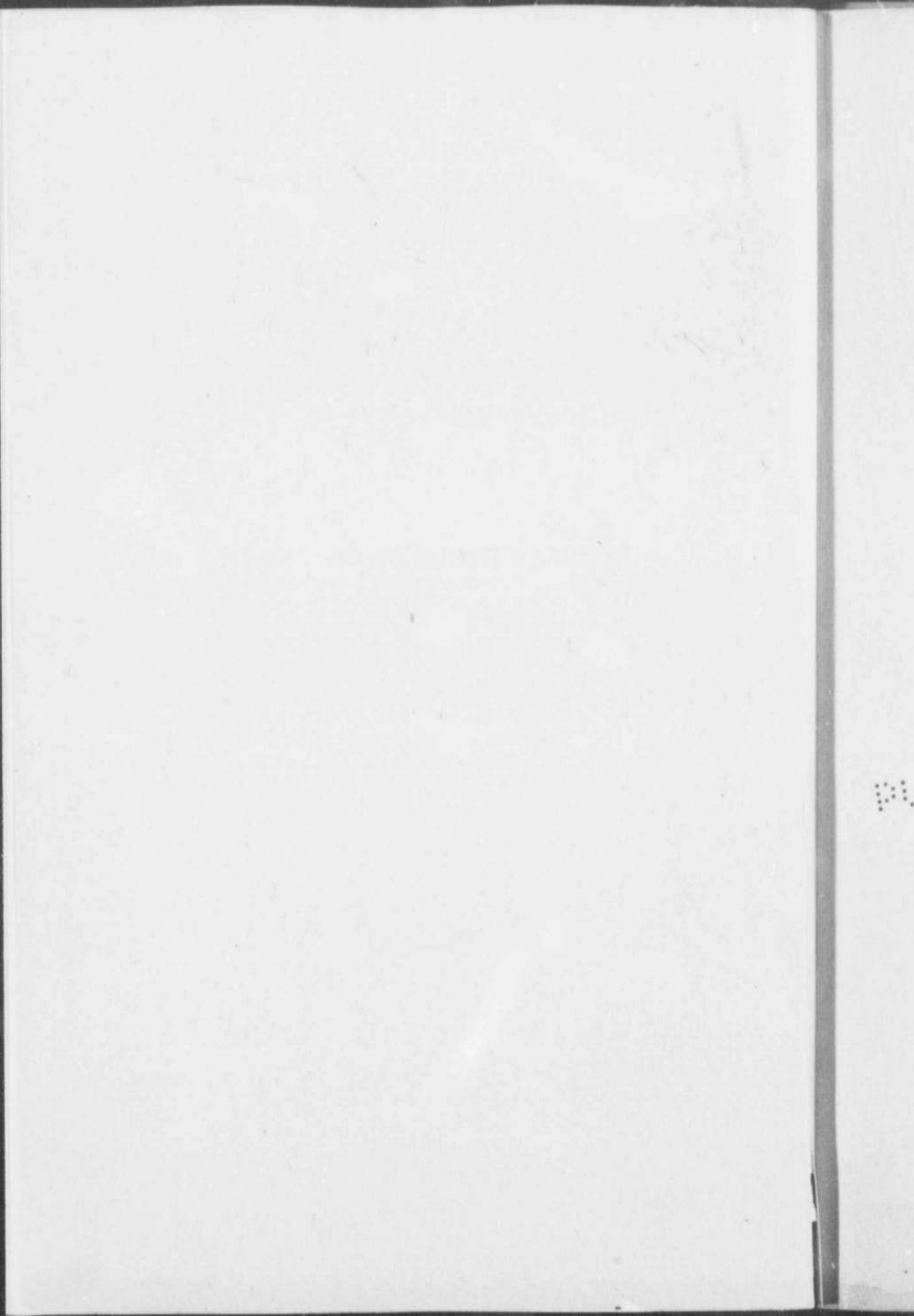




RURAL SCHOOLS IN CANADA



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RURAL SCHOOLS IN CANADA  
THEIR ORGANIZATION, ADMINISTRATION  
AND SUPERVISION

BY  
JAMES COLLINS MILLER, Ph.D.

TEACHERS COLLEGE, COLUMBIA UNIVERSITY  
CONTRIBUTIONS TO EDUCATION, No. 61

PUBLISHED BY

PUBLISHED BY  
Teachers College, Columbia University  
NEW YORK CITY

1913

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## PREFACE

The quickening of national consciousness in Canada during recent years is a natural outcome of the remarkable development of the past decade. The growing realization of the extent and variety of her natural resources has been accompanied by such a rapid increase in population bent upon their appropriation that the problems of utilization, cultivation, and conservation are being forced upon the consciousness of the people.

Rich as Canada is in minerals, in forests, in fish, and in sources of mechanical power, her agricultural possibilities are, and will continue to be, her chief source of wealth. For many decades the majority of her people will be immediately dependent upon agriculture and its related industries. It is but fitting, therefore, that the question of education for those engaged in agricultural pursuits and those being reared in rural communities should receive a generous share of the attention of educators and liberal support from both the Federal and Provincial governments. The welfare and efficiency of our rural population is economically and socially at the very basis of our national life.

Our leaders in educational work must come to realize more fully that, while it may be necessary to work through the mediums of provincial and local machinery, our educational problems are as truly national as provincial and need to be viewed and understood from the wider as well as the more limited points of view. The mastery of the detail and policy of a local provincial situation is not enough, if we are to have educational statesmen capable of meeting the large opportunities for fruitful service during this, the early period of our national growth. A sympathetic and intelligent appreciation of the special problems and difficulties of all parts of the Dominion and a thorough grasp of the general problems common to our country as a whole ought to be one of the presuppositions of any adequate leadership.

The present study represents the writer's initial effort to contribute something toward the attainment of this wider view. The material to be found in the study could not have been

obtained without the generous co-operation and continuous courtesies of a large number of educationists. I am especially indebted to the Inspectors who so generously gave of their already overcrowded hours to answer the somewhat extended questionnaires.

My indebtedness to the Dominion Department of Agriculture, the Provincial Departments of Agriculture, and the Faculties of the Agricultural Colleges is apparent. To the Deputy Ministers and Provincial Superintendents of Education I owe special thanks for supplying data and answering many letters of inquiry. I hesitate to mention one person more than another for everyone approached was generous and helpful. Special acknowledgment, however, is due to Inspector Hall-Jones of Manitoba, for data regarding Rural School Consolidation in Manitoba; Professor McCready, Provincial Director of Elementary Agricultural Education in Ontario; Dr. Parmelee, English Secretary to Department of Education, Quebec; Inspector McCormac of Prince Edward Island, Dr. McKay, Superintendent of Education, Nova Scotia. Acknowledgment must also be made of the professional comradeship displayed by the staffs of the different rural and consolidated schools visited during my trips of investigation.

To Dr. James W. Robertson, formerly Dominion Commissioner of Agriculture and organizer of the educational work fostered by Sir William Macdonald which culminated in the establishment of Macdonald College, then principal of Macdonald College, and now chairman of the Dominion Royal Commission on Technical and Industrial Education, special words of appreciation are due for supplying the source material for a complete survey of the Macdonald Movement and for personal interviews in regard to the conclusions resulting from the experience gained therein.

My indebtedness to the Faculty of Teachers College can be estimated and appreciated only by those who have had the pleasure and privilege of pursuing advanced work under their guidance and encouragement. Any special merits the study may have must be credited to their instruction and suggestion; the defects, such as they may be, are due to a failure on my part to measure up to the high standards of professional scholarship which they so continuously urge. To Dr. James Earl Russell, Dean of

*Preface*

v

Teachers College, Professor Frank M. McMurry, Professor George D. Strayer, and Professor Paul Monroe special indebtedness is gratefully acknowledged for aid bearing directly on the investigation.

JAMES COLLINS MILLER.

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## INTRODUCTION

### *Statement of Problem*

Anyone undertaking to study the educational situation in Canada is immediately impressed with the absence of literature on the subject. Nowhere can there be found a statement of any aspect of educational work considered from the point of view of the Dominion as a whole. Indeed, even within Provincial limits but few studies are available. Dr. Bryce of Manitoba, Dr. Rexford of Quebec, and Dr. MacKay of Nova Scotia have written brief historical sketches of the educational development in their respective Provinces. Dr. Coleman's "Public Education in Upper Canada 1791-1841" and the collection of Educational Documents assembled by the Provincial Historiographer of Ontario, Dr. Hodgins, represent more intensive studies. The report of Professor John Adams on the Protestant Schools of Quebec reveals clearly their condition at that time. The history of education among French Canadians has been somewhat more fully treated by Gosselin in "L'instruction au Canada sous le regime français 1635-1760" and by M. Chauveau in "L'instruction publique au Canada, précis historique et statistique" 1876. Morice in his "History of the Catholic Church in Western Canada" is careful to make mention of the early establishment of schools, their growth, and multiplication. Sadler's Reports and Monroe's Cyclopaedia of Education contain valuable sketches of provincial systems and individual educational institutions. The report of the Royal Commission on Industrial and Technical Education now in course of preparation will doubtless be of exceptional value and significance in the development of these aspects of educational work. No doubt the report will analyze the problem in its national scope as well as in the narrower ranges of the particular provinces and of the particular trades and industries.<sup>1</sup>

<sup>1</sup> Complete bibliography given in Appendix C.

The present study represents the first effort from within the profession to gather together a statement of the inter-provincial situation with regard to any aspect of educational work. Rural Education was selected because of personal interest and a realization of its special significance in the economic and social development of Canada. Briefly stated the problem undertaken is (1) to survey the educational systems of Canada in their relationship to rural education, (2) to present an intensive study of the inspection and supervision of Canadian rural schools, and (3) to discover and state facts and problems having a significant bearing upon future progress in rural education in Canada.

#### *Sources and Methods of Investigation*

To survey the educational systems of Canada in their relationship to rural education necessitates, in the first place, a study of the school laws and the regulations of the departments of education of the various provinces and in the second place, a consideration of the various special modifications of law, regulation, and provision made for the specific purpose of strengthening educational agencies in rural communities. The educational activity of the departments of agriculture and the agricultural colleges requires examination, especially in its bearing upon rural schools. No study of rural education in Canada would be complete without a careful review of the efforts of Sir William Macdonald and Dr. James W. Robertson who have contributed in a most generous way to the improvement of rural schools and agricultural education.<sup>1</sup>

The study of inspection and supervision is based primarily upon the returns from two questionnaires. In this connection also the school laws and regulations relating to inspection and supervision and the annual reports of the inspectors, as contained in the annual departmental reports, have been carefully examined.<sup>2</sup>

These sources and methods have been supplemented by data and suggestions obtained while visiting rural schools, consolidated schools, normal schools, agricultural colleges, and the departments of education and agriculture. The most pleasant experience during the whole investigation was that of conferring

<sup>1</sup> See Master's essay by the writer—Teachers College Library.

<sup>2</sup> Appendix A.

with educational officials and leaders, with school principals, college professors, and rural school teachers and trustees. Everywhere one met nothing but courteous and cordial coöperation. Such visits and conferences were essential if any degree of personal appreciation of the local provincial needs and difficulties were to be obtained.

Lastly, in order to get a view of rural education other than that represented by Canada, an effort has been made to become somewhat familiar with the rural educational situation in the United States, Great Britain, France, Germany, Denmark, Sweden, and Switzerland. While such data are not used to any extent in the study, they are of definite service in offering suggestion and aiding in evaluation.

Before closing this reference to sources, attention should be called to the unfortunate difficulty of securing the necessary facts as to the actual results of laws, regulations, plans and provisions. There is more than ample indication of the need for a more uniform as well as a more adequate and scientific method of reporting upon educational matters. The need is greater in some provinces than in others, but it is present in all. The scientific analysis of our educational procedure for the purposes of discovering the real relationship between the raw materials, the process and expenditures, and the resulting products, is as yet a matter of the future in Canada.

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## PART I

### *Survey of the Educational Systems of Canada in their Relationship to Rural Education*

#### CHAPTER I

##### UNITS OF ORGANIZATION AND CONTROL

###### A. PROVINCIAL

In British Columbia<sup>1</sup> the central authority in educational matters is the Executive Council which, when dealing with the educational affairs of the Province, constitutes the Council of Public Instruction. It employs as its ex-officio secretary and chief executive officer a Superintendent of Education who, aided by a staff of clerks and the school inspectors, has immediate charge of the administration of the provincial school system.

In Alberta,<sup>2</sup> Saskatchewan,<sup>3</sup> Manitoba,<sup>4</sup> and Ontario,<sup>5</sup> the Minister of Education, in each case a member of the Provincial Cabinet or Executive Council, is the administrative head of the educational system of his province.

As a member of the Cabinet and the head of a department of Civil Service, he bears the same relationship to the Executive Council as a whole as do the other ministers. The governments are responsible to the legislatures for the policy, legislation, and efficient administration of all departments of the public service. The respective ministers represent their departments in the legislature and are held responsible for their efficiency. In each of three provinces there is a deputy minister, a departmental staff, and a corps of inspectors. In Saskatchewan and in Ontario a Superintendent of Education is associated with the deputy minister in aiding the Minister of Education to administer the system.

<sup>1</sup> BRITISH COLUMBIA: The Public Schools Act of 1905, Sec. 4-7.

<sup>2</sup> ALBERTA: The School Ordinance, Sec. 3-11.

<sup>3</sup> SASKATCHEWAN: The School Ordinance, Sec. 3-11.

<sup>4</sup> MANITOBA: The Education Department Act, Sec. 1-26.

<sup>5</sup> ONTARIO: The Department of Education Act, Sec. 1-29.

In Alberta and in Saskatchewan there is also an Educational Council of five members (of which at least two must be Roman Catholic) appointed by the Lieutenant-Governor in Council. While the appointment is valid for only two years, unless renewed, the date of appointment of individual members is so arranged that there may be, if desired, some change in the personnel of the Council from year to year. Its duties and powers are purely advisory. The Minister may at his discretion refer matters to the Council for its advice, but he is not obliged to follow its suggestions unless he deems it wise to do so. In reality the functions of the Council are more or less nominal as far as the general administration of the school system is concerned.

In Manitoba there is an Advisory Board of twelve members, eight of whom are appointed by the Lieutenant-Governor in Council (at least two of these must be chosen from trustees of rural schools), two are elected by elementary and intermediate school teachers with permanent professional standing, one is elected by the high school and collegiate institute teachers, and one by the public and high school inspectors.

This combination of appointment and election is also found in Ontario in forming the Advisory Council of Education. The president of Toronto University is chairman, the Superintendent of Education (without vote) represents the Minister of Education, the senate of the University of Toronto elects three members; the senates of Queens University, McMaster University, Ottawa University, and Western University, each elect one member; the high school teachers, two members; the public (i.e., elementary) school teachers, four members; the separate school teachers, one member; the public school inspectors, two members; and the school trustees of the province, two members. In both Manitoba and Ontario the duties, powers, and influence of these advisory bodies are more definite and extensive than is the case with the educational councils of Alberta and Saskatchewan.

The educational organization of Quebec<sup>6</sup> is complicated by the problems of language and religion. The Lieutenant-Governor in Council appoints the voting members of the Council of Public Instruction, the Superintendent of Education, the English-Protestant Secretary and the French Roman Catholic

<sup>6</sup>QUEBEC: The School Law of the Province of Quebec, Title First, pp. 8-29.

Secretary, and the School Inspectors. The superintendents, secretaries, and inspectors have their duties assigned by the Lieutenant-Governor in Council and the Council of Public Instruction in accordance with the school laws. School matters concerning Roman Catholics and Protestants collectively are dealt with by the Council as a whole with the Superintendent of Education as its chairman. The Council is composed of an equal number of Roman Catholics (laymen) and Protestants. For purposes of dealing with the school questions of exclusive concern to Roman Catholics and Protestants respectively, the Council is divided into two sub-committees, one Roman Catholic and the other Protestant. The Roman Catholic Committee has control of the Catholic school, and the French Catholic deputy acts as its secretary; the Protestant Committee has control of the Protestant schools and the English-Protestant deputy acts as its secretary. These committees make the regulations regarding the organization, administration, and discipline of the schools under their control. Each committee has several ex-officio or associate members,—in the Catholic Committee the bishops, ordinaries, and apostolic vicariates; in the Protestant Committee six selected by the committee itself and one elected by Provincial Association of Protestant Teachers. The superintendent and the secretaries are essentially executive officers of the Government, Council, and Committees.

The central educational authority in New Brunswick <sup>7</sup> is the Board of Education, consisting of the Lieutenant-Governor, the Executive Council, the Chancellor of the University of New Brunswick, and the Chief Superintendent of Education; in Prince Edward Island,<sup>8</sup> the Board of Education consisting of the Executive Council, the principal of the Prince of Wales College and Provincial Training School and the Chief Superintendent of Education; in Nova Scotia <sup>9</sup> it is the Council of Public Instruction consisting of the members of the Executive Council with the Superintendent of Education as its secretary and chief administrative officer. In each of these three provinces also the Superintendent has a corps of inspectors in the field.

<sup>7</sup> NEW BRUNSWICK: The Schools Act, Sec. 3-11.

<sup>8</sup> PRINCE EDWARD ISLAND: The Public Schools Act, Sec. 1-7.

<sup>9</sup> NOVA SCOTIA: The Education Act, Sec. 4-6.

## B. LOCAL

I. *British Columbia*: In British Columbia the local units of organization for educational purposes in rural communities are as follows:

(1) *Rural Municipality School Districts*. The more settled rural<sup>10</sup> districts are organized into Rural Municipalities for purposes of local government.<sup>11</sup> The schools within the rural municipality<sup>12</sup> are under the control of a municipal board of trustees (five) elected at large by the electors of the municipality.<sup>13</sup> The location, erection, equipment, maintenance and general management of the schools and the appointment and payment of the teachers are its chief functions.<sup>14</sup> It secures the necessary funds through the Municipal Council<sup>15</sup> and the Department of Education.<sup>16</sup>

(2) *Rural School Districts*. Outside of the city, town and rural municipalities the Rural School District organized under the supervision of the Department of Education is the unit. Within the district there must be at least twenty children between six and sixteen years of age and an assessment sufficient to assure adequate local support.<sup>17</sup> Each rural school district elects a board of trustees (three)<sup>18</sup> which becomes responsible for the usual duties allotted to school boards.<sup>19</sup> The local school tax is voted by the rate-payers and collected by the coöperative effort of the board of trustees and provincial assessor.<sup>20</sup>

(3) *Assisted Schools*.<sup>21</sup> These rural school districts on account of sparseness of settlement and limited assessable property need and receive special aid from the government until such time as they may be able to assume the full responsibilities of a regular rural school district. Their organization is much the same in form as that of the standard rural school district. The majority

<sup>10</sup> "Rural" applies to all areas outside of corporate limits of City or Town Municipalities.

<sup>11</sup> B. C.—Public Schools Act, 1905, Sec. 2.

<sup>12</sup> *Ibid.*, Sec. 13 (4).

<sup>13</sup> *Ibid.*, Sec. 25-37.

<sup>14</sup> *Ibid.*, Sec. 38-48.

<sup>15</sup> *Ibid.*, Sec. 38.

<sup>16</sup> *Ibid.*, Sec. 17.

<sup>17</sup> *Ibid.*, Sec. 6 (a) and (b) and Sec. 12 (b).

<sup>18</sup> *Ibid.*, Sec. 71-94.

<sup>19</sup> *Ibid.*, Sec. 92-102.

<sup>20</sup> *Ibid.*, Sec. 49-70.

<sup>21</sup> *Ibid.*, Sec. 6 (e), 15, 22-24.

of the resident parents must apply to the Department to secure the erection of the district and there must be between ten and nineteen children between the ages of six and sixteen resident within the proposed district. An average attendance of eight must be maintained to keep the school in operation.<sup>22</sup> The school inspector reports as to when a rural school district should pass, from or to, the "assisted" rank, and he is also the representative of the Department of Education in the organization of such school districts.<sup>23</sup>

The "assisted" schools have an elected board of trustees whose functions are, as far as is possible, similar to those of the trustees of regularly organized rural school districts.<sup>24</sup>

II. *Alberta*: In Alberta the local units for civil government outside of the city, town, and village municipalities are the Local Improvement Districts and the recently (1912) organized Rural Municipalities. As yet, the local units of organization for school purposes bear no relationship to these civil units. Any school district wholly outside the limits of a city, town, or village municipality is known as a rural school district.<sup>25</sup> In any portion of the province not exceeding five miles in length or breadth (except by special ruling of the Minister) three qualified residents—those liable to assessment if district be formed—may form themselves into a committee and petition the Minister of Education to have a school district formed.<sup>26</sup> If the proposed district contains four of such qualified residents and eight children between the ages of five and sixteen inclusive the organization of the district is proceeded with.<sup>27</sup>

In accordance with a regular procedure the rate-payers<sup>28</sup> elect a board of trustees (three)<sup>29</sup> to take charge of the erection, maintenance and general management of the local school.<sup>30</sup> They have the usual powers of borrowing, selling of debentures, and of levying and collecting taxes.<sup>31</sup> To provide against the pos-

<sup>22</sup> B. C.—"Public Schools Act, 1905"—Sec. 7 (k).

<sup>23</sup> *Ibid.*, Sec. 8 (e), (f).

<sup>24</sup> *Ibid.*, Sec. 82 A.

<sup>25</sup> ALTA.—The School Ordinance, Sec. 2, Sub-Sec. 6.

<sup>26</sup> *Ibid.*, Sec. 13.

<sup>27</sup> *Ibid.*, Sec. 12.

<sup>28</sup> *Ibid.*, Sec. 12-45, 61-68, 100-105.

<sup>29</sup> *Ibid.*, Sec. 2.

<sup>30</sup> *Ibid.*, Sec. 95-98.

<sup>31</sup> *Ibid.*, Sec. 106-130, 98 (2), 60 (3)-(4).

sibility of any district being without a school, through the indifference or lack of intelligence on the part of the people therein, the law provides that if any portion of the province, not exceeding five miles in length or breadth, has not been erected into a school district, and is found to contain twenty children between the ages of six and sixteen inclusive, and ten residents liable to taxation if district be formed, and six thousand acres of assessable land, the Minister of Education may require the district to organize and to maintain a school in accordance with the departmental regulations.<sup>32</sup>

III. *Saskatchewan*.<sup>33</sup> In Saskatchewan "rural district"<sup>34</sup> has the same meaning as in Alberta, and the local units for civil government are the same for rural areas. The provisions relative to the formation of rural school districts are also much the same except that a minimum of ten children instead of eight within the proposed district is required and in the case of areas within rural municipalities<sup>35</sup> the petition asking for organization must be presented to, and be dealt with by, the Municipal Council.<sup>36</sup> These districts within the rural municipalities, while they remain as independent district organizations and decide their own budget and school tax rate, must depend upon the Municipal Council for assessment and for the collection of the school tax.<sup>37</sup> The same provision as in Alberta is made for the compulsory organization of schools.<sup>38</sup>

IV. *Manitoba*: In Manitoba, the rural areas,<sup>39</sup> i.e., those outside of cities, towns, or villages are organized into rural municipalities or remain as "unorganized territory"—as far as local civil government is concerned. Within the rural municipalities the municipal council (as in Saskatchewan) attends to the question of the organization of school districts.<sup>40</sup> In the "unorganized

<sup>32</sup> ALTA.—The School Ordinance, Sec. 39.

<sup>33</sup> SASK.—*Note*: Until 1905 Alberta and Saskatchewan were under one Territorial Government—hence the foundations of their educational systems are much alike.

<sup>34</sup> SASK.—The School Act, Sec. 2, Sub-Sec. 6.

<sup>35</sup> SASK.—The Rural Municipality Act.

The Local Improvements Act.

<sup>36</sup> SASK.—The Schools Act, Sec. 12-24 and "An Act to Amend the School Act" 1911, Sec. 1-4.

<sup>37</sup> SASK.—The School Assessment Act, Sec. 5-24.

"An Act to Amend the School Assessment Act" 1911, Sec. 1-2.

Rural Municipality Act, Sec. 296-299.

<sup>38</sup> SASK.—The Schools Act, Sec. 39.

<sup>39</sup> MAN.—The Public Schools Act, Sec. 2 (b), (c), (d), (g).

<sup>40</sup> *Ibid.*, Sec. 5.

territory" the local school inspector receives organization petitions, investigates, and if approved takes the necessary steps to have all arrangements for the erection of school district and the maintenance of the school completed.<sup>41</sup> No rural school district either in rural municipalities or in "unorganized territory" may be formed<sup>42</sup> unless the proposed district be not more than twenty square miles and contain at least ten resident children of school age (5-16 yrs.).<sup>43</sup>

Within the rural municipalities the school districts bear the same relation to the municipality regarding assessment and tax collecting as pertains in Saskatchewan.<sup>44</sup> Districts in "unorganized territory" have the same general financial powers as do rural school districts in Alberta.<sup>45</sup> In all rural districts the usual board of trustees (3) is elected by the rate-payers and performs the usual duties.<sup>46</sup> In special cases the Department of Education may take the necessary steps to provide an elementary education for the children in places outside of organized school districts. The expenses so incurred become a charge against the land in the locality thus served and must be repaid to the Government when the district is organized.<sup>47</sup>

V. *Ontario*: In Ontario the local civil units are the counties. These are divided into townships, villages, towns, and cities. The towns and cities are, of course, independent municipalities. The villages fall under the jurisdiction of the county and township councils. In the regions outside of this definite organization are found what are termed either "unorganized townships" or "unsurveyed districts."

(1) *Unsurveyed Districts*.<sup>48</sup> In any unsurveyed part of Ontario five of the local adult inhabitants may call a meeting to consider the organization of a local school. The school inspector directs as to the requisite notice of meeting and supervises the whole procedure of organization. This meeting—if decision is to organize—elects the board of trustees (3) for the school section. When the inspector reports to the Department of Education that

<sup>41</sup> MAN.—The Public Schools Act, Sec. 49-70.

<sup>42</sup> *Ibid.*, Sec. 5 (a), (b).

<sup>43</sup> *Ibid.*, Sec. 211.

<sup>44</sup> *Ibid.*, Sec. 48 (c).

<sup>45</sup> *Ibid.*, Sec. 50-70, 144, 157-164.

<sup>46</sup> *Ibid.*, Sec. 20-48, 51-70, 175-187.

<sup>47</sup> MAN.—The Education Department Act, Sec. 6.

<sup>48</sup> ONT.—The Public Schools Act, Sec. 38.

the organization is completed and suitable accommodation and equipment are provided the section becomes legally entitled to recognition and to its share in the government grants.

(2) *Unorganized Townships*.<sup>49</sup> On the petition of five heads of families resident within the territory affected, the local inspector of schools may form the desired section, provided such school section be not more than five miles square. The section having been technically formed, any two of the petitioners may call a public meeting for the election of the board of trustees (3) which, as in the case of districts in "unsurveyed territory," has the usual duties and powers including that of taxation and borrowing.

(3) *Organized Townships*: The township council is required to divide the township into school sections.<sup>50</sup> All sections less than four square miles in area must have at least fifty children, between five and twenty-one years of age, whose parents or guardians are residents within the section. If physical conditions of the county make this provision impracticable a smaller area with fewer children may be organized or the Minister of Education may require the already existing section to open a second school for the accommodation of such children as may be unable to attend the existing school.<sup>51</sup> These school sections within the organized townships also elect their own board of trustees (3)<sup>52</sup> to look after the local school affairs.<sup>53</sup> While they prepare their own budget they must leave to the township council the assessment and the collection of taxes.<sup>54</sup>

VI. *Quebec*: In Quebec that portion of the province outside of city, town, or village municipalities is either unorganized or organized into "county municipalities."<sup>55</sup> The term "county municipality" includes and means parish municipalities, municipalities of a parish, of a township or part of a township, and generally every local municipality other than city, town, or village municipalities.<sup>56</sup> Each county municipality elects its school commissioners,<sup>57</sup> who have power to divide the municipality into

<sup>49</sup> ONT.—The Public Schools Act, Sec. 32-38.

<sup>50</sup> *Ibid.*, Sec. 15-17, 48.

<sup>51</sup> *Ibid.*, Sec. 31.

<sup>52</sup> *Ibid.*, Sec. 49-54.

<sup>53</sup> *Ibid.*, Sec. 72.

<sup>54</sup> *Ibid.*, Sec. 47.

<sup>55</sup> QUEBEC: The School Law of the Province of Quebec, Art. 5.

<sup>56</sup> *Ibid.*, Art. 5.

<sup>57</sup> *Ibid.*, Art. 145-174.

districts for school purposes<sup>58</sup> and to levy and collect the necessary taxes for the support of the schools under their jurisdiction.<sup>59</sup> Except for special reasons no school district may contain less than twenty children from five to sixteen years of age, or be larger than five miles in length or breadth.<sup>60</sup> If desirable the commissioners may maintain more than one school in a district.

The local schools not under the jurisdiction of the school commissioners of the municipality are there for the religious minority or the "dissentient" inhabitants and are under the control of a board of school trustees<sup>61</sup> elected by such "dissentients." These school trustees bear the same relation to their electors as do the school commissioners to the majority. If the "dissentients" by redistribution of population become the majority, they elect the commissioners and those now in the minority elect the trustees. Ample provision seems to be made for these "dissentients" in districts where there are not enough such to form a local school, either by arrangements for attendance in a neighboring district school of like religious faith, or by protection of children if such are compelled to attend the school provided for the majority.

VII. *New Brunswick*: In New Brunswick the power of forming and changing the local school districts rests with the Provincial Board of Education. The law requires that due regard be paid to the number of children and the ability of the district to maintain an efficient school.<sup>62</sup> While the local units of civil government, the county or parish, have a financial relationship to education<sup>63</sup> they do not supervise the formation of the local districts. All districts of less than three and one-half square miles must contain at least fifty resident children between six and sixteen years of age.<sup>64</sup>

A minimum of twelve resident children and the maintenance of an average attendance of at least six is required to justify the opening and maintenance of a district school. If a district finds itself unable to meet this requirement it may provide for the transportation of such children as it may have to the neighboring school or the Board of Education may grant it special

<sup>58</sup> QUEBEC: The School Law of the Province of Quebec, Art. 112-122.

<sup>59</sup> *Ibid.*, Art. 236-244.

<sup>60</sup> *Ibid.*, Art. 112-122.

<sup>61</sup> *Ibid.*, Art. 123-140.

<sup>62</sup> N. B.—The Schools Act, Sec. 6 (3), as amended in 1910, and Sec. 6 (7).

<sup>63</sup> *Ibid.*, Sec. 14-22.

permission to continue its own school. If any district fails to provide for the education of its children, the Board of Education through the Chief-Superintendent and inspectors can compel it to do so or dissolve the district and annex it to another.<sup>64</sup> Each school district elects its own board of trustees to which are assigned the usual powers and duties.<sup>65</sup> The "poor districts" on recommendation of the inspector receive special provincial aid.<sup>66</sup> The district trustees and rate-payers determine the local school budget. In levying the district tax, however, the assessment roll prepared by the parish or county assessors must be used, and the tax is collected by the parish or county collector.<sup>67</sup>

VIII. *Prince Edward Island*: In Prince Edward Island as in New Brunswick, the power to form school districts and to alter the boundaries of existing districts rests with the Provincial Board of Education.<sup>68</sup> Any district containing less than four square miles must have a minimum of forty resident children between five and sixteen years of age. In the formation of the districts the people of the locality take the initiative and through the local inspector secure the formation or re-arrangement of the district by the Provincial Board.<sup>69</sup> The elected local board of trustees has the usual duties and powers.<sup>70</sup> In Prince Edward Island they also have immediate control over the levying and collection of the local district tax.<sup>71</sup> On the recommendation of the inspector "poor districts" receive special government aid.<sup>72</sup> If the daily attendance falls below an average of twelve, special arrangements between the Provincial Board and the local trustees must be made.<sup>73</sup>

IX. *Nova Scotia*: In Nova Scotia the local organization is somewhat different. The Council of Public Instruction divides the province into large district units and appoints the District Board of School Commissioners (7).<sup>74</sup> These district boards have the power to divide their districts into school sections, to alter, divide,

<sup>64</sup> N. B.—The Schools Act, Sec. 121.

<sup>65</sup> *Ibid.*, Sec. 42, 45-84.

<sup>66</sup> *Ibid.*, Sec. 44.

<sup>67</sup> *Ibid.*, Sec. 76-86.

<sup>68</sup> P. E. I.—The People's School Act, Sec. 111 (c).

<sup>69</sup> P. E. I.—Regulations of the Board of Education, Sec. 80.

<sup>70</sup> P. E. I.—The Public Schools Act, Sec. XLII-LXXV.

<sup>71</sup> *Ibid.*, Sec. VIII-XXXVIII.

<sup>72</sup> *Ibid.*, Sec. III (h).

<sup>73</sup> *Ibid.*, Sec. VII (e).

<sup>74</sup> N. S.—The Education Act, Sec. 4, 5, (6) (9), 8-17.

or unite such sections subject to the ratification by the Council of Public Instruction.<sup>75</sup> They are required to pay due regard to the number of children and the ability of the section properly to support a school. These local school sections elect their board of trustees to look after the up-keep of the school.<sup>76</sup> They levy and collect the "sectional" school tax but are required to use the assessment as given in the municipal assessment. To borrow money or issue debentures they must secure the approval of the district commissioners. Upon the recommendation or report of the inspector the district commissioners determine what schools are to secure special aid as poor sections.<sup>77</sup> They also may make such arrangements as they may deem necessary to provide at least four month's schooling a year for the children in sparsely settled regions or more remote islands.<sup>78</sup>

#### DISCUSSION AND SUGGESTION

A careful consideration of the foregoing reveals a number of significant facts regarding the educational policy of the provincial governments and general organization of the educational systems.

(1) The definite policy of providing at least some measure of educational opportunity for all the people, even those in the most remote and sparsely settled regions, is common to all the provinces.

(2) In each province the central educational authority has power to compel the organization of a school district and the maintenance of a local school under circumstances which justify the use of such authority. This provision has special significance in relation to the problem of making intelligent and patriotic Canadian citizens out of the children of the immigrants as well as in dealing with districts with a non-tax-loving group of rate-payers who fail or refuse to meet their obligations.

(3) In every province the general policy of coöperation between the local community and the more inclusive governmental units lies at the very basis of the whole educational scheme.

(4) The close relationship between the Provincial Executive Council and the highest authority in control of the educational system, provides a ready means of keeping the general system

<sup>75</sup> N. S.—The Education Act, Sec. 1 (a).

<sup>76</sup> *Ibid.*, Sec. 18-66, 77-100.

<sup>77</sup> *Ibid.*, Sec. 14-76.

<sup>78</sup> *Ibid.*, Sec. 17.

under the control of the representatives of the people. It is true that this close relationship leaves an opening through which political considerations may enter educational administration. The elaborated school laws and regulations in large measure reduce the possibility of political influence having a detrimental effect upon the functioning of the educational system. In addition Canadian public sentiment is very strongly opposed to permitting politics to affect the schools. Even with the safeguards of laws, regulations, and public sentiment, however, there is at times definite evidence of the need of greater self-restraint in this matter on the part of political leaders.

(5) Manitoba and Ontario are the only provinces which provide for the election of representatives of the various groups of teachers, inspectors, and trustees to sit as members of the Advisory Councils with laymen appointed by the Government. The justice of this to the profession and the additional advantage, to the central authority itself, in thus having available expert, as well as lay, advice ought to commend the practice to other provinces.

(6) In the local organization, the experience and the judgment of nearly all of the administrations interviewed are most emphatically in favor of a larger unit for administrative purposes. The extension of the Rural Municipal School Board as found in British Columbia, would seem to be the most practicable for those provinces as yet without county organization. The introduction of the county school board to replace the present small district boards in the older provinces is the reorganization most favored. It would lead not only to a more equalized and adequate financial support but would also make possible a much more effective scheme of administration and supervision. The possibilities of a better distribution of schools, of conveyance of children, of school consolidation, of coöperation for purposes of secondary education, all point to the county unit as the one with the greatest promise of efficiency.

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## CHAPTER II

### FINANCIAL SUPPORT

For their mutual safety and welfare the people of the various provinces through their governmental organization more or less definitely insist that all their children shall receive at least a minimum amount of education. Not only is this insistence fundamentally necessary in any self-governing community but this minimum requirement must also continually advance as the complexities, opportunities, and responsibilities of life increase. Further, in the industrial and commercial rivalry, and in the advancing social and humanitarian conceptions of modern society the governments find ample justification for an active and even an aggressive policy in fostering those further purposes which determine in such large measure the place of any people in the world of to-day. In other words, people are willing to support the government in demanding not only that citizens be intelligent and law-abiding but also that they become efficient and aggressive in the pursuit of all that leads to the advancement of human welfare and the up-building of the nation.

In Canada, one of the most important means used to contribute toward the attainment of these purposes is the coöperation of the provincial governments and local communities in providing the necessary financial support for public education. The increasing assistance rendered by the central government has been accompanied by increased governmental control and centralized authority in educational matters. At present it is this central authority in each of the provinces which determines the training and qualifications of the teachers, the nature of the courses of study, and the general organization and supervision of the school system.

From such revenues as may have been set aside for educational purposes, and from the general revenues of the provinces, the provincial legislatures annually vote such sums as may be neces-

sary to meet the statutory grants and the additional demands to which they may have given their approval. The local school districts of sections either directly, or indirectly through the local municipality of which they form a part, levy and collect the annual school tax needed to enable them to meet their financial obligations. In Ontario and Manitoba the townships or rural municipalities are required to raise by a general tax—based on an equalized assessment—funds for the purpose of providing a township or municipal grant to each of the school districts or sections within their jurisdiction. In Ontario, New Brunswick, and Nova Scotia the counties must levy a similar tax to provide a county fund to be apportioned to the schools within the county as directed by the provincial regulations.

In general, all local school districts must provide the grounds, buildings, equipment, and general expenses of the school. The provision for the payment of teachers varies somewhat. In British Columbia the grants are almost wholly for that purpose, but they pass through the hands of the local school boards who are immediately responsible to the teachers for payment of salaries. In New Brunswick, Prince Edward Island, and Nova Scotia, the salary grant goes direct to the teacher and the local trustees are supposed to supplement this minimum salary. In the other provinces the grants usually go direct to the school boards to help them to meet the general expenses of the district including the teacher's salary. In Alberta and Saskatchewan, if a teacher has finished her engagement with the local board but has not received the full salary due her, the Government sends direct to such teacher such portion of the grant earned by the district as may be necessary to complete the payment of her salary. The borrowing of money and issuance of debentures by school boards to raise funds for permanent improvements or temporary needs, is carefully regulated and supervised in each of the provinces.

While the discussion of these grants will be limited primarily to such as affect directly the rural schools, it is well to keep in mind the fact that government aid is not so limited. The normal schools are provided and maintained by the provincial governments with the exception of the School for Teachers at Macdonald College, Ste. Anne de Bellevue, Quebec. This institution, in which the teachers are trained for service in the

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schools under the control of the Protestant Committee of the Council of Public Instruction, is provided and largely maintained through the generosity of Sir William Macdonald. In all the provinces the salaries of the inspectors are paid in full by the governments with the one exception of Ontario where in the organized counties the county pays one-half of the salary of the local inspector. Inspectors not serving in organized counties are paid in full by the Government. Provincial grants are paid to other branches of the educational systems—secondary schools, higher education, technical and industrial education in day and evening classes, agricultural colleges, public libraries, etc. In all cases the local authorities concerned must comply with provincial laws and regulations before such grants are paid.

The relative distribution of the financial responsibilities for public expenses, other than educational, between the provincial and local units of government, while affecting the distribution of the educational burden cannot be discussed in the present study. It is well to remember, however, that it has a definite bearing upon any inter-provincial comparison of provincial grants for educational purposes. It has special significance in comparing Quebec with other provinces.

With this preliminary statement we may now proceed to an examination in detail of the ways in which each province deals with the question of the financial support of its schools.

### I. *British Columbia*

In British Columbia the general provincial grant is apportioned as follows:<sup>1</sup> A per capita grant of \$360 for cities of the first class, \$420 for cities of the second class, \$465 for cities and towns of the third class and \$480 for rural municipalities or rural school districts, based on the actual number of teachers, and manual training and domestic science instructors employed either in the public or high schools of such city, town, municipality or district, is paid by the government to the respective local authorities. In any case, the government grants on this basis must not exceed two-fifths of the total salary schedule in the case of cities of the first class. This proportion may be increased up to four-fifths in the case of rural school districts.

<sup>1</sup> B.C.—Public Schools Act, 1905, Secs. 16-24, 111 C.

In the case of the "assisted" schools, the salary of the teacher is fixed and paid in full by the government. If any rural school board increases the salary of its teacher or teachers, the government supplements such increase with an equal amount (in municipalities one-half of the amount) up to a maximum supplement of one hundred dollars per annum. At the discretion of the Council of Public Instruction a reduction of the provincial grant may be made in cases where the average attendance for the year has been less than 40 per cent of the enrollment for the year, or where the teacher has failed to teach the requisite number of days. Ordinarily, the district school must be in session for at least six months in the year in order to qualify for the grant. Districts needing special aid over and above the aforementioned grants are reported upon by the inspector. After due consideration the Council of Public Instruction may grant such additional aid as it deems necessary. If any district votes money for a school library the government will add a supplemental grant, equal to fifty per cent of the amount so voted, up to a maximum of fifty dollars.<sup>2</sup>

## II. Alberta

In Alberta the government grants<sup>3</sup> are based on the district assessment, attendance, grade of teacher, general efficiency, and special improvements.

(1) *Assessment*: Each district containing 6,400 acres of assessable land gets \$1.20 per day for each day school is kept open; each district containing less than 6,400 acres of such land gets one cent more per day for each 160 acres or fractional part thereof; and each district containing more than 6,400 acres of such land gets one cent less per day for each additional 160 acres or fractional part thereof. In any case the grant under this provision must not be less than 90 cents per day for each day that school is kept open.

(2) *Attendance*: Districts which keep their school open more than 160 days in the year receive an additional grant of 40 cents a day for each day in excess of the 160 days up to fifty such days—a total of 210 days per year being the maximum number

<sup>2</sup> B. C.—Public Schools Act, 1905, Sec. 102 A.

<sup>3</sup> ALTA.—The School Grants Ordinance, Sec. 1-18.

for which any grant is paid. A grant on the percentage of attendance<sup>4</sup> is paid according to the following schedule:—

PERCENTAGE OF ATTENDANCE	AMOUNT PER DAY DURING WHICH SCHOOL IS IN OPERATION
(1) 40 % to 50 % inclusive	5 cents per day
(2) 51 % " 60 %	10 " " "
(3) 61 % " 70 %	15 " " "
(4) 71 % " 80 %	20 " " "
(5) 81 % " 100 %	25 " " "

(3) *Grade of Teacher:* The engagement of a teacher with a first class certificate brings an additional ten cents per day for each day such teacher is actually employed in the school.

