only reason alleged is the idleness of the parents who are not up themselves in time to send the children off to school at nine o'clock.

The school board have recently passed a resolution refusing admittance to scholars who come to school after quarter past nine, and I think all the voluntary schools in the district have now adopted the same rule.

## Mr. Cornish's report for 1897.

### School Accomodation.

Mr. Pole says:

The school supply of Salford has not materially changed since two years ago. The late Board completed some work, but began none, though it planned for some future building. This will hardly meet the growing deficiency. In the Board's Triennial Report the assumption is made that a sixth of the population gives the number of school children, but there can be no doubt that in most parts of Salford a fifth is the proper proportion. Looking at the number of schools the accommodation of which is reckoned on the eight square feet scale, and the inevitable fluctuation in attendance, it is not to be wondered at that the instruction is carried on under conditions of great difficulty and discomfort, mostly in large main rooms, owing to the insufficiency of class rooms. In fact, the rooms are often, and for long periods, crowded beyond the eight square feet limit.

Mr. Pole also comments on the disappearance of the "payment by results" system two years earlier - "not a great deal of change yet, but some hopeful signs."

### Evening Schools.

Mr. Pole says:

During the last three years there has been a considerable increase in the number of schools with greater increase in the number of pupils. About forty departments are open in Salford, with an average attendance of about 3,000.

## Mr. Cornish's report for 1899.

Mr. Pole says:

The infants' schools have as a rule good routine discipline and a pleasant recreative side, especially in Salford, where very skilful assistance has been rendered by Miss Lea, the indefatigable organising mistress appointed by the School Board. They are in general less successful in those subjects which require direct appeal to the children's understanding, and probably most frequently weak in the subject of reading which occupies more time than any other.

The evening schools in the Salford district are carried on under favourable conditions and continue, I think, to grow in popularity, though there may possibly be a falling off in the attendance this year owing to the exclusion of scholars from the day schools.

As a rule two 'elementary' subjects are taught, arithmetic being always one in the boys' schools, very rarely in those for girls. Domestic subjects fill up most of the remaining time in the latter, whilst the boys take commercial subjects, English, drawing, elementary science, algebra, and mensuration, and in a very few cases a language. The domestic economy course usually includes practical lessons in cookery, laundry and sick nursing, whilst needlework generally includes the making of a plain bodice and skirt.

What can properly be called serious work is almost confined to the commercial subjects, like book-keeping and shorthand taken by a small number of industrious young men, and to the domestic subjects among girls who show themselves very keen to profit by the good lessons provided for them in cookery, needlework and dressmaking.

For the rest the value of the Evening Continuation Schools consists rather in what they may be doing to spread a desire for knowledge rather than in the actual progress made.

## Mr. Cornish's report for 1901.

### Supply and Population.

Mr. Pole says:

In Salford the population continues to grow rapidly, the increase being remarkable in Weaste, Seedley, Pendleton and Broughton.

The Board have completed and opened four schools since I last reported, but only two of these represent entirely new accommodation. They have, in addition, a temporary iron school at Weaste. Most of the schools in the Pendleton, Seedley and Weaste district are practically full in average attendance, and, of course, overcrowded at some parts of the year, causing much inconvenience to parents in finding places for their children. I doubt if, even when the two new schools the Board are providing - one of which is not yet begun - are ready, the accommodation here will be sufficient. This overcrowding of the schools (and there can be no doubt whatever that all the very best buildings are overcrowded when the limit of ten square feet per child is exceeded) which is unfortunately increasing, even in the older parts of the town, as a consequence of the pressure outside, is to be deplored not only on sanitary grounds. It is probable that the worst faults in the Primary Schools have had their origin in the size of the classes, and the

crowding of such large numbers into one big room, which prevented a reasonable conversational style of teaching, so valuable for training children's discernment and freedom in expressing themselves.

