

gotten them, or has no time to devote himself to them amidst the exigencies of the modern educational system, which has not only him, but all the primary teachers of the country, in its grip. The whole tendency of the system is to concentrate the energies of the school-master upon what have been called the three R's, and so to drill the large mass of pupils in the lower standards that they shall pass the inspector's examination, and bring in the full Government allowance to the school.

It is matter of evidence to which the records of the Education Department of the Privy Council bear witness, that the primary education of Scotland was by no means such as it ought to have been under the old system. And indeed it may be doubted how far primary and secondary education can ever go advantageously hand in hand under a single master. In any case, the change which has overtaken the parochial system of Scotch education was an inevitable change, which it is needless to lament. The growth of the new Privy Council system, with its standards, its routine of inspection, and its payment by results, necessarily supplanted the old system. The primary school has enough to do with its own work, and the public school teachers, for the most part, are fitted for this work and for no other.

In such circumstances it is not to be wondered at that grave anxiety has arisen in the country on the subject of secondary education. Where is secondary education henceforth to be got? Imperfect as the old plan may have been, which mixed up primary and secondary subjects together, and so hardly did adequate justice to either, it always at least provided a chance to the clever boy in the country no less than in the town to get some preparatory instruction to fit him for the university. But where is this instruction now to be got? How is the higher education of the universities and the work of the schools to be brought into contact? They have never been well adjusted, as everybody who knows Scotland knows sufficiently well. The universities have been forced to descend below their true function, and do a great deal of work which would have been much better done in school. The state of their junior classes has been long a reproach to the Scottish universities; and nothing that has been said in their defence, however it may excuse them in the exceptional circumstances of the country, can take away the merited reproach. But as things now are, the scholastic preparation so urgently required for the universities, instead of being better, is likely to be worse provided than before. In the larger towns there are a few excellent secondary schools well equipped and efficiently taught. The late Education Act has scheduled eleven burgh schools as higher class public schools, "in which the education does not consist chiefly of elementary instructions." There are, besides, various academies or "colleges" enumerated in the Third Report of the Endowed Schools Commission* which, for want of a better designation, may be classed in the widest sense of the term, "as secondary schools." But even if these institutions were more numerous, they are inadequate to the wants of the country. They are, moreover, without organization or arrangement. Some are merely primary schools in disguise; some are without any endowment whatever; and others have only such fragments of endowment as leave them practically dependent on their pupils. In short, they are insufficient alike in number, distribution, method, and means of efficiency.

It has been well pointed out that the original ideal of Scottish education, as sketched by the reformers in the sixteenth century, contemplated a system of gradual advance from the elementary schools to the universities. The foundations of a comprehensive educational policy were laid in the parish schools, and the national universities were fitted to complete the design; but the intermediate structure, without which the edifice remains incomplete and comparatively a failure, has never been supplied. It is not too much to say, in the language of the recent Report of the Endowed Schools Commission, that "secondary schools, in the proper sense of the term—that is, schools which begin the instruction of their pupils where the elementary schools end, prepare them for the higher class of Civil Service appointments, and for the universities—can scarcely be said to have any place in the educational economy of Scotland."

This has not only been a definite detriment to the country, but has injured those two portions of the educational plan which have been carried out. The elementary schools have been compelled to do more than falls within their province, and the universities, on the other hand, have been unable to do all that properly belongs to them. Students insufficiently taught at the lower stage have been inadequately equipped for the higher. The elementary school-master has had too much to do, and the professor has been obliged to descend from his chair to the schoolmaster's desk, and labour with his junior students at the Greek and even the Latin rudiments,

to the injury at once of his dignity and the intellectual and scholarly growth both of himself and of his higher pupils.

The Education Act has done nothing to meet the chief difficulty of secondary education in Scotland. These schools are all impoverished more or less, and the Act has done nothing to provide them with funds.

The real question, therefore, for the secondary education in Scotland, is a question of money; where are the funds to be got to reorganize such remains as there are of a secondary school system, and to provide as many secondary schools as are necessary for the country? The elementary system is a rate-supported system. In so far as funds are not otherwise available for the maintenance of elementary schools, the rates of each parish are available for this purpose. But the secondary schools are practically debarred all use of the rates, save to pay for their annual examination. Elementary education is recognized as a fair public charge, but the higher education is supposed to be able to take care of itself. Education, up to a certain point, is a State concern. Beyond this point it is supposed to be a private concern.

It is, no doubt, a primary duty of the State to provide elementary education for all citizens, to take care that no portion of the population shall be allowed to grow up in ignorance. But even on the popular principles which regulate so much of our modern legislation, it by no means follows that Government should confine its support to elementary schools. On the contrary, those principles carried out appear to us to lead to a quite different result. The fallacy lying at the basis of the prevailing idea, that elementary schooling is the people's business and therefore to be provided by the State, while the higher education is only the concern of the rich, and may therefore be left for its provision to the rich, deserves a few words.

Once admit the principle of State support for primary schools, and a *fortiori* the principle is good for secondary schools. If the people have any right to be provided with the one class of schools, they have a still greater right to be provided with the other. For secondary schools can never flourish without some external aid. The principle of supply and demand fails immediately we get above rudimentary wants in education, or anything else. It is not the mass, but only selections from it everywhere, that need secondary instruction; and a need so thinly diffused can never call forth adequate means of supply. It is all the more the duty of the State, therefore, on the popular principle of providing a fair field for every citizen to rise to his natural level, to bring higher instruction within the reach of all able to avail themselves of it. Only in this way can the poorer citizen ever reach it. Secondary schools, with the means of transmitting the cleverer boys and girls on to them from the lower schools, are a special boon to the people.

Rightly viewed, however, all class distinctions are really inapplicable to the subject. If education is to be a State concern at all, there is no good reason why the higher as well as the lower education should not receive State support. All classes are interested in the one no less than the other, and derive benefit from the one equally with the other. The true idea of a State system of education is one which contemplates all classes, and provides the means of an adequate education for the youth of all classes according to their abilities and prospects. If education is a public business, it is one which should be thoroughly and completely done, and funds which are drawn from all classes alike should be applied in some fair proportion to the institution or encouragement of schools suited to all, and by which all may profit.

We are brought back, then, to the question of the best means of aiding the higher education in Scotland. The first means, let us say at once, appears to us if not direct Government assistance, yet certainly Government initiative. Supposing, as we believe, that there are resources otherwise which might be made available for the purpose, it is necessary to start with some authority for ascertaining in the first instance all the facts of the case—how far, for example, new centres of secondary instruction are required, and what are the best localities for such centres. The field of primary education is adequately mapped out. The parochial and burghal divisions of the country form its natural areas, and schools have simply to be planted in these areas in such proportion and in such special localities as they are needed. But the extent to which secondary schools are really required, and their appropriate distribution, form a problem of much greater difficulty, as to which it cannot be said that we have as yet full or accurate information. The information can only be got by some competent authority.

A further very important question occurs in immediate connection with the subject. What is the present amount of secondary instruction given in the junior classes of the universities? It is impossible that this education can be put on a satisfactory footing without a thorough adjustment of its relations to the teaching of the universities. So long as this teaching is allowed to adapt itself

* Table III. in the Appendices.