(4) *General Efficiency:* This grant is based on the inspector's report regarding the nature and condition of the grounds, buildings and equipment, and upon the general progress of the school. It can go as high as 15 cents per day for each day the school is open. One half of such grant must be spent in the purchase of books for the school library, or, upon the recommendation of an inspector and the approval of the Minister of Education, in the purchase of equipment or apparatus. If more than one teacher is employed, each class room maintaining an average attendance of at least twenty becomes the unit for estimating the grants. In no case may the total amount of the above grants to any district exceed seventy per cent of the salary paid to the teacher.<sup>5</sup>

If one district arranges to transport its children to the school of a neighboring district and provides approved transportation facilities, it receives a grant of 60 cents a day for each day upon which such transportation is provided. If the number of children so transported falls below an average of six for any term the grant is paid in the proportion that the average number of children actually conveyed bears to six. The district agreeing to receive and provide school facilities for such children receives a grant of 4 cents per day for each pupil in average daily attendance who has been so conveyed. This grant must not exceed 40 cents

<sup>4</sup> *Average attendance* for any calendar month is found by dividing the aggregate days' attendance during the month by the number of days school is open during month. *Percentage of Attendance* for any month = average attendance for such month ÷ number of pupils in actual attendance for such month. *Percentage of attendance* for any term = sum of monthly percentages of attendance ÷ the number of such monthly percentages of attendance.

<sup>5</sup> ATLA.—The School Ordinance, Sec. 165.

The School Grants Ordinance, Sec. 10.

per day unless the presence of these additional children necessitates the employment of one or more additional teachers, in which case the total amount thus earned is paid.

In contrast, the provincial grants to villages, towns and cities are somewhat lower. Those based on the grade of teacher, the percentage of attendance, and general efficiency run on the same schedule as for rural districts. However, instead of the grants based on assessment and on length of term a flat rate of 90 cents per day, for each school day each class room (with one teacher and a minimum average attendance of twenty) is kept open, is paid. Each village, town or city maintaining one or more rooms exclusively for pupils in grades above the public school (i.e., Grades IX-XII) receives a grant of \$75 per term for each such room, provided the daily average attendance for any such room or rooms is at least twenty,—the pupils being classified in accordance with the regulations.

In all the elementary schools of the province the readers are supplied free by the provincial government.

In Alberta, as in British Columbia, the government has discretionary power regarding special grants over and above those provided by statute.

### III. Saskatchewan

In Saskatchewan the bases of apportionment<sup>4</sup> are assessment, attendance, grade of teacher, and the number of years the district school has been in operation.

(1) *Assessment*: Districts with an area of 8,000 acres or less receive a grant of 10 cents for each teaching day the school is open.

(2) *Attendance*: Each district receives 75 cents for each day its school is in operation and an additional grant of 25 cents for each additional day over and above 160 days. The maximum number of teaching days in the school year is 210.

(3) *Grade of Teacher*: This grant is the same as in Alberta, namely, 10 cents per teaching day for each day school is in operation if the district employ a teacher with a first class certificate.

(4) *Number of Years in Operation*: An additional sum of 40 cents for every teaching day upon which its school is open during the first year of its operation; 30 cents during the second

<sup>4</sup>SASK.—The School Grants Act, Sec. 1-5.

year; 20 cents during the third year; and 10 cents during the fourth year. The maximum number of days (210) for which grants are paid and the method of estimating the grants when more than one teacher is employed are the same as in Alberta.

The grants to villages, towns, or cities for elementary education are somewhat less, being (a) 75 cents per teaching day for every day each class room (with a teacher and a minimum average attendance of twenty) is in operation; (b) 30 cents for every teaching day such unit is in operation for the first year, and 15 cents for the second year; (c) 10 cents per teaching day for each day such unit is in operation if the teacher holds a first class certificate; and (d) 10 cents per day for each teaching day if a class (with an average attendance of at least twelve) above Grade VII is maintained.

As in Alberta the readers for the elementary school are provided free by the government. The discretionary powers of the government regarding special grants not provided for by statute are the same as in Alberta and British Columbia. In Saskatchewan, however, the whole matter of secondary education is separated from that of elementary education, there being a special law and special regulations and grants regarding its organization and support.<sup>7</sup>

#### IV. Manitoba

In Manitoba the general grants<sup>8</sup> are apportioned on the following bases: teacher, length of term, recency of district organization, and average attendance. While these grants are very much lower than in British Columbia, Alberta, or Saskatchewan, Manitoba's grants for special purposes are more liberal.

(1) *Ordinary Grant* amounts to \$65 semi-annually for each teacher employed by the school district if school has been in operation for the full term, and a proportionate part thereof if school has not been open for the full term. In the case of newly established schools, however, being in operation for one month of the preceding term is sufficient to qualify for the full term grant. Except in the case of new school districts no school is entitled to receive a grant in excess of one-half of its current

<sup>7</sup> SASK.—The Secondary School Act.

<sup>8</sup> MAN.—The Public Schools Act, Sec. 165-170.

expenses during the term for which such grant is paid. If the average attendance of resident pupils enrolled in any school falls below 40 per cent of such enrollment, the Department of Education may, at its discretion, reduce the amount of grant to such school district. Rural municipal councils must levy and collect as a general municipal tax a sum equal to \$20 per teacher for each month, during which each school has been kept in operation during the year; said amount to be paid as a municipal grant to each such school within the municipality.

(2) *Special Grants:* (a) If one district arranges in an approved way to convey its children to the school in a neighboring district, the ordinary grant is paid as if a teacher had been regularly employed by such district.<sup>9</sup> (b) If two or more districts unite to form a consolidated district and the consolidated district makes approved provision for the conveyance of all children living more than one mile from the consolidated school the grant to such consolidated district must equal the sum of the several grants which would have been payable to the district had they remained separate. The Department of Education at its discretion may also pay to such a consolidated district a sum not exceeding \$500 to help defray the initial expense of the merger, and a sum in aid of the transportation of the children not exceeding 25 per cent of the cost of the same. (c) On the recommendation of the inspector a special bonus of \$25 is paid<sup>10</sup> to each teacher in service holding a certificate in elementary agriculture from the Agricultural College of Manitoba. (d) The government contributes directly and indirectly in furnishing school books for pupils. (e) The government may at its discretion make special grants<sup>11</sup> for night schools, manual training and domestic science.

#### V. Ontario

The educational system of Ontario is more highly developed and elaborated than that of any other province. This is clearly revealed in the methods of financial support, as indeed, in all phases of educational work. To the Minister of Education is given the duty and power to apportion, subject to law and reg-

<sup>9</sup> MAN.—The Public Schools Act, Sec. 130, 165 (c), (d).

<sup>10</sup> *Ibid.*, Sec. 165 (g).

<sup>11</sup> *Ibid.*, Sec. 165 (f).

ulations, all moneys voted by the legislature as general or special grants for educational purposes.<sup>12</sup> The appropriation and apportionment of the general grant for schools in city, town, and village municipalities is separate from, and independent of, the appropriation and apportionment of the general grant for rural schools.<sup>12</sup> The appropriations and apportionments of the grants for high schools and for higher education are on separate bases. There are also various special grants, each apportioned according to a definite plan, for Continuation Schools, Fifth Classes, Consolidated Schools, Technical Schools, Manual Training, Household Science and Agricultural Departments, School Gardens, Kindergartens, Night Schools, Public Libraries, Travelling Libraries, School Libraries, and Art Departments in Schools. While our present interest is primarily in such grants as affect rural education, a brief reference to the other grants will be made in order to indicate more fully the general policy of the Department of Education.<sup>13</sup>

The sums appropriated for the public and separate schools—both urban and rural—are divided between said public and separate schools upon the basis of the average number of pupils in attendance at such schools. The bases<sup>13</sup> for apportioning the general grant to rural public and separate schools are,—the salaries paid to the teachers, the grade of the teachers' professional certificates, the length of their successful experience, the value of the equipment, the character of the accommodation, the amount of the local assessment, and the length of time the school is in operation during the year.<sup>14</sup>

In the case of rural schools not in the organized counties the provincial grant is paid directly to the local board of school trustees.<sup>15</sup> In the case of those within the county organization the provincial grant is paid to the Treasurer of the County and through him to the township treasurers who pay it to the

<sup>12</sup> ONT.—The Department of Education Act, Sec. 6.

<sup>13</sup> "An Act to Amend the Department of Education Act," Sec. 1.

*Note:* All of the educational agencies fostered by the provincial governments are not under the control of the ministers of education. The agricultural colleges and the educational activity of the departments of agriculture are under the control of the ministers of agriculture. There is considerable coöperation between the two departments in Ontario.

<sup>14</sup> *Ibid.*

<sup>15</sup> ONT.—Instructions to Inspectors, Instructions No. 13, Jan. 1911.

<sup>16</sup> ONT.—The Dept. of Education Act, Sec. 6 (g), (i), and (j).

local school boards within their jurisdiction upon the warrant of the school inspector.<sup>16</sup> It should be noted here that the county and the township must each in turn supplement the funds thus contributed to aid the local school section in maintaining an efficient school.<sup>17</sup>

A closer examination of the apportionment of these funds to the rural school sections is now in order. We will proceed from the simpler to the more complex arrangements.

(1) *Grants to "Assisted" Schools:*<sup>18</sup> These schools include those sections classified by the inspector as poor and in need of special aid, and those schools organized under the discretionary power of the Lieutenant-Governor in Council in out-of-the-way settlements where regular organization is not feasible. In addition to such grants as these schools may earn as rural school sections in districts outside of the organized counties, they may receive such grants as the Minister of Education may deem expedient for the payment of teachers' salaries or such other purposes as may meet with his approval.

(2) *Grants to Rural School Sections in Unorganized Counties:* The legislative grant is apportioned to these school sections in accordance with the following scheme:<sup>19</sup>

(a) *Length of Term:* No school open less than four months is entitled to any grant. "A proportionate reduction of the total yearly grant, however, shall be made in respect to those schools which failed to remain open and in effective operation the whole year, by reducing such amount one-tenth for each month the schools were closed." The school year is ten months.

(b) *Average Section Assessment:*<sup>20</sup>

If such assessment is less than \$20,000 the grant on this basis is \$40.

If such assessment is at least \$20,000 but less than \$30,000 the grant on this basis is \$30.

<sup>16</sup> ONT.—The Dept. of Education Act, Sec. 6 (g) and (h); also ONT.—The Public Schools Act, Sect. 89.

<sup>17</sup> ONT.—The Public Schools Act, Sec. 90 and 91.

<sup>18</sup> ONT.—The Department of Education Act, Sec. 6 (g), (i), and (j); also ONT.—Instructions to Inspectors, Instructions No. 13, Jan. 1911.

<sup>19</sup> ONT.—Instruction to Inspectors, Instructions No. 13, 1911.

<sup>20</sup> Average Section Assessment (1) in organized townships is the quotient obtained by dividing the average of the total assessed values of the township for the three years next preceding the year of distribution by the number of school sections in the township, (2) in unorganized townships the average of the total assessed values of the section for the three years next preceding the distribution.



if school has been in effective operation for at least one term, and the total sum of said grants is sub-apportioned by the inspector to such school sections on the basis of the value of the equipment and the character of the accommodation according to the following scheme: Each school receives 10 per cent of the approved value of equipment <sup>24</sup> up to a maximum grant of \$20 for each principal and \$2.50 additional for each assistant. Each school receives a grant on the character of its accommodation up <sup>25</sup> to a maximum grant of \$30 for a one-teacher school, \$54 for a two-teacher school, and \$60 for a school with more than two teachers, in accordance with the following scheme;

## ACCOMMODATION GRANTS

Grade	ONE TEACHER				TWO TEACHERS				THREE TEACHERS OR MORE			
	I	II	III	IV	I	II	III	IV	I	II	III	IV
Closets.....	\$4.00	\$3.00	\$2.00	\$1.00	\$6.00	\$4.50	\$3.00	\$1.50	\$8.00	\$6.00	\$4.00	\$2.00
Water supply...	2.00	1.50	1.00	.50	2.00	1.50	1.00	.50	3.00	2.25	1.50	.75
School grounds...	4.00	3.00	2.00	1.00	3.00	3.75	2.50	1.25	6.00	4.50	3.00	1.50
School buildings	2.00	1.50	1.00	.50	3.00	2.25	1.50	.75	4.00	3.00	2.00	1.00
Class rooms.....	2.00	1.50	1.00	.50	3.00	2.25	1.50	.75	4.00	3.00	2.00	1.00
Halls.....					2.00	1.50	1.00	.50	3.00	2.25	1.50	.75
Can room.....	2.00	1.50	1.00	.50	3.00	2.25	1.50	.75	4.00	3.00	2.00	1.00
Private rooms...	1.00	.75	.50	.25	1.50	1.10	.75	.40	2.00	1.50	1.00	.50
Desks.....	2.00	1.50	1.00	.50	3.00	2.25	1.50	.75	4.00	3.00	2.00	1.00
Blackboards.....	1.00	.75	.50	.25	1.50	1.10	.75	.40	2.00	1.50	1.00	.50
Lighting.....	3.00	1.50	1.00	.50	3.00	2.25	1.50	.75	4.00	3.00	2.00	1.00
Heating.....	4.00	3.00	2.00	1.00	6.00	4.50	3.00	1.50	8.00	6.00	4.00	2.00
Ventilation.....	4.00	3.00	2.00	1.00	6.00	4.50	3.00	1.50	8.00	6.00	4.00	2.00
Total.....	\$30.00	\$22.50	\$15.00	\$7.50	\$45.00	\$33.75	\$22.50	\$11.25	\$60.00	\$45.00	\$30.00	\$15.00

Apart from these grants from the provincial school funds, school sections in districts outside of organized counties receive no financial aid from without unless they happen to be in an organized township, in which case <sup>26</sup> the township council must levy and collect a general township tax (based on equalized township assessment) sufficient to provide at least the following minimum grants to the school sections within its jurisdiction:

\$150 for every school where a teacher or principal teacher is engaged for two consecutive school terms, and a proportionate amount if engaged for one school term or longer.

<sup>24</sup> ONT.—"Accommodations and Equipment of Rural Public and Separate Schools."—Circular No. 33, 1907-1910.

<sup>25</sup> Continuation school teachers and special equipment for fifth classes and continuation schools are not included.

Note: There are townships in territory without county organization. ONT.—The Public Schools Act, Sec. 91 (2).

\$100 additional, for every assistant teacher on the same terms. Such grants from the township must be used only for the purpose of paying teachers' salaries.

(3) *Grants to Rural School Sections in Organized Counties:* Rural school sections in organized counties receive grants from three sources to supplement the funds raised by local section taxation.

(a) *Grants from the Township:*<sup>26</sup>

If average section assessment based on equalized township assessment is at least equal to \$30,000, such township must provide a fund sufficient to grant at least \$300 to every school within its jurisdiction having a teacher or principal teacher engaged for two consecutive terms, and a proportionate amount of such sum where such teacher is engaged for one school term or longer, and an additional sum of at least \$200 for every assistant teacher with the same proviso. Amounts so apportioned must be used by the sections receiving them for payment of teachers' salaries.

(b) *Grants from the County:*<sup>27</sup>

The county council must levy and collect a county tax by an equal rate upon the whole county (according to equalized assessments of the municipalities within its jurisdiction) sufficient to provide (1) a sum at least equal to that part of the legislative grant which is apportioned by the Minister of Education "on the basis of the *equipment and accommodations* of the rural schools of the county." Such sums shall be payable to the boards of the schools receiving such legislative grant in the same proportion as such legislative grant is apportioned. (2) "a sum at least equal to that part of the legislative grant which is apportioned to the schools . . ." for fifth classes and such sums shall be payable to the boards of the schools receiving such legislative grant in the same proportion as such legislative grant is apportioned.

(c) *Grants from the Provincial School Funds:*<sup>28</sup>

*Based on Average Section Assessment:*<sup>29</sup>

Where such assessment is less than \$30,000 the grant is \$30.

<sup>26</sup> ONT.—The Public Schools Act, Sec. 91 (1) and (2).

<sup>27</sup> *Ibid.*, Sec. 90.

<sup>28</sup> *Ibid.*, Sec. 6 and 89; also Instructions to Inspectors, Instructions No. 12, 1912.

<sup>29</sup> ONT.—Instructions to Inspectors, Instructions No. 12, 1912.

TERMS OR

II	IV
1.00	\$2.00
.50	.75
1.00	1.50
1.00	1.00
1.00	1.00
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.00	1.00
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Where such assessment is at least \$30,000 but less than \$40,000 the grant is \$25.

Where such assessment is at least \$40,000 but less than \$50,000 the grant is \$20.

Where such assessment is \$50,000 or over no grant is paid on this basis.

*Based on Teachers' Salaries:*

Each school receives 40 per cent of the amounts paid in teachers' salaries each school year up to a maximum of \$600 salary in the case of each teacher, the computation beginning as follows:<sup>30</sup>

"(a) At \$150 for a principal teacher and \$100 for each assistant teacher where the average section assessment, as defined above, of the township where the school is situated is less than \$30,000;

"(b) At \$200 for a principal and \$150 for each assistant where said assessment is at least \$30,000 but less than \$40,000;

"(c) At \$250 for a principal and at \$150 for each assistant where such assessment is at least \$40,000 but less than \$60,000;

"(d) At \$350 for a principal and \$250 for each assistant in the case of all other townships."

*Based on Teachers' Qualifications:*<sup>31</sup>

The inspector determines the competency of each teacher for the purposes of this grant. If teachers are employed for the full year the full grant is paid; if employed for at least one term but not for full year, only one-half of this grant is paid in each case. (1) "If the teacher's total experience in the schools of the Province of Ontario shall have been at least five years on July 1st next,

(a) For a First Class Certificate \$40.

(b) For a Second Class Certificate \$25."

<sup>30</sup> If teacher assumes all the janitor duties and is paid extra for same by the Board, the inspector deducts a sum not exceeding \$25 in any one case and a proportionate amount if he assumes only part of such duties.

<sup>31</sup> Note: "It is the policy of the Department of Education that as soon as practicable the lowest grade of certificate in the rural municipalities shall be an Interim Second Class, and that the employment of successful teachers with higher certificates and longer experience shall be encouraged. The grant on Interim Second Class Certificates will accordingly be gradually withdrawn, and such modifications made in the grants on the other certificates as the conditions of education may justify."

"Interim"—i. e., probationary for the 1st year of teaching experience after graduation from the Normal School.

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(2) "If such experience is less than five years on such date,

(a) For a First Class Certificate \$30.

(b) For a Second Class Certificate \$15."

*Based on Equipment and Accommodations:*

The total legislative grant for this purpose is distributed by the Minister to each inspectorate as follows: The total amount is divided by the total number of teachers in the rural public and separate schools (not including continuation schools); and the quotient thus obtained, multiplied by the number of such teachers in each inspectorate, gives the amount of legislative grant payable to the inspectorate.<sup>32</sup> This grant to each inspectorate is sub-apportioned by the inspector in accordance with instructions<sup>33</sup> as to the grading of accommodations and evaluation of equipment. The special equipment for Continuation Schools or Fifth Forms is not included as they are provided for by special grants. This sub-apportionment by the inspector is according to the following scheme:

(a) "Out of the combined Legislative and County grants,<sup>34</sup> each school shall receive 10 per cent of the approved value of the equipment up to a maximum grant of \$20.00 for each principal and of \$2.50 additional for each assistant."

(b) "Out of the combined Legislative and County grants, each school shall receive a grant on the character of its accommodations, the maximum being \$30.00 for a one-teacher school, \$45.00 for a two-teacher school and \$60.00 for a school with more than two teachers in accordance with the same schedule as that used for the similar grant to rural schools outside of organized counties."<sup>35</sup>

#### <sup>36</sup>(4) *Special Grants*

There are a number of special grants severally or jointly provided for by the legislature, the county and the municipality or township which have a direct bearing upon the strengthening of the school work in rural communities.

<sup>32</sup> Each principal is reckoned as a unit and each assistant as a half-unit if school is open for the whole school year; but each principal counts as only one-half unit and each assistant as one-fourth unit if school has been open one-half year but not the whole year.

<sup>33</sup> ONT.—"Instructions to Inspectors and School Boards," Circular No. 33, 1907-1910.

<sup>34</sup> See "Grants from Counties"—page 22 above.

<sup>35</sup> See page 23.

<sup>36</sup> ONT.—Department of Education Act, Sect. 6 (k) (1).

A. *Fifth Forms*:<sup>37</sup> These are classes in advance of public school work, organized in the less populous sections of the province as an advanced class in the local school—usually for only one or two years of advanced work. No fifth form may be organized in municipalities or sections having a continuation school or a high school. If such fifth form maintains an average attendance of at least two pupils, engages a teacher with at least a Permanent Provincial Second Class Certificate and has a special equipment for its own particular use at least equal to the following minimum values: Library \$50, scientific apparatus \$50, maps and charts \$15, art models and supplies \$15, said fifth form is qualified to draw grants.<sup>38</sup> In the case of such fifth forms as may be organized in districts not within organized counties the legislative grant thereto is twice<sup>39</sup> what it is in the case of such forms organized within organized counties. This extra sum is to correspond to the grants from the counties received by the latter. The following is the schedule for those in organized counties or municipalities.

In addition to the general and special legislative grants to public and separate schools, rural and urban fifth forms which have complied with the aforementioned conditions receive their share of the legislative grant to fifth forms, apportioned on the following basis:

1. *Fixed Grants*: (a) "\$25 for Grade A,<sup>40</sup> that is, a Public or Separate School where there is a staff of at least two teachers, the principal giving instruction to not more than the pupils of the fourth and higher forms;"

(b) "\$20 for Grade B; that is, a Public or Separate School where there is a staff of at least two teachers, the principal giving instruction to not more than the third, fourth and higher forms;"

(c) "\$10 for Grade C; that is, for other Public or Separate

<sup>37</sup> Ont.—The Department of Education Act, Sect. 6 (e). "Continuation Schools and Fifth Classes"—Revised Regulation. Circular No. 37, pp. 11-14, 1909.

*Note*: For their organization and general regulation see Chapter VIII.

<sup>38</sup> 25 % of such minimum equipment must be provided before the Fifth Form may share the grant. Each year after the first year 25 % additional must be provided until the above mentioned minimum values are reached as far as the library and scientific apparatus are concerned.

<sup>39</sup> Ont.—Circular No. 37, 1909, p. 14.

<sup>40</sup> If more extensive work is planned, a continuation school is formed.

School Fifth Forms which have complied with the minimum requirements already mentioned."

2. *Grants on Value of Special Equipment:* These grants are as follows,—10 per cent of the approved value up to a maximum grant of \$20 for library; \$20 for scientific apparatus; \$5 for maps, charts, and tellurium.

3. *Grants on Salaries:* (a) Grade A fifth forms in rural schools receive a maximum grant of \$30. In the urban schools said grant is 30 per cent of the excess of the principal's salary over \$400 up to a maximum grant of \$60. In cases of both rural and urban, Grade A fifth forms also receive a grant of 30 per cent of the excess of the principal's salary over \$600 up to a maximum grant of \$120.

(b) Grade B and C fifth forms in rural schools receive 5 per cent of the excess of the teacher's salary over \$300 up to a maximum grant of \$15. For such forms in urban municipalities, this grant is 25 per cent of the excess of the teacher's salary over \$400 up to a maximum grant of \$50. In both urban and rural fifth forms of these grades an additional grant of 30 per cent of the excess of the teacher's salary over \$600 up to a maximum grant of \$60 is paid.

4. *Grant on Grade of Teacher's Certificate:* \$10 for each teacher in such fifth forms who holds a permanent First Class Certificate or a permanent Second Class Certificate and Degree in Arts from a British university; if said teacher has taught the full school year, and \$5 for each such teacher if school has been in operation at least one term, but not the full year, is the grant on this basis.

The county council<sup>41</sup> must raise a fund equal to the legislative grant to the fifth forms within its jurisdiction and apportion said fund to these fifth forms in the same proportion as the legislative grant is apportioned.

B. *Continuation Schools:*<sup>42</sup> No continuation schools may be formed in a high school district.<sup>43</sup> It is sufficient here to point out that the continuation schools form a separate unit of organization as far as grants and regulations are concerned. The

<sup>41</sup> ONT.—The Public Schools Act, Sec. 90 (2).

<sup>42</sup> ONT.—The Continuation Schools Act. "Continuation Schools and Fifth Classes," Circular No. 37—1902.

<sup>43</sup> Note: For the organization and regulation of Fifth Forms and Continuation Schools see Chapter VIII.

pupils must be taught in a room or rooms or building apart from the pupils of public school grade. There are three grades of continuation schools—each with a standard special equipment of minimum value—that can qualify for the following grants.

Grade C continuation school is one in which at least the equivalent of the time of one teacher, but less than the time of two, is given to the work of such school. The teacher must hold a permanent First Class Certificate. The minimum equipment for the continuation school's particular use is: Library \$150, scientific apparatus \$150, maps, charts and tellurium \$25, art models and supplies \$25.

Grade B continuation school is one in which at least the time of two teachers but less than the time of three, is given to the work. The principal must have a permanent First Class Certificate or a High School Assistant's Certificate. The other teachers may have either an interim or permanent certificate of the same grade. The minimum equipment is the same as for grade C continuation schools.

Grade A continuation school<sup>44</sup> is one in which at least the time of three teachers is given to the work of such school. The principal must have the same qualifications required of high school principals and his assistants, the same qualifications as assistant teachers in high schools. The minimum requirement as to equipment is: Library \$200, scientific apparatus \$300, maps, charts and tellurium \$50, art models and supplies \$50.

1. *Legislative Grants:* These legislative grants are doubled in the case of those continuation schools outside of organized counties. This is to correspond to the county grant received by those in organized counties.

(a) *Fixed Grants:* These are, for a Grade C continuation school \$100; for Grade B \$200; and for Grade A \$300.

(b) *Salary Grants:* For Grade C, 25 per cent of the excess of the principal's salary over \$400 up to a maximum grant of \$150. For Grade B, 25 per cent of the excess of the two teachers' salaries over \$800 up to a maximum grant of \$300. For Grade A, 20 per cent of the three teachers' salaries over \$1,500 up to a maximum grant of \$350.

(c) *Equipment Grants:* 10 per cent of the approved value of

<sup>44</sup> If a fourth teacher becomes necessary and more extensive work is planned the organization of a regular high school is undertaken.

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the equipment up to the following maximum grants. In Grades B and C: Library \$30, scientific apparatus \$30, maps, charts and tellurium \$5, art models and supplies \$5. In Grade A these grants are respectively \$60, \$60, \$7.50, and \$7.50.

(d) *Accommodation Grants*: It may be well to recall again that this grant is independent of the similar grant given to public or separate schools even though the continuation class be housed in the same building. If, however, a separate building and grounds are provided the grants indicated in the following table are increased by one-fourth. This grant is apportioned according to the grading of the inspector within the limits indicated in the following table:

## ON THE CHARACTER OF THE ACCOMMODATION

SCHOOL	GRADE A				GRADE B				GRADE C			
	I	II	III	IV	I	II	III	IV	I	II	III	IV
<i>Grades Accommodation</i>												
Closets . . . . .	\$4.50	\$3.25	\$2.50	\$2.00	\$2.00	\$1.50	\$1.25	\$1.00	\$2.00	\$1.50	\$1.25	\$1.00
Water supply . . . . .	3.00	2.25	1.75	1.25	1.50	1.25	1.00	.75	1.00	.75	.50	.25
Grounds . . . . .	8.00	6.00	4.50	3.25	3.00	2.25	1.75	1.25				
Buildings . . . . .	4.50	3.25	2.50	2.00	2.25	1.75	1.25	1.00				
Class rooms . . . . .	14.00	10.50	8.00	6.00	8.00	6.00	4.50	3.25	4.00	3.00	2.25	1.75
Laboratory . . . . .	8.00	6.00	4.50	3.25	4.00	3.00	2.25	1.75	2.00	1.50	1.25	1.00
Halls . . . . .	2.50	2.00	1.50	1.25								
Cap room . . . . .	2.50	2.00	1.50	1.25	1.50	1.25	1.00	.75	1.00	.75	.50	.25
Teachers' room . . . . .	2.50	2.00	1.50	1.25	1.50	1.25	1.00	.75	1.00	.75	.50	.25
Desks . . . . .	7.00	5.25	4.00	3.00	4.00	3.00	2.25	1.75	2.00	1.50	1.25	1.00
Laboratory tables . . . . .	4.00	3.00	2.25	1.75	3.00	2.25	1.75	1.25	1.50	1.25	1.00	.75
Blackboards . . . . .	2.50	2.00	1.50	1.25	1.25	1.00	.75	.50	1.00	.75	.50	.25
Heating . . . . .	4.50	3.25	2.50	2.00	2.25	1.75	1.25	1.00	1.25	1.00	.75	.50
Lighting . . . . .	4.50	3.25	2.50	2.00	2.25	1.75	1.25	1.00	1.25	1.00	.75	.50
Ventilation . . . . .	8.00	6.00	4.50	3.25	3.50	2.75	2.00	1.50	2.00	1.50	1.25	1.00
Total . . . . .	\$80.00	\$60.00	\$45.50	\$34.75	\$40.00	\$30.75	\$23.25	\$17.50	\$20.00	\$15.25	\$11.75	\$8.50

(e) *Teacher's Certificate Grant*:

(a) "In Grades B and C, and in the case of Assistants in Grade A, \$20, where, in addition to the minimum qualifications the teacher holds a Degree in Arts from a British University."

(b) "In Grades A, B, and C, \$40 where, in addition to the minimum qualifications, the teacher holds the academic qualifications of a High School specialist or a Degree in Arts from a British University with at least Second Class Honours (66 per cent) in a department recognized by the Minister of Education."

(c) The grants mentioned in (a) and (b) are paid in full if teachers have been employed for the whole school year. If employed for at least one school term but not for the full school year the grant is just one half of the above amounts.

2. *County Grants*.<sup>45</sup> The County Council must raise at least sufficient funds by general county levy to provide a fund equal to the legislative grants earned by the continuation schools within it, and must apportion such funds to such continuation schools in the same proportion as the legislative grant is apportioned.

3. *Township Grants*.<sup>46</sup> As far as the township grant is concerned the continuation school is considered as a public school.

C. *High Schools and Collegiate Institutes*.<sup>47</sup>

1. *High Schools: Legislative Grants*.

(a) *Fixed Grant*: \$375 for high schools with fewer than four teachers and \$350 for other high schools is provided as a fixed grant.

(b) *Equipment Grant*: This grant is equal to 8 per cent of the local approved expenditure on equipment up to a maximum grant of \$132 in case of high schools with two teachers and \$260 in case of high schools with three or more teachers.

(c) *Accommodation Grant*: The maximum accommodation grant is \$80 for high schools with two teachers and \$120 for high schools with three or more teachers. This grant is affected definitely by the inspector's grading of the accommodation.

(d) *Salary Grant*: The salary grant is equivalent to 8 per cent of the approved local expenditure for this purpose over \$1500 up to a maximum grant of \$600.

(e) *Special Grants*: (1) Approved high schools, i.e., those attaining definitely specified standards in regard to equipment, accommodation, staff, and general efficiency receive special grants. Two grades of such schools are recognized, the high school inspector determining, in light of regulations, the particular grade assigned to the individual schools. High schools with fewer than four teachers who attain first rank receive an annual grant of \$80, those attaining second rank receive \$40. For high schools with four or more teachers these grants are, respectively, \$120 and \$60. (2) Art Courses: A special annual grant of \$25 for art equipment and \$75 for the art teacher—over and above his regular salary—is also provided under certain specified conditions. (3) Manual Training and House-

<sup>45</sup> ONT.—The Continuation Schools Act, Sec. 10.

<sup>46</sup> *Ibid.*, Sec. 4 (6) and Public Schools Act, Sec. 91 (1) and (2).

<sup>47</sup> ONT.—"Regulations and Courses of Study of the High Schools and Collegiate Institutes"—1911.

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hold Science Grants—See under E below. It should be noted that these grants have nothing to do with the industrial and technical schools or classes organized under the Industrial Education Act and controlled by the specially appointed Advisory Industrial Committees. Their purpose is to foster the introduction and maintenance of these courses as an integral part of a general cultural education.

2. *Collegiate Institutes: Legislative Grants.*

(a) *Fixed Grant* of \$350 is provided.

(b) *Equipment Grant* of \$260 is provided, subject to reduction to the extent that equipment provided falls below specified standard.

(c) *Accommodation Grant* is \$160 subject to same process as in the case of the equipment grant.

(d) *Salary Grant* is, as in case of high schools, 8 per cent of approved expenditure over \$1500 up to a maximum grant of \$600.

(e) *Special Grants*: "Approved" collegiate institutes of first grade receive a special grant of \$160; those of second grade, a special grant of \$80. The grants for art instruction and equipment and for manual training and household science are the same as in the case of the high schools.

D. *Elementary Agriculture and School Gardens*: The Ontario teacher who attends the course in "Elementary Agriculture and Horticulture" or "Industrial Arts" given at the Agricultural College at Guelph every spring for a period of about ten weeks, is granted free transportation to and from the college and free board and lodging while attending.<sup>48</sup> If work is up to standard a certificate is granted to the teacher.

Any village or rural school board, maintaining an approved school garden and providing a course in Elementary Agriculture and Horticulture under a teacher possessing the requisite certificate (see above), receives an initial grant not exceeding \$50 and a subsequent annual grant of \$30. In addition to these grants to the school board the teacher giving such course receives an annual bonus of \$30.<sup>49</sup> Smaller grants from \$8 to \$12 are paid, if the teacher, although without the certificate from the Agricultural College, does work which in the opinion of the Director of Elementary Agricultural Education justifies such

<sup>48</sup> ONT.—Circular No. 13, 1912. Department of Education.

<sup>49</sup> *Ibid.*

grant. There are also legislative and county grants in connection with the expenses of the county representatives of the Department of Agriculture who are supposed to give the special agricultural courses in the continuation and high schools.

*E. Manual Training and Domestic Science Departments:*<sup>50</sup>

Every school maintaining such departments receives a special grant.

1. *Rural and Village Schools:* In villages and rural schools maintaining equipment and instruction in either of these lines of work satisfactory to the respective directors and the regulations an initial grant of \$50 with a subsequent annual grant of \$30 is paid to the school section, and an annual salary bonus of \$30 is paid to the teacher. The requirements as to equipment and accommodation are definitely specified.

2. *High School, Continuation, and Urban Public and Separate Schools:*<sup>51</sup>

If the minimum requirements regarding attendance, periods of instruction, number of courses, qualifications of teachers, character of equipment and accommodation are met satisfactorily the annual legislative grants for each centre are as follows:

(a) *Fixed Grant:* For manual training centres this grant is \$250, and for household science \$150 per full-time teacher in the special work.

(b) *Salary Grant:* The salary grant is 20 per cent of the annual local expenditure for teachers' salaries over \$600 up to a maximum grant of \$200.

(c) *Equipment Grant:* (1) Manual Training: For the first year of the centre's operation this grant is 40 per cent of the value of equipment up to a maximum of \$800, and, for each of the three following years, 20 per cent up to a maximum of \$440. After the fourth year this grant is 10 per cent of the value of equipment up to a maximum annual grant of \$220. (2) Household Science: For the first year of the centre's operation the grant is 40 per cent of the value of equipment up to the maximum of \$400; for each of the three years following, it is 20 per cent up to a maximum of \$200. After the fourth year the annual grant drops to 10 per cent of value of equipment up to a maximum grant of \$100.

<sup>50</sup> Ont.—Circular No. 3, 1912, Department of Education.

<sup>51</sup> *Ibid.*

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(d) *Accommodation Grant:* The accommodation grants for manual training and household science are apportioned according to the following scheme of grading:

## (1) MANUAL TRAINING ACCOMMODATION

ACCOMMODATION	GRADE			
	I	II	III	IV
Wood-working and Wood-turning Shop	\$10.00	\$7.50	\$5.00	\$2.50
Forge Shop	10.00	7.50	5.00	2.50
Machine Shop	10.00	7.50	5.00	2.50
Combination Forge and Machine Shop	15.00	11.25	7.50	3.75
Stock Room	5.00	3.75	2.50	1.25
Teacher's Room	3.00	2.75	1.50	.75
Blackboards	2.00	1.50	1.00	.50
Lighting	2.00	1.50	1.00	.50
Heating	2.00	1.50	1.00	.50
Ventilation	2.00	1.50	1.00	.50
Cloak Rooms and Lavatories	4.00	3.00	2.00	1.00
Totals	\$65.00	\$49.25	\$32.50	\$16.25

## (2) HOUSEHOLD SCIENCE

ACCOMMODATION	GRADE			
	I	II	III	IV
Kitchen	\$10.00	\$7.50	\$5.00	\$2.50
Pantry, Cupboard and Store Room	5.00	3.75	2.50	1.25
Dining Room	10.00	7.50	5.00	2.50
Sewing Room	10.00	7.50	5.00	2.50
Teacher's Room	3.00	2.75	1.50	.75
Blackboards	2.00	1.50	1.00	.50
Lighting	2.00	1.50	1.00	.50
Heating	2.00	1.50	1.00	.50
Ventilation	2.00	1.50	1.00	.50
Cloak Rooms and Lavatories	4.00	3.00	2.00	1.00
Totals	\$50.00	\$38.00	\$25.00	\$12.50

F. *Agricultural Departments in High and Continuation Schools:* Whenever organized these departments are under the immediate care of the county representative of the Department of Agriculture who also has official relations with the Department of Education.<sup>52</sup>

<sup>52</sup> ONT.—Circulars Nos. 47 and 47, 1912, Dept. of Education.

1. *County Grants:* The county grant for such a department at continuation schools must amount to at least \$500 annually.<sup>43</sup>

G. *Local Libraries:*<sup>44</sup> Rural schools—not including fifth forms and continuation classes for which there is special provision—may receive a grant from the province up to 10 per cent of the value of the books purchased by the local school board for their school library during the year, up to a maximum grant of \$10. Books so purchased must have been approved by the inspector as especially suitable for school purposes.

The Public Library Grants<sup>45</sup> provided for by the "Public Libraries Act" are so apportioned that any village or township having a library association of at least fifty adult persons can share in the same.

1. Maximum grant of 50 per cent of the local expenditure for library purposes—but only 45 per cent in case of books of fiction—up to a maximum of \$200 for books and library expenses and \$50 for magazines, periodicals and newspapers.

2. If there be any portion of the legislative grant for public libraries left after the above mentioned grants are paid, the Minister of Education may pay out of the residue the following sums or a proportionate part thereof as the amount of the residue may permit:

(a) \$5 to a public library which has kept a reading room open not less than three hours a day for three days in the week; or

(b) \$10 to a public library which has kept a reading room open not less than three hours a day for three days in the week; and

(c) to a public library whose total receipts are less than \$25 per year; or

(d) \$10 to a public library whose total receipts are over \$25 per year but less than \$100; or

(e) \$15 if total receipts of such library be over \$100 but less than \$200 per year.

(f) \$20 if total receipts of such library be over \$200 but less than \$500 per year.

<sup>43</sup> ONT.—The Continuation School Act, Sec. 10 (3). The Industrial Education Act, 1911, Sec. 14-15.

<sup>44</sup> ONT.—Instructions to Inspectors, Instruction Nos. 12 and 13—Jan. 1911-1912.

<sup>45</sup> ONT.—Public Libraries Act, especially Sec. 17 and 22-24.

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VI. Quebec<sup>56</sup>

In Quebec the legislative grants for educational purposes are divided between the Common or Public School Funds, the Superior Education Fund, and Poor Municipalities Fund.

The total sum allotted by the legislature to each of these funds is first divided into two parts bearing to each other the same proportion as the total Roman Catholic population<sup>57</sup> of the province bears to the total Protestant population<sup>57</sup> of the province. All non-Catholics are classed as Protestant for school grant purposes. These amounts are then assigned to the credit of the Roman Catholic and Protestant schools, respectively, to be distributed by the Superintendent of Public Instruction to the local authorities in accordance with the law and the regulations of the respective committees—Roman Catholic and Protestant.

(1) *Common or Public School Fund*: This fund is apportioned to the local school municipalities, in proportion to their population. The division of the said sum between the school commissioners and the local board of trustees (representing the dissentients) is based on the relative number of children attending the schools under these respective boards.<sup>58</sup> The amount of the grant from the Public School Fund received by the local school authorities depends, in the last analysis, upon the amount of the legislative grant which may be voted each year as no special statutory schedule of apportionment apart from the above mentioned population basis is provided.

(2) *Superior Education Fund*: This fund—after the initial division between the Roman Catholics and Protestants—is apportioned to the various “universities, colleges, seminaries, academies, high schools, superior schools, model schools and educational institutions other than the ordinary elementary schools,” by the Superintendent of Public Instruction in such proportions as the Lieutenant-Governor in Council may approve.

(3) *Poor Municipalities Fund*:<sup>59</sup> This is a special fund which has been greatly increased in recent years to help those school municipalities needing aid greater than that given by

<sup>56</sup> QUE.—The School Law of the Province of Quebec—Art. 435-450.

<sup>57</sup> Total population according to first preceding census.

<sup>58</sup> QUE.—The School Law of the Province of Quebec, Art. 295.

<sup>59</sup> *Ibid.*, Art. 449.

the general grants. After the usual initial division between the Roman Catholics and Protestants the fund is apportioned to those local school municipalities whose share in the general grants does not exceed \$200.<sup>60</sup> The apportionment of this fund, while subject to the approval of their superiors, is immediately in the hands of the French and English secretaries respectively. The inspectors report upon such schools and if the secretary of the Roman Catholic or Protestant Committee, as the case may be, approves, a grant, varying in amount according to his discretion, is paid to such schools. Naturally the total fund available, and the special need and responsiveness in the way of local effort on the part of the local community, determine in large measure the actual amounts so paid.

#### VII. *New Brunswick*

In New Brunswick the local school districts receive aid from the county and the provincial government.<sup>61</sup>

(1) *County or Parish Grants*.<sup>62</sup> The county must raise as part of the general county levy an amount sufficient to yield a net amount equal to 30 cents for every inhabitant of the county or parish for the purpose of making grants to the schools within its jurisdiction. Such gross amount is paid out by the County or Parish Council upon the order of the Chief Superintendent of Education in accordance with the following scheme of apportionment:

(a) *Teacher Basis*: "There shall be allowed to the trustees of each district, in respect of each qualified teacher, exclusive of assistants, by them employed the sum of thirty dollars per year."