Good work has also been done by the Managers of Voluntary Schools in improving poor buildings, which are, however, still regrettably numerous. Amongst the most notable instances are St. Bartholomews', Tatton Street, St. Matthias, Stowell Memorial and Eccles Broomhouse Lane in Salford.

In Salford, Lower Broughton, long - needed improvements are still awaited.

Attendance.

Mr. Pole reports that in Salford a marked improvement has taken place during the last ten years in the average attendance.

Staffing of Schools.

The Manchester and Salford Boards, at a conference in March, 1900, decided to adopt a uniform scale of salaries for teachers, and this is now in force.

Pupil - teachers.

Mr. Pole says:

I take this opportunity of bearing witness to the marked success of two institutions which the Salford Board have had very much at heart, viz., the Central Classes for Pupil - teachers, under Mr. Stone, B.A., Principal, and a very well qualified staff of assistants, and the Central Scholarship School, which, under Mr. Adkins, B.A., Cambridge, a former student of the Cambridge University Day Training College, is assuming a character of its own, as well as a position of prominence and popularity

in the town. Nineteen scholarships, five of them to the (Manchester) Grammar School, were gained by pupils from this school in June of this year.

The School Board and the pupil - teachers are to be congratulated upon the arrangements just made, by which the Victoria University undertakes the duty of inspecting and exercising the Central Classes.

Schools for feeble - minded children.

Mr. Pole reports that in Salford a special class for feeble - minded children has been in operation for some time and plans for a permament building are under consideration.

## Science and Art Directory, 1900 - 01.

### Mr. Pullingers' General Report for 1900.

Reporting on two of the Day Technical Schools in Lancashire, Mr. Hands writes:

"In two towns in this district, viz., Salford and Bolton, there are Day Technical Schools. It is hoped that in the future there will be many more such schools, but worked under different conditions. At Salford, for instance, the day classes are "open to students of thirteen years of age who have passed Standard VI, or to younger students who have passed Standard VII." The school work of these students is about thirty hours, of which three are spent in the work shop, four in studying French and German (English has since replaced German), and the remainder in studying the following subjects: Practical Plane and Solid Geometry, Mathematics, Mechanics, Sound, Light, Heat, Magnetism, Electricity, Chemistry, with practical work in the last seven. This course of study for boys of twelve and thirteen cannot be regarded with any degree of satisfaction.

Of secondary schools which are devoted to the training of teachers, Mr. Hands reports upon South West Lancashire as follows:

"Here (the Liverpool School Board pupil-teachers' centre) and at the Salford pupil-teachers' centre valuable courses of practical elementary science have been started, but elsewhere in the district very little has been done to provide systematic instruction of this kind."

Science and Art Directory, 1901 - 02.

Mr. Hands states in Mr. Pullingers' General Report for 1901:

"In Manchester and Salford and some other towns practically all the evening schools are conducted by the respective School Boards, whether they are held in Board or Voluntary Schools."

## APPENDIX II

First Salford School Board Bye-laws (adopted at the School Board meeting on 13th September 1871). Approved by the Queen in Council 21st December 1871.

1. In these bye-laws the term "education department" means "the Lords of the Committee of the Privy Council on Education". The term "Her Majesty's inspectors" means "the inspectors of schools appointed by Her Majesty on the recommendation of the education department", the term "borough of Salford" or "borough" means "the municipal borough of Salford as enlarged and extended by the act for the regulation of municipal corporations in England and Wales" and includes any future enlargement or extension of such municipal borough. The term "school board" or "board" means "the School Board of the district comprising the borough of Salford", the term "school" means a "public elementary school", or any other school in which efficient instruction is given. The term "public elementary school" means a "public elementary school" as defined in the Elementary Education Act 1870. The term "officer" means "an officer appointed by the board, pursuant to the thirtieth section of the said act". The term "parent" includes guardian and every other person who is liable to maintain or has the actual custody of the child, but does not include the mother of a child when the father is living, and is residing within the borough. The terms importing males

include females, except where otherwise defined.