(b) *Average Attendance Basis*: "The balance of such amount shall be apportioned to the trustees according to the average number of pupils in attendance at each school, as compared with the whole average number of pupils attending the schools of the county, and the length of time the school is in operation."

#### (2) *Legislative Grants*:

(a) *Teachers' Salaries*: The entire general legislative grant is apportioned on this basis and is paid direct to the teachers.

<sup>60</sup> QUE.—School Regulations of the Catholic Committee, Sec. 1, Sub-Sec. 9. School Regulations of the Protestant Committee, Sec. 164.

<sup>61</sup> N. B.—The Schools Act, Sec. 12.

<sup>62</sup> *Ibid.*, Sec. 14-22.

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The districts supplement these amounts in so far as they find it necessary to do so. The following schedule presupposes a full year's work on the part of the teacher. If service is for less than a year the grant is pro rata.

1. *To Teachers in the Elementary Schools.*<sup>63</sup>

First Class Teachers during first 2 yrs. experience—

Male \$135; Female \$100 per yr.

First Class Teachers after 2 and up to 7 yrs. experience—

Male \$150; Female \$110 per yr.

First Class Teachers after 7 yrs. experience—

Male \$175; Female \$130 per yr.

Second Class Teachers during first 2 yrs. experience—

Male \$108; Female \$81 per yr.

Second Class Teachers after 2 yrs. up to 7 yrs. experience—

Male \$120; Female \$90 per yr.

Second Class Teachers after 7 yrs. experience—

Male \$140; Female \$105 per yr.

Third Class Teachers during first 2 yrs. experience—

Male \$81; Female \$63 per yr.

Third Class Teachers after 2 yrs. up to 7 yrs. experience—

Male \$90; Female \$70 per yr.

Third Class Teachers after 7 yrs. experience—

Male \$100; Female \$80 per yr.

Assistant teachers, if provided with a separate class room and regularly employed at least four hours a day, receive one-half the foregoing sums, according to the class of license they hold.

2. *To Teachers in Superior Schools.*<sup>64</sup> If teacher of a superior school holds the superior or grammar school license, the grant is a sum not exceeding \$250 per year during the first seven years of service, and \$275 thereafter, provided the trustees of the district in which such school is established shall pay an equal amount towards the salary of such teacher.

3. *To Teachers in County Grammar Schools.*<sup>65</sup> To teachers of

<sup>63</sup> N. B.—"An Act to further amend The Schools Act," 1907, Sec. 1.

<sup>64</sup> *Ibid.*, Sec. 4.

<sup>65</sup> *Ibid.*, Sec. 4.

*Note:* In New Brunswick the classifications run Primary, Advanced, Superior, and Grammar Schools. The first gives primary work only; the second, both primary and upper grade work of an elementary school; the third gives all of these plus some more advanced work; and the fourth corresponds to a regular High School with elementary grades attached. One superior school may be established in each county for every 6000 inhabitants or a majority fraction thereof.

a county grammar school holding a grammar school license and doing real grammar school work the grant is \$350 per annum during the first seven years of service, and \$400 per annum thereafter. The Board of Education may require the county to supplement this salary as it deems proper. In no case is this grant paid to more than four teachers for any one grammar school.

(b) *Special Grants:*

1. *To Poor Districts:*<sup>46</sup> In the case of poor districts the usual legislative and county grants may be increased up to one-third more than the normal schedule, the actual amount of such increase being determined by the Chief Superintendent of Education who receives special reports from the inspectors in regard to such schools.

2. *To Consolidated Schools:*<sup>47</sup> In addition to the ordinary grants to teachers and grants made on account of manual training, domestic science, school gardens, and conveyance of pupils, the Consolidated School District may receive—if up to approved standard—additional grants up to a maximum of \$1000 a year. The apportionment is as follows: The grants continue yearly for the first three years after the consolidated school is in operation. For each school district (not less than three) joining the union to form the consolidated district a yearly grant of \$100 is made to such consolidated district. In addition the consolidated district receives a grant of \$2 per pupil in average attendance during the year.

3. *For Conveyance of Pupils:*<sup>48</sup> If the Regulations are complied with, the government will grant a sum not exceeding one-half of the total expenses incurred on account of such conveyance.

4. *For Manual Training and Domestic Science:*<sup>49</sup> The special additional grant for these purposes is a sum not less than one-half of the total amount expended for the necessary initial equipment, and any new equipment subsequently purchased for enlargement and renewals, which has been approved by the Inspector of Manual Training.

There is also a special bonus of \$50 for approved teachers

<sup>46</sup> N. B.—The Schools Act, Sec. 44.

<sup>47</sup> *Ibid.*, Section 124, and Regulations of the Board of Education, Reg. 49.

<sup>48</sup> *Ibid.*, Sec. 57, 124, and Regulations of the Board of Education, Reg. 48.

<sup>49</sup> *Ibid.*, Sec. 2 (6), 123, and Regulations of the Board of Education, Reg. 47.

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who take such special work in addition to part of the general school work and \$200 for a specialist who gives all of his or her time to such special lines of work. A minimum of ten pupils for such special class, with necessary equipment for same, and of three hours of such work per week is required before such work will be recognized for grant purposes. This enables several schools to cooperate in employing a specialist.

5. *School Gardens and Nature-Study*:<sup>70</sup> The government pays a grant of \$20 per annum to the district to help maintain the school garden, provided the district spends an equal amount for the same purpose. An approved teacher giving instruction in nature-study in connection with school gardens receives an annual bonus of \$30 for so doing.

6. *School Libraries*:<sup>71</sup> The government grants a sum equal to one-half the amount spent by the school district for school library purposes up to a maximum grant of \$20 per annum, said grant to be expended in purchase of books. All books placed in school libraries must be approved.

#### VIII. Prince Edward Island <sup>72</sup>

The teachers of Prince Edward Island receive the bulk of their salary direct from the Provincial Treasury, although the district in which they teach sometimes supplements the statutory allowance.

The *Provincial Salary Grants* are apportioned as follows:

Teachers of the First Class—Male \$300, Female \$230, if efficiency is of first rank.

Teachers of the Second Class—Male \$225, Female \$180, if efficiency is of first rank.

Teachers of the Third Class—Male \$180, Female \$130, if efficiency is of first rank.

Such grants may be reduced by \$20 if the inspector reports that the efficiency of the teacher is of second rank; to the extent of \$40 if efficiency is of the third rank. Another reduction is made if the average daily attendance in the teacher's class room or

<sup>70</sup> N. B.—The Schools Act, Sec. 123 (e), (f). Regulations of the Board of Education, Reg. 50.

<sup>71</sup> *Ibid.*, Section 96 and Regulation 34.

<sup>72</sup> P. E. I.—The Public Schools Act, Sec. VIII—XVIII. Regulations of the Board of Education, Regulations 70-73.

school falls below 50 per cent of school children within the district, the reduction being proportional to the deficiency in attendance. It is interesting to note that the trustees are authorized to make good this latter reduction in salary by levying on the parents of the children whose absences gave rise to the reduction.<sup>73</sup>

There is also a legislative grant to *school libraries*,<sup>74</sup> equal to such sums as the local district may expend for such purposes, up to a maximum grant of \$20 a year. The grant must be spent in the purchase of approved books.

While no special legislative grant for the *consolidation of schools and conveyance of pupils* has as yet been provided, if two or more districts arrange to consolidate and to convey the school children needing transportation the Government allows the usual teacher grants to continue to each of such districts. The district whose children are conveyed can then use such grant for conveyance purposes.<sup>75</sup>

#### IX. Nova Scotia

In Nova Scotia, as in New Brunswick and Ontario, the county as well as the provincial government contributes to the support of the local schools.

(1) *County Grants*:<sup>76</sup> In Nova Scotia the incorporated towns within the county must bear their share of the county taxation including the county educational tax. The county must raise by taxation an amount to yield a net sum equal to, at least, 35 cents but not more than 60 cents for every inhabitant of said county and incorporated towns therein contained. This Municipal School Fund is apportioned to the various school sections upon the order of the Superintendent of Education according to the following scheme:

- (a) *Teachers Salaries*: For every licensed teacher employed \$25 a year.
- (b) *School Gardens*: According to inspector's recommendation up to \$25 a year.
- (c) *Average Attendance and Length of Term*: Balance of the Fund apportioned on this basis.

<sup>73</sup> P. E. I.—The Public Schools Act, Sec. XVI.

<sup>74</sup> *Ibid.*, Sec. LXXX.

<sup>75</sup> Interview with Chief-Supt. Anderson, Charlottetown, P. E. I.

<sup>76</sup> N. S.—The Education Act, Sec. 71-80.

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(d) *Poor Sections*.<sup>77</sup> The Superintendent of Education may allow such districts one-half more than other districts from the said Municipal School Fund.

(2) *Provincial Grants:*

(a) *Teacher Basis:*

Class D teachers in any public schools receive \$60 per yr.

Class C teachers in any public schools receive \$90 per yr.

Class B teachers in any public schools receive \$120 per yr.

Class A teachers in a superior common, or in high school \$150 per yr.

Class A teachers Academic in a high school of prescribed status receive \$180 per yr.

Class A teachers in the larger high schools or academies receive \$210 per yr.

Assistant teachers with separate class rooms and at least four hours' daily service receive two-thirds of the above schedule according to their grade of license.

(b) *Rural Science*.<sup>78</sup> Any teacher of Class A or B, holding the Rural Science Certificate and successfully teaching rural science in a school with approved equipment receives a grant according to the efficiency of such work as judged by the inspector. If efficiency grading is "superior" this special grant is \$90, if "good" the grant is \$60, and if "fair" the grant is \$30 per annum. However, the maximum grant to any teacher on the combination of all of the above bases must not exceed \$210. If the teacher holds a Class C certificate and meets the same conditions the grant for the efficiency grading of "good" is \$60 and of "fair" is \$30. Evidently Class C teachers cannot qualify for "superior" grading and Class D teachers are not recognized in this grant. Teachers of Classes A, B, and C who complete successfully one-third of the full Rural Science Course in one vacation term and who teach successfully the following year receive a bonus of \$15 per annum. It should be noted here that the Government pays the minimum transportation costs of teachers to and from the Rural Science School as well as to and from the Normal School if they become bona fide students in such schools.<sup>79</sup>

<sup>77</sup> N. S.—The Education Act, Sec. 5 (19).

<sup>78</sup> *Ibid.*, Sec. 72. Comments and Regulations, Sec. 91.

<sup>79</sup> N. S., The Education Act, Sec. 5 (16), (17). *Journal of Education*, April 1912—p. 131. Comments and Regulations, Sec. 231, Sub-sec. V.

(c) *Consolidation of Schools and Conveyance of Pupils*.<sup>80</sup> The Council of Public Instruction has placed at its disposal the sum of \$36,000 for the purpose of aiding such enterprises.

1. *Equipment*.<sup>81</sup> A grant of from \$200 to \$250 for each full-sized school section absorbed, to aid in equipping and building the consolidated school up to a maximum grant of \$1000 to one such consolidated school, the sum total of such grants to any one county not to exceed \$2,000.

2. *Teachers*.<sup>81</sup> If through consolidation there be a reduction in the number of teachers employed, the consolidated district may continue to receive the grants to teachers as if no reduction had taken place.

(d) *Manual Training and Domestic Arts*.<sup>82</sup> If equipment provided by local section is adequate for a class of twelve pupils at once, the teacher has approved qualifications, and the special instruction be given free and, at least for one two-hour session each week, the provincial grant is 15 cents for each two-hour lesson to each pupil up to a maximum total grant of \$600.<sup>83</sup>

(e) *Rural School Libraries*.<sup>84</sup> A grant of \$5 is given if the value of the school library is \$50 and 150 issues of books to readers have occurred during the year. A grant of \$10 is given if the value of the school library is \$100 and 300 issues of books to readers have occurred during the year. In both cases the library and other school regulations must be complied with. The libraries<sup>85</sup> of superior schools, high schools, and academies are considered as an essential part of the legal equipment.

(f) *County Academies*.<sup>86</sup> These schools provide for the common school pupils of their respective localities as well as free high school education for any pupils from within the county. The provincial academic grant provides the following sums for these academies. The basis of apportionment is the "number of

<sup>80</sup> N. S.—The Education Act, Sec. 5 (7), (20), (21).—Sec. 137-139. Comments and Regulations, Reg. 12-15. Letter from Superintendent of Education, June 1912.

<sup>81</sup> N. S.—Annual Report of Supt. of Education, 1906—pp. XIV-XVI.

<sup>82</sup> N. S.—"The Education Act"—Section 74. "Comments and Regulations"—Reg. 81-90.

<sup>83</sup> Note:—In case of City of Halifax the maximum is \$1200.

<sup>84</sup> N. S.—"An Act for the Encouragement of Rural School Libraries" Sec. 1-2. Comments and Regulations, Reg. 233-234.

<sup>85</sup> N. S.—*Ibid.*

<sup>86</sup> N. S.—The Education Act, Sect. 123-126. Comments and Regulations, Reg. 63-80.

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authorized days taught by the teachers of the academic class (providing the salaries of the said staff, inclusive of the regular provincial grant, shall average not less than eight hundred dollars per annum)" and the following scale.

1. *For one academic teacher:* if average annual attendance of qualified high school students pursuing a full course is 15—the sum of \$300.

2. *For a second teacher:* if such average annual attendance of such pupils is 35—\$300.

3. *For a third teacher:* if such average attendance of such pupils is at least 70—\$300.

4. *For a fourth teacher:* if such average attendance of such pupils is at least 100—\$200.

In no case, however, may such academic grants for county academies total more than \$10,000 for the whole province in any one year.

It should be noted that such academies may, by meeting the requirements, earn the various special grants for school gardens, rural science teaching, manual training, and domestic art.

#### DISCUSSION

This somewhat detailed examination of the ways in which each of the provinces disposes of its school funds brings to our attention in one way or another almost every phase of the general problem of apportioning school funds.

As a basis for reference in the discussion of methods used by each province it may be well to indicate what are now recognized to be the guiding principles in this matter.<sup>87</sup>

(1) Such funds are provided for the special purpose of aiding in making more efficient and adequate the educational agencies within the particular province concerned.

(2) The province as a whole is interested—so also the township and county on a smaller scale—in all its citizens, regardless of the particular location of their homes.

(3) The safety and development of the province demands a minimum of intelligence and efficiency on the part of all its citizens. Such minimum must necessarily bear a relationship to the keenness of provincial and international competition as

<sup>87</sup> See Cubberley's *School Funds and Their Apportionment*.

well as to the richness of opportunity which presents itself to the people. The requirements of citizenship, our national heritage of virgin wealth, the complexity of modern relationships demand a minimum far in advance of that of previous generations.

(4) To be used most effectively in securing the desired intelligence and efficiency on the part of all citizens, it must be apportioned so as to equalize the educational burden and bring to all the necessary educational opportunities.

(5) The concentration of wealth in large centres does not mean that the original source and explanation of such wealth is to be found in such centres. The wealth of the province as a whole may justly be called upon to bear a share of the educational as well as the other governmental burdens.

(6) While equalizing the educational burden and insuring educational opportunities such funds should be apportioned in such a way as to bear directly upon:

- (a) The character of the school plant—buildings, grounds, library and equipment.
- (b) The quality of the teaching.
- (c) The attendance—completeness of enrollment, the length of school term, the continuity and regularity of attendance.
- (d) The improvement and extension of the range and kind of training offered so as to meet more adequately the variety of needs which now require definite training and preparation.
- (e) This extension of range and kind has a vertical as well as horizontal aspect leading to the development of higher education in all its aspects.
- (f) To penalize to some extent, whenever it may be necessary, a local community which fails to meet its legitimate obligations to the childhood and youth within its boundaries.

As has been suggested already the provinces vary considerably in the extent to which they make effective use of the provincial grants in their efforts to secure these desirable developments. Summarizing the various methods of apportionment we have the following:

(1) *Return to District Taxes paid by District:* This is merely a convenient way of simplifying the collection of the school taxes within a given rural municipality (Saskatchewan and Manitoba), township (Ontario), or parish (New Brunswick).

(2) *Assessment Basis*: This we found in two forms (a) the equalized assessment within the rural municipalities (Manitoba) or townships (Ontario), for the purpose of providing grants to the districts within their jurisdiction; (b) the graduated provincial grants based upon the assessment of the districts. Usually the grant decreases as the assessment increases up to a certain limit. This is a fundamental part of any system of apportionment and is perhaps the most effective means of equalizing the educational burden. The greatest aid is given where aid is most needed and the people are least able to meet the full responsibility of maintaining an adequate school.

(3) *The Total Population Basis*: The school districts receive a grant in direct proportion to their total population. This method is the chief one used in Quebec—the Poor School Fund provides an offset to some of its disadvantages. Such a method bears little, if any, constructive relationship to any of the above mentioned desirable developments. The populous and wealthy centres receive the largest grants while they are the very communities least in need of aid from the general funds. The poor and sparsely settled districts receive but scanty encouragement.

(4) *The School Age Census Basis*, while somewhat better than the total population basis in that it bears a relationship to the number of children to be provided for rather than to the general population, is open to the same objections. This basis is not used in Canada.

(5) *The Total Enrollment Basis* comes one step nearer the question of improving attendance but falls short of influencing very effectively the question of continuous and regular attendance or length of school term. Needless to say, it is open to the objection that it results in the greatest aid to the most populous districts which are usually, though not always, the most wealthy. It does, however, represent one element which should be considered in any scheme of grants, namely, the need for securing the enrollment of the largest possible percentage of the children.

(6) *The Average Attendance Basis*, while an improvement on the total enrollment basis, in that it encourages regularity of attendance, when examined more closely is found to discourage the enrollment of pupils who are irregular in attendance and those who can come for but short periods. It also has a tendency to encourage the closing of the school when the attendance is such

as to greatly reduce the average for the term. However, the element of regularity of attendance should have a place in any scheme of apportionment.

(7) *The Aggregate Attendance Basis* is the most satisfactory of all the methods specifically designed to affect the question of attendance. It fosters an increased enrollment, a lengthened school term, continuous attendance on the part of individual pupils and regularity of attendance on the part of the pupils as a whole. It does not, however, provide for any differentiation in favor of the weaker districts and smaller schools. Indeed, if used as the sole basis of apportionment, such districts and schools would be more unfortunately placed financially than under the school census basis.

(8) *The Percentage of Attendance Basis*: While it takes some cognizance of the question of aggregate attendance in calculating the monthly averages, it does not overcome the difficulty of discouraging the enrollment of pupils who may be irregular in attendance, or the closing of the school when the attendance is such as to lower the percentage of attendance materially. It is well to note that this basis is used in Alberta in such a way as to place the smaller and weaker schools upon a more nearly equal footing with the schools in the larger centres. By estimating the grant at so much per day for each day on which school is kept open an attempt is made to counteract the tendency to close the school when attendance is such as to materially lower the percentage.

(9) *The Teacher Basis*: This is used as one factor in the scheme of apportionment in use in all the provinces except Saskatchewan and Quebec. As far as Provincial Grants are concerned the grants on this basis are graduated according to the qualifications of the teacher in all the provinces using this basis, with the one exception of Manitoba. In Manitoba and Ontario it is used in apportioning the fund provided by the rural municipalities and townships from money raised by taxation based upon an equalized assessment.

If the minimum grant is such as to insure a good teacher in the weaker and more needy schools this basis is in many respects highly satisfactory. British Columbia makes the most generous provision in this respect and has so graduated the grants upon this basis in relationship to the possibilities of self-

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dependence on the part of the local schools that the objection usually urged against it has little force. However, while doing this, British Columbia has failed to vary the said grant according to the grade of the teacher's qualifications. In the cases of Alberta, Ontario and the Maritime Provinces the grants on this basis are graduated according to the district's ability to be self-supporting. The larger grants go to the districts employing the more highly qualified teachers and, generally speaking, these are not the districts most in need of special help.

There is one other factor which should be considered if we are to accept as basic the principle of coöperation between local and provincial units in the support of schools. The use of this basis should be accompanied by such a provision as will require or secure the necessary supplement to such grants on the part of the local districts. This is done in British Columbia, Alberta, and Ontario, but in the Maritime Provinces the question of supplementing the Government's contribution towards the teacher's salary is wholly optional with the local boards. Needless to say, the supplement is not provided in many cases and when provided it is never surprisingly large.

In summing up these considerations it appears quite evident that no single basis of apportionment can be satisfactory. Some combination of bases is necessary if the purposes in apportioning school funds are to be attained. From the previous discussion it would seem that such a combination must include the aggregate attendance basis to care for the factor of attendance, the graduated assessment basis to care for the equalization of the educational burden made necessary because of the variation in possibility of self-dependence on the part of local districts, the teacher basis to care for the quality of instruction and training offered and secure a reasonably good teacher in even the poorest school. These bases, in combination with special grants to give special encouragement of worthy effort on the part of local boards to advance beyond the essential minimum in providing the educational opportunities needed to enable the rising generation to meet worthily its responsibilities and opportunities, would seem to offer the most promise of being effective in securing the results for which school funds are apportioned.

## CHAPTER III

### RURAL SCHOOL TEACHERS

#### A. PREREQUISITE ACADEMIC AND PROFESSIONAL TRAINING

In Canada, as in other countries, the rural schools are taught by the teachers of the lower grades of academic and professional training. Normally, each province requires all teachers to have some one of the various certificates or licenses recognized by its department of education. If the ebb and flow of supply and demand results in a situation such that a local school board—after making, at least, the minimum effort required by the Department—cannot secure a teacher with recognized certification, the Department, either directly, or indirectly through its inspectors, may, at its discretion, issue a “temporary permission to teach” to such person or persons as it deems capable of conducting a school. Such “permits” are usually for one term, or, at most, for one year and are in some provinces good only in that particular school for which they are issued. As the initial granting of such permissions to teach is given reluctantly, and under the stress of an emergency, renewals are relatively few.

All certificates or diplomas are issued by the provincial authorities—there is no local certification of teachers. In all the provinces teachers holding any one of the various recognized certificates or licenses are eligible for positions in the rural schools. It cannot be said, therefore, that all rural school teachers are of a certain grade or grades for one finds, in the rural schools, the college graduates as well as the lowest grade of teacher.

The following schedule will indicate the prerequisite training for each of the various certificates.<sup>1</sup> An effort has been made so

<sup>1</sup> In preparing the schedule the following state papers for each province have been consulted and supplemented by personal interviews with authorities: School Laws—Regulations of the Department of Education regarding Elementary School Courses of Study—Normal Schools—Examination and Certification or Licensing of Teachers—Courses of Study at Normal Schools, and Faculties of Education—Annual Report of Department of Education—Examination Questions, Academic and Professional appearing in such reports.

to state the gradings that they can be evaluated in terms of a "standard" eight-year elementary school course as well as in terms of junior and senior matriculation at a recognized university. This is very difficult in the cases of New Brunswick, Prince Edward Island, and Quebec. In such cases the benefit of any doubt has been given in favor of placing the higher valuation upon the requirements.

It seems unnecessary to mention that the authorities must be satisfied regarding the moral character of all candidates before any certificate or diploma is issued. In all the provinces, and practically for all grades of certificates, from one to two, and in the case of some of the higher certificates, even three years of successful experience is required before a certificate is made permanent. During this probationary period the candidates hold an "interim" or "provisional" certificate of the rank for which they may have qualified.

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SCHEDULE A.—CERTIFICATION OF TEACHERS IN CANADA

CLASS OF CERTIFICATE	MINIMUM AGE	GRADE OF SCHOLARSHIP	PROFESSIONAL TRAINING	REMARKS
<b>I. British Columbia</b>				
1. Third Class Certificate...	18 yrs.	Junior High School Course—2 yrs.	Preliminary Normal School Course—2 mos.	Good for 3 years. Made permanent if supplemented by Advanced Course at the Normal School—6 mos.
2. Second Class Certificate...	18 yrs.	Intermediate High School Course—3 yrs.	Advanced Normal School Course—6 mos.	Scholarship equivalent to Junior matriculation at recognized university.
3. First Class Certificate...	18 yrs.	Senior Grade High School Course—4 yrs.	Advanced Normal School Course—6 mos.	Scholarship equivalent to Senior matriculation at recognized university.
4. Academic Certificate.....	18 yrs.	Senior Academic High School Course—5 yrs.	Advanced Normal School Course—6 mos.	Scholarship equivalent to second year university standing.
<b>II. Alberta</b>				
1. Third Class Certificate...	{ Males 18 yrs. Females 16 yrs.	Grade X—2 year High School Course.	Examination in Pedagogy.	Good for three years if academic rank equals Grade XI, i. e., sufficient to admit to Normal Schools.
2. Second Class Certificate...	"	Grade XI—3 year High School Course.	Normal School Course—Junior—4 mos.	Scholarship equivalent to Junior matriculation at recognized university.
3. First Class Certificate...	"	Grade XII—4 year High School Course.	Normal School Course—Senior—4 mos.	Scholarship equivalent to Senior matriculation at recognized university.
<b>III. Saskatchewan</b>				
1. Third Class Certificate...	{ Males 18 yrs. Females 17 yrs.	Junior Form of High Schools—2 yrs.	Normal School Course—Third Class—2 mos.	Good for one year. Renewable at discretion of Department of Education if demand for teachers justify such action.
2. Second Class Certificate...	{ Males 19 yrs. Females 18 yrs.	Middle Form of High Schools—3 yrs.	Normal School Course—Third Class—2 mos. + one year of experience + Normal School Course—Second Class—4 mos.	Note: Special requirements under Professional Training. Scholarship equivalent to Junior matriculation.
3. First Class Certificate...	"	Senior Form of High Schools—4 yrs.	Normal School Course—Third Class—2 mos. + one year of experience + Normal School Course—First Class—4 mos.	Note: Special requirements under Professional Training. Scholarship equivalent to Senior matriculation.

SCHEDULE A.—CERTIFICATION OF TEACHERS IN CANADA—Continued

CLASS OF CERTIFICATE	MINIMUM AGE	GRADE OF SCHOLARSHIP	PROFESSIONAL TRAINING	REMARKS
<b>IV. Manitoba</b>				
1. Third Class Certificate . . .	{ Females 16 yrs. Males 18 yrs.	High School Course—2 yrs.	Normal School Course—13 weeks.	Good for three years.
2. Second Class Certificate . . .	"	High School Course—3 yrs.	Normal School Course—Third Class—12 weeks+one year of experience+Normal Course.—Second Class—4½ mos.	Scholarship equivalent to Junior matriculation at recognized university. Students holding 1st class scholarship rank exempted from Third Class Normal Course requirement.
3. First Class Certificate . . . Grade B.	"	High School Course—4 yrs.	Normal School Course—Second Class—4½ mos.+1 yr. experience+Special Prof. examination.	Scholarship equivalent to Senior matriculation at recognized university.
4. First Class Certificate . . . Grade A.	"	Same as for Grade B+More advanced examination.	Same as for Grade B.	Granted to those holding the professional Grade B who pass the additional academic examination.
<b>V. Ontario</b>				
1. Third Class Certificate . . .	18 yrs.	Course for Teachers in Lower High School—2 yrs. or its equivalent—District Certificate.	Model School Course—4 mos.	Valid for 5 yrs. Cannot be used unless schools are unable to secure teachers of higher grade.
2. Second Class Certificate . . .	18 yrs.	Course for Teachers in Middle High School—3-4 yrs.	Normal School Course—1 yr.	Scholarship equivalent to Junior matriculation at recognized university.
3. First Class Certificate . . .	19 yrs.	Course for Teachers in Upper High School—4-6 yrs.	Faculty of Education Course—1 yr. General or First Advanced Course.	Scholarship at least equal to Senior matriculation.
4. High School Ass't Certificate . . . . .	19 yrs.	Course for Teachers in Upper High School—6 yrs. or graduation from approved university.	General or First Advanced Course or Second Advanced Course at Faculties of Education—1 yr.	Scholarship equivalent, at least, to second year university standing.
5. Specialist's Certificate . . . . .	19 yrs.	Depending on the speciality. If High School Specialists—Honor Graduate from University in said speciality.	Second Advanced Course at the Faculty of Education—1 yr.	Special regulations for each special line of work—Man. Training, Domestic Science, Classics, Mathematics, Modern Languages, Art, etc.

Rural School Teachers

SCHEDULE A.—CERTIFICATION OF TEACHERS IN CANADA—Continued

CLASS OF CERTIFICATE	MINIMUM AGE	GRADE OF SCHOLARSHIP	PROFESSIONAL TRAINING	REMARKS
VI. Quebec				
a. Protestant Schools—				
1. Second Class Elem. Diploma.....	17 yrs.	Academy Course—Grade II—2 yrs.	No professional test for temporary diploma, but if successful for two years in teaching and by passing a written examination in Art of Teaching and School Law, the certificate is made permanent.	Scholarship, at best, equal to one year in standard high school. Academy Courses represent the 8th, 9th, and 10th years of school experience.
2. First Class Elem. Diploma.....	17 yrs.	Academy Course—Grade II—2 yrs.	Course at School for Teachers—Macdonald College—1 yr.	Scholarship equivalent probably to second year standing at standard high school.
3. Model School Diploma..	17 yrs.	Academy Course—Grade III—3 yrs.	Course at School for Teachers—Macdonald College—1 yr.	Scholarship equivalent to Junior matriculation at McGill University.
4. Second Class Academy Diploma.....	17 yrs.	Model School Diploma + Special Examination.	Training represented by possession of Model School Diploma + 5 years successful teaching.	Scholarship probably equivalent to Senior matriculation.
5. First Class Academy Diploma.....	17 yrs.	College graduation from British University.	Course in Department of Education at McGill or its equivalent.	Courses in professional subjects taken during Senior Year + practice teaching.
b. Roman Catholic Schools				
1. Elementary School Diploma.....	Females 17 yrs. Males 18 yrs.	Completion of Elem. School Course—4 yrs. Completion of Model School Course in Sacred History, Grammar, Parsing and Logical Analysis, Dictation, Writing and History; but only the 1st year of Model School Course in Literature and Arithmetic—less than 2 yrs.	Brief elementary examination in pedagogy. Pupils may enter Normal Schools at 15 yrs. if they have graduated from the elementary school.	Probably equivalent to full graduation from standard 6th or 7th grade.
2. Model School Diploma..	"	Completion of Model School Course—6 yrs. Completion of Academy Course in Arithmetic and Hist. of England and 7th yrs. work on Hist. of France.	Brief elementary examination in pedagogy or a year's work at the Normal School.	Probably equivalent to graduation from a standard 8th grade.
3. Academy Diploma.....	"	Completion of Academy Course—8 years.	Examination in pedagogy or a year's work at the Normal School.	Minimum scholarship at best equal to one or two years at high school. Graduates of Roman Catholic Universities in Quebec receive Academy Diploma by attendance on Pedagogic lectures without an examination.

SCHEDULE A.—CERTIFICATION OF TEACHERS IN CANADA—*Concluded*

CLASS OF CERTIFICATE	MINIMUM AGE	GRADE OF SCHOLARSHIP	PROFESSIONAL TRAINING	REMARKS
<b>VII. <i>New Brunswick</i></b>				
1. Third Class License.....	17 yrs.	Third Class "Entrance" Examination.	Third Class "Leaving" Examination—at least 5 mos. at Normal.	Scholarship equivalent to good eighth grade course. Valid only three years. Renewable at discretion of Board of Education.
2. Second Class License.....	"	Second Class "Entrance" Examination.	Second Class "Leaving" Examination.	Scholarship equivalent to one year in good high school.
3. First Class License.....	"	First Class "Entrance" Examination.	First Class "Closing" Examination—after one year at the normal school, +2 years successful experience.	Scholarship equivalent to Junior matriculation at recognized university.
4. Superior License.....	"	Same as for First Class + more advanced examination in Mathematics and an examination in elementary Latin.	Same as for First Class with higher standing in examinations.	A little in advance of Junior matriculation in mathematics only. Really an "honor" grade of First Class License.
5. Grammar School License..	"	Grammar School "Entrance" examination for Teacher's License or its equivalent. Graduation from recognized university or college secures exemption from normal.	Normal School Course—one year.	Scholarship rank equivalent to Senior matriculation.
<b>VIII. <i>Prince Edward Island</i></b>				
1. Third Class License.....	Females 16 yrs. Males 18 yrs.	Matriculation at Prince of Wales College.	Five months course at Prince of Wales College with a little professional work—very little.	Equivalent to 1st year work in standard high school.
2. Second Class License.....		First Year's Work at Prince of Wales College.	A little professional work associated with the academic work of the year.	Equivalent to Junior matriculation in some subjects and to 2nd yr. High School work in others.
3. First Class License.....		Second Year's Work at Prince of Wales College.	Some professional work associated with the academic work.	In some subjects equivalent to Junior matriculation, in a number equivalent to Senior matriculation at recognized university.
<b>IX. <i>New Scotia</i></b>				
1. Third Class Rank.....	17 yrs.	"M. P. Q." written examination or Graduation from Grade IX with "Teachers Pass Certificates."	Third Class Course at Normal School about 5 mos.—one term, or "M. P. Q." exam. + "Teachers Pass Certificate" of Grade X.	One year high school course + a little professional training or two years high school course with no Normal Training.
2. Second Class Rank.....	18 yrs.	Graduation from Grade X.	Normal School Course—5 months.	Scholarship—2nd Year High School.
3. First Class Rank.....	19 yrs.	Graduation from Grade XI.	Normal Course of one year.	Scholarship—Junior matriculation.
4. Academic Rank.....	20 yrs.	Graduation from Grade XII.	Same as for 1st Class + successful experience. University Graduates excused from one-half of year's work at the Normal School.	
5. Academic Head Master..	22 yrs.	College Graduation.	Professional Academic Rank.	

Rural School Teachers

While it should be kept in mind that there are many teachers of first class rank teaching in the rural schools, especially during their probationary period, the fact is that the great majority of the rural school teachers belong to those groups holding second or third class certificates, or merely a temporary "permit" to teach. It would, therefore, be well to examine more closely into the scholarship and training of these groups.

*Permits:* First, a work of caution is necessary lest the terms "permit" or "temporary permission to teach" be misinterpreted. In many cases, especially in the West, such "permits" are granted to university graduates, university students of various years,—first class teachers from Eastern Canada, Great Britain and Ireland and the United States, giving them the privilege of teaching for a brief period until they have an opportunity to meet any special conditions the Departments of Education may require, before granting them full professional standing. Again, such "permits" may be issued frequently to those students within the provinces who hold the requisite academic standing for full certification of various grades but who, owing to the demand for additional teachers and their own desire to secure funds to enable them to attend the normal schools, are willing to spend a term or a year in such a preparatory way. While it is but fair to call attention to this, the brighter side of these "temporary permissions to teach," it must be recognized that in very many cases the authorities are reluctantly forced to grant "permits" to individuals whom they consider quite unfit to do even fairly good work in the rural schools. When faced with the plain issue—no teacher at all or a makeshift teacher—the attempt is usually made to keep the local school open.

*Third Class Certificate:* The Third Class Certificates are the lowest receiving recognition as a legitimate part of the educational schemes. They are usually temporary, being good for from one to five years. In some provinces, as is indicated in Schedule A, they may be made permanent if certain conditions are met, but, generally speaking, the authorities consider this grade of license as only a temporary arrangement to meet the immediate demand for teachers.

In British Columbia, Alberta, Saskatchewan, Manitoba and Ontario scholarship equivalent to the completion of two years of high school work plus a term, varying from two months to

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five months, of professional training, is the minimum requirement for this, the lowest certificate granted.

In Saskatchewan all teachers receiving their professional training within the province, no matter how advanced their scholarship may be, have to take the Third Class Professional Certificate and teach for at least one year thereon before being admitted to training courses for the higher certificates.

In Prince Edward Island and Nova Scotia an academic rank equivalent to one year of high school work is required. The professional training required in Prince Edward Island is almost negligible while that in Nova Scotia is a term at the normal school unless the student has elected to enter the profession via the locally well-known "M. P. Q." examination<sup>2</sup> in which case, however, he must have scholarship which is supposed to be equivalent to two years of high school work.

In the case of New Brunswick it is difficult to make a relative statement owing to the peculiar system of teachers' examinations. To state that the scholarship prerequisite is but little in advance of a good eighth grade standing is probably very near a true estimate. A term of four to five months at the normal school is also required.

In estimating the status of teachers in Quebec we must first translate the local terminology into terms more commonly understood. The "elementary" school in Quebec, under both the Roman Catholic and Protestant committees, means a school undertaking to do the *first four* years of ordinary public school work. Occasionally the fifth year work is done, but special permission from the Department is necessary before undertaking such. Frequently too, pupils will be found who will take five years to complete the four-year program. The "model" school under the Roman Catholic Committee is one that undertakes to do the first six years of ordinary school work. An extra year's work may be undertaken if special permission be obtained and some pupils may require an extra year in which to complete the regular course. The "academy" under the Roman Catholic Committee undertakes to provide the first eight years of school

<sup>2</sup> A written examination without any normal school attendance requirement. Examination almost wholly academic. Policy of the authorities is to eliminate it as soon as possible. Yet, in 1911, 21 Superior, 46 First, 99 Second, 435 Third Class candidates, a total of 736, wrote on these examinations. See Annual Report of Department of Education,—1910-11, page 49.

work. Here also, the retardation may be such that some children require an extra year or two to complete the work outlined. Under the Protestant Committee the "model" school undertakes the *first seven*, and the "academy" the first ten years of school work. Under the Roman Catholic Committee, therefore, the "academy" is, at best, little more than an eight-year public school, while under the Protestant Committee it undertakes one, two, or three years of high school work.

With these facts in mind, the teachers' certificates issued by the respective committees can be more clearly evaluated. Under the Protestant Committee the First Class Elementary Diploma is about on a par with the Third Class Certificate of Ontario and the Western Provinces; the Second Class Elementary Diploma being a year less advanced. Under the Roman Catholic Committee graduation from the "elementary" school—as it is in Quebec—and a minimum age of fifteen years are required for entrance to the normal schools where, according to Regulation 202 of said committee, "The distribution of subjects is such that, as a general rule, pupils may obtain the Elementary or Primary School diploma at the end of the first year, the Model or Intermediate School diploma at the end of the second year, and the Academy or Superior School diploma at the end of the third year." It seems, therefore, that even the Academy diploma under this Committee falls short of being equivalent to the Third Class Certificate of the provinces to the west, and the Model and Elementary School diplomas are correspondingly lower in qualifications as to scholarship and professional training. Under both committees it is still possible to secure diplomas by writing on examinations without attendance at the normal schools.<sup>3</sup> In the rural schools under both committees usually only the "elementary" school work is attempted, in the village schools the "model," and in towns the "academy" work. In the large cities and throughout the province in general real secondary and higher education is cared for by the religious orders and foundations, the Roman Catholic colleges, and the high schools and universities.

The real rural school in Quebec, therefore, provides the first four or five years of school work and is generally in charge of a

<sup>3</sup> 18.9% of the Protestant lay teachers and 74.4% of the Roman Catholic lay teachers in service 1909-10 had secured their certificates in this way.

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teacher whose scholarship and training are not equivalent to that represented by an Ontario or Western Third Class Certificate. In very many cases the teacher's qualifications are much lower, as will be realized if the preceding schedule is examined. Indeed, when in addition the fact is considered that in the school year 1909-10 no less than 523 Protestant and 930 Roman Catholic lay teachers—a total of 1453—had no certificates whatever, there is ample justification for the conclusion that provision for rural schools in range of scholarship and quality of teaching must be in a deplorable state. Lack of space forbids a discussion of the many special conditions prevailing in this province which would throw light upon the situation. A very definite caution, however, is needed, against jumping to a conclusion in regard to the provision of educational faculties in the Province of Quebec. All that is desired, in the present discussion, is to indicate the situation with reference to those children who are limited to the rural schools for their educational opportunities.

*Higher Certificate:* The requirements for the higher certificates are sufficiently clear as indicated in the schedule.

To bring out more clearly the extent of the *professional training* required for each certificate it may be well to re-group some of the data contained in Schedule A.

## PROFESSIONAL TRAINING OF TEACHERS

PROVINCE	3RD CLASS CERTIFICATE	2ND CLASS CERTIFICATE	1ST CLASS CERTIFICATE
British Columbia	2 months	5-6 months	5-6 months
Alberta	Exam. in Pedagogy + 1 yr. teaching	4 months + 1 yr. teaching	4 months + 1 yr. teaching
Saskatchewan	2 months	2 mos. + 1 yr. teaching + 4 mos.	2 mos. + 1 yr. teaching + 4 mos.
Manitoba	13 weeks	13 wks. + 1 yr. teaching + 4 mos.	13 wks. + 1 yr. teaching + 4 mos.
Ontario	4 months	1 year	1 year
Quebec:—Protestant—Academic and professional training joined together— may enter school for teachers by examination or through model school or high school for teachers—	1 term	1 year	1 year

PROFESSIONAL TRAINING OF TEACHERS—*Concluded*

PROVINCE	3RD CLASS CERTIFICATE	2ND CLASS CERTIFICATE	1ST CLASS CERTIFICATE
Quebec:—Roman Catholic—Academic and professional training joined together very little of the latter. Entrance of lay teachers to the profession (if licensed) either by examination or attendance at normal schools for one year.	1 year	1 year	1 year
New Brunswick	By exam. or 5 mos. at normal	By exam. or 1 yr. at normal	By exam. or 1 yr. at normal
Prince Edward Island	5 mos. Largely academic	1 year in each case.	1 year
Nova Scotia	5 mos. "M. P. Q." exami	5 mos. nation may be taken	1 year instead.

In the first five of the above-mentioned provinces the courses indicated are almost wholly professional. In New Brunswick, Nova Scotia, and in the Protestant School for Teachers at Macdonald college, while considerable attention is given to the professional work, much time is also given—especially in the case of the lower certificates—to extending the scholarship of the students along purely academic lines. In Prince Edward Island and in the Roman Catholic normal schools in Quebec the major part of the time is given to academic work, and the professional work receives, relatively, but slight attention.

While it is beyond the scope of the present inquiry to discuss the training of teachers in detail it seems well to point out the fact that the brief suggestion of professional training received by the great majority of rural school teachers is very inadequate even if all the time were given to direct preparation for rural school teaching. But such is not the case. The graduates of the normal schools may enter rural, village, town, or city schools and the work given at the normal schools is designed primarily to fit, in so far as may be, the students to teach in the schools regardless of their particular location. It is true, however, especially in the courses for the lower certificates, that considerable attention is given to the problems of regular school work under rural conditions. The special effort being made to supplement this training by modifications within the normal schools and by courses during service in the field will be discussed in subsequent chapters.

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THE DISTRIBUTION OF TEACHERS IN SERVICE - GRADE OF CERTIFICATION

Grade of Certification	1930		1931		1932		1933		1934		1935	
	No.	%										
Elementary	100	100	100	100	100	100	100	100	100	100	100	100
Intermediate	100	100	100	100	100	100	100	100	100	100	100	100
High School	100	100	100	100	100	100	100	100	100	100	100	100
Normal	100	100	100	100	100	100	100	100	100	100	100	100
College	100	100	100	100	100	100	100	100	100	100	100	100
University	100	100	100	100	100	100	100	100	100	100	100	100
Postgraduate	100	100	100	100	100	100	100	100	100	100	100	100

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SCHEDULE B.—DISTRIBUTION OF TEACHERS IN SERVICE.—GRADE OF CERTIFICATION

PROVINCE	YEAR	I Those without certificates, those with "permits" to teach and those with academic standing below that required for a regular Third Class Certificate in Ontario or the Western Provinces, namely—a two-year high school course.						II Those holding certificates or diplomas representing scholarship equivalent to that required for an Ontario or Western Third Class Certificate.						III Those holding a certificate or diploma representing scholarship equivalent to Junior Matriculation at a recognized University—usually three years' high school work in Canada—Second Class Certificates of Ontario and the West.						IV Those holding certificates or diplomas representing scholarship equivalent to Senior Matriculation at a recognized University—usually four years' work in a Canadian high school. First Class Certificates of Ontario and the West.						V TOTALS													
		All schools		Rural schools		Percentage of all, in rural schools		All schools		Rural schools		Percentage of all, in rural schools		All schools		Rural schools		Percentage of all, in rural schools		All schools		Rural schools		Percentage of all, in rural schools															
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female														
British Columbia	1909-10	98						181						323						435						1,037													
Alberta	1910	366		356		97.2%		268		237		88.4%		1,251		756		60.4%		232		115		34.6%		2,217		1,464		66.0%									
		113	253	111	245	80.3%	66.9%	113	155	103	134	38.4%	59%	332	919	264	492	21.1%	39.3%	158	171	60	55	18%	16.6%	716	1,501	538	926	24.2%	41.8%								
Saskatchewan	1910	541		520		96.1%		837		767		91.6%		1,082		689		63.6%		212		90		42.4%		2,672		2,066		77.3%									
		257	284	252	268	46.5%	49.6%	358	479	335	432	40.0%	51.6%	345	737	247	442	22.8%	40.8%	114	94	48	42	22.6%	19.8%	1,074	1,598	882	1,184	33.0%	44.5%								
Manitoba	1909	187						799						1,331						345						2,662													
																										637   2,025													
Ontario <sup>1</sup>	1909	1,173		1,099		93.7%		2,755		2,513		91.2%		4,455		1,953		41.5%		786		201		25.5%		9,185		5,766		62.7%									
																										1,660   7,525						1,102   4,664		11.9%		50.8%			
Quebec <sup>2</sup>	1909-10	4,212						1,527						128												5,867													
Roman Catholic		88		4,124								108		1,419		88		40								284		5,583											
Protestant		16		507								3		495		18		473								92		1,541											
New Brunswick	1909-10	457						994						506						27						1,984													
		44		413								72		922		94		412								228		1,756											
Prince Edward Island	1910	166						309						116												591													
		55		111								108		201		47		69								210		381											
Nova Scotia	1911	1,172						885						646						96						2,799													
		117		1,055								69		816		88		558								57		39		331		2,468							

<sup>1</sup> It is to be regretted that the Departmental Reports of all the Provinces did not make possible the same detailed statement as in the cases of Saskatchewan and Alberta. The percentages of the low grade teachers in rural schools would no doubt be much the same.

<sup>2</sup> Only the teachers in the Public Schools. Those in the Roman Catholic Separate Schools, the Continuation and the High Schools omitted as report did not give sufficient data to get corresponding figures for same.

\* Lay teachers only. The 5,805 "religious" teachers are not classified according to certification in the reports. Note that in table the grades of certification have been given a valuation a little higher than in Schedule on Certification of Teachers.

1910-11

Province	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920
Alberta	100	100	100	100	100	100	100	100	100	100	100
Saskatchewan	100	100	100	100	100	100	100	100	100	100	100
Manitoba	100	100	100	100	100	100	100	100	100	100	100
Ontario	100	100	100	100	100	100	100	100	100	100	100
Quebec	100	100	100	100	100	100	100	100	100	100	100
Atlantic	100	100	100	100	100	100	100	100	100	100	100
Canada	100	100	100	100	100	100	100	100	100	100	100

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## B. DISTRIBUTION OF TEACHERS IN SERVICE BY RANK

Having examined the prerequisite requirements for entrance into the teaching profession, a summarized statement of the actual distribution of the teachers in service in regard to certification naturally follows.<sup>4</sup> Where the departmental reports make it possible, the distribution as to sex and as to rural schools is also indicated. (See Schedule B, insert.)

The table reads, in regard to Alberta, for example: For year 1910 there were 366 teachers either without certificates, with "permits" or with standing below that required for Third Class Certificates, and of these 356 or 97.2 per cent were in the rural schools. Of the total 366, 113 were men and 253 were women. Of those in the rural schools (356) 111 were men and 245 were women. Of the total 366 such teachers 30.3 per cent were men in rural schools and 61.9 per cent were women in rural schools. Sections II, III, IV, and V read in a way exactly corresponding to Section I.

The facts revealed by Schedule B to which it seems desirable to call special attention are:

I. The percentage of the total provincial teaching force found in the rural schools: In Alberta 66 per cent, in Saskatchewan 77.3 per cent, and in Ontario (public schools only) 62.7 per cent.

## II. The Sex Distribution of Rural School Teachers:

PROVINCE	MALE	FEMALE
Alberta.....	36.7%	63.3%
Saskatchewan.....	42.6%	57.4%
Ontario (Public schools only).....	19.1%	80.9%

While the Departmental Reports do not give the exact data in the case of the other provinces one would be quite safe in saying that the percentage of men in the rural schools of British Columbia is probably as high, if not higher, than it is in Alberta. In Manitoba the percentage would fall between that of Ontario and Alberta, while in Quebec and the Maritime Provinces it is very low indeed.

<sup>4</sup> Annual Reports of the Provincial Departments of Education, 1909-10, 1910-11.

## III. Sex Distribution of All Teachers:

PROVINCE	MALES	FEMALES
British Columbia . . . . .	27.7%	72.3%
Alberta . . . . .	32.2%	67.8%
Saskatchewan* . . . . .	40.2%	59.8%
Ontario (Public schools) . . . . .	18.0%	82.0%
Quebec (Prot. & R. Catholic, Lay) . . . . .	5.0%	95.0%
New Brunswick . . . . .	11.4%	88.6%
Prince Edward Island . . . . .	35.5%	64.5%
Nova Scotia . . . . .	11.8%	88.2%

IV. Almost all of the lowest grade teachers—97.2 per cent in Alberta, 96.1 per cent in Saskatchewan, and 93.7 per cent in Ontario (public schools only)—are found in the rural schools. The same is true of those holding certificates equivalent only to the Ontario or Western Third Class Certificate, the respective percentages being 88.4 per cent in Alberta, 91.6 per cent in Saskatchewan and 91.2 per cent in Ontario (public schools).

V. Distribution of Rural School Teachers by Rank: <sup>5</sup>

PROVINCE	BELOW 3RD CLASS		HAVING 3RD CLASS		2ND CLASS		1ST CLASS		TOTALS
	No.	%	No.	%	No.	%	No.	%	
Alberta . . . . .	356	24.3	237	16.1	756	51.6	115	7.8	1,464
Saskatchewan* . . . . .	520	25.1	67	37.1	689	33.4	90	4.3	2,066
Ontario (Public schools) . . . . .	1,099	19.0	2,513	43.5	1,953	33.8	201	3.4	5,766
Totals . . . . .	1,975	21.2	3,517	37.8	3,398	33.5	406	4.3	9,296

The distribution in British Columbia would show a larger percentage of higher grade teachers in the rural schools, in Manitoba it would be about the same as in Saskatchewan, while in Quebec and the Maritime Provinces there are very few teachers with a rank equivalent to the above Second Class Rank in the rural schools. It is to be regretted that the necessary data to complete the table are not to be found in the departmental records.

<sup>5</sup> Note: In Table V the distribution is as in Schedule B.

\* Note: Saskatchewan's scheme in regard to Third Class Certificates should be kept in mind.



SCHEDULE C.—TEACHERS' SALARIES

PROVINCES	BELOW THIRD CLASS AS PER SCHEDULES A AND B				THIRD CLASS AS PER SCHEDULES A AND B				SECOND CLASS AS PER SCHEDULES A AND B			
	Male		Female		Male		Female		Male		Female	
	U. <sup>1</sup>	R. <sup>2</sup>	U.	R.	U.	R.	U.	R.	U.	R.	U.	R.
British Columbia:												
High Schools included.....												
Alberta.....	\$510.00	\$631.72	\$592.49	\$625.19	\$723.00	\$668.71	\$678.00	\$647.34	\$561.77	\$681.13	\$679.34	\$661.11
Saskatchewan.....	792.00	695.00	651.00	680.00	761.00	715.00	715.00	675.00	835.00	727.00	682.00	696.00
Manitoba.....												
High Schools not included.....												
Ontario:												
Public Schools—High and Continuation Schools not included.....												
Roman Catholic Separate Schools.....												
New Brunswick:												
Superior, First Class Diplomas.....										\$674.56		\$407.51
Second Class Diplomas.....						\$335.29		\$290.25				
Third Class Diplomas.....												
Grammar Schools.....												
Excluding Superior and Grammar.....												
Including Superior and Grammar.....												
Prince Edward Island:												
First Class.....										397.08		258.98
Second Class.....						252.65		206.11				
Third Class.....	202.63		156.40									
Nova Scotia.....	235.34		207.99		335.86		285.48		569.42		390.12	
Quebec:												
Roman Catholic Lay Teachers in Elementary, Model and Academy Schools.....												
A. Without Diplomas.....	462.00		115.00									
B. With Diplomas:												
1. In Elementary Schools.....	500.00	264.00	197.00	133.00								
2. In Model Schools and Academies.....					796.00	419.00	230.00	149.00				
Protestant Lay Teachers in Elementary, Model and Academy Schools.....												
A. Without Diplomas.....	803.00		215.00									
B. With Diplomas:												
1. In Elementary Schools.....	1506.00	350.00	495.00	230.00								
2. In Model Schools and Academies.....									1354.00	933.00	486.00	350.00

<sup>1</sup> Gaps in the schedule are due to the absence of the required data from the annual reports of the Departments of



## VI. Distri

Province

British Columbia ..
Alberta .....
Saskatchewan *
Manitoba .....
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Cath., Lay) .....
New Brunswick ..
Prince Edward Is-
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Nova Scotia .....
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VI. Distribution of All Teachers by Rank:<sup>7</sup>

PROVINCE	BELOW 3RD CLASS		HAVING 3RD CLASS		2ND CLASS		1ST CLASS		TOTAL
	No.	%	No.	%	No.	%	No.	%	
British Columbia . . .	98	9.4	181	17.4	323	31.1	435	41.9	1,037
Alberta . . . . .	396	16.5	268	12.0	1,251	56.4	332	14.9	2,217
Saskatchewan . . . . .	541	29.2	837	31.3	1,082	40.4	212	7.9	2,672
Manitoba . . . . .	187	7.0	799	39.0	1,331	59.0	345	12.9	2,662
Ontario (Pub. Sch.) . . .	1,173	12.7	2,735	29.9	4,455	48.5	786	8.5	9,169
Quebec (Prot. & R. Cath., Lay) . . . . .	4,735	63.1	2,025	27.0	619	8.2	121	1.6	7,500
New Brunswick . . . . .	457	23.0	994	51.0	506	25.5	27	1.3	1,984
Prince Edward Is- land . . . . .	166	23.0	379	52.2	116	19.6	0	0	591
Nova Scotia . . . . .	1,172	41.8	885	31.6	646	23.0	96	3.4	2,799
Totals . . . . .	8,895	29.4	9,053	29.5	10,329	33.7	2,354	7.7	30,631

## C. TEACHERS' SALARIES

Schedule C presents the data obtained in such a way that several significant facts and relationships are indicated. The salary distributions by grade of teachers' qualifications, by sex, by provinces and by rural or urban location are all indicated in so far as available data would permit. Here again, the inadequacy, and lack of uniformity in departmental reports are to be regretted.

Schedule D attempts to indicate the economic place of the teachers in relation to unskilled labor and the trades. The distribution by provinces is necessary for comparison within the province between the various occupations, and within the various occupations between the provinces.

The following facts and relationships revealed by Schedules C and D are worthy of special notice:

1. The relatively high salaries of the West as compared with the East in all occupations indicated, including teaching.
2. The relatively high salaries of lower grade teachers in the West.
3. The relatively high salaries of female teachers in the West. In contrast one might refer to Quebec where the average salary for male teachers is almost four times that of female teachers of the same rank.

<sup>7</sup> Note: In Table VI the distribution is as in Schedule B.

<sup>8</sup> Note: Saskatchewan's scheme in regard to Third Class Certificates should be kept in mind.

SCHEDULE D.—SALARIES—OCCUPATIONS—COMPARATIVE

OCCUPATION	BRITISH COLUMBIA	ALBERTA	SASKATCHEWAN	MANITOBA	ONTARIO	QUEBEC	NEW BRUNSWICK	PRINCE EDWARD ISLAND	NOVA SCOTIA
Teaching (From Schedule C)	\$728.00-\$1,435.84 \$86.77	\$655.00-\$1,023.32 704.97	\$684.00-\$909.08 714.74	\$651.61-\$736.12 620.80	\$199.00-\$1,026.74 487.30 \$85.48-\$10.80 318.80	\$119.00-\$649.00 103.08 \$83.00-\$1,284.00 433.70	\$502.11-\$454.80 314.32	\$802.88-\$266.60 223.81	\$371.85-\$486.15 290.84
Teaching Av. Daily Wage..	\$1,644.77 4.12	\$ 184.88 3.35	\$ 894.28 3.40	\$ 683.50 2.95	\$ 904.80 4.32 1.35-2.43 1.51	\$ 663.09 77 1.82-6.11 2.06	\$ 148.27 1.49	\$ 96-1.26 1.06	\$ 81-2.31 1.42
Stone cutters.....	4.23	5.09	5.00	4-4.89	3.00	3.20-4.09	3.00	3.59	3.60
Bricklayers.....	5.60	5.59	5.59	4.95-5.49	3.50	2.16-3.69	2.75-3.69	2.59	4.00
Masons.....	5.60	5.09	5.09	3.50	3.50	3.50	3.50	3.59	3.50
Carpenters.....	3.79	3.09	3.09	3.69	3.50	2.05-3.13	3.09	1.79	2.35
Plumbers.....	5.00	3.79	3.79	3.09-5.00	3.50	2.10-3.09	2.75-3.09	2.59	2.50
Painters.....	4.05-4.09	5.49	5.59	3.50-5.00	3.50	2.10-3.09	2.75-3.09	2.59	2.50
Plumbers.....	4.05-4.09	4.69	5.09	4.03-5.09	2.00	2.00-4.59	2.59-3.50	1.79	1.50
Painters.....	4.00	3.09	3.09	1.89-2.25	2.00	3.69	2.00	1.59	2.00
Builders Laborers.....	2.73	2.69	2.69	2.69	1.79	2.69	2.69	1.79	1.75
Primary School Teachers.....	2.73	2.59	2.59	2.69	1.59	1.59-1.73	1.79	1.59	1.50
Hands (Yearly Employment).....	1.15+Board?	1.15-1.39 and Board	.83-1.69 and Board	1.83-1.19 and Board	.55-1.39 and Board	.80-1.19 and Board	.60+ .89 and Board	.49 and Board	1.59
Watchmen.....									1.79
Water-boys.....									

1 Dominion of Canada, *Labor Gazette*, Vol. XII, No. 9, March 1912, pp. 907-908.

2 *Ibid.*, No. 11, May, 1912, pp. 1094-1099.

3 Dominion of Canada, Dept. of Labor, Special Report on Wholesale Prices in Canada 1909-1909, pp. 403-408. Note: Wages are higher now in the Province. The actual teaching days and allow no salary for Saturdays, Sundays or other holidays. It will be readily seen that this makes the daily wage of the teacher appear considerably larger than it would if it were assumed that he were paid for such holidays.

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4. The remarkably low salaries for low grade teachers and especially for female teachers in Quebec and the Maritime Provinces.

5. Invariably the average salary for the rural school teachers is, rank by rank, lower than in the urban schools.

6. The schedule presents averages in each case. This implies that in each case, even in that of the lowest average indicated, there are many teachers getting less, as well as many getting more, than the amount indicated. The significance of this grows in its impressiveness when the lower averages are considered.

7. Schedule D indicates quite clearly that the teacher, on the average, and especially in the case of rural school teachers, finds a place in the wage scale just above that of unskilled labor and below that of the skilled trades.

8. In Quebec and the Maritime Provinces the rural school teacher takes her place below that of unskilled labor in many cases even below that of chore boy on the farm or water-boy on a construction gang.

9. Compared with the Eastern Provinces those of the West evidently pay their teachers higher salaries relatively as well as absolutely when the wages in other occupations are considered.

10. Within the West itself, however, the rural teacher, and the rank and file of teachers in the towns and cities have not as yet from an economic point of view attained the rank of a skilled laborer.

#### D. EXPERIENCE, PERMANENCY OF POSITION AND CONDITIONS OF LIVING

The entrance age for professional training and the common fact that the great majority of teachers begin their teaching career in the rural schools indicate clearly the relative maturity and professional experience of rural school teachers. While exact data are not available it is quite safe to say that the great majority of the rural teachers in Canada are between seventeen and twenty-three years of age. Youthfulness, with inadequate experience in life, learning and professional work is one of the chief characteristics of the rural teachers. They are not to blame for this for they cannot add years to their age by their own volition. Indeed, the youthfulness brings its advantages

as well as its disadvantages. This would be especially true if real leadership were provided; and if it were made possible for such leadership to come into close touch with the field these young teachers would, in many respects, do better work than those who are more mature.

The lack of *permanence in one position*, so characteristic of Canadian rural schools, is one of the most serious problems affecting the efficiency and continuity of the work in such schools. When this difficulty is added to the already too numerous handicaps under which the rural schools are working it is really surprising that they accomplish as much work as they do. In Alberta, for instance, in the school year 1910 no less than 749 teachers out of a total number of 2651 teachers changed their positions during the year. In their answers to the first questionnaire the inspectors are practically unanimous in declaring this to be one of the most serious difficulties connected with the administration of rural schools. The lack of permanence is due not merely to the changing from one place to another because of better salary or more congenial surroundings but also to the number who leave the work of teaching in the course of a few years to go to college or into the professions or, as so frequently happens, especially in the West, in the case of women teachers, to become the mistress in a home of their own.

The conditions of living for the rural teachers varies a great deal in each province and between the provinces. From the most comfortable and modern or rural homes to the most unsatisfactory, unsightly and unsanitary of the hovels among some of the foreign settlements one can find every gradation of accommodation. If a greater number of the teachers were married many of the local school boards might be induced to provide a teacher's residence with four or five acres attached; but few care to risk it when their chances of securing the services of a married teacher are rather slight. A movement looking toward the provision of homes for the teachers is, however, one of the much needed developments in connection with rural schools.

The superior schools, consolidated schools, and continuation schools, as well as the county academies, should include such provision—at least for the principal—in their administrative policy.

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## CHAPTER IV

### COURSES OF STUDY

In each of the provinces the central provincial educational authorities—after more or less adequate discussing and advising on the part of the profession and the public—formulate the official courses of study for both the elementary and secondary schools. Their most important function is that of securing a measure of uniformity within the provincial systems and of setting the standards of attainment. The annual provincial examinations and the supervisory work of the inspectors are additional agencies working toward the same ends. Usually the provincial examinations come at the close of the elementary school course and at the end of each year or grade in the secondary school courses. The question of promotion within the elementary school is generally left to the local teachers, principals, and superintendents, subject, of course, to the confirmation of the inspector.

The courses are usually in outline form, and are organized as if for a graded school. While frequently spoken of as suggestive, they are quite as frequently felt to be prescriptive and at times restrictive. The truth is that they are intended to be, at one and the same time, suggestive, prescriptive, and restrictive. The relative emphasis placed on these several functions depends largely upon the disposition and attitude of those immediately responsible for administering the school system, especially the school inspectors. The answers of the inspectors to question one of the first questionnaire indicate quite clearly that even within a given province there is considerable variation in this matter. Fourteen out of the sixty-seven inspectors report that they allow no latitude in regard to the course of study, while forty-three make some attempt to aid the teachers in making the necessary adjustments to meet the local conditions. As a matter of fact the lack of adequate training on the part of many teachers, the presence of foreign

children in many of the schools, the short summer schools in many rural districts, the influx of older pupils into rural schools during the winter months and the difficulties of the ungraded and partly graded schools, compel modification whether it be officially recognized or not. While the principle of adjustment is recognized by the presence of obligatory, alternative, and optional work on all the provincial courses of study the pressure towards uniformity, as in all centralized systems, is quite strong and considerable persistent effort is needed to secure revisions and modifications of the prescribed courses.

For the present the adjustment of the elementary school course to meet the needs and conditions of rural schools will be discussed, that of the secondary schools being taken up in Chapter VIII.

In all the provinces the following subjects are obligatory for the elementary school whether rural or urban: Reading, spelling, grammar, composition, writing, arithmetic, geography, Canadian and English history, hygiene with physiology or temperance, drawing, and nature-study. The nature-study course is sometimes called elementary science and generally takes an agricultural and horticultural trend during the last two years of the elementary school work. Physical culture, music, manual training, household arts, while usually on the optional list, are encouraged and fostered with varying earnestness and effectiveness according to the professional vitality of the teachers and educational leaders, and the attitude of the government and general public. While civics is usually merged with history, Alberta, Nova Scotia and the Roman Catholic Committee of Quebec have formulated a definite course in this subject for the upper grades. In Alberta, elementary geometry, and, under the Protestant Committee in Quebec, elementary algebra are taught during the last year of the public school course. Elaborate courses in religious instruction and the dual language problem increase the difficulties of the elementary schools in Quebec. In addition the schools under the Roman Catholic committee teach Latin after the third year of the elementary school.

In Alberta, Saskatchewan, Manitoba and Maritime Provinces the elementary course is outlined on the basis of one year's work to a grade for a full eight-year course of study. In British

Columbia there is first the division into Junior, Intermediate, and Senior, and then the sub-division of the Junior and Senior divisions into two classes. The course of study as printed is outlined for the major divisions only. Under the Protestant Committee in Quebec the major divisions are Elementary School, Model School, and Academy,—the first being a four-year course, the second being the former with three additional years of work added, and the last including the model school course plus three additional years. Under the Roman Catholic Committee the Elementary School has the four-year course, the Model School the same four years' work with two years additional, and the Academy is simply a model school with two or three years of more advanced work.

The fundamental idea guiding in the selection and organization of such general courses is that they should represent what is considered to be the minimum body of common knowledge, appreciation and abilities which every child should possess regardless of his station in life or the location of his home.

Apart from these outline courses of study designed primarily for a graded school, the annual provincial examinations, the authorized text-books, and the approved library books, the rural teacher receives little aid in matters pertaining to the curriculum except such as may be given by the inspector on the occasion of his annual or semi-annual visitation. Recalling the maturity, scholarship, and professional training of the rural school teachers as indicated in the preceding chapter some idea may be formed of their ability to do for their school what a whole corps of town or city teachers, under the leadership of principals, supervisors, and superintendent, find great difficulty in doing even though the official course fits more readily into their situation. Not only are the rural teachers left almost alone to deal with the problems of finding, selecting, evaluating and organizing the detailed content for each grade of work, and of determining the questions of relative emphasis and of time distribution both between and within the various subjects, but they must also undertake to teach all the grades they may have in the same time that a town or city teacher has for a single grade.

A realization of this has led some of the provinces in the latest revisions of their courses of study to make the outlines of the general course fuller and more suggestive and to include

therein a list of helpful source-material references for both pupils and teachers. In Nova Scotia an attempt is made to give a suggestion as to the range of material to be dealt with in one-, two-, and three-teacher schools as distinguished from the town and city graded schools. The outline is so brief, however, that it can scarcely be said to enrich the teacher's sense of the content of her work or give much definite help in solving the problems mentioned above.

The one point at which each province professes to give some work of peculiar interest to rural children is in the courses in nature-study and elementary agriculture, sometimes called "elementary science," or "object lessons and familiar science," or "useful knowledge." The common judgment of the inspectors, taking the country as a whole, is that, with the exception of relatively few cases, this subject is either ignored or dealt with in an informal and haphazard way with quite unsatisfactory results. Nature-study and elementary agriculture studied through books for the purpose of passing examinations, are, however, gradually giving way before genuine efforts to make the work amount to something. Some provinces, particularly Manitoba, Ontario, and Nova Scotia, are making a real effort to strengthen this course, in the rural schools especially. A brief survey of what each province is doing in this regard will be of interest.

The subject appears on all the courses of study for elementary schools—generally receiving no more than a few pages for the outline of the complete course for the eight years' work. In Manitoba a special outline is appended to the general course of study giving a fuller suggestion as to the content of the course and mentioning helpful references. Ontario and Nova Scotia issue special circulars and bulletins to aid the teachers in this subject. The greatest difficulty experienced by the provinces is to transfer the course of study, from paper, into a reality in the experience of the teachers and children.

In British Columbia, Alberta, and Saskatchewan the instructors in nature-study and agriculture at the normal schools have to contend with the following difficulties,—the sessions of the normal schools begin in the autumn and end in the early spring, giving little opportunity for field work and almost none for garden work; the students enter without the needed foundation

knowledge, owing to the weakness of the subject in the elementary and high schools; the absence of laboratory accommodation necessitates too great dependence upon text-books and window boxes; the few brief periods which can be allotted to the subject during the short normal courses scarcely permit of more than a look at the beginnings of what ought to be done. These provinces have as yet provided for no special courses or summer sessions to improve the teachers in this or any other subject. While definite improvement is to be expected in the immediate future in all three, it will readily be seen that the process of making the course in nature-study and agriculture a living reality in the rural schools rather than merely a printed outline in an official course of study is as yet far from complete.

In Manitoba the course at the normal school is supplemented by a short spring course, at the agricultural college, held just after the close of the spring term at the normal school. In addition to this the work is followed into the field. A yearly bonus is paid to teachers who are successful in the short course and do good work in their schools in this line. Even the inspectors are urged to take this short course in order that they may be better able to help the teachers in the work. It is gratifying to note that many of them have already done so.

Under the Roman Catholic Committee in Quebec the course is called "Object Lessons and Familiar Science" and "Agriculture." The outlines are fairly full, but little seems to have been done to put the work actually into operation until Mr. O. E. Dallaire, superintendent of the Dairy School at St. Hyacinthe, took up the question of nature-study and school gardens. Securing recognition for the work from the Department, he has pressed the case for this line of work with considerable success. Prizes are offered to schools and teachers having school gardens and nature-study work that meet with his approval. In 1910 as many as 188 schools had such gardens but the schools were not all rural. As yet, with a few notable exceptions, they are little more than small gardens kept at school—in many cases just sufficient to be an excuse to claim a prize. Their more adequate development and fuller utilization for educational purposes await an improvement in the teacher training and modifications in the general course of study. The school at St. Hyacinthe or the Monastery at Oka have not as yet pro-

vided special courses for teachers in this subject. It is a pity that religious differences stand in the way of a fuller utilization of the splendid equipment at Macdonald College.

The Protestant Committee in Quebec has been especially fortunate in the arrangements by which its School for Teachers is located at Macdonald College. The opportunity for splendid work in the way of training teachers for rural schools is unique. Adjustments are not fully made as yet, however, and many difficulties must be contended with that are outside of the work with the students while at the institution. It is but necessary to recall the situation as indicated in the previous chapter, in regard to certification and salary, to appreciate what some of these difficulties are. The teachers must of course be trained to teach the official course of study and this has remained much as it was before the new arrangements for teacher training were made. It leaves agriculture and nature-study in the group of optional subjects and gives but a meagre outline of the work. Those students who attend the School for Teachers for the lower diplomas—the prospective rural teachers—are usually so little advanced in general scholarship that they must necessarily spend nearly all of their time on the general course if even passable work is to be done in what are considered to be fundamental subjects. This leaves relatively little time for professional work, or, for what are considered the special subjects of nature-study, agriculture, manual training and household arts.

In spite of all of these handicaps the coöperation between the schools of Agriculture, Household Science, and Teachers is accomplishing a great deal in strengthening the rural school teachers. During the winter months the greenhouse and the laboratories are used. In spring the school gardens—one for the practice school and one for the normal students—are prepared and cultivated. Each student participates in the work and is responsible for a portion of the garden. The whole work is under the guidance of experts—not teachers who know “just enough about the subject to teach it.” In addition the students are kept in fairly close touch with the work of the School of Agriculture as a whole, being required to take some lectures under the various professors in order to get an appreciation of the possibilities of agricultural education.

In New Brunswick the course is a required one and is briefly

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outlined. There is no agricultural college in New Brunswick so any special training received in this direction beyond that given in the elementary, the high, and the normal schools is usually obtained at Macdonald College. The work at the Normal School begun under Dr. Brittain, who did pioneer work in developing the subject before leaving to become professor of nature-study at Macdonald College, has been followed up enthusiastically by his successor, Dr. Hamilton. The limited time available, and the pressure of other subjects during the normal school course offer the chief difficulty to more satisfactory work. The winter months are devoted to elementary science, the spring and autumn to botany and school gardening. By special grants an effort is made to follow up the work in the field. During 1909-10, fourteen school gardens "varying in size and importance" were in operation.

In Prince Edward Island while the subject finds a place in the program it receives but little, if any, special attention. No special courses are offered or inducements held out to encourage teachers to develop the work. The more progressive teachers and inspectors have done considerable that is worth while, but it is difficult to go far without more definite organization and support on the part of the Department. The Hillsboro Consolidated School is the brightest spot in rural education in the Island.

In Nova Scotia the location of the Normal School and Agricultural College in the same town (Truro), with their close coöperation in the matter of teacher training gives a special opportunity for excellent work in adjusting teacher training to meet rural needs. While nature-study, elementary science, and agriculture form part of the regular normal school course, the Rural Science Courses given every summer are especially effective. They are so organized that by attending for three summers a teacher can get a fairly good grasp of the subject and of how to manage the work to best advantage in the school. As has been noted in Chapter II the possession of the diploma granted on the completion of the third session and the successful conduct of the work in the field bring a substantial bonus to both teacher and school. Even attendance during one session with good work in the subject in the schools during the subsequent year secures a small bonus. Transportation to and from these summer sessions is paid by the Government.

While the short model school courses in Ontario from which so many of the rural teachers graduate can offer but little training in these subjects, the full year course at the normal schools gives an opportunity for much better work. This is especially true where the instructor in charge of the subject has supplemented his science course with special courses at an agricultural college. The most significant developments in Ontario along the lines of adjusting teacher training to rural needs have not been within the regular normal schools.

The stimulus given to the improvement of rural education by the Macdonald Movement<sup>1</sup> has been fostered by the departments of Education and Agriculture and the Agricultural College to a very definite degree so far as teacher training in elementary agriculture and nature-study is concerned. Under the leadership of Professor S. B. McCready of the Agricultural College the elementary part of the work has developed until the Government has considered it of sufficient importance to appoint Professor McCready as Director of Elementary Agricultural Education for the Province. In creating this new office and providing the authority and organization necessary to make it of real significance the Government is making it possible for Professor McCready to be even more aggressive, persistent, and effective in developing and strengthening the work.

The chief duties of the new director will be to have charge of the spring and summer courses for teachers provided at the Agricultural College at Guelph. As has been suggested in Chapter II the students with previous teaching experience at the normal schools, who attain a certain ranking and desire to take the special spring course at the Agricultural College, are excused a few weeks before the close of the normal session to enable them to do so. With transportation paid and free board and lodging while there, the additional course does not weigh heavily upon the teachers in a financial way. Having graduated the students, the director now has the authority and duty of following them into their schools with aid, encouragement, and supervision as far as this subject is concerned. The grants and bonuses mentioned in Chapter II are payable only after he has approved of the work of the teacher and of the character of the school garden.

<sup>1</sup> It is to be regretted that space does not permit a review of this movement. A full account may be found in the sources indicated in the Bibliography.

The Summer Course for Teachers offered each year during the month of July at the Agricultural College is for the purpose of training teachers in nature-study and elementary agriculture, manual training and household science. The course is so organized that, while each session's work is a unit in itself, three sessions are needed to complete what is considered to be a satisfactory training in these subjects. One of the most interesting and suggestive aspects of the work is the scheme of reading, study, and experiment for the intermediate months while in actual service out in the schools, which Professor McCreedy has developed as a means of re-inforcing and supplementing the work done during the summer session. The significance of this unified scheme in providing greater fullness of knowledge, making the summer session more valuable, and giving the most helpful direction to the teachers, continued progress in the subject, must be apparent to any one working in the field of education.

In addition to these courses the director is able to keep in touch with the teachers in the field and be of definite assistance to them through the medium of "The School's and Teacher's Bulletin," published at the Agricultural College, "The School's Division of the Experimental Union" (a group of those deeply interested in the advancement and diffusion of agricultural science), "The Lesson Charts in Agriculture," and the "Series of Circulars on Agricultural Topics" now being prepared for the use of teachers and pupils,<sup>2</sup> and the Annual Report on the work published as a special bulletin.

Considerable progress has already been made. In 1909 ninety-two teachers, in 1910 forty-one teachers, and in 1911 seventy-eight teachers attended the "Spring Course." In the Summer Course of 1910 one hundred and twenty students attended, of whom sixty took the course in nature-study and elementary agriculture; in 1911 out of an enrollment of nearly two hundred, one hundred and two took this course. The number of teachers and schools receiving the bonuses and grants for the teaching of the subject and the maintenance of school gardens was seventeen in 1910 and thirty-three in 1911.

In addition to these, one hundred and sixty-six teachers with the coöperation of the School's Division of the Experimental

<sup>2</sup> Several are already available—Circulars 13, 13A, 13D, 13E, and Charts I-II.

Union, and seventeen others, did some work in gardening and nature-study. A much more rapid development may now be expected since the work has been put upon a more definite basis. Considering the situation thus revealed in regard to the elementary school course of study, and looking towards further development and progress the following suggestions would seem to have special significance.

I. *Courses of Study in General*: Many of the provinces, and to a considerable extent all of the provinces, seem to have failed to realize the possibilities of properly prepared courses of study as educational instruments. To the enrichment of the scholarship and the cultivation of professional improvement of teachers—especially the young, inexperienced, and relatively ignorant; to the elimination of much of the confusion, misadjustment, and loss of time due to the shifting within the profession from province to province, from school to school, and from teaching into other walks of life; to the conserving of the teachers' time and energy for the more immediate problems of the school and the teaching process, by making it easier to secure, select, evaluate, and organize the needed materials and by offering suggestions as to how they may best be utilized and taught; to all of these purposes a properly prepared course of study would contribute greatly.

Such an outline must be liberal in its suggestions of content, clear as to relative values, emphasis, and time distribution, and bountiful in the light it throws upon questions of method, especially those dealing with the various crucial steps in the development of the subject. A good list of the most helpful references, each noted in connection with the question or topic to which it refers, as well as the more general list at the end of the outline for the subject, is needed. These references (indicating chapters and pages most pertinent) should put the teachers in touch with the best materials available for both themselves and their pupils. This would necessitate a special circular or bulletin on each subject instead of the brief general outline on all subjects now available. In the preparation of such bulletins the teachers and leaders should work in the closest coöperation and no doubt much time, thought, and testing would be required. Frequent revision would be needed, especially in regard to new references, to keep it up to date. The contribution of such a course of study

to the purposes mentioned above would amply repay any expenditure of time, effort, and money that would be needed, as well as prove a very profitable experience to those responsible for its preparation.

II. *Courses of Study for Rural Schools*: While the above suggestions apply with definite force to courses of study for the graded school systems of towns and cities, they have double significance when the rural schools are considered. The teachers in the towns and cities, as it is, have the offered course modified, adjusted, filled out and supplemented by the aid of the principals, supervisors, and superintendents and in addition have the library and other facilities at hand to draw upon when necessary. The rural teacher has the offered program prepared as if for a graded school, little if any library facilities in comparison with their urban colleagues, annual or semi-annual conference with the inspectors, who after collecting the required data for his report, has, at least, not an over-abundance of time to give much real help in the course of study. Add to this the fact that, usually the said rural teacher is young, inexperienced, and lacking in depth and breadth of scholarship and in need of all the educative help and reinforcement possible. Surely something more can be done than to hand to these young people—the great majority of whom, with all their limitations, are earnest young folk seeking for light and success—the unmodified outline and leave them practically alone amidst their manifold difficulties to do as well or ill as they can. Apart altogether from the vital educational need in question, common sportsmanship within the profession should revolt at such treatment being meted out to these young colleagues. It would be especially helpful if suggestive courses of study—meeting the standards for courses of study in general as outlined above—were prepared for (1) the one-teacher ungraded rural school, (2) the two- and three-teacher rural and village school, (3) the graded, consolidated rural school. The principles of *unity* could be maintained throughout but the fetish of uniformity would have to suffer. Real standards as to maturity of mind, ability and scholarship could be maintained, though all children in the province might not possess exactly the same series of detailed facts, and even some subjects might very well be omitted or included according to the needs and conditions to be met. The writer firmly believes that, other things being equal, the use

of such carefully prepared and modified courses for the rural schools would result, not only in more fruitful work and higher standards, but also in greater uniformity of work in the rural schools than obtains at present with the use of the general outline for the province as a whole.

III. *Nature-Study, Agriculture, and School Gardens*: The presentation of this aspect of the rural school work has already indicated that it has simply been added to the general course of study without any attempt to modify or reorganize the course as a whole. This is true even in Manitoba, Ontario, and Nova Scotia where special attention is given to outlining this work and strengthening it in the schools. What is most needed, however, in this connection, is the suggested courses for the various typical rural school situations, in each of which nature-study, elementary agriculture, and school gardening should occupy a central and important place. Instead of being attached to a course of study that is not coordinated with the situations in which it is supposed to function, instead of being neglected and considered as an extra burden by the teachers, or as not essential by inspectors, it would then become one of the favored children in the family of rural school studies and receive the attention it deserves.

The school garden as a means of making the nature-study and elementary agriculture more concrete and valuable, as well as a means of enriching the aesthetic, moral, and social training of the rural school, deserves a further word. The work of the Macdonald Movement, while it did not originate<sup>3</sup> the school garden idea in Canada, gave it such an impetus that definite development has been the result. In visiting the gardens established by the Movement, some years after the special support and supervision had been withdrawn, and others established since under inspiration of the Movement and the governmental encouragement which succeeded it, one found much that was interesting and instructive.

Assuming a knowledge of the general purpose, plans and methods, difficulties and possibilities of school garden work,<sup>4</sup> it will

<sup>3</sup> As far back as 1886 under the leadership of Professor H. W. Smith of the Nova Scotia Agricultural Schools some school gardens were in operation.—For instance, the one at Round Hill, Annapolis County under M. G. P. McGill, afterwards Principal of the Macdonald Consolidated School at Middletown.

<sup>4</sup> The bibliography contains references to source material which presents a full discussion of school garden problems.

be necessary only to summarize what seems especially pertinent in looking towards further development.

(1) The pressure of the general course of study must under any circumstances limit the time for this work, but with courses that are merely general outlines and with the problem of adjusting it to local needs and conditions left almost wholly upon the teacher this pressure is much greater than it need be, and results in the majority of the teachers following what is apparently the line of least resistance by having no school garden at all.

(2) The variability in the attitude of inspectors, but more especially their ability or lack of ability to be really helpful to the teacher in developing the work so that both teacher and pupil feel a growing interest in the problem, is one of the most significant factors in the situation tending toward inactivity or absence of development.

(3) The frequent changing of teachers and the variations in their qualifications to conduct the work are difficult to overcome. Generally they know so little about the subject and the gardening that each new teacher, instead of starting where the former teacher left off, begins all over again and repeats the most elementary of the garden problems. While this may be all right for the successive entering classes it means but little to the older pupils.

(4) The limitation of the teacher, in knowledge and experience in the field, is beyond question the greatest difficulty.

(5) The variety of school gardens found during the trips of investigation fall within the following groups:

- (a) "Near yonder copse where once a garden smiled,  
And still where many a garden flower grows wild,  
There, where a few torn shrubs the place disclose."
- (b) Gardens representing half-hearted and ineffective attempts to do something while feeling over-burdened with the general work of the school.
- (c) Ambitious beginnings on the part of enthusiastic young teachers followed by neglect as the pressures and difficulties of this and the other school work accumulate and sap the vitality of the teacher. How helpful would adequate supervision be in overcoming this discouragement!
- (d) Good gardens at the school,—a credit to teachers, pupils, and neighborhood, healthful and helpful in their general

influence but not school gardens in the best sense of the term.

- (e) Real school gardens used more or less effectively for educative purposes. Apart from those found at normal schools and agricultural colleges the best example of this type found was that at the Hillsboro Consolidated School in Prince Edward Island under the principalship of Mr. Vernon Crockett. The "after-care" given to this school by Sir William Macdonald and Dr. James W. Robertson, the high qualifications of the successive principals and the continuous service of the present principal since 1908, will explain why this is so. At Hampton, Kingston, Florenceville, Bowesville, Carp, and North Gower some good work was being done, although the pressure of general school work and changing teachers have had their hampering influence.

The most interesting and important problem to be solved by those in charge of the better gardens is how so to develop the work from year to year that each grade of children will find in the garden and nature-study work a progressive and expanding experience as they proceed through the school. This necessitates the elimination of needless repetition which causes the older pupils to lose interest, and the inclusion of the variety of problems that have a definite bearing upon the local district and its possibilities. Such schools must also contribute much toward the development of the suggested unified courses of study for rural schools.

*Note:* In connection with the discussion of this chapter, especially that part relating to school gardens, reference should be made to the list of schools visited and individuals interviewed during the trips of investigations, which is given in the appendix. The Laws, Regulations, Courses of Study, Reports, Special Bulletins, etc., of the various departments of education form the chief source material for the chapter as a whole.