2. The parent of every child residing within the school district of the borough of Salford shall cause such child, not being less than five, nor more than thirteen years of age, to attend school, unless there is some reasonable excuse for non-attendance. Any of the following reasons shall be a reasonable excuse, namely:

(a) That the child is under efficient instruction in some other manner.

(b) That the child has been prevented from attending school by sickness or some other unavoidable cause.

(c) That there is no public elementary school open which the child can attend within one mile (measured according to the nearest road) from the residence of the child.

Provided that if any child, having attained the age of ten years, shall be certified by one of Her Majesty's inspectors of schools to have passed an examination in the Fourth standard of the new code of regulations of the Education Department, dated the 7th day of February 1871, such child shall be totally exempted from the obligation to attend school. Provided, also, that if any child, having attained the age of ten years, shall be certified as aforesaid to have passed an examination in the third standard of the said code, such child shall be exempted from the obligation to attend school more than one-half the school meetings in any one week.

3. The time during which every child shall attend school shall be the whole time for which the school shall be open for the instruction of children, provided that nothing herein contained shall prevent the withdrawal of any child from any religious observance or instruction in religious subjects, or shall require any child to attend school on any day exclusively set apart for religious observance by the religious body to which his parent belongs, or shall be deemed or construed as being contrary to anything contained in any act for regulating the education of children employed in labour.

4. An officer may visit the parent of any child who, according to his information and belief, is not attending school, or under efficient instruction, and may then, or subsequently, serve upon such parent, either personally or by leaving the same at his last known place of abode, a notice in the form or to the effect prescribed in the schedule to these bye-laws.

5. The particulars of each notice served upon the parents shall be recorded by the officer serving the same in a book provided by the board, which shall be laid before the board at each ordinary meeting.

6. Proceedings for the breach of these bye-laws, or any of them, shall not be taken against any parent until after the expiration of fourteen days from the service of the

notice prescribed by bye-law number four, nor until such parent has had an opportunity of attending a meeting of the board, or of a committee thereof, to state his reason for not complying with the said notice.

7. Any person committing a breach of these bye-laws, or any of them, shall be subject to a penalty not exceeding five shillings, including costs, provided that all breaches of these bye-laws committed by a parent in one and the same week shall be deemed one offence.

8. Whenever the parent of any child satisfies the School Board that he is unable, from poverty, to pay the school fees for such child, the School Board shall, for a renewable period not exceeding six calendar months, pay such fees to the managers of the public elementary school, provided that such fees shall not exceed the following scale:-

| | |
|---|---|
| For any child in an infant school | - 3d per week |
| For any child under the age of six years | - 3d per week |
| For any girl above the age of six years | - 3d per week |
| For any boy above the age of six years | - 4d per week |

And that no extra charge be made for books or other school requisites to be used either in or out of school by children who are paid for by the Board. Provided also that school fees shall only be paid in the following cases, unless by special order of the board, or of a committee thereof appointed for that purpose, that is to say:-

Where the family consists of 2 persons whose gross weekly income does not exceed 10s.0d; where the family consists of 3 persons whose gross weekly income does not exceed 14s.0d; where the family consists of 4 persons whose gross weekly income does not exceed 17s.0d; where the family consists of 5 persons whose gross weekly income does not exceed 20s.0d; where the family consists of 6 persons whose gross weekly income does not exceed 22s.6d; where the family consists of 7 persons whose gross weekly income does not exceed 24s 6d; where the family consists of 8 persons whose gross weekly income does not exceed 26s0d; and where the family consists of more than eight persons and their gross weekly income does not exceed 3s per head.

9. These bye-laws shall take effect from and after the day on which the same shall have been sanctioned by Her Majesty in Council.

## APPENDIX III

Letter from the Education Department on school accommodation as read at the Salford School Board meeting of 13th November 1872.

### Letter

Education Department,
Whitehall,
London, S.W.

10th October, 1872.