## CHAPTER V

### ATTENDANCE

#### LAWS AND REGULATIONS

The laws and regulations vary a great deal in regard to the matter of attendance. Manitoba and Quebec have no compulsory attendance laws. Prince Edward Island deals with the matter, but in a very inadequate way. Alberta has modelled her compulsory attendance law after that of Ontario. These two provinces have the best provisions in regard to attendance, although in the case of Alberta it can scarcely be said to be in full operation as yet. The attendance laws in New Brunswick and Nova Scotia are practically identical with the exception of the special provision in the case of the city of Halifax.<sup>1</sup>

In all the provinces there is a Christmas vacation of from one to two weeks, an Easter vacation of from two days to a week, and a summer vacation of from six weeks to two months. In the short term summer school this is generally reduced to a two-week vacation in July. The vacation periods may be redistributed in rural districts if the consent of the Inspector or Department of Education be obtained. In Prince Edward Island the rural districts frequently take their vacation periods in May (3 weeks) and October (3 weeks) with a week at Christmas and at mid-summer. These "seed-time" and "harvest" vacations (?) of Prince Edward Island are the most definite recognition that is given in Canada to the farmer's demand for his child's labor. The full school year varies from 200 to 210 teaching days.<sup>2</sup> A closer view of the provisions made by each province is necessary, however, to discover the real state of affairs with reference to attendance laws.

<sup>1</sup> N. S.—Halifax City Compulsory School Attendance Law. See "Comments and Regulations" of Council of Public Instruction, Appendix B.

<sup>2</sup> B. C.—Rules and Regulations, Art. 3 and Art. 6, Clause 4. Annual Report, 1901-11, Part II, Table A.

ALTA.—The School Ordinance, Sec. 134-135.

SASK.—The School Act, Sec. 131, 133-34.

MAN.—The Public School Act, Sec. 130 A, 210.

ONT.—The Public Schools Act, Sec. 7.

1. *Manitoba*<sup>3</sup>—*Quebec*:<sup>4</sup> These two provinces may be grouped together as they have no compulsory attendance laws. In each case the regulations direct teachers to inquire into the cause of any absence and to require an excuse for same from those responsible for the child in question. There seems to be no adequate provision in any of the provinces for a full census for all children of school age, except in the case of Quebec and Ontario. Manitoba requires the assessors to record all children resident with those who are subject to assessment, and Quebec requires that the secretary of the Board of School Commissioners or School Trustees, as the case may be, prepare a full census of all children within his jurisdiction between the ages of 5 to 7, 7 to 14 and 14 to 16, respectively. Quebec also provides for a penalty of from \$5 to \$25 for any parent or guardian making a false return. Being included in the census does not necessarily carry with it attendance at school as there is no compulsory attendance law. British Columbia and Alberta require certain returns from the local school boards which are more or less complete according to the faithfulness of the secretaries, trustees, and teachers.

II. *Prince Edward Island*:<sup>5</sup> In Prince Edward Island there is a compulsory attendance law but it is very inadequate. All children between the ages of 8 and 13 years must attend school at least 12 weeks each year, of which at least 6 weeks must be consecutive. Non-compliance involves a penalty up to a maximum fine of \$20 unless the child or children in question be excused from attendance because of,—having been in receipt of equivalent education elsewhere, being unfit bodily or mentally to profit by such attendance, sickness, having graduated from the public school grades, or because of poverty which prevents the child being suitably clothed for school attendance. The

QUE.—Rom. Cath. Committee—Revised School Regulations,—Art. 15-18.

Protestant Committee—School Regulations, Art. 140-143.

N. B.—Regulations of the Board of Education, Reg. 20.

P. E. I.—Regulation of the Board of Education, Sec. 28-32.

N. S.—Comments and Regulations, Sec. 125-132.

<sup>3</sup> MAN.—The Public Schools Act, Sec. 130 (a), 166, and 211.

<sup>4</sup> QUE.—The School Law—Art. 274-276.

Revised School Regulations, Rom. Cath. Com.—Art. 15-18.

School Regulations—Protestant Com.—Art. 140-143, 170 (19), and 175.

<sup>5</sup> P. E. I.—The Public Schools Act. Sec. XC and XCIII (p).  
Regulations of the Board of Education, 28-32.

enforcement of the law rests with the local board of trustees. As already noted in Chapter II, in case the grant from the government be reduced because the average attendance has fallen below 50 per cent of the number of children of school age within the district, the board is authorized to make good the deficiency by a levy upon the parents or guardians of the children whose absences have caused such reduction. There is a special attendance law for incorporated towns and cities.

III. *British Columbia*:<sup>6</sup> The school law in British Columbia requires that every child "from the age of seven to fourteen years, inclusive" shall attend school at least six months every year. In towns and cities he must attend for the full school year unless exempted. Failure to comply with the law on the part of parents and guardians invokes a penalty of a fine not exceeding \$5 for first wilful offence and double that amount for each subsequent offence. Such fines may be collected by due process of law, or the alternative of thirty days of imprisonment is provided.

Exemptions may be granted by the Provincial Superintendent of Education or the local board of trustees (those authorized to enforce the law) if child is securing adequate instruction elsewhere, for sickness or other unavoidable cause, if resident more distant than three miles from the local school, or if the child has already completed the work given at the local school.

The boards of trustees are required each year to include in their annual returns to the Superintendent of Education a statement of the whole number of children residing in the school district below the age of six, between the ages of six and sixteen, and the number taught in the schools.

IV. *Saskatchewan*:<sup>7</sup> In Saskatchewan the compulsory attendance law requires: Attendance, between ages of 7 and 13 years inclusive, for a period of at least 100 teaching days each year, at least 60 days of which time must be consecutive, if child is resident within a rural district or those portions of a town or village district outside of the limits of such municipality. If resident within village, town or city municipality, the minimum yearly attendance must be 150 days, at least 100 days of which must be consecutive. In the urban districts such consecutive

<sup>6</sup> B. C.—The School Act, Sec. 100 (d), 122, 124, 126. Rules and Regulations, Art. 3 and Art. 6, Clause 4.

<sup>7</sup> SASK.—The School Act, Sec. 145.

attendance must begin not later than March 1st, and in rural districts, not later than April 15th of each year, or "at such later date as the school to which such child should go is put in operation for the year."

The enforcement<sup>8</sup> of this law rests with the local school board or attendance officer appointed by it, and the local magistrate. The penalty for not complying with the law is a fine not exceeding one dollar for the first offence and double that penalty for each subsequent offence. In addition the board of trustees may at its discretion collect "a sum not exceeding five cents per day for every day up to the minimum" required by law "upon which such child or children is or are not in attendance at school." The excuses for non-attendance recognized as valid are—satisfactory instruction elsewhere, "sickness or any unavoidable cause," no school in operation within two and one-half miles of the child's place of residence, having reached standard of education equal to or greater than that provided by the local school or if parent or guardian is "not able by reason of poverty to clothe such child properly or that such child's bodily or mental condition has been such as to prevent his or her attendance at school or application to study for the period required."

The length of the compulsory school term<sup>9</sup> varies as follows: In every district where there are at least twelve resident children between the ages of 7 and 14 years inclusive within a distance of one and a half miles from the schoolhouse, the school must be kept open 190 days each year. If there be not less than ten such children within the district, the school must be kept open for 140 days. In villages, towns and cities the minimum term is 210 days. To meet special conditions the Minister has discretionary powers in special cases.

V. *Ontario and Alberta*: The compulsory attendance laws in these provinces are much the same, that of Alberta—in force in 1911—being modelled very closely after that of Ontario. The essential provisions of the law as it is in Alberta will first be presented and then the special points wherein that of Ontario differs will be mentioned.

In *Alberta*<sup>10</sup> "every child who has attained the age of seven

<sup>8</sup> SASK.—The School Act, Sec. 146-147.

<sup>9</sup> *Ibid.*, Sec. 141-145.

<sup>10</sup> ALTA.—The Truancy Act. The School Ordinance, Sec. 134-135, 142-143a.

years and who has not yet attained the full age of fourteen years" is required to attend school for the full time during which the local school is in operation unless officially excused. Excuses may be issued by the principal of the school, the police magistrate or justice of the peace for the following reasons only; sickness, efficient instructions elsewhere, no school within 2 miles of child's place of residence if said child be under ten years of age or within 3 miles if such child be over ten years of age, lack of school accommodation, graduation from public school grades. If in the opinion of such officials the child's services are required in husbandry or in urgent and necessary household duties or for the maintenance of such child or of some person dependent upon him, they may permit the withdrawal of such child or children from school for a period of not more than six weeks during each half year—that is, in addition to the regular vacation.

The employment of children not so excused and within the compulsory age limit is punishable by a fine not exceeding \$20 for each offence. In urban districts the local school board appoints and pays the necessary truant officers, who have all the powers of a peace officer. If it fails or refuses to do so the Minister of Education is empowered to make such appointment and to see that the law is enforced. In rural districts the truant officers are appointed by the Minister of Education who can arrange for the needed remuneration and expenses either by the government or by the coöperation of the government and local school boards. The truant officer must report regularly to those employing him. The school inspector makes an independent report in regard to the enforcement of this law if he deems it necessary to do so. The truant officer is required to investigate carefully all cases within his knowledge or brought to his attention by school teachers or officials or any rate-payer. If, after a warning, the parents or guardians fail to obey the law, they are brought before the local court where a fine, not exceeding \$10, may be imposed, or a penal bond of \$100 required. Teachers and school principals are required to make weekly reports of all absences to the truant officer. "Every person or officer, charged with the duty of enforcing any provision of this Act, who neglects to perform the duty imposed upon him, shall incur a penalty not exceeding \$10 for each offence."

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It will have been noted above that the children are required to attend for the full term during which the local school is in operation. In every district containing at least twenty resident children within the compulsory age limit the school board must keep the school open for at least 200 teaching days each year. If the number of such children in any district is at least ten, the school board of such district must keep the school open for at least 120 teaching days.<sup>11</sup> It is interesting to note also that the return required from the teacher asks for the necessary information regarding "Pupils between the ages of 7 and 14 years inclusive not enrolled, and those who did not attend at least 50 per cent of the time school was in operation." It would seem that the "official excuses" must be considered as equivalent to 50 per cent of the days during which the local school is open.

In *Ontario*,<sup>12</sup> the compulsory age is "between eight and fourteen years"; the township councils may appoint truant officers. If the appointing authority so direct, the truant officer must work under the direction of the school inspector. The maximum fine for non-compliance with the law on the part of any parent or guardian is \$5, not \$10 as in *Alberta*. The teachers and principals are required to report absences to the truant officers once a month, not once a week as in *Alberta*. In districts outside of county organization the inspector, subject to the approval of the Minister of Education, can decide how long the local school must be kept open provided such length of time be not less than six months.<sup>13</sup> Unlike *Alberta*, *Ontario* makes definite provision for a full census<sup>14</sup> of all children between the ages of 5 and 16 years, 8 and 14 years, and 5 and 21 years. This must be prepared by the local assessors and be placed at the service of the truant officer, the school board, and the inspector.

VI. *New Brunswick and Nova Scotia*: In the case of these two provinces the compulsory attendance laws are almost identical even in detail, with the exception that *Nova Scotia* has a special law for the city of *Halifax*. The essentials of the *New Brunswick* law will be presented first and the variations

<sup>11</sup> If a child in such district were excused for the two six weeks' periods for services in husbandry, etc., it seems that he would have 120 days minus 60 days or only 60 days of school for the year.

<sup>12</sup> *ONT.*—The Truancy Act, and The Adolescent School Attendance Act, (1912) and The Industrial Schools Act, Sec. 10.

<sup>13</sup> *ONT.*—The Public Schools Act, Sec. 7.

<sup>14</sup> *Ibid.*, Sec. 34 (8), (9), (10).

thereform on the part of Nova Scotia noted afterward. The New Brunswick law<sup>15</sup> is divided into two parts, the first being applicable to rural and village schools and the second to those in towns and cities. In both provinces and in the case of both rural and urban communities the operation of the law is a matter of local option. The province requires, however, that the question of its operation be presented and voted upon at each annual meeting of the school district until it is adopted.

The First Part of the Act provides: that by August 1st of each year the local board of trustees, or its appointed agent, prepare a list of all children resident in the school district who are between 7 and 12 years of age (inclusive), with the names and addresses of parents or guardians. On April 1st of the following year the attendance record of all such children must be checked up, and, if any child has not at that time a total attendance of 80 days to his credit, the parents or guardian of such child must be warned that there is danger of falling short of the required attendance for the year. On June 31st the final record for the year is determined, and if any child has failed to attend for at least 120 days during the year, the Trustees are empowered to collect from those responsible for such child the sum of \$2 if the child has not been at school at all or a pro rata amount if he has attended for less than 120 days. Such fines are to be collected at the same time as the school tax for the year following their imposition. In any case the parent or guardian may appeal to the local magistrate and have the matter dealt with in court. The magistrate, after hearing all the evidence on both sides, can determine whether or not the fine be remitted or reduced.

The excuses for non-attendance considered valid under the act are,—equivalent education elsewhere, unfit physical or mental condition, sickness, and poverty, such as to prevent adequate wearing apparel being furnished for the child. As the Second Part of the Act refers exclusively to towns and cities, a consideration of it is beyond the scope of the present study.

In Nova Scotia the compulsory attendance law, in so far as the rural and village schools are concerned, is the same in all essential points as the First Part of the New Brunswick Act. "The Towns Compulsory Attendance Act" and the "Halifax

<sup>15</sup> N. B.—"An act providing for Compulsory Attendance at School."

City Compulsory School Attendance Act" complete Nova Scotia's legal provisions in the way of compulsory attendance laws.

In searching the annual reports to discover the actual situation in the field Schedule E was prepared. The many question marks indicate the extent to which significant data are not available.

The close analysis of the laws and regulations and of Schedule E brings out quite clearly the following significant facts and conclusions:

(1) *Laws and Regulations:* The absence of compulsory attendance laws in Manitoba and Quebec and the presence of "local option" in New Brunswick and Nova Scotia are to be regretted. There seems to be no special justification for this backward condition that might not be applied equally well to the other provinces. The exceptionally short compulsory period in Prince Edward Island is little better than nothing except that it concedes the principle involved. The laws in the other provinces are more satisfactory. Even these, however, fail to define how long a period of absence shall constitute truancy or a failure to comply with the act. The weekly report required in Alberta and the monthly report in Ontario suggest definite attention to this matter, but evidently leave the exact determination of this point to those locally responsible for the enforcement of the law.

The *enforcement* of the compulsory attendance laws is another matter. No data seem to be available in the annual reports in regard to this, the most essential aspect of the whole problem. Generally speaking, the enforcement is more effective in urban than in rural communities. It is generally recognized that its enforcement in rural districts is exceptionally ineffective, in very many cases little real attention being given to the matter. When the matter is left to the local board of trustees one can readily recognize how willingly they would proceed to prosecute their neighbors in this connection. The appointment of the truant officers for rural districts by the Minister of Education in Alberta and by the township council in Ontario gives promise of more effective enforcement. The most satisfactory results have been obtained in Ontario in those townships where the truant officer has been placed under the direction of the local inspector.



SCHEDULE E.—ATTENDANCE<sup>1</sup>

PROVINCE	SCHOOL CENSUS	PERCENT NOT ENROLLED	ENROLLMENT			PERCENTAGE OF ATTENDANCE			LENGTH OF TIME SCHOOLS WERE OPEN DURING THE YEAR	LENGTH OF TIME PUPILS ATTENDED DURING YEAR
			Ungraded or Rural	Graded or Urban	Rural and Urban	Ungraded or Rural	Graded or Urban	Rural and Urban		
British Columbia 1909-10	?	?	R. Municipality 7,861 Rur. and Ass't'd 8,148	Graded, City 21,620	37,629	R. Municipality 67.6 Rur. and Ass't'd 62.0	Graded, City 74.8	70.64	Graded, City [22   202(80)/204   207] R. Municipality (41   190(80)/204   208) Rural and Ass't'd [22   174(166)/204   208]	?
Alberta 1910	?	?	29,835	26,482	55,317	52.21	55.09	53.54	Graded schools, 183,71. Ungraded, 154,02; all 188,28; 6 schools less than 20 days; 35 from 20 to 50 days; 161 from 50 to 100 days; 277 from 100 to 150 days; 313 from 150 to 200 days; 413 over 200 days.	5,885 less than 20 days 10,815 between 20 and 50 days 15,557 between 51 and 100 days 10,989 between 101 and 150 days 11,938 between 151 and 200 days 641 more than 200
Saskatchewan 1910	?	?	39,046	24,918	63,964	53.06	52.30	52.80	Urban 193,57; Rural 154,17; all 158,59. 5 schools less than 20 days; 33 from 20 to 50 days; 179 from 51 to 100 days; 568 from 101 to 150 days; 576 from 151 to 200 days; 563 more than 200 days.	
Manitoba 1909	89,778 (5 to 21 yrs.)	18.6	?	?	73,044	?	?	56.68	?	Manitoba: 32,487 less than 100 days 17,559 between 100 and 150 days 22,998 between 151 and 211 days
Ontario 1909	599,291 (?) (5 to 21 yrs.)	?	239,331	216,971	456,302	?	?	60.17		
1. Public, Separate, and Continuation Schools combined	?	?	223,482	177,786	401,268	53.83	67.34	59.81	?	
2. Public and Protestant Separate Schools	?	?	15,849	39,185	55,034	56.28	64.39	62.78	?	?
3. Roman Catholic Separate	?	?								
Quebec 1909-10	440,152 (5 to 16 yrs.)	14.9	?	?	329,975	?	?	78.68		
1. Rom. Cath. Schools—Elementary, Model, and Academy	?	?	?	?	44,572	?	?	74.94		
2. Protestant Schools—Elementary, Model and Academy	?	?	?	?						
New Brunswick 1909-10	Fall Term Spring Term	?	33,093 36,217	26,733 29,777	59,826 62,994	?	?	11.62 67.33	New Brunswick: I. Fall Term (80 days): 126 open less than 70 days. 709 open between 70 and 80 days. 1068 open full term of 80 days. II. Spring Term (125 days): 126 open less than 80 days. 62 open between 80 and 100 days. 855 open between 100 and 125 days.	?
Prince Edward Island 1910	?	?	?	?	17,932	?	?	64.86	Full Term (128 days): [19   108(111)/123   128] Term ending June 30, 1910.	?
Nova Scotia	?	?	?	?	102,910	?	?	69.5	Average for all schools 189.9—24 schools less than 50 days; 59 between 50 and 100 days; 125 between 100 and 150 days; 1053 between 150 and 200 days; 585 between 200 days and 205; 790 for full term of 205 days.	7,188 less than 20 days 13,617 between 20 and 49 days 19,256 between 50 and 99 days 23,777 between 100 and 149 days 37,194 between 150 and 200 days 1,878 200 or more days

<sup>1</sup> Annual Reports of the departments of education for years indicated.

NOTE: A few supplementary statements are needed to make more clear, and prevent the misinterpretation of the data presented in the schedule.

(a) The "percentage not enrolled" in Manitoba, Quebec, and Prince Edward Island includes all children not in the state enrolled or subsidized schools. No record is kept apparently of those "receiving equivalent education elsewhere." The data in regard to Ontario are not sufficiently clear to permit of a definite percentage estimate. On page XXI of the annual report (1910) one finds the statement that the "school population" for 1909 under the jurisdiction of the Public, the Protestant Separate, and the Roman Catholic Separate schools was 599,291. In Table A in the Appendix (in light of introductory note on page XXI above mentioned) from which the Roman Catholic Separate Schools are excluded the school population is again given as 599,291. Yet in Table G of Appendix these schools are listed as having 55,034 pupils. In Ontario also the children "receiving equivalent education elsewhere" are not separated from those receiving no school education. In British Columbia, Alberta, Saskatchewan, New Brunswick and Nova Scotia, while the local boards of trustees are supposed to prepare a census of the children resident in their respective districts, no data in regard thereto appear in the annual departmental reports. The Prince Edward Island reports regarding the schools in each county, state the district school census and enrollment in parallel columns, but as a number of gaps occur in the census column an accurate summation could not be made.

(b) The "percentage of attendance" is calculated as follows: For Alberta and Saskatchewan see footnote on page 17. In B. C. it is the per cent which the total actual daily attendance is of the total enrollment; in Ontario and Manitoba the per cent which the average attendance is of the total attendance; in P. E. I. it is the per cent which the average attendance is of the total enrollment; in Quebec the per cent which the average attendance is of the total number of pupils; in New Brunswick it is the per cent which was daily present while schools were in session, and in Nova Scotia the per cent which the average daily attendance is of the total enrollment.

(c) The method of stating the variation in the length of time the schools remained open in the case of British Columbia and Prince Edward Island is not that found in the annual reports which simply list the schools with the number of days they were open. The statement on schedule reads thus: [Shortest term (Quartile (Median) Quartile) Longest term]. If series are arranged in ascending order in regard to length of term, this method of stating the distribution is convenient and simple. The median is the middle term of such series, the quartiles the terms midway between the median and the respective extremes.

It should be noted here that a classroom is usually, especially in the West, listed as a school unit in this connection and also that hundreds of schools are being organized yearly in Western Canada, many of which are open during but a brief period in the first year of the district's organization.

STATE OF CALIFORNIA

Year	Amount	Percentage	Category	Description
1911	1,000,000	100%	General Fund	...
1912	1,200,000	120%	General Fund	...
1913	1,500,000	150%	General Fund	...
1914	1,800,000	180%	General Fund	...
1915	2,000,000	200%	General Fund	...
1916	2,200,000	220%	General Fund	...
1917	2,500,000	250%	General Fund	...
1918	2,800,000	280%	General Fund	...
1919	3,000,000	300%	General Fund	...
1920	3,200,000	320%	General Fund	...
1921	3,500,000	350%	General Fund	...
1922	3,800,000	380%	General Fund	...
1923	4,000,000	400%	General Fund	...
1924	4,200,000	420%	General Fund	...
1925	4,500,000	450%	General Fund	...
1926	4,800,000	480%	General Fund	...
1927	5,000,000	500%	General Fund	...
1928	5,200,000	520%	General Fund	...
1929	5,500,000	550%	General Fund	...
1930	5,800,000	580%	General Fund	...
1931	6,000,000	600%	General Fund	...
1932	6,200,000	620%	General Fund	...
1933	6,500,000	650%	General Fund	...
1934	6,800,000	680%	General Fund	...
1935	7,000,000	700%	General Fund	...
1936	7,200,000	720%	General Fund	...
1937	7,500,000	750%	General Fund	...
1938	7,800,000	780%	General Fund	...
1939	8,000,000	800%	General Fund	...
1940	8,200,000	820%	General Fund	...
1941	8,500,000	850%	General Fund	...
1942	8,800,000	880%	General Fund	...
1943	9,000,000	900%	General Fund	...
1944	9,200,000	920%	General Fund	...
1945	9,500,000	950%	General Fund	...
1946	9,800,000	980%	General Fund	...
1947	10,000,000	1000%	General Fund	...

The following table shows the amount of the general fund for each year from 1911 to 1947. The amount is shown in dollars and cents, and the percentage is shown as a percentage of the amount for 1911. The general fund is the largest source of revenue for the state, and it is used for a wide variety of purposes, including education, health care, and social services. The amount of the general fund has increased steadily over the years, reflecting the growth of the state and the increasing needs of its citizens. The percentage of the general fund has also increased, indicating that it has become an even more important source of revenue for the state over time.

(2) *School Census and Enrollment*: A study of Schedule E indicates quite clearly that the necessary basis for adequate enforcement of attendance laws has not as yet been worked out. In none of the provinces can the following simple, yet most significant, question be answered definitely and accurately. What is the exact relationship between the total number of children of school age (in districts and provinces as a whole), the number enrolled in the state-controlled or subsidized schools, the number receiving "equivalent education elsewhere," and the number who are not receiving any educational opportunities? In those provinces having both school census and compulsory laws these relationships are unknown even in regard to those children within the compulsory age limit. The variation in regard to what actually constitutes enrollment is probably very great and is, no doubt, affected by the question as to whether the average attendance affects the annual grants, for the regulations do not seem explicit in regard thereto.

(3) *Length of School Sessions*: This aspect of the situation is analyzed by only four of the provinces and reveals data of special significance with reference to the rural school—the short-term schools being generally the summer rural schools. In the three provinces, Alberta, Saskatchewan, and Nova Scotia, for which the data are comparable, out of the total 5726 schools, 2321 or 40.5% were open for 200 days, 1463 or 25.6% were open for less than 150 days, 492 or 8.5% were open for less than 100 days, 103 or 1.7% were open less than 50 days, and 11 or 0.2% were open for only 20 days or less.

The weakness and disadvantages of the short-term school are too obvious and well known to need discussion here. It seems well, however, to point out how unfortunate it is for any province to feel satisfied or claim special credit because it has provided at least some kind of a school for a more or less brief period for every rural district. This elementary provision ought to be taken for granted in any Canadian community—nothing less should be thought of or tolerated. Attention rather should be centered more definitely on securing lengthened terms and more adequate organization. As will be seen by reference to the distribution of grants outlined in Chapter II, some of the provinces utilize the grant as one of the means used to bring about a lengthened term.

(4) *Period of Attendance by Pupils:* This is, of course, necessarily within the limits of opportunity afforded by the length of the school sessions. Only three of the provinces have analyzed the attendance from this point of view—Alberta, Manitoba, and Nova Scotia. Out of the total 231,761 pupils in the three provinces—as listed in Schedule E under this heading—104,787 or 45 per cent attended not more than 100 days and 157,112 or 67 per cent not more than 150 days. The matter of attendance is evidently even of much more serious concern than that of lengthening the school term.

(5) *Rural versus Urban Enrollment:* Recalling that in Canada the term "rural" is used to apply in many provinces only to that portion of the province outside of city, town, or village municipalities and that in any case only the villages are included with rural statistics, the figures presented in the schedule give a fair idea of the relative place of rural life in Canada as far as number is concerned. Reports do not give the data necessary to compare the relationship between school census and school enrollment.

(6) *Percentage of Attendance:* With the exception of Saskatchewan the urban districts have the better record. The record is regrettably low in many of the provinces. The lack of explicit direction in regard to what constitutes enrollment must affect the data in regard to this as well as in regard to the ratio between non-attendance and enrollment.

(7) *Grants in Relation to Length of Term and Regularity of Attendance:* This question has been presented in Chapter II and is again referred to here in order to suggest a consideration of the provisions there outlined in their relationship to the laws, regulations, and accomplishment indicated in this chapter. It seems sufficiently evident that not only must the grant be utilized more effectively in this connection, but it must be backed up by many improvements along the lines indicated above. If intelligence and patriotism are to be characteristic of Canadian citizenship some vigorous work is needed on the part of the educational authorities to improve the present situation in regard to the whole question of school attendance. This is true for the urban communities; it is even more definitely and urgently true for the rural.

## CHAPTER VI

### BUILDINGS, EQUIPMENT AND LIBRARIES<sup>1</sup>

In each province the central authorities are empowered to regulate and supervise the provisions made by the local school-boards in regard to school sites, grounds, buildings and equipment. As indicated in Chapter II, the money for these purposes must be raised by local taxation. In some of the provinces—see Chapter II—grants are made to aid in this matter with the special purpose of encouraging improvement.

In regard to the following fundamental provisions all the provinces made specific requirements:

*Sites.* The selection of the school site and grounds rests either with the trustees, the rate-payers, or with the trustees, subject to the approval of the rate-payers. In case of failure

- B. C.—The Schools Act, Sec. 10 (g), 49, 80, 95, 111c.  
Rules and Regulations,—Art. 6, Clause 10.  
“General Directions to Trustees,” Sec. 8, 9,—page 62, Manual of School Law.
- ALTA.—The School Ordinance, Sec. 6, Sub-sec. 1 (b), 23; Sec. 46-47, 95(6)—(15), 158 (9), (12), (17).
- SASK.—The School Act, Sec. 6(b), 7(8), 92(5)—(15), 158(9)—(12).  
Act to Amend the School Act (1911), Sec. 4.  
Regulations of Dept. of Education, 1-5.  
Form 33, 1910.
- MAN.—The Public Schools Act, Sec. 2(P), 48(e), (i), (k), (o), (p), 71-90, 101.  
The Education Department Act, Sec. 20(a).
- ONT.—Dept. of Education Act, Sec. 5(d), (e), (f).  
The Schools Sites Act, Sec. 21.  
The Public Schools Act, Sec. 11-14, 82(g), (83).  
“Instructions, Nos. 12-13, 1912,” Circular No. 33, 1910.
- QUE.—The School Law, Art. 119, 142, 229, 231-232, 239, 252-271.  
School Regulations, Protestant Committee, Sec. 109-139, 170, 182.  
Revised School Regulations, Catholic Committee, Art. 33-70, 172(2), (3), (4), 185, 231 (12).  
John Adams, The Protestant School System of Quebec, pp. 7-17.
- N. B.—The Schools Act, Sec. 56, 72(1), (2).  
Regulations of the Board of Education, 5-10, 11-15, 16.
- P. E. I.—The Public Schools Act, Sec. LIII, LXVII, LXVIII.  
Regulations of the Board of Education, 1-16, 76.  
The Education Act, Sec. 5(12), (13), 12(e), 51-55, 56(f), 81(a)—(e), 105(k), 109(e), (h), 144.  
Comments and Regulations, 52-90, 34.

to agree, the Department of Education may directly, or indirectly through the inspectors, have the matter adjusted. In all cases the question of convenience and of health must be carefully considered.

*Grounds.* The requirements in regard to school grounds are in many cases not very specific. The usual area in rural schools is, however, from one-fourth of an acre to one acre. Many districts have been sufficiently generous to provide from two to five acres for their local school. It is to be regretted that the requirements in this regard are not more specific in some of the provinces and that a requirement of at least two acres is not insisted upon. The improvement of the school grounds is left almost entirely to the initiative of the inspectors, teachers, and local community. The variation in results can readily be imagined. Ontario is the only province that has supplemented this local effort by specific grants for this special purpose and the publication of a very suggestive booklet on the "Improvement of School Grounds" which is supplied to school boards and teachers free of charge. The helpfulness of such a publication can be fully realized only by those who have been out in the field as rural school teachers or as school inspectors. The limitations of the training and experience of the young people usually found in rural schools apply to the range of their knowledge and ideas in regard to this matter as well as to others. The occasional suggestions and help received from the inspector should be supplemented by such a booklet as that above mentioned. Its contents are worthy of note for its suggestions are sufficiently detailed to be of real help to a teacher who wishes to act, as well as to appreciate. Here is a list of the major topics: "The Trustee's Opportunity and Duty," "The Plans and Grounds," "Location of Buildings," "Grading and Leveling of Grounds," "Making the Lawn," "Keeping the Grass Cut," "Walks and Drives," "Planting Trees," "Ornamental Shrubs," "Vines and Climbers," "Obtaining Nursery Stock," "Flower Borders," "Choice Herbarium Perennials," "The Wild Flower Garden." The discussion of these topics is followed by twenty-one pages of illustrations showing what has already been done in some schools in comparison with former conditions. The ground plans for the one-half-acre, one-acre, and two-acre school grounds are presented in excellent form and take into considera-

tion a considerable variation in conditions and arrangements. Manitoba also gives four pages to the "Planning and Decoration of School Grounds" in the circular prepared, with the approval of the Advisory Board, by S. A. Bedford, formerly Superintendent of the Experimental Farm at Brandon. The preparation and utilization of such booklets on the part of other provinces to suit their special conditions would bring fruitful returns.

*Buildings.* In regard to the matter of buildings the requirements are more definite. In a more or less effective way the plans and construction of all schoolhouses must be approved by the departments of education either directly or indirectly through the local inspector. The ratio between number of pupils and number of class rooms is specifically laid down in the case of Ontario, Quebec, and the Maritime Provinces, and dealt with as occasion arises in the Western Provinces. The regulations give special attention to air, floor, and window space per pupil, to heating, ventilation and cleanliness. In Alberta and Saskatchewan special mention is made of providing stables as the school districts in the West are so large that many of the children ride or drive to school. The question of proper provision for separate and suitably screened outhouses for the sexes is specifically dealt with in the laws and regulations of each province, and inspectors and teachers are admonished to see that such are carried into effect.

While in all the provinces, no doubt, the departments of education and inspectors coöperate with the local school boards in planning their school-houses, some are dealing with the whole question of school buildings much more effectively than others. Some provinces, particularly Manitoba<sup>2</sup>, Ontario<sup>3</sup> and Nova Scotia<sup>4</sup> have gone further and prepared special publications dealing with this problem for the one-teacher, two-teacher and three-teacher rural and village schools. Of these, that provided by Ontario is by far the most satisfactory and complete. It seems worth while to give an outline of its contents for it is doubtful if any publication can be found which deals with the needs of rural districts in this connection in such a careful way.

The first section deals with "The School Building" under such

<sup>2</sup>MAN.—Plans and Specifications for Rural Schools, S. A. Bedford.

<sup>3</sup>ONT.—Plans for Rural School Buildings, 1909.

<sup>4</sup>N. S.—Manual of School Law, pp. 283-290.

topics as, Construction and Site, Classrooms, Teachers' Private Rooms, Halls, Cloak Rooms, Desks, Blackboards, Lighting, Heating and Ventilation, Color Schemes for Interiors (illustrated), Color Schemes for Exteriors (illustrated). Twelve different suggestions—plans and elevations to scale—for a one-teacher building, twelve different suggestions similarly presented, for a two-teacher rural school building, and twelve such suggestions for a building to accommodate three teachers. These plans are supplemented by drawings showing detail in regard to difficult points in construction.

The second section deals with "Outside School Premises" under such topics as School Grounds, Disposal of Refuse, Water Supply and Sources of Pollution and Tests for Pure Water, Closets, Position of the Woodsheds and Closets, Number of Seats, Kinds of Closets (with plans and elevations), Urinals, Cesspools and Privy Vaults, Disposal of Excreta.

The appendices contain a table of the estimated cost of each of the thirty-six schoolhouses suggested in the plans mentioned above, and the number of pupils each such school will accommodate. Suggested "Forms" for specifications and for contracts are also included to aid the local trustees in keeping out of difficulties with the contractors.

*Equipment.* In British Columbia, Alberta and Manitoba the matter of equipment seems to be left almost wholly in the hands of the local school boards and teachers subject, of course, to the suggestions of the inspectors who can bring considerable pressure to bear. The inspectors are called upon to a very considerable degree for advice in this matter. The other provinces outline in their regulations what is considered to be a minimum equipment for a rural school and add suggestions as to additional recommended equipment. Recently Ontario made a definite effort to really insist upon the minimum equipment requirement before paying grants. The process was too painful, however, so direct compulsion has been replaced by a more vigorous activity in the way of "reasonable persistence, aided by judicious use of the scheme of grants on the character of accommodation." In Circular No. 33, the accommodation and equipment for rural schools is carefully discussed and the standard set as to the minimum recognized as passable is the highest in Canada.

Generally these so-called minimum requirements call for a teacher's desk; a chair or two, single or double seats for pupils; maps of Province and Canada (in some cases additional maps); blackboards; crayon and brushes; globe; thermometer; clock; numeral frame, dictionary, school regulations and course of study; set of shelves or cupboard. Some find it necessary to include in their formal statement even such elementary provisions as water bucket; "and at least one cup"; hand bell; broom, wood-box or coal-bucket; shovel and poker.

The following is Ontario's statement in regard to Equipment No. 1, which is considered the minimum recognized as passable.<sup>5</sup> (1) "Each school shall have at least a globe, not less than eight inches in diameter and properly mounted; a map of the hemispheres (or a map of the British Empire, showing also the hemispheres); a map of each continent, a map of Canada; a map of Ontario, a map of the county (if a suitable one is published), a map of the British Isles, a numeral frame (or an adequate supply of loose cubes); a good clock for each class room, kept in good condition; a set of mensuration surface forms and geometrical solids; a blackboard set for each class room (a protractor, a triangle, a pair of compasses, two pointers, a graduated straight edge); a pair of scales, with weights, to weigh from half ounce to at least four pounds; a set for measure of capacity (pint, quart, gallon); a set for linear measure (inch, foot, yard, tape line or graduated straight edge); a set for square and cubic measures; a school library containing an atlas or a gazetteer, a standard reference dictionary (with English pronunciation), for each class room; a supply for Form III of History, Geography and Hygiene Readers (one of each for each pupil), as soon as such Readers are recommended by the Minister; and, at the discretion of the Inspector, suitable supplementary reading for all the Forms."

(2) "When, owing to the absence of Fourth Classes or Fifth Classes, some of the above equipment is not necessary, it may be omitted at the discretion of the Inspector."

(3) "As soon as practicable, the equipment presented above should be provided; but in carrying out this provision, the Inspector is hereby directed to use his discretion, having regard to individual conditions."

<sup>5</sup>ONT.—"Accommodation and Equipment of Rural Public and Separate Schools," Circular No. 33, p. 12.

*Libraries.*<sup>6</sup> As has already been indicated in Chapter II all the provinces with the exception of Saskatchewan, Manitoba, and Quebec provide for an annual grant proportional to the local expenditure for library purposes. It is probable that such grants are made, at least on occasion, in each of these three provinces also but nothing appears in the laws, regulations or reports which indicates what, if any, provision is made. The only specific reference to the matter found in the case of Quebec is that in Article 545 of the School Law which provides that the Government may provide a sum not exceeding \$2,000 annually for the purpose of library grants. Whether it ever has done so or not, on what basis the grant is apportioned, or what amounts have been expended, does not appear in the documents available.

In each province, whether grants are paid or not, all books purchased for school library purposes must be approved by, or selected from a list prepared by the central educational authorities. In British Columbia, New Brunswick and especially Ontario and Nova Scotia careful provision is made for proper organization and rules for use and care of the school libraries. In Ontario, the provisions for local public libraries in townships and local library associations are so liberal and well organized (as far as laws and regulations can go, at least) that the school libraries can be greatly reinforced by these public libraries. This is especially true for the teachers and older pupils as any child over twelve years of age may become a member of such a

† J. C.—Public School Act, Sec. 102A.

"Rules and Regulations respecting School Libraries," Manual of School Law, pp. 91-93.

ALTA.—The School Ordinance, Sec. 6(2) (3), 95(13) (14).

The School Grants Ordinance, Sec. 3(3), 9.

S.A.S.K.—The Schools' Act, Sec. 6(3), 92(13).

Regulations of Department of Education, 11-12.

MAN.—The Public Schools Act, Sec. 48(k), 228.

ONT.—The Public Libraries Act, especially Sec. 12, 15-17, 24-28.

Statute Law Amendment Act, (1911), Sec. 16.

Instructions No. 12, p. 5; No. 13, p. 6;—(1912)

QUE.—The School Law, Art. 545-546.

Revised School Regulations,—Roman Catholic Com., Reg. 58.

School Regulations,—Protestant Committee,—Reg. 17.

N. B.—The Schools Act, Sec. 96.

Regulations of the Board of Education, Reg. 34.

P. E. I.—The Public Schools Act, LXXX.

Regulations of the Board of Education, Reg. 83-84.

N. S.—The Education Act, Sec. 81(e).

An Act for the Encouragement of Rural School Libraries, Sec. 1-2.

Comments and Regulations, Sec. 233-234.

library or library association. Ten charter members are needed for organization purposes and fifty permanent members for continuous existence. The township is authorized to tax for library purposes if it desires to provide a public library for the township.

When one turns from these general provisions to inquire as to what is actually being accomplished in the field, great difficulty is experienced in getting exact or complete data in regard to the schools as a whole, and, more especially, in regard to rural schools. The report of Prof. John Adams on the Protestant Schools of Quebec, while suggestive and illuminating, was made ten years ago and doubtless many of the schools he visited have greatly improved since then. The answers to questions five and nine of the first questionnaire give valuable data in so far as they go. The descriptions given of twenty "most unsatisfactory" and twenty "most satisfactory" rural schools are so representative and suggestive that they are given in Appendix X. The chief source of information is, however, the annual reports of the departments of education which, with the exception of Ontario, contain, in addition to the general report, a summarized statement from each inspector in regard to the conditions of the schools within his inspectorate. Even in this case only a few provinces give much data in regard to buildings, equipment and libraries. The provinces which do give some definite reports in regard to these matters vary so greatly in the method of presenting them, and in the matter which they contain that any comparative statement is impossible. In Schedule F the information obtainable from the reports in regard to school libraries is given.

The improvement in rural school buildings during recent years is most encouraging. In the West where so many of the schools are new, the higher standards have been operative from the beginning. In the East whenever an old building is replaced, a much better and more modern building almost invariably takes its place. The most distressing conditions in this respect are to be found in rural districts in Eastern Canada, particularly Quebec and the Maritime Provinces, where in many districts the population is decreasing and the young people who would, in the ordinary course of events, be reappearing in the schools, have gone to the United States or Western Canada. With an old unsatisfactory building and equipment and decreasing number of pupils

SCHEDULE F.—SCHOOL LIBRARIES

PROVINCE	SITUATION AT BEGINNING OF YEAR			SITUATION AT END OF YEAR			PROGRESS DURING THE YEAR			SOURCES OF CONTRIBUTIONS	
	Value	No. of Lib.	No. of Bks.	Value.	No. of Lib.	No. of Bks.	Value	No. of Lib.	No. of Bks.	Local District	Government
British Columbia . . . . .	?	?	?	?	?	?	?	?	?	?	?
Alberta <sup>1</sup> . . . . .	?	?	?	?	.....	57,408	\$8,786.20	?	?	?	?
Saskatchewan <sup>2</sup> . . . . .	?	?	?	\$56,495.68 Rural 37,773.57 Urban 18,722.11	?	?	13,677.20 Rural 9,702.70 Urban 3,974.50	?	?	?	?
Manitoba . . . . .	?	?	?	?	?	?	?	?	?	?	?
Ontario (Rural only) <sup>3</sup>	?	?	?	?	4,084	?	16,641.36	306	?	\$10,829.89	\$5,811.47
Quebec . . . . .	?	?	?	?	?	?	?	?	?	?	?
New Brunswick <sup>4</sup> . . . . .	?	?	?	?	?	?	270.59	?	659	179.46	91.13
Prince Edward Island	?	?	?	?	?	?	?	?	?	?	?
Nova Scotia <sup>5</sup> . . . . .	\$34,904.78	?	44,681 Rural 3,779	37,295.55 Rural 2,395.67	?	47,801 Rural 25	2,390.77 Rural 120.32	....	3,120 Rural 539	?	? Rural 165.00

<sup>1</sup> ALTA.—Annual Report of Dept. of Education, 1910, pp. 22-23.

<sup>2</sup> SASK.—*ibid.*, 1910, pp. 28, 30, 37.

<sup>3</sup> ONT.—*ibid.*, 1910, Appendix E, pp. 114-115.

<sup>4</sup> N. B.—*ibid.*, 1909-10, Table XVII, p. A41.

<sup>5</sup> N. S.—*ibid.*, 1910-11, Table XIII, p. 20, and Table XXIII, pp. 42-44.