Sir,

The returns of your Board have been under their Lordships' consideration and I am directed to forward the enclosed copy of the report made by Mr. Robbins thereon.

My Lords agree that there is no deficiency of school accommodation in this borough. The estimate made by the inspector of the amount of surplus accommodation available for the city of Manchester appears to be well founded. My Lords think that your board will do well to confer with the school board of Manchester on this subject, and they will be glad to learn whether the boards concur in this estimate.

I have the honour to be, sir,

Your obedient servant,

F.A. Sandford.

Schools managed by the Salford Board in June 1903.

| Name of School | Department | Situation | District | Nominal accom. | Date of opening by the Board | Attendance for May, 1903 | |
|---|---|---|---|---|---|---|---|
| | | | | | | Average | Number on the books |
| Higher Broughton | Mixed | Bowker Street | Broughton | 629 | Aug.1,1877 | 502 | 576 |
| * John Street | Boys', Girls' & Infants | John Street | Pendleton | 1,071 | Feb.25,1895 | 973 | 1,143 |
| St. George's | Boys | Wellington Street | " | 456 | Aug.1,1880 | 273 | 289 |
| * " | Girls' & Infants | " " | " | 774 | Aug.14,1885 | 515 | 579 |
| * Marlborough Rd. | (Boys | Garnett Street | Broughton | 569 | Oct.4,1880 | 600 | 634 |
| | (Girls & Infants | Marlborough Rd. | " | 926 | Aug.24,1896 | 998 | 1,119 |
| * Blackfriars Rd. | Mixed & Infants | Blackfriars Rd. | Salford | 666 | June 22,1896 | 605 | 675 |
| Irwell Road | Boys | Strawberry Hill | Pendleton | 427 | Oct.1,1881 | 269 | 296 |
| * London Street | Girls & Infants | London Street | " | 786 | Apl.1,1901 | 469 | 545 |
| * West Liverpool St. | Boys | Joseph St.,Seedley | " | 534 | Jan.8,1894 | 589 | 626 |
| * " " " | Girls & Infants | Bridgewater Av. | Salford | 1,177 | " | 1,114 | 1,276 |
| * Regent Road | Mixed & Infants | West Peel Street | " | 777 | June 8,1903 | 575 | 648 |
| * Trafford Rd.Boys' | Boys | Trafford Road | Salford | 694 | Aug.13,1885 | 599 | 651 |
| * " " Girls' | Girls & Infants | Robert Hall St. | " | 626 | Apl.1.1885 | 613 | 690 |
| " " | Branch Infants | West Park St. | " | 174 | Oct.17,1887 | 139 | 170 |
| * Ordsall | Senior Boys & Infant Boys | Fairbrother St. | " | 997 | Aug.10,1885 | 764 | 859 |
| * " | Senior Girls & Infant Girls | Ashworth St. | " | 879 | July 1,1889 | 756 | 877 |
| * Day Industrial | Mixed | Albion Street | " | 280 | Oct.26,1885 | 138 | 140 |
| Pendleton Higher Elementary | Senior Boys | Gardner Street | Pendleton | 300 | Mar.8,1887 | 177 | 188 |
| * Grecian Street (Higher and Lower Elementary) | Boys | Grecian Street | Broughton | 970 | Feb.13,1888 | 499 | 541 |

Schools managed by the Salford Board in June 1903. contd...

| Name of School | Department | Situation | District | Nominal accom. | Date of opening by the Board | Attendance for May, 1903 | |
|---|---|---|---|---|---|---|---|
| | | | | | | Average | Number on the books |
| * Grecian Street (Higher and Lower Elementary) | Girls & Infants | Grecian Street | Broughton | 1,090 | June 18,1900 | 771 | 868 |
| * Central Higher Grade Scholarship | Mixed | Victor Street | Salford | 750 | Feb.5,1894<br>Jan.1,1897 | 308 | 346 |
| * Langworthy Rd. | Boys, Girls & Infants | Langworthy Rd. | Pendleton | 1,194 | Oct.31,1898<br>Oct.26,1899 | 1,352 | 1,500 |
| Strawberry Rd. | " | Broad Street | " | 1,027 | Nov.1,1897 | 532 | 571 |
| * Tootal Road | Boys, Girls & Infants | Tootal Road | Weaste | 1,275 | Sep.3,1900<br>Jan.5,1903<br>May 11,1903 | 646 | 745 |
| Special School | | Irwell Street | Salford | 24 | Oct.16,1899 | 20 | 24 |
| | | | Total..... | 19,072 | | 14,796 | 16,576 |

* These Schools were erected or purchased by the Board. The other buildings had been transferred to the Board by voluntary managers.

## APPENDIX V

### Herbert Birley : a brief memoir.

Herbert Birley was born in 1820 at the country house of the Birley family in Didsbury, now a residential area of Manchester. He was educated at Winchester and as a young man spent some time training as an engineer under Nasmyth.

The family fortunes were, however, founded in cotton. They owned extensive mills and their company was the first to go into the large-scale application of rubber to cloth for clothing. The factory eventually became the Macintosh India-rubber works.

The inclinations of the family were Anglican and Tory. One of Birley's brothers was a canon of Manchester Cathedral and another, Hugh Birley, a Manchester M.P. and a prominent member of the National Education Union, of which Herbert was also a member. The Birley family was well-known for its philanthropy and its members, together and individually, built and supported schools and churches

Herbert, as we have seen, owned and supported several schools prior to the passing of the Elementary Education Act of 1870 and was chairman of the Salford School Board from 1870 until his death in December 1890; he was also chairman of the Manchester Board for the same period, with the exception of the triennial term 1885 to 1888.

(Much of the material for the memoir was taken from an article in Manchester Faces and Places, Vol.II., No.3, 1891.)

## APPENDIX VI

Religious instruction in the schools of the Salford School Board.

It has not been possible to trace the non-sectarian syllabus adopted by the Salford School Board for use in its schools, but it was largely similar to that of the Manchester School Board.

Three times during its history the School Board Chronicle published accounts of religious teaching in board schools, and in the survey of 26th October 1889 Salford is listed as one of the many boards adopting "essential portions of the Manchester School Board's scheme and syllabus."

The first survey, published in the edition of 22nd November 1884, gave the Salford practice as:

From 9.0 to 9.50 a.m. and from 2.0 to 2.10 p.m. shall be occupied with singing, prayer, and religious instruction, and 10 minutes at the close of the afternoon teaching shall be devoted to singing and prayer.

The religious instruction shall not be confined to the reading of a passage of Scripture before the whole school, with instruction thereon by the principal schoolmaster or schoolmistress, but shall consist of a graduated course of teaching, as per schedule, to be carried on by means of oral instruction, passages of Scripture committed to memory, and suitable exercises in reading

or writing.

An examination in religious knowledge, as per Schedule 2, shall be held by the Board's inspector of schools in the middle of the school year, on a day specially set apart for that purpose.

The hymns and forms of prayer used in the schools of the Board shall be taken exclusively from the authorised hymn book and schedule.

The 1889 survey gave further details of the Manchester scheme which probably applied to Salford also:

When any children are withdrawn from religious instruction, provision shall be made for their instruction in secular subjects during the time of such religious teaching.

That the words "by the principal teacher" be therefore omitted from Subsection 4, 1, of the scheme of education, so that the assistant teachers may be able, for their own sake as well as for the children's sake, to take part in the instructions given.

That, having regard to the importance of religious knowledge on the part of the pupil-teachers, both for their own guidance in life and for the sake of the scholars taught by them, as well as in respect of their future prospects in entering training colleges and obtaining the charge of schools, they shall receive from the principal teachers instruction in the Holy Scriptures during one and a half hours weekly, in accordance with the Schedule.