NOTE:—The absolute and relative expenditures should, of course, be considered in the light of the absolute and relative number of schools and children in the respective provinces.

it can readily be imagined how difficult it is to bring about any marked improvement.

In closing this chapter it seems well to recall to attention the following significant conditions which it has brought to light.

(1) The primary responsibility for supplying adequate accommodation, equipment and library is placed upon the local community. In some cases the governments give grants to encourage improvement in buildings and equipment; in the majority of the provinces such grants are given to school libraries. Whether there be grants or not, the departments of education through their corps of inspectors are continuously working for improvement in this respect. The inspectors are generally more or less effectively aided by the teacher and the teacher by the inspector in working for such improvement.

(2) The variability in the conditions actually found, and in the effectiveness of efforts made to improve them, is very great. The tendency is very definitely, however, in the direction of higher standards and better accomplishment in every province.

(3) The need for all of the departments of education to find out more definitely exactly what the situation may be, is again brought clearly to view in the schedule dealing with school libraries and in the absence of data relative to accommodations and equipment.

(4) The valuable suggestions prepared by Ontario, and to a lesser extent by some of the other provinces, in regard to improvement of school grounds, buildings, equipment, and libraries indicate the more important preliminary steps thus far taken leading to an effective campaign for improvement.

§ N. S.—*ibid.*, 1910-11, Table XIII, p. 20, and Table XXIII, pp. 42-44.

§ *Sask.*—*ibid.*, 1910, pp. 28, 30, 37.

§ *Ont.*—*ibid.*, 1910, Appendix E, pp. 114-115.

Note.—The absolute and relative expenditures should, of course, be considered in the light of the absolute and relative number of schools and children in the respective provinces.

## CHAPTER VII

### CONVEYANCE OF PUPILS AND CONSOLIDATION OF SCHOOLS

#### A. LAWS AND REGULATIONS

The laws and regulations of each of the provinces deal with the questions of consolidation and conveyance more or less extensively.<sup>1</sup> All provinces provide for the admission of students of one district to the school of a neighboring district, either free, or upon payment of a fee or the inclusion of the property of their parents and guardians in the assessment of the district, or an arrangement between the school boards of the respective districts. Provision is also made for the alteration and re-arrangement of district boundaries to meet the varying conditions of shifting settlement, topography, or the desire to have smaller or larger area included, or the overlapping of a school district between such civil units as the county, township, or rural municipality.<sup>2</sup>

The specific provisions of the different provinces for encouraging consolidation and conveyance are of special interest.

B. C.—Public Schools Act, Sec. 6 (b), 11, 14A, 14B, 49, 81.

ALTA.—The School Ordinance, Sec. 48-52, 162-167.

The School Grants Ordinance, Sec. 10.

An Act Providing for the Consolidation of Schools and Conveyance of Children, 1913.

SASK.—The Schools Act, Sec. 12(b), 48-52, 162-167.

An Act to Amend the School Act (1911), Sec. 3, 5.

MAN.—The Public Schools Act, Sec. 2(f), 5(c) (d), 48A, 48B, 91-101, 105-111, 130, 133, 165(d), 207-208.

ONT.—The Public Schools Act, Sec. 15-30, 70.

The Continuation Schools Act.

The High Schools Act, especially Sec. 6-14.

The Boards of Education Act, Sec. 2(e), F, 13-24.

QUE.—The School Law, Art. 115 as amended in 1909, 118, 463-471.

N. B.—The Schools Act, Sec. 7, 23, 57 (3) (4), 106, 121, 124.

Regulations of Board of Education, Reg. 48-49.

P. E. I.—The Public Schools Act, Sec. IV.

N. S.—The Education Act, Sec. 5 (20-22), 137-139.

Comments and Regulations, 12-15.

<sup>1</sup>See Chapter I.

1. *British Columbia*: When British Columbia (1905) organized the rural municipality school boards<sup>3</sup> to replace the several small district boards, she took a forward step that has been fully justified by the results. The authorities and the people seem fully convinced that the consolidation of school boards or rather the replacing of the old local boards by a general municipal board elected at large, has proved a success and is much more satisfactory than the old system. This board decides on the number and location of the schools within its jurisdiction and may designate one particular school for the advanced elementary and junior high school courses. It would seem that such "superior schools" would form a natural center where a fully organized consolidated school might be evolved. The extent to which this has been done or the reduction of the number of schools within the rural municipality resulting from the consolidation of the school boards, would be interesting data but the reports do not give this information. These municipal boards have the power to consolidate the schools and provide transportation for the children living at a distance from the school. At the present time, the number of schools per municipality, in the twenty-six rural municipalities that have thus far been organized, is distributed as follows: Extreme limits 1 to 15; Quartiles 3 and 9; Median 5.<sup>4</sup>

If in the rural districts outside of such municipalities the majority of the rate-payers of two or more rural school sections agree to unite for the purpose of establishing a central graded school with at least two teachers, and of providing for the conveyance of the children living at a distance therefrom, the Government undertakes to pay one-half the cost of such conveyance.

2 and 3. *Alberta and Saskatchewan*: In Alberta and Saskatchewan the law permits one district—if two-thirds of the resident rate-payers having children between five and sixteen years of age (inclusive) are favorable to the arrangement—to arrange with a neighboring district for the instruction of its pupils and for the conveyance of their children to the neighboring school. The district so conveying its children continues to exist and to levy and collect the taxes necessary to provide for such transportation and such tuition charges as the districts

<sup>3</sup>See Chapter I.

<sup>4</sup>B. C.—Annual Report, 1910-11, p. A 10.

may have agreed upon. At the recent session of the legislature in Alberta provision was made for the consolidation of schools and conveyance of pupils.<sup>5</sup> The districts entering into such consolidation retain their identity and the consolidated district receives from the Government the same total grant as would have been earned by the said districts if they had not entered into the consolidation. In addition there is an extra grant of eighty cents per day for each day each van is actually used for the conveyance of children to and from the school.

4. *Manitoba:* Manitoba provides for the conveyance of children living at a distance of a mile or more from the school in both the single rural school district and the consolidated districts. If the residence of any of the children be so located that the van route cannot be arranged to include them, the parents or guardians of such children may arrange to convey them to the nearest point on the van route. If this be faithfully done for at least 100 teaching days in the year such parent or guardian receives a refund on his taxes equal to 5 cents per day for each day such conveyance is provided for the first child and 2 cents per day additional for each additional child. The rural municipal council or the special inspector, who has charge of the propaganda for consolidation, arranges matters regarding the necessary reorganization of districts when consolidation is desired.<sup>6</sup> The government offers liberal grants in aid not only of the initial step but also of the continuous existence of such a district.<sup>7</sup>

5. *Ontario:* In Ontario, if the rate-payers of two or more school districts desire to consolidate, the township council is authorized to arrange for such consolidation. The consolidated board of trustees consists merely of the several local boards sitting jointly. Each local district continues its individual existence, and elects its own trustees. If at the end of a five-year trial the majority of the consolidated board decide in favor of discontinuing the arrangement, the consolidated district may be divided and the several local districts revert to their former independent status. The property of the several districts is safeguarded in the meantime by requiring the consolidated board to provide for its up-keep.

<sup>5</sup>ALTA.—An Act providing for the Consolidation of Schools and Conveyance of Children, 1913.

<sup>6</sup>See Chapter I.

<sup>7</sup>See Chapter II.

In providing for organized coöperation between districts for the purpose of maintaining Continuation Schools and High Schools or Collegiate Institutes, Ontario has gone further than any other province.<sup>8</sup> The grants in aid of such secondary schools as well as those in aid of consolidation and conveyance of pupils in the elementary schools have already been indicated.<sup>9</sup>

6. *Quebec*: In Quebec the school commissioners or trustees may consolidate two or more of the school districts under their control and arrange for the transportation of the children living at a distance. If the average number of children attending school in any district is less than ten the school board may close the school and provide for the conveyance of such children as there may be, to the school in the neighboring district. Arrangements are also possible whereby the school commissioners or trustees of any "county, counties or parts of counties," may combine for the purpose of establishing one or more academies. No government grant is provided for the special purpose of encouraging these developments.

7. *New Brunswick*: New Brunswick is one of the most liberal of the provinces in its grants toward consolidation.<sup>10</sup> The unit for consolidation must be at least three districts and in addition to the conveyance of pupils the consolidated school must provide equipment and instruction in manual training and household art. There is also the usual provision for the closing of a small school and the conveyance of the children thereof to the neighboring school. If such rural district neglects to tax itself to provide for such transportation the Chief Superintendent of Education may insist or may even levy and collect such taxes directly. Only those children living one and a half miles or more from the school can legally demand transportation. Under certain conditions the Chief Superintendent has the power, at his discretion, to insist on the union or consolidation of two or more school districts.

8. *Prince Edward Island*: So far as the laws and regulations are concerned Prince Edward Island leaves the question of consolidation and conveyance to be arranged by the Lieutenant-Governor in Council and the local school boards, when the

<sup>8</sup>See Chapter II.

<sup>9</sup>*Ibid.*

<sup>10</sup>*Ibid.*

occasion arises. No special grant is provided, but the Department of Education has avoided penalizing the movement by continuing the grants to the consolidated district on the same basis as that in force before the several districts became merged into one.

9. *Nova Scotia:* Nova Scotia aids consolidation and conveyance first by providing that the total amounts, which the school sections entering such a union might earn from the provincial and county funds, have not decreased even though fewer teachers be needed. In addition in 1907 the legislature provided a special fund of \$36,000 for the purpose of assisting the movement. The method of apportioning the fund has already been dealt with in a former chapter.<sup>11</sup> The fund is, as yet, not fully expended for any of the counties.

#### B. ACCOMPLISHMENT

British Columbia, Alberta, Saskatchewan and Quebec have accomplished but little, if anything, in the way of consolidation, and organized provision for conveyance. Prince Edward Island has three consolidated schools. The original one, organized under the Macdonald Fund, still persists though with a reduction of from six to three districts. This school is developing into a special type of institution. It draws students from distant parts, and from the districts that have actually withdrawn from the consolidation. These students pay a tuition fee. Within the consolidated district itself the parents of the children attending pay a special tuition fee over and above their regular taxation. The government pays the usual salary grant that the several districts would receive if no such consolidation had taken place. Sir William Macdonald and Dr. James W. Robertson continue to supplement—or rather to pay the larger part of the expenses of maintaining the school on an efficient basis. The data regarding this school presented in Schedules G, H, I and J are made available through the kindness of Mr. Vernon Crockett, the Principal of the school. At Summerside and Tyron there are also consolidated schools. In each of these villages tuition is provided for the children of a neighboring rural school district. The trustees of the rural district receive from the government

<sup>11</sup>See Chapter II.

the usual salary grant for a teacher and are permitted to use it in providing for the transportation of their children to the village school. Nova Scotia has accomplished something in the way of uniting small and weak districts here and there throughout the province. Few of these can be considered real consolidated districts as they seldom include more than two or at most three

SCHEDULE G  
HILLSBORO CONSOLIDATED SCHOOL — TEACHERS

District	BEFORE CONSOLIDATION				UNDER CONSOLIDATION			
	Year	No.	Class	Salary	No.	Class	Sex	Salary
Banbury.....	1900	1	2nd	190	6 2 Col. Grad. 3 Male 2, 1st class 3 Female 2 Specialists			
	1901	1	1st	190				
	1902	1	1st	180				
	1903	1	1st	190				
	1904	1	1st	235				
Cross Roads.....	1900	1	2nd	225	6 2 Col. Grad. 2 Male 2 Specialists 4 Female			
	1901	1	1st	180				
	1902	1	2nd	190				
	1903	1	3rd	180				
	1904	1	3rd	180				
Mount Herbert...	1900	1	1st	180	5 2, 1st class 2 Male 3, 2nd class 3 Female			
	1901	1	1st	180				
	1902	1	1st	180				
	1903	1	2nd	225				
	1904	1	2nd	225				
Fullerton's Marsh..	1900	1	3rd	120	4 3, 1st class 2 Males 1, 2nd class 2 Females			
	1901	1	2nd	180				
	1902	1	2nd	225				
	1903	1	1st	225				
	1904	1	1st	180				
Bethel.....	1900	1	2nd	180	1909			
	1901	1	1st	225				
	1902	1	3rd	130				
	1903	1	3rd	150				
	1904	1	3rd	150				
Haselbrook.....	1900	1	2nd	225	1910			
	1901	1	1st	180				
	1902	1	3rd	180				
	1903	1	3rd	180				
	1904	1	3rd	180				
All Districts.....	1900	6	1, 2, 4	1,120	Total		Year	3,300
	1901	6	1, 2	1,135			1905	6
	1902	6	1, 2, 3	1,085			1906	2,700
	1903	6	1, 2, 3	1,150			1907	2,550
	1904	6	1, 2, 3	1,150			1908	
							1909	
						1910	2,730	

SCHEDULE H.—FINANCIAL SUPPORT OF HILLSBORO CONSOLIDATED SCHOOL

DISTRICT	THE FIVE YEARS IMMEDIATELY BEFORE CONSOLIDATION										THE THREE YEARS UNDER THE MACDONALD FUND						THE THREE SUBSEQUENT YEARS					
	1900		1901		1902		1903		1904		1905		1906		1907		1908		1909		1910	
	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid	Local Taxes	Outside Aid
Banbury.....	\$30.00	\$210.00	\$55.00	\$235.00	\$45.00	\$225.00	\$45.00	\$225.00	\$45.00	\$275.00	\$45.00		\$45.00		\$45.00		\$184.90		\$168.06			
Cross Roads.....	39.00	264.00	41.40	221.50	246.00	436.00	54.50	234.00	54.00	234.00	50.00		50.00		50.00		146.65		146.60			
Mount Herbert...	48.40	220.00	40.00	220.00	35.00	225.00	20.00	245.00	50.00	260.00	54.00	?	54.00	?	54.00	?	104.??	?	219.45	?	?	?
Fullerton's Marsh.	28.00	148.60	22.15	202.50	78.85	165.85	20.50	245.00	20.00	200.00	20.00		20.00		20.00							
Bethel.....	63.00	243.00	150.00	375.00	85.00	205.00	40.00	245.50	30.00	150.00	30.00		30.00		30.00							
Hazelbrook.....	50.00	275.00	26.30	206.30	45.00	225.00	40.00	220.00	30.20	210.20	30.00		30.00		30.00							
Totals.....	\$258.40	\$1360.00	\$334.85	\$1460.30	\$534.85	\$1481.85	\$220.00	\$1414.50	\$229.20	\$1329.20	\$229.00		\$229.00		\$229.00							
	\$1618.40		\$1795.15		\$2016.70		\$1634.50		\$1558.40		\$1419.00+?		\$1419.00+?		\$1419.00+?		\$1290.55		\$4414.86		\$4324.00	
Banbury.....	} \$117.40	} \$694.00	} \$136.40	} \$676.50	} \$326.00	} \$886.00	} \$119.50	} \$714.00	} \$149.00	} \$769.00	} \$149.00	} \$149.00	} \$149.00	} \$149.00	} \$149.00	} \$149.00	} \$435.55	} \$555.00	} \$534.11	} \$3880.75	} \$579.00	} \$3745.00
Cross Roads.....																						
Mount Herbert..																						

SCHEDULE I—ATTENDANCE AT HILLSBORO CONSOLIDATED SCHOOL.

DISTRICT	DURING THE FIVE YEARS BEFORE CONSOLIDATION												THE THREE YEARS UNDER THE SPECIAL ARRANGEMENT						SUBSEQUENT YEARS											
	1900			1901			1902			1903			1904			1905		1906		1907		1908		1909						
	Enrollment	Average Attendance	% Attendance	Enrollment	Average Attendance	% Attendance	Enrollment	Average Attendance	% Attendance	Enrollment	Average Attendance	% Attendance	Enrollment	Average Attendance	% Attendance	Enrollment	Average Attendance	% Attendance	Enrollment	Average Attendance	% Attendance	Enrollment	Average Attendance	% Attendance						
Banbury.....	12	7	58	11	7	64	15	10	67	20	13	65	22	14	64															
Cross Roads.....	43	20	47	57	27	46	56	26	46	51	24	47	49	17	35															
Mount Herbert.....	35	14	40	28	14	50	29	16	55	28	16	57	30	17	56															
Fullerton's Marsh.....	21	11	52	24	14	58	21	12	57	20	10	50	21	10	47															
Bethel.....	19	10	53	20	11	55	17	10	59	14	9	64	14	8	57															
Hazelbrook.....	36	15	36	36	14	39	31	22	71	27	16	59	33	22	70															
Totals.....	166	77	46	176	87	49	169	96	57	160	88	55	169	88	52	168	119	74	190	125	66	174	?	?	132	91	74	133	81	66
Banbury.....																														
Cross Roads.....		90	41	45	96	48	50	100	52	52	99	53	53	91	48	52									132	91	74	133	81	66
Mount Herbert.....																														

NOTE.—Fullerton's Marsh, Bethel and Hazelbrook withdrew from consolidated district at the end of the three-year arrangement under the Macdonald Fund. Since then the Consolidated District has had from 19 (1907) to over 50 in 1911.

## SCHEDULE J—HILLSBOROUGH CONSOLIDATED SCHOOL DISTRICT—TAXES

DISTRICT	NUMBER OF RATE-PAYERS	AREA OF DISTRICT ASSESSED		VALUATION OF PROPERTY ASSESSED		TAXES	
		Acres	Distribution between Rate-Payers	Amount	Distribution between Rate-Payers	Amount	Distribution between Rate-Payers
Banbury.....	1902 17	1,693	[15 { 65 (100) 140 } 200] <sup>1</sup>	\$45,150	[500 { 1,600 (\$,800) 4,000 } 5,200]	\$45.15	[.50 { 1.50 (\$ .80) 4.00 } 5.20]
	1910 19	1,692	[ 5 { 60 ( 84) 110 } 200]	79,550	[500 { 1,700 (\$,800) 3,000 } 5,000]	198.40	[2.00 { 6.40 (8.80) 12.00 } 20.00]
Cross Roads.....	1908 35 (-5) <sup>2</sup>	2,667	[ 5 { 35 ( 50) 100 } 280]	64,600	[300 { 1,200 (\$,800) 2,700 } 5,000]	53.38	[.27 { 1.08 (1.53) 2.43 } 4.50]
	1910 36	2,065	[ 5 { 36 ( 7 ) 100 } 280]	57,300	[400 { 900 ( 7 ) 2,500 } 5,000]	244.00	[ 1.60 { 4.00 (6.00) 10.00 } 20.00]
Mount Herbert.....	1910 31 (-3) <sup>3</sup>	2,242	[20 { 50 ( 79) 125 } 212]	39,520	[170 { 600 (1,550) 1,800 } 4,500]	158.00	[.63 { 2.40 (6.00) 7.20 } 18.00]
Fullerton's Marsh.....	1902 26	?	?	21,810	[100 { 400 ( 850) 1,100 } 1,760]	84.99	[.36 { 1.44 (3.06) 3.96 } 6.33]
Bethel.....	1902 25	1,630	[ ? { 50 ( 7 ) 80 } ? ]	19,060	[ 20 { 500 ( 650) 1,000 } 2,600]	87.81	[.07 { 1.88 (2.35) 4.70 } 12.22]
	1909 25 (-7) <sup>4</sup>	1,637	[ ? { 50 ( 7 ) 100 } ? ]	18,920	[ 20 { 500 ( 750) 1,610 } 2,000]	21.97	[.52 { .65 (1.27) 1.82 } 2.64]
Hazelbrook.....	1908 18	?	?	24,450	[200 { 1,000 (1,850) 1,500 } 3,300]	152.03	[ 1.26 { 6.30 (8.50) ? } 20.70]

<sup>1</sup> In this and subsequent tables the brackets are used to set off the variation and distribution as follows : [lowest extreme { lower quartile (median) upper quartile } upper extreme.]

<sup>2</sup> Five of those assessed were apparently not taxed (3 residents and 2 non-residents) as no amount is charged against them on the tax and assessment roll.

<sup>3</sup> Three non-residents evidently exempted from taxation.

<sup>4</sup> No tax charges entered in tax and assessment roll opposite the names of 7 rate-payers (non-resident)—included property consisting of 247 acres valued at \$2,020.

sections or one weak and one stronger district. Some fifteen cases of such consolidations have occurred since 1907. Even the Middleton Consolidated School organized under the Macdonald Fund and receiving aid therefor for a period of six years has not maintained itself. At present but one of the original six rural districts that joined remains within the consolidation, the others having withdrawn after the withdrawal of the special aid from Sir William Macdonald. The rural district that has remained within the consolidation for the 8 years, at present leaves the matter of conveyance in the hands of the parents concerned. They usually take turns in transporting the children in wet and stormy weather—the children walking during the fine weather. At the time of visiting this school one of the other rural sections was considering the question of re-entering the consolidation and those responsible for the school seemed hopeful that a number of the others would do so in the course of a year or so.

New Brunswick has surpassed all the provinces with the exception of Manitoba in extending the organization of consolidated schools. To the original school at Kingston established under the Macdonald Fund the consolidated schools at Hampton, Florenceville, and Riverside (Albert County) have been added. Hampton and Florenceville are organized wholly without special aid from any patrons—the general grants from the government and the local taxation being the only sources of financial support. The school at Riverside was bonused both in land and money by ex-Lieutenant Governor McLellan who resides in the district. All of the six districts originally entering the Riverside consolidation have remained within the organization for the full seven years since the consolidation was brought about, even though the tax rate has increased from 5 or 6 mills to 12 or 13 mills. This is the only school visited that provided a residence for the principal of the school which he rents from the board at a very reasonable rate. The district is indebted to Hon. Mr. McLellan for this special provision. The school has also been designated as the county academy and receives the grants provided for such institutions as well as the special grants earned by virtue of consolidations, conveyance, manual training and household science. All of these consolidated schools in New Brunswick provide equipment and instruction in manual

training, household arts, and school gardening. With the school at Hillsboro these four consolidated schools represent the best that Canada has attained in the way of rural school consolidation. Hillsboro and Kingston are, however, the only ones of the group that are placed out in the rural districts away from villages. The others are formed by bringing the children from the country districts into the village school. Although taxation has increased and considerable difficulty is experienced in retaining the continuous service of a competent staff, the schools are proving a success and receive cordial support from the people.

One is astonished to find that consolidation has made such little headway in Ontario. The original consolidated school organized at the Agricultural College at Guelph has gradually become a suburban school for a section of the city of Guelph and the children of the staff of the Agricultural College. Only one-half of one of the rural districts originally joining the consolidation now remains with the school.\* At North Bay, however, a second consolidated school has been organized and is in successful operation.

Manitoba is the one province that is pushing the consolidation movement vigorously and persistently. The Minister of Education and the Deputy-Minister are both strongly in favor of it wherever it is possible. These purposes are kept in view in the carrying out of the general policy: (1) To secure as the smallest school unit a sufficient attendance for a good one-teacher school—from 20 to 30 children being considered sufficient. (2) To secure consolidation of several districts with the advantages of conveyance, grading, superior teaching and social experience without the additional burden of equipment and instruction in special subjects. (3) Having secured the above, to gradually assume the additional responsibility for special subjects, and specially organized classes for those in rural communities who intend to remain in rural life.

During the last year or so the propaganda for consolidation and the organization of consolidated districts have been in charge of Inspector Hall-Jones. Backed by liberal government grants and the personal coöperation and encouragement of the Minister of Education and the Deputy-Minister, Inspector Hall-Jones has succeeded in bringing about a very definite extension of rural school consolidation. No less than nineteen such schools

\* See Chapter VIII.

SCHEDULE K.—ATTENDANCE BEFORE AND AFTER CONSOLIDATION

CONSOLIDATED DISTRICTS	MERGED DISTRICTS	ENROLMENT FOR 5 YEARS BEFORE CONSOLIDATION							AVERAGE ATTENDANCE FOR 5 YEARS BEFORE CONSOLIDATION							UNDER CONSOLIDATION						
		6th year	4th year	3rd year	2nd year	1st year	Average for 5 yrs.	Average for Group	6th year	4th year	3rd year	2nd year	1st year	Average for 5 yrs.	% of Attendance for 5 years	% of Group	Enrolment	Average Attendance	% of Attendance	No. Conteged	Average Attendance of those Conteged	% of Attendance of those Conteged
Starbuck.....	Kinlough.....	29	32	32	27	30	28	12	15	11	13	15	13	43			107	63	58	50	42	84
	Holyrood.....	26	17	27	26	25	24	13	9	13	12	20	13	54	40							
	Starbuck.....	69	71	73	85	86	77	34	35	39	36	39	37	45	50	82	44	53	40	29	69	
Kelwood.....	Smith's Glen.....	34	31	28	29	22	29	13	14	14	10	13	45									
	Kelwood.....	48	50	49	61	64	54	27	30	30	29	35	30	55								
Brickburn.....	Valley River.....	40	43	39	50	36	42	14	14	22	20	16	17	40	49	193	141	73	74	62	84	
	Brickburn.....	112	125	146	158	175	145	68	75	86	95	101	83	58								
St. Andrew's.....	Park's Creek.....	61	59	59	47	52	56	22	23	23	20	20	22	39	40	70	53	75	30	20	70	
	Central St. Andrew's.....	48	42	52	50	50	48	23	17	19	20	23	20	42	51	660	428	65	31	21	68	
	Vermilion.....	31	25	34	32	27	30	15	15	16	12	10	13	43								
Dauphin.....	Dauphin.....	336	387	421	617	608	454	183	223	247	296	391	268	59								
Darlingford.....	Darlingford.....	28	21	25	29	25	26	15	10	11	12	17	13	50	47	73	55	75	33	28	85	
	Darlingford.....	44	...	32	37	47	40	15	...	15	19	25	18	45								
	Star Mount.....	14	12	13	17	12	14	5	4	5	5	7	5	36								
Snowflake.....	Prairie City.....	23	23	26	34	31	27	15	12	18	17	15	16	59	54							
	Carthage.....	17	17	20	24	22	21	9	6	9	9	10	9	43								
	Snowflake.....	19	19	21	16	16	18	8	8	7	8	7	39									
Melita.....	Dobbys.....	19	21	21	17	18	19	11	9	8	10	8	9	47	50							
	Melita.....	254	230	278	269	245	255	133	99	148	157	159	139	54								
	Garnet.....	49	52	58	54	72	57	25	26	31	23	30	27	47	46	91	56	61	54	31	58	
	Tremont.....	25	31	30	29	30	29	14	13	13	12	15	14	45								
Sperling.....	Waddell.....	70	65	46	66	61	62	27	24	20	28	33	26	42								
	Stephensfield.....	35	30	27	24	33	30	13	12	14	10	13	12	40	42							
	Hyde Park.....	39	31	31	29	28	30	10	12	13	20	13	43									
	Rosevale.....	22	28	33	37	40	32	9	14	14	16	17	14	43								
Elphinstone.....	Reding Mountain.....	26	24	34	44	31	32	12	12	14	15	13	13	41	49	60	36	60	19	14	74	
	Elphinstone.....	14	14	9	14	9	12	10	7	6	6	4	7	58								
	Dundas.....	30	25	26	30	16	25	11	11	12	13	8	11	44								
Teulon.....	Windor.....	27	32	29	29	27	29	13	21	12	12	7	13	45	44	140	79	56	27	25	93	
	Nutby.....	36	48	49	58	56	49	15	19	14	17	22	17	35								
	Teulon.....	55	65	65	69	78	64	23	26	31	45	48	35	54								
Holland.....	Dawson.....	45	45	45	40	52	45	23	26	25	22	27	25	56	56	174	153	88	69	58	84	
	Holland.....	134	162	148	159	...	151	75	88	84	95	...	83	56								

Conveyance and Consolidation

SCHEDULE L.—SCHOOL PROPERTY, TEACHERS AND CONVEYANCE

CONSOLIDATED DISTRICT	NO. OF YEARS IN OPERATION	AREA OF CONSOLIDATED DISTRICT	AREA OF SCHOOL SITE	SIZE OF SCHOOL BUILDING	MATERIAL OF WHICH BUILDING IS MADE	NUMBER OF VANS	CAPACITY OF VANS	LENGTH OF ROUTE	COST OF VANS	NUMBER OF DRIVERS	AMOUNTS PAID TO DRIVERS	NUMBER OF TEACHERS	AMOUNTS PAID TO TEACHERS
Holland.....	5 years	29 sec.	300 ft. x 400 ft.	4 rooms	Frame	4	18 18 14 19	6 miles 5½ miles 4½ miles 6 miles	\$600	4	\$1,765	4	\$1,200 600 600 550
St. Patrick ..	2 years	20 sec.	2 acres	1 room	Frame	2	11 15	2½ miles 7 miles	175	2	850	1	450
Eagleton....	3 years	54 sec.	2 acres	30' x 20' 1 room	Brick veneer	4	2-16	5 miles 2½ miles 5 miles 5½ miles	150	4	1,480	1	700
Elphinstone .	2 years	34 sec.	2 acres	2 rooms	Frame	2	10 9	5½ miles 7½ miles	300	2	3.00 per day	2	800 600
Darlingford	1yr. 5 mos.	22½ sec.	5 acres	4 rooms	Brick	3	10 16	4 miles 6 miles	300	3	1,420	2	1,000 600
Starbuck....	2 years	40½ sec.	10 acres	5 rooms	Brick	4	9 20 14	4 miles 4½ miles 4 miles	175 175	4	3.00 per day 2.00 per day	3	1,500 600 550
Kelwood....	1 year	26½ sec.	3 acres	2 rooms	Brick veneer	2	12 16	3½ miles 9½ miles	50	2	2.66 per day 2.25 per day	2	750 600
Warren.....	5 mos.	55½ sec.	6 acres	4 rooms	Frame	4	20 17 15	7 miles 6½ miles 6½ miles	225 225 200	4	690 710 690	2	720 540
Sperling ....	1 yr. 4 mos.	48½ sec.	5 acres	4 rooms	Brick	3 and 1 buggy	20 16 14	6½ miles 5½ miles 5½ miles	195 each	4	3.50 per day 3.25 per day 2.25 per day 1.75 per day	2	900 550
Sarahville ..	1 yr. 8 mos.	15 sec. and vil- lage of Miniota	3½ acres	2 rooms	Brick	1	9	7 miles	\$151	1	\$525	2	850 550
St. Andrews	1 yr. 2 mos.	18 sec.	2 acres	1 room	Frame	1	30	4 miles	240	1	3.50 per day	2	600
Teulon.....	2 years	40 sec.	2½ acres	20' x 40' 4 rooms	Frame	3	10	3½ miles	\$575 for 3	3	375 each	4	600 for 4 600
Brigdenley ..	3 years	24 sec.	2 acres	1 room	Frame	2	9	4 miles	\$120	2	375	1	600
Virden.....	6 years	31 sec. and Vir- den	2½ acres	26' x 40' 7 rooms	Brick	1	10 14	10 miles 8½ miles	100 300	1	150 600	7	4,275
Melita.....	2 yrs. 8 mos.	35 sec. and Me- lita	4½ acres	7 rooms	Frame	2	15	8 miles	365	2	1,200	7	5,650

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are now in operation and it seems that those concerned consider that the development is but nicely under way. For the data in Schedules K and L regarding these schools we are indebted to the Deputy-Minister of Education, Mr. Fletcher, and especially to Inspector Hall-Jones who kindly collected the same while on a tour of inspection and lecturing in connection with his special duties.

### C. OBSERVATIONS AND SUGGESTIONS

(1) The rural municipality school district in British Columbia provides an excellent opportunity for developing the consolidated method of organization wherever the distribution of settlement and topography of the district make it a possibility. No doubt, the movement would be accelerated in both the rural municipality schools and those rural schools outside of such municipalities, if the government were to provide such initial maintenance grants as the governments of Ontario, New Brunswick, Nova Scotia, and Manitoba provide.

(2) The rapid settlement of Alberta and Saskatchewan necessitates much attention to the organization of new school districts. In Alberta alone the Department employs two men whose sole duty is to look after the organization of such districts. One new school unit per teaching day has been about the average for the past few years. It seems unfortunate, however, if in the stress of this expansion, careful provision be not made to avoid building up local organizations which might better not be built up. The multiplication of rural school districts, if it consist in the formation of smaller districts than are necessary or if it consist in the sub-division of districts not now too large, is not a thing of which to boast. In so far as this rapid increase in school districts is a response to the needs of new and outlying sections of the provinces it is but in keeping with the general policy of Canada in the West, namely that of having the law precede settlement and the church and school accompany it from the beginning. In so far as there are districts unnecessarily divided up, or unnecessarily small districts formed, or in so far as there is neglect to provide for the consolidation of the rural schools of the older and more settled portions of the province there is evidence of a lack of foresight and of constructive educational policy on the part of those responsible. It would be inter-

esting to know to what extent the education departments of these, or indeed of any of the other provinces—Manitoba, New Brunswick, and Prince Edward Island possibly excepted—have actually examined the situation in detail with a view to determining what and how many consolidated districts could be formed if the people were willing to coöperate with the government and the government willing to coöperate with the people. A careful and adequate analysis of the situation with reference to the possibilities of uniting small districts under one teacher and a series of districts into a consolidated district is a necessary preliminary step to the formation of any intelligent policy with reference to this problem in any given province.

(3) In Quebec the inadequacy of the training given in the elementary rural schools forms the darkest page in Canadian education. The extent to which this could be improved upon by the consolidation of such of these schools as are within the necessary distant limits for consolidation is very great indeed. In many of the rural sections of Quebec the old French survey system exists and with the custom of locating all homes near the river front or the road allowance would make the conveyance problem exceptionally convenient as compared with what it is in other provinces.

(4) While the general question as to the advisability of consolidation, where possible, is assumed to be long since answered in the affirmative and many times demonstrated in the United States, and as indicated above, in a number of instances in Canada, the following considerations growing out of the data presented in Schedules G, H, I, J, K, and L, will be of definite interest:

A—Schedule K. Note the relationships between the following data regarding the respective districts in the order of their appearance in the schedule:

(a) Average Enrollment per group before consolidation:

129, 83, 187, 104, 484, 66, 80, 274, 148, 92, 44, 167, 196.

Average Enrollment per group under consolidation:

107, 82, 193, 70, 660, 73, ? ? 91, ? 60, 140, 174.

The explanation of the decrease in enrollment in the case of six districts and its rather remarkable increase in the case of four districts was not obtainable.

(b) Percentage of Attendance for groups before consolidation:

49, 50, 49, 40, 51, 47, 54, 50, 46, 42, 49, 44, 56.

Percentage of Attendance for groups under consolidation:  
58, 53, 73, 75, 65, 75, ? ? 61, 60, ? 56, 88.

Percentage of Attendance of those conveyed:

84, 69, 84, 70, 68, 85, ? ? 58, ? 74, 93, 84.

Could a clearer demonstration of the remarkable effect upon attendance be desired? Note the significance of this in connection with the discussion of attendance in rural schools found in Chapter V. The regularity of attendance on the part of those conveyed is also of definite significance.

B—Schedule L. The distribution of the consolidated districts as to area is of interest to those contemplating the organization of such districts as is also the varying lengths of the van routes and the capacity of the vans. The size of the school grounds is also interesting to those concerned with securing larger reservations for the purpose. A general idea of the relative cost of drivers and teachers can be obtained also although the data do not permit of any summations.

C—Schedule G. The significant facts revealed here are: (1) The reduction in the number of teachers—due to the fact that it became possible to secure regular teachers who could take the special subjects. (2) The higher standards in the qualifications of the teachers and the doubled, and in one case almost trebled, salary paid the teachers. The exceptionally low salaries paid the teachers under the old regime will be partially understood when the facts revealed by Schedule J are considered.

D—Schedule I. Note the percentage of attendance for the five years before consolidation—46, 49, 57, 55, 52—and compare it with that during the three years under the Macdonald Fund 74, 66, ?—and the two years for the three districts remaining within the consolidation during 1909 and 1910—74, 66. The evidence of Manitoba is reinforced in regard to the effects of consolidation on regularity of attendance.

E—Schedule H. This table indicates quite clearly the relative contributions of the local districts and the government towards the support of education under the old regime and also the extent to which Sir William Macdonald and Dr. Robertson have had to support the institutions because of the failure of the districts and government to contribute adequately. Those districts remaining within the consolidation, however, have

been equal to the challenge to double or even treble their taxation and supplement even that by a separate tuition fee to be paid by parents as indicated earlier in the chapter. This should, however, be considered in the light of the initial amount of taxation that was thus doubled and trebled.

F—Schedule J. This schedule gets even closer to the local community's contribution to the support of their local school. The light it sheds on the rural school problem of Prince Edward Island, and in a measure on many parts of Nova Scotia and Quebec where similar standards prevail, is certainly illuminating. It is to be regretted that the real value of the property could not be ascertained as well as its assessed value. The facts revealed by the table fully justify the statement that the local contribution to the support of education is something of which any Canadian should be ashamed. Even under the consolidated scheme the maximum tax paid by any individual rate-payer, considered in the light of his assessment, is very low indeed.

(5) In the cases where the initial reorganization has already been accomplished, much remains to be done, especially on the part of those responsible for the organization and administration of the school as an educative agency. Given the organized institution, its functioning then becomes the significant problem. The development of the most suitable course of study which is unified and related primarily about the life and needs of the children and community is much needed. The present situation is such that the internal logical relations of subject matter both within and between the various subjects and the requirements in the way of examinations are the predominant influences determining the relation and organization and administration of the course of study. Even within these limits the subjects are too frequently developed as independent and unrelated units.

The possibilities of a further utilization of such consolidated schools for the strengthening of the "after-educative" influences which should continue to play upon the life of the youth and people of the community are only gradually being realized even by those in charge of such schools. In a few cases, especially at Hillsboro, some good beginnings have been made. Surely here is a field for constructive professional work which should call for the best efforts of those engaged in this interesting field.

## CHAPTER VIII

### ADVANCED CLASSES AND SECONDARY SCHOOLS

It will be necessary in this chapter to consider first the general provisions for secondary education and its availability as far as rural pupils are concerned, and second, the special efforts being made to modify the "regular" secondary work in the light of rural needs and opportunities.

#### A. GENERAL SITUATION

1. *British Columbia*:<sup>1</sup> In any rural municipality school district or rural school district, if there be at least ten pupils in the high school grades, the board of trustees may provide one or at most two superior schools in which the upper grade work and the junior high school course may be emphasized. In the town and city municipalities a minimum of twenty such pupils is required before a high school may be organized. In the larger centers the high school may develop into a Collegiate Institute or even a Junior College.<sup>2</sup> In all the above cases the regular board of school trustees has the whole range of local provision for education under their charge and acts in high school matters as "The Collegiate Institute Board" and in College matters as "The Board of Governors of . . . . . College."

Those rural pupils that are not within easy reach of a superior school or a high school must leave home and attend a school elsewhere. In such a case they must pay a tuition fee without any aid from their home district. The one-teacher rural schools are not permitted to undertake high school work.

2. *Alberta*:<sup>3</sup> The public school system in Alberta is organized

<sup>1</sup> B.C.—Public Schools Act, Sec. 17, 110, 111, 111A, B. C. Manual of School Law.

<sup>2</sup> Recently modified when legislation was passed providing for the University of British Columbia.

<sup>3</sup> ALBERTA—School Grants Ordinance, Sec. 3 (4).

on the basis of twelve grades—the first eight grades being considered elementary and the last four secondary. While a minimum attendance of at least six pupils qualified for work in advance of Grade VIII is required before any high school grant may be claimed, yet in many of the one-teacher rural and especially the two- or three-teacher village schools attempts are made to give the work of grades IX and X.

The advice of the inspector seems to be the only restraining influence that is brought to bear to prevent the overburdening of the one-teacher school with this junior high school work. The ambition of the parents of the particular children concerned and their unwillingness to send their children to the neighboring town or village frequently force the teacher to sacrifice the interests of the majority of the pupils and center her efforts on preparing the one or two advanced pupils for their examinations.

3. *Saskatchewan*:<sup>4</sup> In this province there is a special law and a special series of regulations and grants provided for secondary education. While the organization of such work is more definite and detailed than in Alberta there are the same difficulties in the rural and small village schools. The separation of the high schools from the elementary schools is carried to the point of having a high school board of trustees elected independently of the public school board. This separation of the local educational authorities into two separate and independent units seems both unnecessary and unwise. Whether it will be justified by experience remains to be proved.

4. *Manitoba*:<sup>5</sup> The provisions for secondary education in Manitoba are much the same as in Alberta as far as rural schools are concerned. The high schools are dealt with by a clause here and there throughout the school law and regulations. The one local board of trustees controls both the high and the elementary schools. The same conditions prevail in the small towns, villages and rural districts as in Alberta.

5. *Ontario*:<sup>6</sup> Ontario has far surpassed all of the other provinces

<sup>4</sup> SASK.—The Secondary Schools Act.

<sup>5</sup> MAN.—The Education Department Act, Sec. 4 (a) (c).  
The Public Schools Act, Secs. 125 (d), (f), 127 (d).

<sup>6</sup> See Chapter II.

ONT.—Continuation Schools Act, and, High Schools Act.

An Act to Amend the High School Act.

Regulations and Courses of Study of Schools and Collegiate Institutes.

Circulars No. 3, No. 47-1-2, No. 37.

in developing and organizing secondary education. In districts where there may be but one or two teachers, if an average attendance of at least two pupils qualified to take work in advance of the public school course can be maintained, the Department takes definite steps to put the work on a basis that will make it amount to something. Grants are provided, equipment required, and a teacher with a certain standard qualification must be employed. These Fifth Forms are usually found in the more outlying sections. Where the number of such students is of sufficient size to justify the step the local districts are empowered to coöperate in the financial support of Continuation Schools which offer the first two years of high school work and prepare students to enter the model and normal schools. In this case also special grants are furnished and special requirements regarding the teachers' qualifications, equipment and accommodation insisted upon. Where the local districts find the continuation school inadequate for its needs a high school may be formed—it may be a county high school free to all pupils in the county or it may be in a town or city. In villages, towns and cities night high schools may be organized—the equipment of the day high school being used. These night high schools are subject to the same general regulations as the day high schools. Full provision is made for coöperation among districts or townships for the purpose of organizing continuation schools or high schools. Two special inspectors are provided whose sole duty it is to supervise and inspect the work of the continuation schools, and the high schools are also under a special corps of inspectors. Many of the larger cities so strengthen their high schools that they become collegiate institutes. Special grants are provided for both the high schools and the collegiate institutes.<sup>7</sup>

6. *Quebec*:<sup>8</sup> Under either the Protestant or Roman Catholic Committee the school commissioners or trustees of a number of

<sup>7</sup> See Chapter II.

ONT.—Continuation Schools Act and High Schools Act.

An Act to Amend the High School Act 1910.

Regulations and Courses of Study of the High Schools and Collegiate Institutes.

Circulars No. 3, No. 47-1-2, 37.

<sup>8</sup> QUE.—The School Law, Arts. 121-122, 246, 255, 463-471, 444-448.

Regulations of the Roman Catholic Committee, Art. 7, 8, 90-121.

Regulations of the Protestant Committee, Art. 24 (e) (f)-33, 40,

44, 76, 78, 79, 82, 84, 85, 87.

local districts may coöperate for the purpose of maintaining a central Model School or an Academy. The chairmen of the respective boards constitute a board of delegates to arrange for such coöperation and appoint a committee of their number to carry out the arrangements that may be made. As the model school covers but six years and the academies from eight to ten years of work, the extent of the secondary education thus made available is quite inadequate. Each of the contributing districts must provide at least \$300.00 annually towards the expenses and not more than \$3000.00 towards the site and building. Such academies share in the grants from the Superior Education Fund according to the discretion of the Provincial authority under which it may have been organized.

7. *New Brunswick:*<sup>9</sup> In New Brunswick every county containing 6000 inhabitants or fractional part thereof may organize, with the approval of the Department of Education, one or two superior schools in which the upper grade work is strengthened and the junior high school work provided. The consolidated schools are in this group in three instances. At the end of each five years the superintendent of education may insist on a change in the particular selection of local schools if the redistribution of population makes it wise to change. Each county may organize a county grammar school free to all the children of the county. Such a school must not be located in a district already served by a superior school without special permission from the central authority at Fredericton. Both the superior and grammar schools are aided by government grants.<sup>10</sup>

8. *Prince Edward Island:*<sup>11</sup> While the laws and regulations make no specific mention of real secondary schools some junior high school work is given in the "Advanced Graded School and the "First Class Schools." These usually have two or three teachers and are generally located in the villages. The few towns and the one city of Charlottetown have more definitely developed secondary schools. The only really well equipped secondary school and collegiate institute is Prince of Wales Col-

<sup>9</sup> N. B.—The Schools Act, Secs. 89, 90, 91, 92.  
Regulations of the Board of Education, Reg. 18.

<sup>10</sup> See Chapter II.

<sup>11</sup> P. E. I.—Public Schools Act.  
Regulations of the Board of Education.  
Annual Report, 1910.

lege which gives not only the usual high school work, but also the first two years of college work.

9. *Nova Scotia*.<sup>12</sup> In Nova Scotia as in New Brunswick and Alberta the public school system is organized on the basis of twelve grades, the first eight being considered elementary and the last four secondary. The county academies which are free to all pupils within these respective counties provide the only real secondary education for the greater part of the province. The larger cities have fully equipped high schools or academies.

The largest service thus far rendered by these schools giving secondary work has been that of providing recruits for the work of teaching either indirectly as entrants to the normal or model schools or directly by preparing them to pass the examinations for teachers' diplomas where professional training is not required. Compared with this primary function, that of preparing students for college entrance takes a secondary place. Generally speaking, however, the curriculum for both purposes is such that a student can, if he wishes, qualify for entrance to college and to the normal schools at the same time by carrying a few extra subjects during his secondary course.

The provision of advanced work for those who, while desiring scholarship and training in advance of that given by the elementary school, do not intend to enter the professions, has not been very definitely considered. Ordinarily they must take the courses required for those who are going to college or into the teaching profession. In Alberta, Saskatchewan and Ontario, in the latest revision of their respective courses of study an effort has been made to differentiate between the Matriculation Course, a Teachers' Preparatory Course, a General Culture Course and a Commercial Course. The differentiation is carried out in practice only in the larger high schools and collegiate institutes. Apart from these unit courses, the introduction of such subjects as manual training, or industrial arts, domestic arts and science and agriculture into one or all of the unit courses in varying quantity is making definite progress, especially in New Brunswick and Nova Scotia, Ontario and Manitoba.

In Alberta, Saskatchewan and British Columbia more definite development along these lines may be expected within the next

<sup>12</sup> N. S.—The Education Act, Secs. 123-126.  
Comments and Regulations, Secs. 62-109, 222.

few years. Already a beginning has been made which is rich in future promise. The organization of technical high schools and industrial high schools in the larger cities is making definite headway during the last few years especially in Ontario, Quebec, Nova Scotia, and Manitoba. As yet British Columbia, Alberta, and Saskatchewan have made little or no provision in these lines but plans are being considered by a number of the larger centers.

#### B. RELATIONSHIP TO RURAL EDUCATION

The previous survey of the general situation will have suggested (1) the extent to which an attempt is made, to make such secondary education as is provided available to those living in rural communities, (2) the range of interests cared for by such education. The provinces have, on the whole, been fairly successful in bringing the junior entrance-door to professional life within the reach of such of the rural youth as care to enter.

When it comes to the consideration of modifications and adjustments in secondary education to meet the social, cultural, and practical needs of those who are to remain more or less permanently in rural life one finds that little special attention has as yet been given to the question by the general educational systems. In the majority of the provinces some work in botany, biology, and elementary agriculture is offered, not, however, with the definite purpose of giving special help to those who are to remain in rural occupations, but rather with a view to strengthening the preliminary training of prospective teachers or the general science work of those going on to college.

Ontario is the only province that has made any effort to offer in connection with the general provisions for secondary education an organized course for those remaining in rural life. The recent efforts to organize agricultural departments in the continuation and high schools deserve special attention. Their purpose is to offer a distinct two-year course at the secondary schools, which will have agricultural and rural needs and interests as its central problem with as much of the more general and purely cultural subjects as possible.

The Industrial Education Act of 1911 provides for this work in the following clauses:

"Where, in accordance with the regulations, an agricultural

department has been heretofore or is herewith established in a High or Continuation School, the Board having control of such department or school shall appoint for such agricultural department an advisory agricultural committee consisting of eight persons, four of whom shall be members of the Board including one representative thereon of the Board of Public School Trustees and one of the Board of Separate School Trustees if any; and four of whom shall be resident rate-payers of the local municipality or of the county in which the school or department is situated, but not members of the Board, each appointee being also a British subject of the full age of twenty-one and actually engaged in agricultural pursuits and in the judgment of the Board competent to advise and give other assistance in the management of the department."

"Subject to the approval of the Minister and the Board every Advisory Agricultural Committee shall have authority to provide courses of study and provide for examinations and diplomas; and subject to the approval of the Board, (a) to visit and report on the school or department under its charge; to provide accommodation, equipment and supplies; (b) to fix the fees payable by pupils in attendance; (c) to submit annually to the Board at such date as the Board may require an estimate of the amount required to carry on the work of the school or department during the ensuing year; and (d) generally to do all other things necessary for carrying out the true object and intent of the section of the Act providing such Advisory Agricultural Committee."

The county representative of the Department of Agriculture is appointed by his own department and approved by the Department of Education. As far as his duties as instructor in agriculture in such agricultural departments are concerned he is subject to the control of the Minister of Education and the above mentioned Advisory Agricultural Committee. He must have the B. S. A. degree from Toronto University or a certificate of qualification from the Ontario Agricultural College. Provision is now made for the training of a new type of specialist for this particular work.

The duties of these county representatives are manifold:

(a) Instructor in Agriculture and (possibly) related scientific subjects in such agricultural departments as may be established in the county.

(b) Special advisor—in so far as they care to be—in nature-study, agriculture, and school gardening to the elementary school teachers in the county.

(c) The organization and administration of short courses for the young people who are no longer attending school and for adults—both men and women—in the more practical and technical lines.

(d) To cooperate with and foster the activities of Agricultural Societies, associations of various kinds having some aspect of rural need as their chief interest, County and Agricultural Exhibits and Fairs, Women's Clubs, Farmers' Clubs, etc.

(e) To act as the county supervisor for the Department of Agriculture to insure the carrying out of its regulations and to act as the local agent of both the Department and the Agricultural College in carrying out their various schemes for increasing the efficiency of those engaged in agricultural pursuits.

(f) Each representative must maintain an office and have regular office hours. In the office such agricultural papers, reports, bulletins, circulars and manuscripts as may be secured from the Agricultural Colleges and Departments of Agriculture are kept available to the people of his county. This develops more or less definitely into a local agricultural library.

The efforts to carry these plans into actual execution has revealed the following difficulties:

(1) The majority of the representatives have specialized in some particular aspect of agricultural work such as cereal husbandry, animal husbandry, for instance. Their duties in the field require the qualifications of what may be called an "agricultural generalist" who is fully competent to advise regarding more than one or two particular groups of rural problems. This inadequacy in their training is repeatedly brought home to them in their consultations with the farmers.

(2) Few of them have had any professional training as teachers and hence they find themselves very much handicapped in doing the school work which they are supposed to do. The majority are inclined to put all their energy into the field work with the adults of the community. A number having taught as regular school teachers at some time in their earlier career find the school work more congenial. As in all groups of men, considerable variation is found in the earnestness and intelligence char-

acterizing their work, and in the methods they adopt to attain the desired results. While one finds occasionally complaint of "too much loafing around hotels and gossiping in farmers' homes" the general estimate of the work thus far done is that this body of young agricultural specialists are doing pioneer work in building up a field of educational activity that is of the greatest significance both economically and socially for those engaged in agriculture and its related industries. The majority of them recognize, perhaps better than any one else, the extent to which their training falls short of giving them the full equipment needed to do the most effective work, and to meet the many opportunities for service which come to them in a definitely constructive and helpful way.

Apart from the two fundamental difficulties arising out of their own preparation for their work the conditions to be met in the field present others, of which the more important are:

(a) The lack of any considerable number of students who are even willing, let alone anxious, to take the two-year agricultural course. This is due to several causes. The majority of those coming to secondary schools, in Ontario at least, seem to have already decided what they are coming for and what course they want. Teaching and college matriculation claim the attention of about 100 per cent of these students. The result is that only in a few cases has there been a sufficient number of students offering themselves for the two-year course to justify its being organized.

This has resulted in a beginning being made by (1) encouraging the general students to elect one course in some line of agriculture, (2) organizing a one-year course, (3) short four-month courses for the winter months, (4) short courses of one month or less upon some particular line of agricultural interest such as poultry, bee-keeping, fruit growing, etc. From these small beginnings there is already much that is encouraging from the point of view of further development.

(b) Continuous and intelligent cultivation of the human factor in the rural situation is in the last analysis a much more vital and fundamental need than even that of scientific use of the natural resources. The latter cannot be secured without the former.

The fact that in many rural districts the farmers themselves

have, as yet, failed to realize that any additional education is either needed or advantageous to those of their children who are not going to be teachers or professional men indicates the seriousness of the problem and the urgent need for educative work. They insist on educational opportunities for those who are "going on" but for the others who must stay at home or go to work the public school course is considered quite enough. If they all received that it would not be so bad, but only a small percentage of them complete even the elementary eight-grade course. One of the greatest services being rendered by the county representatives, the Department of Agriculture, the Agricultural Colleges, and the various organizations fostered by them is the gradual bringing about of a change in the attitude of the farming communities in regard to this matter.

(c) For some time, and even yet, in many places, the difficulties experienced in securing whole-hearted coöperation between the "regular" high school teachers and principals and the agricultural specialist were very definite. Lack of mutual understanding and appreciation, and failure of all concerned to center their attention upon the educational service to be rendered rather than upon individual status, salary and division of duties caused, and still causes, considerable difficulty at times. As the work develops, however, the spirit of mutual helpfulness becomes more and more manifest.

### C. OBSERVATIONS AND SUGGESTIONS

The consideration of the situation thus presented regarding secondary education in relation to rural education leads one to make the following observations and suggestions.

(1) How apparent is the need for more definite attention on the part of the great majority of the provinces, to the many more or less haphazard and ineffective attempts being made to give some high school work in one-teacher and even two-teacher rural and village schools! If such work is to be permitted at all in these schools, steps should be taken, to restrict it to those schools so situated that it would be unreasonable to expect the parents to send their children to a central school, to see that a teacher qualified to give such work be engaged, and that the school board reinforce the efforts of such teacher with at least

something in the way of a library and equipment. Even the village high school classes, consolidated schools, and continuation schools have been at best but ungraded one- or two-teacher or at least three-teacher secondary schools. Indeed, in many cases in the two-teacher schools one teacher must take the two upper grades of the elementary school as well as the high school work. Here again the question of library and equipment is much neglected. Ontario and possibly Nova Scotia are the only provinces that have really set to work to find out exactly where they are in regard to this matter. The example of Ontario should be followed, at least, to the point of giving similar definite consideration to the problem and making as real an effort to solve it; whether exactly the same methods of solution be adopted is another question to be answered by each province in the light of its own conditions. What is here urged is that the problem should be raised more definitely to the consciousness of the public mind in each province and that a serious effort be made to really solve it.

(2) The Superior Schools, Consolidated Schools, Continuation Schools, and County Academies and Junior High School Classes in villages and small towns to which rural children may come represent the present provision for secondary education available to rural communities as far as the public school systems are concerned. The opportunity to develop many of the superior schools, junior high school classes in villages and towns, and, especially the continuation schools of Ontario into first-class consolidated graded schools with a strong high school department is so apparent and the need so definite, that there is little doubt of such a development being accomplished in many places in the course of the next few years.

(3) No one questions for a moment the justification of giving the farmers' children as nearly an equal chance as possible with those of all other children to enter professional courses. Indeed, if the farmers' sons were withdrawn from the professional life of Canada to-day there would be relatively few lawyers, doctors, ministers or teachers left to carry on professional work. The opportunities for a general education leading to professional careers must ever remain just as open to the farmers' son as it is to the sons of any other citizen.

(4) Not all the country boys and girls, however, enter the

professions. Indeed, relatively, the number is small. The public expenditures for secondary education, if used almost solely for those entering the professions, cannot be justified for it is out of harmony with the principle of fair play and equal opportunity to all. It is now known and more or less fully appreciated that intelligence and training, scientific knowledge and social experience are needed in many fields not included within the limits of the so-called professions. The agriculturists—both men and women—need and have a rightful claim to the facilities and opportunities to receive such training, knowledge and experience just as much as the smaller group who enter professional life. The small beginnings thus far made in providing such educational opportunities at one or two of the consolidated schools and under a few of the county representatives in Ontario indicate how much remains to be done in this regard. As far as the general public secondary schools are concerned, the slight enrichment of the course of study in the consolidated schools and county academies of the Maritime Provinces by adding at least something in the way of manual and household arts and gardening to the general orthodox curriculum, the short courses offered at the Hillsboro Consolidated Schools, and especially the work of the county representatives in Ontario, represent Canada's attainment thus far in modifying or supplementing her schemes of secondary education to meet the special needs of those who are to continue in agricultural pursuits.

(5) The experience of the county representatives has revealed quite clearly the need on their part for a mastery of a wider field of knowledge—agricultural, economic, commercial and social. This could be required before appointment, but the scarcity of available men, with even the more limited qualifications, will evidently make it necessary to continue their training while in service. Arrangements could surely be made whereby their needs could be attended to in an organized way by the coöperative efforts of the representatives themselves, the Agricultural Colleges and the Departments of Agriculture.

(6) Their experience has indicated also the extent to which they are handicapped by lack of training in teaching. If the duty of teaching in the agricultural departments in high and continuation schools is to be made a permanent one, a professional course in teaching during the senior year at the Agricul-

tural College should be a minimum requirement. However, when one considers the service now expected of them and the opportunities for service not yet taken advantage of even by those most enthusiastic in their work because of lack of time or training, it is clear that it would probably be better to relieve the representative of the work in the schools and allow him to devote all of his time to the field work. If the work of Professor McCready develops, as it no doubt will, it will not be long before he will need assistance in the various counties to extend and maintain efficient work when once it is started. An agricultural specialist who is at the same time a trained teacher might well be employed by each county to devote all of his time to the agricultural courses, nature-study and school gardening of both the elementary and continuation and high schools.

(7) It is interesting to note the easy way in which any special provision for the girls and women awaits its turn until after that for the boys and men has been provided. There is no legitimate reason why a woman trained as a teacher and as a specialist in those aspects of rural life which fall within woman's sphere should not be employed to give the equivalent attention and training to the girls. These three specialists, coöperating with the county inspector of schools as the educational specialist and with the teachers of the various schools, could cultivate the educational and social interests of both childhood, youth and adulthood in a way that would more than doubly repay for the expenditure their employment would entail.

(8) Lastly, the experience of these representatives thus far has revealed the need of wider sympathy, appreciation, knowledge and insight on the part of many school inspectors, high school principals and teachers and continuation and rural school teachers. Any attitude of unjustifiable opposition, ridicule, indifference or passive interest should be unworthy of one engaged in the work of education, especially where the need is so pressing that the active, constructive coöperation of all is needed in order to render the fullest service. It is to be profoundly regretted that our so-called liberal education results all too frequently in restricted human sympathy and narrow views and attitudes regarding social obligations and relationships.

## CHAPTER IX

### AGRICULTURAL DEPARTMENTS AND AGRICULTURAL COLLEGES

The educational activity of the Dominion and Provincial Departments of Agriculture and the Agricultural Colleges might well form the subject of a separate inquiry. In connection with the present study, however, our interest is in finding out the relationship existing between the educational work of these agencies and that of the agencies at work under the Departments of Education.

The initial step in developing the Federal Department of Agriculture was taken in 1851 when the Bureau of Agriculture and Statistics of Upper and Lower Canada was created. After passing through such re-organization as may have been necessitated by confederation in 1867, and many modifications since then, the Bureau has grown to be a full governmental department with a representative in the Executive Council in the person of the Minister of Agriculture. The chief permanent official is the Deputy-Minister who has under his supervision the commissioners of the various branches of the departmental organization. These are, (1) Experimental Farms, (2) Dairy and Cold Storage, (3) Seed, (4) Live Stock, (5) Health of Animals, (6) Census and Statistics Office, (7) Tobacco Division. In addition there are five branches not concerned with Agriculture, but included within the department for general administrative convenience: (1) Patent, (2) Copyright and Trade Mark, (3) Archives, (4) Public Health and Quarantine, (5) Exhibitions.

Each of the provinces has its own Department of Agriculture and the majority have more or less fully developed agricultural colleges. The Ontario Agricultural College at Guelph and the Macdonald College at Ste. Anne de Bellevue, Quebec, are distinctly superior institutions ranking in plant, equipment and service among the best in the world. The Agricultural Colleges of Manitoba (near Winnipeg) and Nova Scotia (at Truro),

while they do excellent junior work, are, as yet, not so fully developed. The Dairy School at St. Hyacinthe and the Agricultural School at the Monastery of Oka represent what has been done in this line for the Roman Catholic people of Quebec. Saskatchewan has made a definite beginning in the organization of an agricultural college in connection with the Provincial University and has planned a comprehensive and sane constructive policy that gives promise of most fruitful results. At the Prince of Wales College, in Prince Edward Island, a professor of agriculture gives courses in the subject and its related fields, but no fully organized agricultural college is contemplated. While British Columbia and Alberta are the only provinces that have failed, as yet, to take the initial steps towards the organization of such an institution, developments in this line may be expected at any time, for the organization of such an institution forms a definite part of their general policy in connection with the organization of their provincial universities. In Alberta a series of agricultural high schools is being organized. These, it is expected, will form a good foundation upon which to build an agricultural college at a later date. As junior agricultural schools, they are designed primarily to serve the boys and girls of the farm regardless of their general academic standing.

While the lines of activity followed by both the Federal and Provincial departments are somewhat similar at many points, a definite effort is made to avoid unnecessary duplication and to secure such coöperation as will lead to mutually supplementary work. Occasionally the sensitiveness of the province regarding Federal encroachment tends to prevent more vigorous activity on the part of the national organization, but on the whole there is little friction.

The following schedules will serve the double purpose of indicating the general lines of activity of the respective departments, and, at the same time, the Federal and Provincial contributions towards furthering agricultural interests:

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SCHEDULE M.—FEDERAL GRANTS 1908-09<sup>1</sup>

SERVICE	GRANT
Census and Statistics Office . . . . .	\$30,000
Experimental Farms . . . . .	130,000
Printing and distributing reports and bulletins of farms . . . . .	8,000
Exhibitions . . . . .	200,000
Development of dairying and fruit industries; and the improvement and transportation of and the promotion of the sale and trade in food and other agricultural products . . . . .	125,000
To encourage the production and use of superior seeds of farm crops and for the enforcement of the Seed Control Act . . . . .	50,000
Towards the encouragement of the establishment of cold storage warehouses for the better preservation and handling of perishable food products . . . . .	75,000
For the development of the live stock industry . . . . .	45,000
Health of animals . . . . .	300,000
Experimental Farms—towards establishment and maintenance of additional branch stations . . . . .	40,000
Grant to Dominion Exhibition . . . . .	50,000
Total Federal Grant . . . . .	\$1,053,000

A glance over schedules M and N shows at once that much of the work, especially that of the Federal Department, is concerned primarily with the commercial aspect of the agricultural industries. To control, and, as far as possible, eliminate weeds, injurious birds and animals; all forms of tree, plant, and animal diseases; the careless or fraudulent selection, preparation, and packing of products for shipment to market; the defective methods and facilities for transportation and storage, and, in general, to take such action as may be necessary to safeguard the industry against harmful influences, are the chief negative functions of the agricultural departments. Their chief positive work along the more strictly industrial lines consists in encouraging improvements in methods of cultivation; of selecting seed, of caring for orchards and gardens, of improving the breed and the care of all animals and birds; of improving the quantity and quality of all secondary agricultural products such as butter and cheese, preserved and dried fruits; of improving and regulating the methods and facilities for preparing, packing, shipping and marketing perishable and other products for the market, especially the foreign market; in opening up markets and pushing the sale of Canadian products therein; and, in

<sup>1</sup> Extract from Dominion Appropriation Act of 1908-09—embodied in the Report of the Scottish Agricultural Commission of 1908.

*Note:* The salaries of those officials in the Department of Agriculture, who are paid out of the Civil Government appropriation, are not included.



general, to coöperate in furthering the development of agricultural interests in every desirable way.

The work of the departments of agriculture along more strictly educational lines is very extensive and has been carried on with special vigor during recent years. The development of instruction in seed selection and the offering of prizes for seed judging owes its inception to Dr. James Robertson and Sir William Macdonald. In 1899 Dr. Robertson offered prizes to school children for the best samples of cereals grown on their home farms. The response was so gratifying that Sir William Macdonald placed at his disposal the sum of ten thousand dollars to be used as a prize fund for such purpose. Out of this small beginning initiated by the two men who have done so much for the advancement of rural education in Canada, has grown the Canadian Seed Growers' Association, with its Senior and Junior Departments, and its extensive activities in developing greater intelligence and carefulness in regard to the varieties and qualities of seed that prove most profitable under the varying conditions of the different parts of the Dominion.

Similar and even more extensive organizations for the improvement in the care and breeding of the various kinds of farm animals and birds have been developed. The departments not only give financial aid to local associations toward the importation of thoroughbred stock, but also provide instruction in stock-judging and the care of animals and regulate the registration of all thoroughbred stock.

The bonuses provided by the various departments in aid of farmers' institutes, women's institutes, clubs, associations and societies organized to advance the educational, social and economic interests of agriculturists, are accompanied by regulations which aid very materially in insuring efficiency and continuity in the work of such organizations. In all of the provinces the closest coöperation exists between the departments of agriculture—both Dominion and Provincial—and the agricultural colleges, and these organizations, especially in matters pertaining to the organization of local fairs and central exhibitions and in providing qualified lectures, and specialists for instruction and judging purposes, are ever ready to aid local communities in their efforts to build up efficiency and intelligence in agricultural activity.

The publications on agricultural and related topics and the annual reports of the departments and colleges form one of the most extensively used means for diffusing useful knowledge of special interest to those concerned.

The provision of bursaries or scholarships, by those provinces as yet without an agricultural college of their own, for farmers' sons and daughters who complete a definite course—minimum usually specified—at one of the agricultural colleges, represents the extent to which these provinces recognized their obligation in this respect. While not taken advantage of extensively because of lack of funds and failure to urge the matter strongly among the young people, the benefits accruing from these scholarships have extended beyond the individual immediately concerned into the neighborhood to which he or she may have returned. As far as present policies indicate, the provision is a temporary one, to continue until these provinces have their own agricultural colleges.

It is in the organization of the agricultural colleges that the governments have done their most significant work for the development of agricultural education. With the exception of Macdonald College they are state controlled and supported institutions. As is well known, Macdonald College is the gift of Sir William Macdonald, made for the purpose of advancing agricultural education in Canada as a whole and more immediately in Quebec and the Maritime Provinces. The Ontario Agricultural College, Macdonald College, and the Dominion Experimental Farms are the chief agencies working for the extension and organization of agriculture and its related sciences as well as for the diffusion of such knowledge after it has been obtained and organized. The other agricultural colleges and the numerous demonstration farms, orchards, and plots are concerning themselves definitely with the diffusion of knowledge already accepted and proved by the more advanced institutions. The wonderful service rendered by the Ontario Agricultural College and the surety of a similar service by Macdonald College, combined with the less ambitious and comprehensive yet no less helpful work of the smaller colleges in the other provinces, are sufficient to justify the most liberal support of these institutions on the part of the Provincial governments and indeed directly or indirectly on the part of the Federal Government as well.

The current inquiry of the Federal Government, preliminary to the voting of a liberal appropriation for the encouragement of agriculture, being conducted by Sir C. C. James, formerly Deputy-Minister of Agriculture for Ontario, will doubtless result in a definite impetus being given to agricultural education and industry all along the line.<sup>1</sup>

The purpose of presenting the above statement of the general work of the agricultural departments and colleges—brief and inadequate as it is in the light of the extensive work they are doing—is to give a sufficient basis for bringing into relief several significant situations in connection with the relationships between the educational activity of these agencies and those under the control of the departments of education.

The present points of contact and more or less effective co-operation have already been indicated—the contributions of the Agricultural Colleges in Manitoba, Ontario, Quebec and Nova Scotia towards supplementing the training of rural teachers; the work of Professor McCready at the Ontario Agricultural College leading up to his appointment as Director of Elementary Agricultural Education; and the junior branch of the Canadian Seed Growers' Association. In a few cases<sup>2</sup> under the leadership of an energetic and liberally minded inspector the local teachers' and farmers' institutes have been held concurrently, with joint meetings for the discussion of problems of interest to all, and separate meetings for the more specialized interests of the respective groups.

As one reviews the situation presented above and in the chapters immediately preceding, a number of questions of vital significance come into definite relief.

(1) An examination of the publications of the departments of agriculture and the agricultural colleges indicates that a definite beginning has been made in developing a new type of publication that will really be of some use to the farmers and their

<sup>1</sup>Since writing the above the results of this inquiry have been made available and the Federal Government has founded a fund of \$10,000,000 to be apportioned to the Provinces during the next ten years for the purpose of aiding them in their efforts to improve agricultural education. \$700,000 is to be apportioned during the year 1913.

<sup>2</sup>Examples: Inspector Steeves, Sussex, N. B.—See Annual Report of Department of Agriculture, New Brunswick, 1909.  
Inspector J. H. Smith, Hamilton, Ont., his work in advancing farmers' institutes and agricultural education.

children. The old type of publication—still the most common—is so technical, statistical, and voluminous as to be utterly useless to the ordinary farmers and little better for the more intelligent and progressive. Gradually it is being realized that there is a possibility of doing real educative work through the medium of special bulletins and monographs upon special topics written and organized in such a way that those for whom they are prepared will read and profit by them. The tendency of departmental officials and even the college professors to feel that the work is accomplished when they have completed the preparation of the publication—often a laborious task—is an unfortunate one. The forging of the educational tool is but a preliminary step, the effectiveness of the tool is tested when in contact with the materials to be modified. Unless the literature prepared by these agencies really gets into touch with the mentality of those for whom it is prepared its publication is a waste of money. Many of the leading officials are making definite efforts to bring about this change. Mr. George H. Clark, B. S. A., Seed Commissioner in the Federal Department of Agriculture, aided by Dr. Fletcher, has produced an excellent and most usable book on "Farm Weeds in Canada." As secretary of the Canadian Seed Growers' Association he has begun a series of booklets upon the cereals. The title of the series is "A Guide in the Study and Improvement of Plants and Seeds for Boys and Girls." The one on "Oats" is already available. Principal Cummings of the Nova Scotia Agricultural School has also begun a series of similar publications; the first, "Dairying in Nova Scotia," is now available. The Ontario Agricultural College through the Experimental Union, its own bulletins and especially through the pamphlets, bulletins, and charts prepared by Professor McCready for the use of children and teachers has made definite progress in this line. There is still much to be done, however, if the possible helpfulness of publications is to be realized.

(2) The second question to which the attention is attracted is the attitudes of those in the teaching profession individually and institutionally towards the educational efforts of the Agricultural Departments and Agricultural Colleges. Considering the profession as a whole there is little more than an awareness of the fact that such agencies are doing something; if indeed

there be that in many cases. Even the helpful publications furnished free to all who take the trouble to write for them are not applied for by more than a relatively small number of teachers. The attitude of teachers, principals, and inspectors towards the organized efforts of the Agricultural Departments and Colleges varies from open opposition, tacit resistance, tolerance, verbal approval, sympathetic appreciation without action, to definite constructive coöperation in furthering the education of the adults and young people no longer in school. It is a curious fact that teachers and principals neglect to open out before the minds of these young people who are remaining in the rural life something of the possibilities in the way of enlarged vision, growing power, keen appreciations and refined tastes, economic efficiency and independence combined with social and business coöperation, which it is possible for them to attain even though they do not become teachers or go to college. How common the tendency to let such students drop from the mind as they drop out of the school in which, unfortunately, their faces have been turned in directions other than those leading to the above outlook for their future! Hasten the day when the teachers and principals will concern themselves as much about the forward look of those leaving school for the duties of home and farm as they do about the future prospects of the members of their graduating class who are going to college or the normal school! While not at all suggesting that the latter should be neglected, greater concern and attention to the former cannot be too strongly urged. Instead of being merely aware of the educational effort of the above agencies or of treating it with indifference or passive approval those within the teaching profession should have been, and should now be, the aggressive group actively at work in finding a solution to the problem. Trained, more or less inadequately it is true, as the educational specialists of society, they await the initiative and constructive statesmanship of those outside of the profession before they begin to realize the full range of the educational problems which face the social whole. The educators within the teaching profession, from rural teacher to provincial superintendent, have not measured up to their opportunities in aiding the work of the Agricultural Departments and Agricultural Colleges.

(3) This leads to the consideration of the third and most important question arising out of the situation presented. Agricultural Colleges admit students at about 18 years of age, and most of the organizations in the way of clubs, associations and societies do not admit children under 16 years of age. The great majority of rural children are at school but little after 12 years of age. What is the educational experience of these children from 12 to 16 or 18 years of age? They are not in school. They are not old enough to be taken into the activities fostered by the Departments of Agriculture and Agricultural Colleges except in a few isolated and minor cases. Here indeed is the weakest link in the rural educational chain in Canada. These youthful years so full of educative possibility are left, all too frequently, to the dull routine of continuous labor unattended by the insight, the vision, the appreciations which change labor into joyous accomplishment. Limited even in the narrow range of the social activities of rural life because of youthfulness and not having revealed to them that which is behind the surface of things in their environment, it is little wonder that these boys and girls turn to that other world of town or city as the center about which they build their air castles and dreams of the future.

The problem of providing for the educational nurture of these young people during their early years is one that the Canadian people have as yet made no worthy effort to solve. Few of the provinces have done anything. Some have not even compulsory attendance laws of any description, and those who have, are admittedly lax in their enforcement in rural districts. In any case these laws do not affect the children between 14 and 18 years of age except in so far as they permit them to reach the age of 14 years without even an elementary school education. The superior schools, continuation schools, junior high school classes, and county academies function largely as bridges from agricultural activities to teaching and the other professions. By far the larger percentage of the children under discussion are not in attendance at these institutions and those that are must take the work selected and planned for the other groups with a different purpose and a different outlook ahead. The little that is being done for them is to be found in some of the short courses organized by some of the county representatives of Ontario, and the special courses provided for them at Hillsboro Consoli-

dated School. The consolidated schools, if given adequate support and allowed sufficient freedom in organizing courses to meet the situation, could do much effective work. The full possibilities of this type of institution as an educational agency in rural communities has not yet been approached in Canada except during the years in which they were under the Macdonald Fund. While supported by this fund, adequately staffed, and guided by the inspiration of Dr. Robertson they were able to meet the demands of the regular elementary and junior high school work and had some time and energy left to consider the problem of additional service to the community, especially the youth not in school. Since the withdrawal of the Macdonald Fund, the financial difficulties, the restriction in the number of teachers and in many cases in the qualifications of the teachers, have resulted in the giving up of any effort to meet the larger opportunity.

Even supposing that consolidation were accomplished in every rural section where it is a physical possibility the majority of rural schools, especially in the West, would still be isolated one-teacher or two-teacher schools. These schools will remain as a permanent feature of the educational systems although their number may be greatly reduced by developing consolidation. The problem of the "after care" of the adolescent youth who remain in rural life in such districts ought to receive attention. Whether it be by special developments in connection with the already existing superior schools, consolidated schools, continuation schools and county academies or by the organization of district institutions for the special purpose must be decided by each province in the light of the conditions to be met. The development of a number of special rural secondary schools having some of the features of a private school in the way of home-unit dormitories and taking as its major function the educational nurture of those remaining in rural life, is very much needed in each of the provinces. Such schools would lay the foundations of scholarship and prospective student body so much needed by the Agricultural Colleges. The junior agricultural schools now being organized in Alberta have a splendid opportunity to show the way in solving this problem.

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## PART II

### CHAPTER X

#### INSPECTION AND SUPERVISION<sup>1</sup>

##### SECTION I

###### APPOINTMENT AND QUALIFICATIONS

In British Columbia and Nova Scotia the Council of Public Instruction upon the advice of the Superintendent of Education appoints the school inspectors. In Alberta, Saskatchewan, Manitoba and Quebec they are appointed by the Lieutenant-Governor in Council upon the recommendation of the Minister of Education who usually advises with the Deputy-Minister and other associated authorities, such as the Superintendent of Education in the case of Quebec and Saskatchewan and the Advisory Council in the case of Manitoba. In New Brunswick

- <sup>1</sup>B. C.—Public Schools Act, Sec. 8 (a), 8.  
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MAN.—Public Schools Act, Sec. 2(1), 3(a), 19, 32, 44, 49, 50, 54, 60, 63, 65, 73, 74, 77, 85, 92, 100, 106, 109, 111, 128, 129, 194(i), 199, 201-207, 226, 238, 265.  
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Questionnaires No. I and No. II.—Answers.

and Prince Edward Island they are appointed by the Board of Education upon the recommendation of the Superintendent of Education. In Ontario the inspectors for the schools in the districts outside of organized counties and urban municipalities are appointed by the Lieutenant-Governor in Council upon the advice of the Minister of Education who usually consults the Superintendent of Education and accepts his recommendation. The county inspectors are appointed by the county council subject to the approval of the Minister of Education who may veto the appointment if deemed necessary in the interests of education. The urban inspectors are appointed by the Board of Education of the cities concerned subject to the veto of the Minister of Education. The counties and cities must appoint additional inspectors when directed to do so by the provincial authorities. Provincial directors of special subjects are appointed by the Lieutenant-Governor in Council.

Although such methods of appointment are open to political influence to a greater or less extent, it is to the credit of the provincial authorities that the educational appointments have been singularly free from political taint. Occasionally the more or less hidden political wires have conducted with considerable effectiveness, but not to an extent sufficient to affect seriously the public interest. The more firm the insistence on the complete exclusion of political and irrelevant matters from the questions of educational appointments the greater the safety of the public interest and the greater the efficiency of the educational service rendered. Professional efficiency in its largest and best sense should be the only basis of selection.

In Quebec, Ontario, British Columbia, and Manitoba a special inspector is employed to inspect secondary schools. In the other provinces the one inspector looks after all schools. Even in those provinces having secondary school inspectors the public school inspector must look after the advanced classes organized or attempted in rural and village schools.

The minimum professional qualifications for appointment to an inspectorship are carefully regulated. In each of the provinces an inspector must hold the highest professional certificate granted by the province in which the appointment is being made. The one exception to the rule is the case of inspectors under the Roman Catholic Committee in Quebec who may be appointed

although holding only the Model School Teachers' Diploma. Even in this case, however, there is a special examination required of all candidates seeking such appointments. The great majority of the inspectors have, at least, the Bachelor's degree from a recognized university as well as their professional diplomas. In every province successful experience in the schools of the province is a prerequisite for an appointment. In some provinces, particularly New Brunswick (3 yrs.), Quebec (5 yrs.) and Ontario (formerly 5 years of which 3 must be in public schools, now 7 years of which 5 must be in public schools) the range of such experience is specifically stated in the published regulations. In the other provinces the prerequisite is no less real though greater freedom is possible as no fixed rule is laid down.

It is worthy of note that of the 97 inspectors giving the date of their appointment in answering questionnaire No. II only 29 were appointed prior to 1900 while 68 were appointed since 1900 and 53 of these since 1905. The significance of this with reference to professional freshness and modern educational ideas will be apparent to any educationist.

Although there is no specific attention given to questions of their special qualifications for rural school supervision the following data—see Schedule O—in regard to the amount and nature of their contact with rural life prior to appointment will indicate that the great majority of the inspectors are quite familiar with rural life and conditions, at least from some points of view. This table is also of special interest as it reveals something of the social composition of those leading in the educational work of Canada. Up to the present at least the Canadian farmers have furnished the majority not only of the teachers and educational leaders, but also of the doctors and ministers and to a less extent the lawyers of the country.

The results of this early contact with rural life during childhood and the earlier years of professional experience vary greatly according to the attitude, perspective, the breadth of vision, the keenness of insight which characterized the period. Too frequently it is to be feared the attitude was one that led youths away from rural interest to look elsewhere for life's opportunities. While it must be recognized that rural youth must continue to be free to look forward to entering any walk of life, it is particularly unfortunate if those acting as the educational leaders

SCHEDULE O.—AMOUNT AND NATURE OF CONTACT WITH  
RURAL LIFE PRIOR TO APPOINTMENT

No. of As- sured Person	As a Pupil in Rural Schools			As a Teacher in Rural Schools			REMARKS
	Dates	Years	Place	Dates	Years	Place	
1		0		1892-97, 1903-05	7	Ont. B. C.	
2	1876 & after	6	Ont.	1890 & after	16	Man. Alta.	"I lived on farm 10 years."
3	About 1875	2	Ont.	1884	1	Ont.	"Lived on farm while attending High School."
4	1886-1896	10	N. B.	1900-1902	2	N. B.	"Lived in the country until I was 16 yrs. old."
5	1884+	5	Ont.	1895-1898	3	Ont.	"Spent 1st 13 yrs. in the country."
6	1872-79	7	Ont.	1883-90	7	Ont.	"Spent 10 yrs. on farm; also came intimately in touch with country boys and girls during my 21 yrs. of high sch. teaching."
7	1862-68	6	Ont.	1879-82	2½	Ont.	
8	1881-	2	Ont.	1891-2, 1901	4	Ont. Alta.	"Raised on the farm."
9	1887-93	6	N. B.		1		"Occasionally addressed institutes with special regard to adaptation of work to rural school needs."
10	1875-83	8	Ont.	1885-90	4½	Ont.	"As farm laborer, as agent."
11		5	Man.		5	Ont. B. C. Alta.	"Was brought up on a farm."
12	1875-78	3	Ont.	1890-91	1	Ont.	"Lived on farm till 8 yrs. of age; visited a great deal in the country."
13				1896+	4	Ont.	
14		6	Ont.	1886-89	4		
15		0		1900-02, 05, 06	4	Ont. Man. Sask.	"I have been Sec'y for Sch. Boards."
16		0		1890-91, 1896-1906	12	Ont. Sask.	"I actually farmed in ——— and have two farms rented for several years."
17		8	N. S.		4½	N. S. Sask.	
18	1886-92	5	Ont.	1897-1909	12	Ont. Man. Sask.	
19		9	Ont.	1900+	5	Ont. Sask.	
20	1878-86, 89-90	9	Ont.	1891-93	3½	Ont. Alta.	"Lived on farm up to 1890."
21		10	Ont.		14	Ont.	
22	1884-90	6	Ont.	1886-97	2	Ont.	"I was born and raised on a farm."
23	1871-80	7	Ont.	1887-89	3	Ont.	
24		0		1883-91	8	Man.	
25		0		1901	½	Man.	"Farmed several yrs. in ——— when young."
26	1870-1880	10	Ont.	1880-83, 1887-92	8	Ont. Man.	
27		0		1901-02, 04	1½	N. S. N. W. T.	
28	1879-1887	8	Ont.	1890-92,- 96-98	6	Ont. Man.	"I was raised on a farm."
29	1886-96	10	Man.	1902-04	3	Man.	"My home life for 20 yrs. was on a farm."
30		0		1882+	9	Ont. Man.	
31	1874-1883	9	Ont.	1885-91, 94-95	7	Ont. Man.	"Worked in harvest in Man. and Ont."
32	1894	½	Man.	1898-1902	4½	Man.	"All my relatives were in rural life."
33	1870-76	6	Ont.	1882-90	8	Ont.	
34	1863-72	9	Ont.	1878-89	9	Ont. Man.	
35	1877-82	5	Ont.	1897-99	3	Man.	
36	1868-72	4	Que.	1880+	4	Que.	
37		0		1889-91, 96-99	6½	Man.	"Have been in fairly close touch with it all my life. Was brought up on a farm and spent holidays there even when at University."
38	1878-86	8	Ont.	1888-92	4	Ont. Man.	