School boards were not, of course, compelled to give religious instruction in their schools, although most ordered that such teaching be given. The practice of boards with a liberal-nonconformist majority was to order the Bible to be read without comment.

The Birmingham School Board, for example, adopted as its rules for religious instruction:

No religious teaching or religious observances.

No prayers or hymns. The Bible to be read by the head teacher without note or comment for a quarter of an hour each day.

No syllabus.

No examination.

The Birmingham Board, however, allowed the voluntary agencies to give religious instruction in board schools before the morning lessons on Tuesdays and Fridays to children whose parents or guardians specifically requested that they be given such instruction. Furthermore "moral instruction" was to be given in all schools and to be definitely provided for in the time-table.

## APPENDIX VII

### List of Grants made by the Board to Industrial Schools

| Date | Name of School | Amount | Purpose | Conditions |
|---|---|---|---|---|
| September 1875 | Sale (Girls') | £1,000 | Erection of School | A member of the Board to be on the Committee. Amount to be refunded if buildings diverted from their purpose. |
| November 1879 | Bolton and County | £600 | Alterations | To be paid in three equal annual instalments. |
| January 1880 | "Clio" Ship | £100 | Ditto | None |
| April 1881 | Barnes Home | £400 | Ditto | 80 Places to be kept Amount to be repaid if school ceases to be a Certified Industrial School. |
| September 1881 | St. Joseph's R.C. Boys' | £400 | Ditto | Ditto. |
| July 1884 | Ardwick | £250 | Ditto | None |
| May 1885 | Barnes Home | £200 | Ditto | None |
| February 1887 | St. Joseph's Girls' | £300 | Enlargements | Amount to be refunded if buildings diverted from their purpose, less proportion for depreciation. |
| May 1891 | Manchester Schools (Ardwick, Barnes Home, Sale) | £600 | Alterations and improvements | 70 Places to be kept at Ardwick. 80 Places at Barnes Home. 30 Places at Sale. Amount to be refunded if buildings diverted from their purpose, less proportion for depreciation. |

Contd.....

List of Grants made by the Board to Industrial Schools

Contd.....

| Date | Name of School | Amount | Purpose | Conditions |
|---|---|---|---|---|
| July 1892 | St. Joseph's Girls' | £300 | Provision of Laundry | 35 Places to be kept. Amount to be refunded as above. |
| November 1897 | Barnes Home | £75 | Increased accommodation for band | None |
| January 1900 | Barnes Home | £150 | Provision of Gymnasium and improvements | None |
| April 1901 | St. Joseph's Girls' | £100 | Alterations and additions | Amount to be refunded if buildings diverted from their purpose. |
| April 1902 | St. Joseph's Boys' | £50 | New Musical Instruments | None. |

# PUPIL TEACHERS' CENTRAL CLASSES. TIME TABLE—DAY CLASSES. 1903

## MORNING.

| Day | Class. | 9 to 10. | 10 to 11. | 11 to 12. |
|---|---|---|---|---|
| MONDAY. | | | | |
| TUESDAY. | Candidates, Junr. .. | Latin. | English. | Mapping. |
| | First Year, A. ..... | History. | Latin. | English. |
| | ,, B. ..... | English. | Arithmetic. | History. |
| | Scholarship, A. ..... | English. | Arithmetic. | Latin. |
| | ,, B. ..... | English. | History. | Geography. |
| WEDNESDAY. | Candidates, Junr. .. | French. | History. | Physical Exercise. |
| | First Year, A. ..... | Arithmetic. | Geography. | Elem. Physiography. |
| | ,, B. ..... | English. | Elem. Physiography. | Geography. |
| | Scholarship, A. ..... | Arith. Exam. French. | Adv. Physiography. | History. |
| | ,, B. ..... | French. | Adv. Physiography. | Arithmetic. |
| THURSDAY. | Candidates, Junr. .. | Arithmetic. | English. | Geography. |
| | First Year, A. ..... | French. | Latin. | Mathematics. |
| | ,, B. ..... | Geography. | French. | History. |
| | Scholarship, A. ..... | Teaching. | Mathematics. | Geography. |
| | ,, B. ..... | Teaching. | Arithmetic. | Geography. |
| FRIDAY. | Candidates, Junr. .. | Alg. Comp. & W'ting. | Latin. | Elem. Physiography. |
| | First Year, A. ..... | Geography. | Arithmetic. History. | English. |
| | ,, B. ..... | Arithmetic. | English. Music. | French. |
| | Scholarship, A. ..... | English. | *Boys:* Mathematics. | Latin. |
| | ,, A. ..... | English. | *Girls:* Sewing. Math. Sewing. | History. |

## AFTERNOON.

| Class. | 2 to 3. | 3 to 4. | 4 to 5. |
|---|---|---|---|
| Candidates, Senr., A. .. | Latin. | Geography. | Elem. Physiography. |
| ,, ,, B. .. | History. | Geography. | Arithmetic. |
| Second Year, A. .... | English. | Mathematics. | French. M'matics. |
| ,, B. .... | English. | Arithmetic. | History. |
| Ex-Scholarship, A. .. | Mathematics. | History. | Latin. |
| ,, B. .. | Private Study. | History. | Private Study. |
| Candidates, Senr., A. .. | English. | French. | Arithmetic. |
| ,, ,, B. .. | Arithmetic. | English. | Elem. Physiography. |
| Second Year, A. .... | French. | Geography. | Mathematics. |
| ,, B. .... | French. | Geography. | Elem. Physiography. |
| Ex-Scholarship, A. .. | French. | English. | Arithmetic Exam. |
| ,, B. .. | French. | English. | |
| | | | |
| | | | |
| | | | |
| | | | |
| Candidates, Senr., A. .. | Geography. | Mathematics. | History. |
| ,, ,, B. .. | Geography. | French. Phys. Exer. | Phys. Exer. English. |
| Second Year, A. .... | Latin. | Teaching. | Elem. Physiography. |
| ,, B. .... | English. | Teaching. | History. |
| Ex-Scholarship, A. .. | Mathematics. | Latin. | Geography. |
| ,, B. .. | Private Study. | French. | |
| Candidates, Senr., A. .. | English. | Mathematics. | Arithmetic. |
| ,, ,, B. .. | Arithmetic. | History. | French. |
| Second Year, A. .... | English. | Latin. | History. |
| ,, B. .... | Geography. | Arithmetic. | French. |
| Ex-Scholarship, A. .. | Mathematics. | Physical Exercise. | Private Study. |
| ,, B. .. | Private Study. | | Geography. |

## SATURDAY MORNING.

| Class. | 9 to 10. | 10 to 11. | 11 to 12. | 12 to 12-30. |
|---|---|---|---|---|
| Candidates, Junior ..... | Arithmetic Examination. | Sewing. | French. | Singing. |
| ,, Senior, A. ..... | Latin. | Sewing. | French. | Music. |
| ,, ,, B. ..... | English. Music. | Sewing. | Elementary Physiography. | Singing. |
| First Year, A. ..... | Arithmetic. | French. | Music. Sewing. | Mathematics. |
| ,, B. ..... | Elementary Physiography. | Drawing. | Sewing. | Singing. |
| Second Year, A. ..... | Elementary Chemistry. | *Boys:* Mathematics. *Girls:* Sewing. | Drawing. | Music. |
| ,, B. ..... | Sewing. | Elementary Chemistry. | Drawing. | Music. |
| Scholarship Year, A. ..... | French. | Elementary Chemistry. | Drawing. | Music. |
| ,, ,, B. ..... | French. | Elementary Chemistry. | Drawing. | Music. |
| Ex-Scholarship Year ..... | French. | Drawing or Latin. | Advanced Physiography. | Singing. |

## APPENDIX IX

## 1896 Concordat between the School Board and the Technical Instruction Committee

1. The higher grade work which is carried on in the Board's day schools, and which does not interfere with, but rather leads up to, the work of the Technical Institute shall be continued by the School Board.

2. The School Board shall continue the work of the Evening Continuation and Commercial Evening Schools, and also the instruction given at the Pupil Teachers' Central Classes.

3. The School Board shall, on the opening of the Technical Institute, discontinue the Evening Science and Art Classes held at schools within the townships of Salford and Pendleton. It is thought desirable, however, for the present, that the School Board should continue their science classes at the Grecian Street School.

4. It is considered desirable that day students should not be admitted to the Technical Institute until they have attained the age of 15 years, but that, in exceptional cases, a relaxation of the restriction might be made if valid reason were apparent to the Technical Instruction Committee.

5. In view of the importance of rendering the advantages of the Technical Institute available (especially in the evening) to students of the artizan and working classes, the fees should be fixed at such a rate as will not deter intending

students.

6. It is desirable that there should be a system of scholarships tenable for two years at a day organised science school, and for one year at the Technical Institute.

7. The Technical Instruction Committee should, as far as possible, avail themselves of the services of any of the Science and Art Teachers who are affected by the discontinuance of the School Board Evening Science and Art Classes.

8. The School Board shall be invited to nominate two representatives as co-optative members of the Technical Instruction Committee.

## APPENDIX X

Account of Mather and Platt's Workshop School, pages 429 - 430 of Volume 1 of the Report of the Royal Commission on Technical Education, 1896.

- - - - - - - - - - - - - -

Messrs Mather and Platt's Workshop School -

This is a private evening school, established and supported by the firm for the benefit of the apprentices.

Under the guidance of Mr. Mather, we inspected the schoolroom and examined specimens of the students' drawings.

Mr. Mather stated that there are 68 scholars in the school, which is designed to provide science teaching for the apprentices employed in the works. No strangers are admitted for instruction. The drawings are of work actually in progress in the works. The teacher lectures upon them and explains and makes calculations, and the boys the next day at the works, see the very thing they have heard about here. They are allowed to go through the shop in all directions with the teacher from time to time. Everything required (patterns and models) is brought here full size. The great feature is that in the workshop they have the actual things being made under their observation and which (sic) have to be sold. The parts upon which they are working here in detail, they afterwards see made up as a whole.

In Mr. Mather's opinion, you must bring the school to the workshop; you cannot bring the workshop to the school. Bringing the school to the workshop is simple and inexpensive. The teachers here are draughtsmen in the works, and by this teaching they add to their ordinary income.

The teacher explained that the boys are not allowed to copy drawings; everything is drawn to a different scale from the flat copy, or the pupils have to draw from actual patterns or pieces of machinery used in the shops.

Mr. Mather pointed out that the advantage of the teachers being persons employed in the works, and being in this school rather than in science classes, is that he knows what each person is working at every day, and has the opportunity of pointing out something connected with the work he is doing. The teaching has an actual bearing on his everyday work. The students are rewarded not only for proficiency in drawing, but for regular attendance, and actual proficiency in their manual work. It is also a condition of their employment that they should be regular in their attendance here.

In the reply to the question as to the advantage of these schools, Mr. Mather replied:- "An incalculable advantage. We desire to send out abroad yearly, one, two, or more, thoroughly competent men, who shall not be simply mechanics in the ordinary sense of the word, but who shall be able to turn their attention to anything coming under their notice, whether they have done the thing before or not (they are sent out simply as mechanics). We had the greatest difficulty in finding such men, until we began to take them from this school, and since the school has been long established we have been able to send boys at twenty to twenty-one to long distances from England, and to place in their hands work which they have not had much to do with before, and by their own intelligence they have made competent teachers of others and given the greatest satisfaction...

Mr. Mather is not aware of any other works in the neighbourhood of Manchester, or even in Lancashire, where this teaching method is adopted.

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