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SCHEDULE O.—AMOUNT AND NATURE OF CONTACT WITH  
RURAL LIFE PRIOR TO APPOINTMENT—(Continued)

No. of Absentees	As a Pupil in Rural Schools			As a Teacher in Rural Schools			REMARKS
	Dates	Years	Place	Dates	Years	Place	
	39	1888-95	7	Ont.	1906-09	3	Man.
	40		0		1870-73	4	Ont.
years."	41	1865-73	8	Ont.	1876-78,	4	Ont.
hile attend-					1881-82	4	Ont.
ntry until 1	42	1872-81	9	Ont.	1884-93	9	Ont.
in the coun-							"Practically lived on farm until 1893."
	43	1878-95	7	Ont.	1890-99	9	Ont.
i farm; also	44	1884-86	3	Ont.	1893-94,	6	Ont.
y in touch					92, 1901		"Lived on farm 1st 13 yrs. of life; worked on farm, etc."
rs. of high	45	1848-54,	8	Ont.	1861-68	7	Ont.
		58-60					
	46	1865-75	10	Ont.	1875-78,	13	Ont.
					80-90		
	47	1860-70	10	Ont.	1876-1881	5	Ont.
	48	1870-81	6	Ont.	1887-92	5	Ont.
	49	1844+	8	Ont.	1854	1	Ont.
m."	50	1864-71	8	Que.	1873, 1879-	3	Que.
ressed instati-					80		
ork to rural	51	1870-80	10	Ont.	1881-84	4	Ont.
							"Brought up on a farm."
as agent."	52		0		1888-9	2	Ont.
on a farm	53		8	Ont.	1891-94	3	Ont.
ill 8 yrs. of							"In charge of a farm for a few years."
rest deal in	54	1870-79	9	Ont.	1884-90	5	Ont.
	55	1866-76	10	Ont.	1874-78	4	Ont.
	56	1866-74	8	Ont.	1878-85	7	Ont.
	57	1850-59	9	Ont.	1863-70	7	Ont.
c'y for Sch.	58	1869-70	2	Ont.	1878-83	6	Ont.
	59	1846-52	6	Ont.	1859-64	6	Ont.
d in ———	60	1870-79	8	Ont.	1883-90	7	Ont.
arms rented							"On a farm and in a country store."
"	61	1875-82	7	Ont.	1887-90	3	Ont.
							"Am a farmer's son and have always taken a sympathetic interest in the work of farmers."
ip to 1890."	62	1867-74	7	Ont.	1881-84	5	Ont.
							"Lived in country until 19 yrs. of age."
raised on a	63	1865-76	11	Ont.	1881-86	6	Ont.
							"Spent summer holidays helping on farm."
	64		0		1882-88	5	Ont.
	65	1854-61	9	Ont.	1868-72	3	Ont.
rs. in ———	66	1855-65	10	Ont.	1870-75	5	Ont.
	67	1880-88	8	Ont.	1894-97-	4	Ont.
					99		"Lived on farm until about 20 yrs. of age."
	68	1865-75	10	Que.	1880+	17	Que.
	69	1881-80	8	Que.	1884-96	2	Que.
	70	1854-62	8	Que.	1863-68	5	Que.
arm."	71	1887-93	6	Que.	1898-99	1	Que.
	72	1863-70	7	Que.		7	Que.
20 yrs. was	73	1854-61	7	Que.	1870-81	11	Que.
	74	1878-87	9	Que.		0	Que.
est in Man.	75	1885-92	7	Que.		0	Que.
							"J'ai passé mon enfance à la campagne."
were in rural	76	1892-1901	9	Que.	1892-1901	9	Que.
	77	1874-1881	7	Que.	1887-	1	Que.
							"Brought up on a farm; lived on one until 18 yrs. old."
	78	1890-95		N. S.	1860-64	4	N. S.
							"A Presbyterian pastor in country congregations for 30 years. I had a small farm for 2 years."
fairly close	79	1887-95	8	Que.	1900-03	3	Que.
all my life.	80	1855-62	7	Que.	1871-76	5	Que.
p on a farm							"Agent d'assurance et militaire."
stays there	81	1854-60	6	Que.	1863-82	18	Que.
University."	82	1878-88	10	Que.	1885, 1891-2	4	Que.

SCHEDULE O.—AMOUNT AND NATURE OF CONTACT WITH  
RURAL LIFE PRIOR TO APPOINTMENT—(Completed)

No. of ANSWER PAPER	AS A PUPIL IN RURAL SCHOOLS			AS A TEACHER IN RURAL SCHOOLS			REMARKS
	Dates	Years	Place	Dates	Years	Place	
83	1855-63	8	Que.	1863-68	5	Que.	"Reared in rural district."
84	1859-62	3	N. B.	1869-71	2	N. B.	
85	1885-89	5	N. B.		0		
86	1870-79	9	N. B.	1880-90	10	N. B.	
87	1881-92	11	N. B.	1893-99	6	N. B.	
88	1882-90	8	P. E. I.	1893-96	3	P. E. I.	
89	1888-1898	10	P. E. I.	1899-1907	8	P. E. I.	
90	1879-87	8	N. S.		1	N. S.	
91	1861-70	9	N. S.	1870-82-89, 91	13½	N. S.	"The first 28 years of my life were spent in the country. Lived in rural settlement for 1st 16 years of life and during a couple of months each summer for the six yrs. thereafter."
92	1850-59	9	N. S.		0		"Born and brought up on farm until 18 yrs. of age."
93		2	N. S.		5	N. S.	
94	1855-64	9	N. S.	1866-69	3	N. S.	"Lived in rural parts during first 23 yrs. of life."
95	1865-1875	10	N. S.	1876-86	8	N. S.	"First 16 or 20 yrs. of my life was spent in the country."
96	1867-1881	14	N. S.	1881-84	4	N. S.	"I have lived in a rural community all my life."
97	1888-98	10	N. S.	1900-04	3	N. S.	"Only son on large farm; 1st 18 yrs. of life."
98	1864-75	11	N. S.		3	N. S.	"The past 20 years of my life spent in almost daily contact with people who live in country villages."
99	1886-95	9		1903-08	5		
100							
101		0		1884-86	1½		
102		8			6		

in rural districts and as supervisors of the rural teachers should be lacking in full and sympathetic appreciation of the newer possibilities now opening up for the development of the intelligence and the continued intellectual and social growth of those remaining in rural activities.

In regard to the time spent as pupils in rural schools the 99 reports on this point indicate the following distribution: [0½ 5 (8) 9½ 14]. Sixty-nine of the inspectors spent from six to ten years (inclusive) as pupils in rural schools. The periods of experience as teachers in rural schools, while not so long, indicate that most of the inspectors began their teaching career there. The distribution for the 101 inspectors reporting on this point is as follows: [0½ 3(4 1/2) 7½ 18]. Seventy-one inspectors taught

from 3 to 9 years in the rural schools. Another interesting fact revealed by the table is the age of many of the inspectors, especially in Eastern Canada. Evidently the "frequent changing of inspectors" is not one of the crucial problems in supervision. The positions are permanent or during good conduct. In many of the provinces a retiring allowance has been provided in order to do justice to the men and at the same time enable the authorities to feel more free to retire men too old to do the most effective work, under the somewhat trying conditions experienced in the performance of inspectorial duties.

## SECTION II

### DUTIES OF INSPECTORS

As indicated in the chapter on "Units of Organization and Control," the corps of inspectors are really the field officers of the respective departments of education. Their duties are much the same in all the provinces and consist chiefly of the following:

(1) To see that the school law and regulations are carried out by all concerned in the work of the schools.

(2) To interpret the law for teachers and trustees and answer any questions and furnish information which will assist them in performing their duties.

(3) To aid the central department in administering the provincial school system and in securing a measure of uniformity in standards of provision and attainment.

(4) To visit the schools at least once a year, preferably twice, and, in the case of inefficient teaching, more frequently, and to report the necessary data for the calculation of the provincial grants earned by the districts.

(5) To inspect the assessment rolls, tax list, and all books, vouchers and documents of the Boards of Trustees to prevent fraud, and to secure more careful and efficient local management of school affairs.

(6) "To advise with teachers in all that may tend to promote efficiency and the character and usefulness of their schools."

(7) To promote the advancement of education by holding institutes and public meetings as frequently as possible, and especially to encourage the establishment of schools in localities where none exist.

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(8) To act as special arbitrator in local disputes, appoint trustees or auditor when those locally responsible fail to do so and in general to act as the special agent of the Department when occasion requires.

(9) To report on their inspection to the respective school boards and to their Department of Education at stated intervals. To prepare annually a general report on the schools of their inspectorate for the use of the Department of Education.

(10) To investigate and report upon all "poor" or "assisted" schools and applications for the formation of new districts.

(11) To aid the trustees as far as possible, in securing good building plans, good equipment and library and the best available teachers.

(12) To inspect the school as to site, grounds, water supply, buildings, out-houses, lighting, heating, equipment, etc., and report upon same as required.

(13) To inspect the work of the teacher, ascertain the standing of the pupils, demote or promote as he deems advisable, inspect register, time-tables and written work of pupils. "He shall assist the teacher in selecting and planning this work; and, by judicious criticism and advice and by teaching illustrative lessons, he shall endeavor to improve the methods of instruction."<sup>2</sup>

(14) To advise with the teacher and trustees in every way that will tend to strengthen the service rendered by the local school.

In Manitoba, Ontario, Quebec, and Nova Scotia the inspectors have more administrative work to do than those in the West. Much of the work regarding grant apportionment, receiving returns from school boards, and working them over for statistical and grant purposes which the Eastern inspectors have to do is cared for at the central departments in the West. This explains in part the somewhat congested condition of the work in the central departments in some of the Western provinces and also the somewhat burdensome duties of the Eastern inspectors. In Ontario the inspector is the educational secretary of the county council and in Nova Scotia he is the clerk of the District Board of School Commissioners. As far as can be gathered from official documents the range of duties imposed upon the inspectors is greater in Ontario and Nova Scotia than in any of the other provinces. In the light of the above schedule of duties it is

<sup>2</sup>Ont.—Instruction 16(a), Sec. 3(2).

rather interesting to find the regulations of one of the provinces stating that "when not otherwise employed" it is the duty of the Inspectors to render assistance in the Education office.

## SECTION III

## ACTUAL CONDITIONS UNDER WHICH INSPECTORS WORK

1. *Number of Schools and Number of Teachers per Inspector:* Schedule P will be of special interest in this connection. The data are found in the answers to question VI of the second questionnaire.

SCHEDULE P.—NUMBER OF SCHOOLS AND TEACHERS PER INSPECTOR

NO. OF ANSWER PAPER	NO. OF RURAL SCHOOLS	NO. OF TEACHERS THEREIN	NO. OF VILLAGE SCHOOLS	NO. OF TEACHERS THEREIN	NO. OF URBAN SCHOOLS	NO. OF TEACHERS THEREIN	TOTAL NO. OF SCHOOLS	TOTAL NO. OF TEACHERS
1	22	30	0	0	1	100	21	130
2	130	100	4	5	2	13	136	118
3	103	99	1	1	7	35	111	125
4	88	88	4	4	5	22	97	114
5	75	75	4	4	8	5	84	156
6	175	75	4	8	4	41	183	124
7	80	80	3	6	13	85	96	171
8	112	102	1	2	2	12	115	116
9	115	105	5	7	3	24	123	136
10	89	89	15	15	4	25	108	129
11	136	136	6	14	0	0	142	150
12	121	121	3	3	4	15	128	139
13	110	110	4	7	4	9	118	116
14	112	103	3	4	2	20	117	127
15	170	200	8	12	5	15	183	227
16	137	137	13	25	7	25	157	187
17	150	150	16	30	5	16	171	196
18	154	154	8	8	8	29	170	191
19	200	225	100	125	5	15	305	365
20	180	180	9	10	10	74	199	264
21	140	140	12	30	0	0	152	170
22	156	125	18	51	0	0	174	176
23	154	154	7	11	5	33	166	199
24	67	66	10	25	1	8	78	100
25	73	73	13	24	2	15	88	112
26	83	83	2	6	3	15	88	117
27	61	61	2	3	6	27	69	91
28	70	70	4	9	3	26	77	105
29	68	68	5	13	1	5	74	86
30	100 (?)	150 (?)	0	0	0	0	100	150
31	45	45	7	23	0	0	52	68
32	64	64	12	31	1	10	77	105
33	90	96	5	17	2	8	97	121
34	42	42	4	8	0	0	46	50
35	85	82	0	0	4	18	89	100
36	80	82	3	18	0	0	83	100
37	75	68	9	15	1	13	85	96
38	85	88	4	12	2	16	91	116
39	70	70	4	9	6	29	80	108

SCHEDULE P.—NUMBER OF SCHOOLS AND TEACHERS PER INSPECTOR—(Completed)

No. of ANSWER PAPER	No. of RURAL SCHOOLS	No. of TEACHERS THEREIN	No. of VILLAGES SCHOOLS	No. of TEACHERS THEREIN	No. of URBAN SCHOOLS	No. of TEACHERS THEREIN	TOTAL No. of SCHOOLS	TOTAL No. of TEACHERS
40	70	75	1	5	4	27	75	107
41	65	68	3	14	2	18	71	100
42	31	36	0	0	21	139	52	175
43	46	46	3	3	6	41	55	90
44	86	95	1	3	2	19	89	117
45	64	71	1	3	5	24	70	98
46	72	75	2	5	4	42	78	120
47	66	75	3	19	1	7	70	101
48	65	70	0	0	9	64	74	134
49	75	76	2	5	3	12	80	93
50	71	82	3	8	0	0	74	90
51	74	76	1	3	3	20	78	99
52	53	58	0	0	9	45	62	103
53	72	80	1	3	1	16	74	99
54	64	74	1	5	2	29	67	108
55	90	110	3	8	3	20	96	138
56	61	66	0	0	3	52	64	118
57	56	56	3	21	2	15	61	94
58	85	90	2	4	3	23	91	117
59	72	100	1	4	1	12	74	116
60	101	120	1	2	0	0	102	122
61	80	84	4	9	9	35	93	128
62	77	87	6	18	2	10	85	115
63	62	76	0	0	2	11	64	87
64	87	92	1	3	1	5	89	100
65	97	101	3	5	2	11	102	117
66	75	75	4	6	2	35	81	116
67	79	83	2	6	2	22	83	111
68	120	124	5	7	2	12	129	143
69	86	86	10	10	4	15	100	111
70	116	118	8	9	0	0	124	127
71	145	175	23	60	0	0	168	235
72	145	158	25	73	100	196	230	427
73	18 (T)	18 (T)	0	0	2 (T)	6 (T)	20 (T)	24 (T)
74	150	150	20	42	2	12	172	242
75	158	214	8	24	4	25	170	263
76	180	250	25	75	155	175	360	500
77	120	121	6	6	0	0	126	127
78	32 (T)	33 (T)	0	0	0	0	32 (T)	33 (T)
79	119	121	24	37	9	34	152	192
80	75	95	27	250	102	345	204	690
81	105	112	20	34	0	0	125	146
82	36	36	3	8	0	0	39	44
83	119	119	0	0	0	0	119	119
84	163	170	5	18	3	45	171	233
85	228	228	9	25	2	7	239	260
86	155	158	19	52	7	55	181	265
87	213	213	12	25	3	18	228	259
88	164	164	6	12	4	20	174	196
89	134	134	24	58	4	21	162	213
90	104	91	10	30	34	190	148	311
91	115	115	5	12	5	59	125	186
92	76	95	11	32	4	24	91	151
93	162	162	34	74	4	38	200	244
94	137	137	10	21	2	23	149	181
95	144	160	0	0	27	199	171	359
96	101	101	13	28	2	34	116	163
97	129	131	3	6	5	16	137	153
98	133	133	11	30	4	68	148	221
99	120	132	0	0	0	0	120	132
100	126	126	11	26	2	10	139	162
101	103	103	27	58	5	60	135	221
102	181	192	5	16	5	47	191	255

Note: B. C.—No. 1; Alberta, Nos. 2-14 inc.; Sask.—Nos. 15-23 inc.; Man. Nos. 24-39 inc.; Ont.—Nos. 40-67 inc.; Que. Nos. 68 and 83 inc.; N. B.—Nos. 84-87 inc.; P. E. I.—Nos. 88-89 inc.; N. S. Nos. 90-102 inc.

The significant fact revealed by this table is the amount of variation in the number of schools and teachers assigned to each inspector within a given province and the astonishing variation between the provinces in this matter. The following summarized statement of the variation will be of interest.

VARIATION IN NUMBER OF SCHOOLS AND TEACHERS  
PER INSPECTOR

PROVINCE	NUMBER OF SCHOOLS	NUMBER OF TEACHERS
British Columbia.....	Not sufficient data in Annual Reports or Answers to Questionnaires.	
Alberta.....	[ 84 ( 108 (117) 126 ) 183 ]	[114 ( 118 (129) 139 ) 171 ]
Saskatchewan.....	[ 152 ( 160 (171) 183 ) 305 ]	[170 ( 187 (196) 227 ) 365 ]
Manitoba.....	[ 46 ( 74 ( 83) 89 ) 100 ]	[ 50 ( 91 (100) 116 ) 150 ]
Ontario.....	[ 52 ( 70 ( 75) 85 ) 102 ]	[ 87 ( 99 (100) 117 ) 175 ]
Quebec.....	[100 ( 125 (152) 172 ) 350 ]	[111 ( 127 (150) 263 ) 690 ]
New Brunswick.....	[171 ( 181 ( ? ) 239 ) 239 ]	[233 ( 239 ( ? ) 280 ) 290 ]
Prince Edward Island.....	[ ? ( 162 ( ? ) 174 ) ? ]	[ ? ( 196 ( ? ) 213 ) ? ]
Nova Scotia.....	[ 91 ( 125 (139) 149 ) 200 ]	[132 ( 162 (160) 244 ) 359 ]

<sup>1</sup> Nos. 73, 78 and 82 are omitted, as they represent simply part-time service.

By letting the eye run up the vertical columns one can get a definite idea of the relative status of each province in the case of the lower and upper extremes of variation, the median number of schools and teachers per inspector in each province and the intermediate upper and lower quartiles for the various provinces. Arranging the provinces in the ascending order of medians we have with regard to the number of schools per inspector the following:—Ontario 75, Manitoba 83, Alberta 117, Nova Scotia 139, Quebec 152, Prince Edward Island between 162 and 174, Saskatchewan 171, New Brunswick between 181 and 239. There is certainly food for thought on the part of some of the provinces in the facts revealed in the above table. Some of the provinces evidently expect their inspectors to look after more than twice the number of teachers than others. What is there to justify Nova Scotia, Quebec and especially Prince Edward Island, Saskatchewan, and New Brunswick in asking their inspectors to be responsible for so much more work than Ontario, Manitoba, and Alberta require of their inspectors? Later tables will reveal some further interesting facts bearing on this point.

2. *Distribution of Inspectors' Time:* The a, b, and d divisions

of Question VII were asked in the hope that the answers would reveal something of the relationship existing between administrative duties, supervisory duties and travelling as factors in the inspectors' time. The general complaint that the supervision of teachers and instruction must be neglected on account of the burden of office and purely administrative duties prompted the question. The absolute values found in the following table—Schedules Q, R, and S,—are, of course, merely the estimate of the inspectors made more or less carefully. The one thing the table does reveal is the relative largeness with which administrative duties, supervisory duties and travelling loom in the consciousness of the inspectors when they think of the amount of time spent in each. How those inspectors who spend more than 100 per cent of the 24 hours for 365 days in the year manage to get a graft on Father Time must be considered as a problem beyond the scope of the present inquiry.

SCHEDULE Q.—DISTRIBUTION OF INSPECTOR'S TIME

No.	ADMINISTRATIVE	SUPERVISORY	TRAVELLING				REMARKS
	Per Cent	Per Cent	Per Cent	Rail or by Boat	Horse or Auto	Total Miles	
1	10	20	2	2	350	350	
2	10	6	6	500	3,500	4,000	
3	5	3	6	1,200	2,300	3,500	
4	6		5	916	2,410	3,326	"With my limited experience this must be taken for what it is worth, which isn't much."
5	5	5	5		2,000	1,600	3,600
6	20	2	12				
7	10	2	11.5				
8	50	12	60	250	2,300	2,550	"I include here the time I spent in farm houses in the evening, as one cannot study, read or write reports."
9	30	20	18	2,500	3,500	6,000	
10	5	9	6				
11	15	10	40	750	3,500	4,250	
12	9	1	9	1,200	2,400	3,600	
13	20	10	20	1,500	2,500	4,000	
14	7	7	8	2,000	2,500	4,500	
15				1,000	3,500	4,500	
16	25	5	5	500	2,500	3,000	
17							"Am on the road about 9 mos. per year. About two-thirds of my working hours are spent in school rooms."
18	20	80					"Have not been at work long enough to answer."
19	25	50	25				
20	55	34	68	2,700	2,400	51,000	
21	4	2	40		2,500	2,500	
22	10	4	7	2,500	2,500	5,000	
23	25	2		2,255	2,533	4,778	"Ask me something easy."
24	7	9	4	1,000	2,000	3,000	
25	12½	60	25	500	2,000	2,500	
26	15	50	15	2,000	1,500	3,500	
27	7	10	10	1,000	1,000	3,000	
28	8	2	3	1,000	1,500	2,500	
29	8½	10	10	500	4,000	4,500	
30	33½	60	66½	500	500	1,500	"Exclusive of visitation."
31	15	9	10	2,000	4,000	6,000	
32	10	6	4	1,200	900	2,100	
33	5	55	5			2,000	"Except when asleep." "I do not know—I travel by train, by bicycle or walk."
34	25		33½				
35	10	5					
36							
37	7	2	5	1,740	1,586	3,326	
38	18	17	10	3,000	4,000	7,000	
39	3.5	7.5	2½	1,250	1,000	2,250	
40	34	4.5	4	1,800	1,500	3,000	
41	20	10	6.5	300	1,300	1,600	"Outside of regular visits to schools."
42	4	10		4,000	700	4,700	
43	5	30	8			360	
44	34	20	10	1,300	4,000	5,300	"Auto is out of the question."
45	8	8	3	300	1,200	1,500	
46	10	12	5			1,500	
47	25	45	15	5	10	15	

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## SCHEDULE Q.—DISTRIBUTION OF INSPECTOR'S TIME—(Concluded)

No.	ADMINISTRATIVE	SUPERVISORY	TRAVELLING			REMARKS
	Per Cent	Per Cent	Per Cent	Keil or by Boat	Horse or Auto	
48	12	35	40	8,000	2,500	10,500
49	20	10	45		2,500	2,500
50					250	3,250
51	40	60	50	250	250	500
52	7	10	4	200	1,600	1,800
53						
54	8	20	15	1,000	1,000	2,000
55	10	15	8	500	1,800	2,300
56	20	14	9		1,000	1,000
57	20	30	12	200	900	1,100
58	5	65	65	800	1,000	1,800
59	25	33½	10	4%	6%	10%
60	20	8	8	400	2,000	2,400
61	19.3	1.2	7.1	800	1,400	2,200
62	20	5	16½			3,300
63	10	8½	5			
64	12½	1	6	6,000	1,800	7,800
65	20	10	35			1,650
66	33½	33½	33½	1,100	900	2,000
67	8	10	10	600	2,500	3,100
68	66½	25	30	650	1,000	1,650
69	25	25	5	500	400	900
70			50		1,200	1,200
71						
72						200
73	50	33	33			2,500
74	16	56	8			7,200
75	33	42	42			2,400
76	65	5				
77						
78	10	5	10	400	50	450
79	10	25	15			1,200
80	8½	20	33½			1,200
81	80	20	50			502
82				900	100	1,000
83	65	10				4,500
84			100	2,000	2,400	4,400
85		100	80	500	5,000	5,500
86	6	7	6	400	3,600	4,000
87	10	12	12½	3,000	3,000	6,000
88	10	40	20	300	900	1,200
89	75		20			2,500
90	16.5	7	4.5	1,400	300	1,700
91	15	7	8	1,000	500	1,500
92	25	10	15	600	2,000	2,600
93	40	45				
94	20	30	50	250	1,000	1,250
95	35	50				
96	25	50	15	200	1,000	1,200
97	25	10	3	120	750	970
98	33½	35½	55½	250	750	1,000
99	20	55	55			2,500
100						
101	35	25	40			2,000
102	30	40	30			3,000

"Difficult to estimate. Travelling in my inspectorate takes a lot of time."

"By Bicycle."

"Nearly all done during vacations on Saturday and after school hours."

"Saturday evenings devoted to it." Every day of term from 9 A. M. to 4 P. M.

"Very little; could not estimate."

"I've kept no records."

SCHEDULE R.—VARIATION IN TIME DISTRIBUTION—IN PERCENTAGES

PROVINCE	ADMINISTRATIVE DUTIES	SUPERVISORY DUTIES	TRAVELLING
British Columbia . . . . .	Not enough data for calculation.		
Alberta . . . . .	[ 5 { 5 ( 10 ) 20 } 50]	[ 1 { 2 ( 7 ) 10 } 20]	[ 5 { 6 ( 8 ) 20 } 60]
Saskatchewan . . . . .	[ 4 { 55 ( 80 ) 25 } 25]	[ 2 { 2 ( 4 ) 50 } 80]	[ 5 { 6.8 ( 7 ) 25 } 40]
Manitoba . . . . .	[ 3.5 { 7 ( 10 ) 15 } 33]	[ 2 { 5.5 ( 8 ) 17 } 60]	[ 2 { 4 ( 10 ) 25 } 65]
Ontario . . . . .	[ 4 { 8 ( 20 ) 25 } 40]	[ 1 { 10 ( 12 ) 30 } 65]	[ 3 { 7.1 ( 10 ) 15 } 65]
Quebec . . . . .	[ 8 { 10 ( 33 ) 65 } 80]	[ 5 { 10 ( 25 ) 33 } 56]	[ 5 { 10 ( 33 ) 42 } 50]
New Brunswick . . . . .	[ ? { 6 ( ? ) 10 } ? ]	[ ? { 7 ( ? ) 12 } ? ]	[ 6 { 12 ( 7 ) 80 ( ? ) } 100 ( ? )]
Prince Ed. Island . . . . .	[ ? { 10 ( ? ) 75 } ? ]	[ ? { 7 ( 40 ) ? } ? ]	[ ? { 7 ( 80 ) ? } ? ]
Nova Scotia . . . . .	[ 15 { 20 ( 25 ) 35 } 40]	[ 7 { 10 ( 33 ) 50 } 55]	[ 3 { 8 ( 15 ) 40 } 55]
Canada . . . . .	[ 3.5 { 9 ( 16.5 ) 25 } 80]	[ 1 { 7 ( 10 ) 33 } 80]	[ 2 { 6 ( 10 ) 33 } 60]

SCHEDULE S.—VARIATION IN DISTANCE TRAVELLED PER YEAR

PROVINCE	BY RAIL OR BOAT	BY HORSE OR AUTO	TOTAL DISTANCE
British Columbia . . . . .	Not enough data.		
Alberta . . . . .	[ 250 { 750 ( 1,800 ) 2,000 } 2,500 ]	[ 1,600 { 2,300 ( 2,500 ) 3,500 } 3,500 ]	[ 2,500 { 3,500 ( 4,000 ) 4,250 } 6,000 ]
Saskatchewan . . . . .	[ 500 { 1,000 ( 2,250 ) 2,500 } 2,700 ]	[ 3,400 { 2,500 ( 2,500 ) 2,523 } 3,600 ]	[ 2,500 { 3,000 ( 4,000 ) 5,000 } 5,100 ]
Manitoba . . . . .	[ 500 { 500 ( 1,500 ) 2,000 } 3,000 ]	[ 1,500 { 1,000 ( 1,500 ) 4,000 } 4,000 ]	[ 1,000 { 2,100 ( 3,000 ) 4,500 } 7,000 ]
Ontario . . . . .	[ 200 { 300 ( 300 ) 1,300 } 8,000 ]	[ 250 { 1,000 ( 1,000 ) 2,500 } 4,000 ]	[ 750 { 1,500 ( 8,000 ) 3,000 } 10,500 ]
Quebec . . . . .	[ 400 { 300 ( ? ) 650 } 900 ]	[ 50 { 100 ( 400 ) 1,000 } 1,200 ]	[ 200 { 502 ( 1,000 ) 2,500 } 7,200 ]
New Brunswick . . . . .	[ 400 { 500 ( ? ) 2,000 } 3,000 ]	[ 2,400 { 3,000 ( ? ) 3,000 } 5,000 ]	[ 4,000 { 4,400 ( ? ) 3,500 } 6,000 ]
P. E. Island . . . . .	[ ? { ? ( 300 ) ? } ? ]	[ ? { ? ( 800 ) ? } ? ]	[ ? { 1,200 ( ? ) 2,500 } ? ]
Nova Scotia . . . . .	[ 120 { 200 ( 250 ) 1,000 } 1,400 ]	[ 300 { 500 ( 750 ) 1,000 } 2,000 ]	[ 970 { 1,200 ( 1,700 ) 2,500 } 3,000 ]
Canada . . . . .	[ 120 { 500 ( 1,000 ) 2,000 } 8,000 ]	[ 50 { 1,000 ( 1,800 ) 2,500 } 5,000 ]	[ 200 { 1,500 ( 2,500 ) 4,000 } 10,500 ]

The difficulties of estimating the amount of time spent in these respective ways are quite apparent. The table does, however, give a somewhat true impression of the conditions that exist. Allowing for the somewhat varying interpretation of the question one cannot but feel that in the distribution of time between administrative duties and supervisory duties the variation is excessive even within a given province. If the inspectors distribute their times as stated, or even approximately so, it would seem that in very many cases there ought to be some modification of their scheme of work. One is prompted to ask the question as to how many of the inspectors have actually carefully analyzed their work and time distribution with a view to a better adjustment

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in the light of relative values and to the elimination of wasted hours. Some efficiency engineering work would seem to be needed in this connection. The inaccuracy of the information forbids any conclusions in regard to the relative time given to supervision and administrative work or travelling. Attention may, however, be called to the evidently large amount of time spent in travelling, the apparent equality or predominance of administrative duties over those of supervision.

In considering the variation in the distance travelled one may assume that the data are a little more reliable than in the case of the time variations above. The data here recorded will be used a little later in the discussion.

3. *Salaries and Expenses of Inspectors:* Schedules T, U, V, and W will indicate the present situation regarding the question of salaries. With the exception of the county, urban and joint inspectorates of Ontario these salaries are paid by the provincial governments. In Ontario the inspectors above referred to are paid by the county council, the urban municipal council, or by joint contributions by provincial and local authority.

A careful analysis of this schedule reveals an interesting situation. By running the eye up the vertical columns in the summarized tables giving the variation and correlations one can see the relative place of the different provinces in regard to the payment of inspectors. The median net salaries is especially instructive, the provinces arranging themselves in the following descending order: British Columbia (?), Manitoba \$1800, Alberta \$1750,<sup>3</sup> Ontario \$1700, Saskatchewan \$1575, Nova Scotia \$1250, Quebec \$1050, New Brunswick \$1000, Prince Edward Island \$700. While keeping in mind the varying cost of living as one goes from the East to the West there still appears no adequate justification for the salary schedules of the East. They are deplorably low if real educational leadership is to be expected and professional growth on the part of the inspectors required. Even in the West the relative place of the inspector's salary with that of other professional and business occupations in the same provinces indicates that the West is not so far ahead of the East in the matter as would appear on the surface.

<sup>3</sup> Note: Alberta now pays net salary of \$2000 and hence should come before Manitoba.

SCHEDULE T.—SALARIES AND EXPENSES OF INSPECTORS

No.	PRESENT SALARY	SALARY DESIRED BY INSPECTORS	AVERAGE YEARLY OFFICIAL EXPENSES	EXPENSE ALLOWANCE OVER AND ABOVE SALARY	NET SALARY
1	\$2,140	\$2,500 to \$3,000 (graded)	\$1,000	\$600	\$2,140
2	1,800	2,000 to 2,500 (graded)	700	600	1,700
3	1,800	2,500	600	600	1,800
4	1,800	3,000	?	600	1,800 (T)
5	1,800	2,000 to 2,500 (graded)	600	600	1,800
6	1,800	2,000	700	600	1,700
7	1,800	2,400	700	600	1,700
8	1,800	2,500	650	650	1,750
9	1,800	2,200	725	600	1,675
10	1,800	2,400	600	600	1,800
11	1,800	2,400	?	600	1,800 (T)
12	1,800	2,400	650	600	1,750
13	1,800	3,000	600	600	1,800
14	1,800	2,400 to 3,000 (graded)	750	600	1,650
15	1,800	2,000	800	550	1,550
16	1,600	1,600 to 1,800 (graded)	450	450	1,600
17	1,600	2,500	?	450	1,600 (T)
18	1,600	2,000	750	725	1,575
19	1,600	2,000	?	450	1,600 (T)
20	1,650	1,800 to 1,900 (graded)	?	450	1,600 (T)
21	1,600	2,200	600	450	1,450
22	1,650	2,500	600	450	1,450
23	1,800	2,500	800	550	1,550
24	1,750	2,000	500	300	1,550
25	2,000	2,500	300	300	2,000
26	2,000	3,000	400	300	1,900
27	1,800	2,000	?	300	1,800 (T)
28	2,000	2,500	350	300	1,950
29	1,750	2,500	300	300	1,750
30	2,000	3,000	?	300	2,000 (T)
31	1,800	1,750 to 2,000 (graded)	300	300	1,800
32	1,800	2,200	300	300	1,800
33	1,800	3,500	300	300	1,800
34	2,000	2,500	600	300	1,700
35	1,900	3,500	400	300	1,800
36	2,000	?	350	300	1,950
37	2,000	2,700	375	300	1,925
38	1,800	1,800-2,400 (graded)	600	300	1,500
39	1,750	2,000	325	300	1,725
40	1,700	2,400	400	348	1,648
41	1,700	2,000-2,500 (graded)	350	300	1,650
42	1,700	2,500	500	500	1,700
43	1,700	2,300	200	175	1,725
44	1,600	2,000-2,800 (graded)	750	500	1,350
45	1,700	2,000-2,250 (graded)	300	400	1,800
46	1,700	2,500	325	300	1,675
47	1,970	2,000 to 2,500 (graded)	300	270	1,940
48	1,700	2,500	550	550	1,700
49	1,700	2,000	175	225	1,750
50	1,700	2,000	420	420	1,700
51	1,700	2,500	400	200	1,600
52	1,700	2,000-2,500 (graded)	250	250	1,700
53	1,800	2,500	500	500	1,800
54	1,700	2,000-2,500 (graded)	400	400	1,700
55	1,700	2,500	750	750	1,700
56	1,700	2,000	288	288	1,700
57	1,700	2,500-2,000 (graded)	250	500	1,950
58	1,700	2,000	300	375	1,775
59	1,700	2,500	300	300	1,700
60	1,700	1,800-2,200 (graded)	330	330	1,700
61	1,700	2,500	375	375	1,700
62	1,700	2,500	300	329	1,729
63	1,700	2,000	?	345	1,700 (T)
64	1,800	2,000	500	500	1,600
65	1,700	2,000	300	325	1,725

SCHEDULE T.—SALARIES AND EXPENSES OF INSPECTORS—  
(Concluded)

No.	PRESENT SALARY	SALARY DESIRED BY INSPECTORS	AVERAGE YEARLY OFFICIAL EXPENSES	EXPENSE ALLOWANCE OVER AND ABOVE SALARY	NET SALARY
66	1,700	2,000	300	300	1,700
67	1,700	2,500	550	550	1,700
68	1,400	1,600	350	0	1,050
69	1,400	2,000	200	0	1,200
70	1,400	1,500	250	0	1,150
71	1,400	2,000	300	0	1,100
72	1,400	2,000	325	0	1,075
73	500	700	98	0	402
74	1,400	2,000	450	0	950
75	1,400	2,000	300	0	1,100
76	1,400	1,500	500	0	900
77	1,400	1,800	350	0	1,050
78	450	?	20	0	430
79	1,400	2,000	400	0	1,000
80	1,400	1,500	400	0	1,000
81	1,400	2,000	600	0	800
82	470	470	100	0	370
83	1,400	1,500	400	0	1,000
84	1,700	2,000	800	0	900
85	1,700	2,400	700	0	1,000
86	1,700	2,000	500	0	1,200
87	1,700	2,000	850	0	850
88	850	1,200	200	0	650
89	850	?	150	0	700
90	1,500	2,000	?	50	?
91	1,500	2,000	?	50	?
92	1,500	2,000	300	50	1,250
93	1,500	?	?	50	?
94	1,500	1,800	450	50	1,100
95	1,700	?	?	50	?
96	1,500	2,500	300	50	1,250
97	1,500	1,800-1,900 (graded)	300	50	1,250
98	1,500	1,800	?	50	?
99	1,000	1,000	575	50	475
100	1,500	?	?	50	?
101	1,500	?	?	50	?
102	1,500	?	?	50	?

SCHEDULE U.—VARIATION IN SALARIES OF INSPECTORS

PROVINCE	PRESENT FIXED SALARY	PRESENT NET SALARY	SALARY DESIRED
British Columbia . . .	Not enough data.		
Alberta . . .	[1800 { 1800(1800)1800 } 1800]	[1650 { 1700(1750)1800 } 1800]	[2000 { 2400(\$500)3000 } 3600]
Saskatchewan . . .	[1600 { 1600(1600)1650 } 1800]	[1450 { 1450(1675)1600 } 1600]	[1800 { 1900(\$900)2200 } 2500]
Manitoba . . .	[1750 { 1800(1800)2000 } 2000]	[1500 { 1725(1800)1950 } 2000]	[2000 { 2400(\$500)3000 } 3000]
Ontario . . .	[1600 { 1700(1700)1700 } 1970]	[1350 { 1700(1700)1725 } 1950]	[2000 { 2000(\$500)2500 } 3000]
Quebec . . .	[1400 { 1400(1400)1400 } 1400]	[ 800 { 1000(1050)1100 } 1200]	[1500 { 1600(\$900)2000 } 2000]
New Brunswick . . .	[1700 { 1700(1700)1700 } 1700]	[ 850 { 900( ? )1000 } 1200]	[ 200 { 2000(\$900)2000 } 2400]
P. E. Island	[ 850 { 850( 850) 850 } 850]	[ ? { 650( ? ) 700 } ? ]	[ ? { ? (1800) ? } ? ]
Nova Scotia	[1000 { 1800(1800)1500 } 1700]	[ 475 { 1100(1250)1250 } 1250]	[1000 { 1800(\$900)2000 } 2500]

Note.—The salary of inspectors in Alberta was changed to \$2,000 plus a \$700 allowance for expenses at the recent session of the Legislature.

SCHEDULE V.—CORRELATION BETWEEN TRAVELLING, NUMBER OF SCHOOLS, NUMBER OF TEACHERS AND NET SALARIES—MEDIANS

PROVINCE	MILEAGE TRAVELLING	NET SALARIES	NO. OF SCHOOLS	NO. OF TEACHERS
British Columbia.....				
Alberta.....	\$4,000	\$1,750	117	129
Saskatchewan.....	4,000	1,575	171	196
Manitoba.....	3,000	1,800	83	100
Ontario.....	2,000	1,700	75	108
Quebec.....	1,200	1,050	152	192
New Brunswick.....	4,400-2,500	900-1,000	181-230	253-260
Prince Edward Island.....	1,200-2,500	650-700	162-174	198-213
Nova Scotia.....	1,700	1,250	130	186

SCHEDULE W.—ADDITIONAL COST IF MEDIAN DESIRED SALARY WERE GRANTED

PROVINCE	TOTAL NO. OF INSPECTORS IN PROVINCE	ADDITIONAL COST PER INSPECTOR	TOTAL ADDITIONAL COST
British Columbia.....	6		
Alberta.....	15	\$700	\$10,500
Saskatchewan.....	14	400	5,600
Manitoba.....	21	700	14,700
Ontario.....	96	800	76,800
Quebec.....	50	600	30,000
New Brunswick.....	8	300	2,400
Prince Edward Island.....	3	350	1,050
Nova Scotia.....	13	500	6,500
Total.....			\$147,550

The schedules showing the correlations between travelling and salaries, number of teachers and number of schools, reveal an even more significant situation. It is clear that as the number of teachers and schools per inspector increases the salary decreases. Notice the cases of Prince Edward Island, New Brunswick, Quebec, Nova Scotia and Saskatchewan in regard to this matter. A glance at the travelling column will show that reduced travelling affects Quebec considerably, Prince Edward Island somewhat, and Nova Scotia a little. This just fits in part a greater number of teachers per inspector but not, by any means, the number allotted to each inspector in these provinces. Manifestly the Eastern provinces and Saskatchewan must wake up to the fact that they are not treating their inspectors either fairly or generously in thus giving them less remuneration and more onerous duties than that assigned to their colleagues in the other provinces. Other aspects of this question will be referred to in the concluding discussion.

## SECTION IV

## METHODS OF INSPECTION AND SUPERVISION

A. *General Method of Improving Efficiency of Teachers:*<sup>4</sup>

A number of the more helpful and suggestive answers indicating in the words of the inspectors themselves their general plan for improving the efficiency of their teachers will be of interest and value.

No. 7.—“I try to have trustees consult me in selecting. In many cases I select the teacher. I encourage the Boards to pay good salaries and require correspondingly good service. I teach for the teachers. I discuss their faults at the end of each inspection. I carry copies of good journals on teachers work and leave them with the teachers. I advise the teachers where they can find helpful literature.”

No. 9.—(1) “Make sure the curriculum is understood. (2) Watch for restless and inattentive children. Discuss such with the teacher suggesting method for trial. (3) Advise constantly on seat-work. (4) With teachers trained outside the province occasionally teach a lesson in Phonics or Primary Number. (5) In testing a class always strive to handle it so that it may be an object lesson in class management. (6) I always feel free to discuss and criticize any method I see used by any teacher. If I cannot suggest a better I do not expect any change.”

No. 12.—“(1) Criticism, favorable and adverse at time of visit. (2) Written suggestions sent from headquarters after visit. (3) By referring teachers to helpful works on education. (4) By taking at least one lesson with the class in the presence of the teacher. (5) By oral and written tests to pupils indicating the results to be realized.”

No. 14.—“An Annual Teachers' Convention—2 days. Sending school magazines after I had read them. Sending them pictures I collect for school room decoration. Sending them letters run off on the Duplicator on Seating, School Gardening, Caretaking, School Room Decoration, etc. Explaining the aim of our program. In conversation at recess or after school trying to leave a little inspiration as to the importance and high character of the work intrusted to the charge of teachers.”

No. 15.—“Greatest difficulty in short term schools and with “permit” teachers: also lack of personal contact with trustees and rate-payers. Remedy: Circular letters sent to each rural school about time of opening in spring, emphasizing required time-table, familiarity with course of study, etc. My annual report to the Minister sent in circular form to every Board of Trustees, Local Teachers' associations and institute meetings with special attention to Trustees Section.”

No. 20.—“(1) Noting methods of most successful teachers. (2) Suggestions oral and written, on the spot. (3) Justification of teachers' attitude in reports to trustees, when there has been friction, if teacher is right. (4) Warnings to inefficient teachers orally or by correspondence. (5) Discussion of alternative methods with teachers. (6) Lessons by inspector to illustrate. (7) Referring teachers to suitable books on methods. (8) Reminding teachers of what they were taught in Normal School.”

No. 26.—“General: 1. Watching teachers at work. 2. Taking classes myself. 3. Talk with teachers as to methods, organization, progress, discipline, etc.

<sup>4</sup>Questionnaire No. II, Answers to Question 7 (c)

"Special:—In case of weak, or very young teachers who because of inexperience are not doing good work I stay longer and help them to organize their classes, grade their work, arrange time-table and solve special difficulties.

"I try on all occasions to cultivate a friendly relation with my teachers so that they will always feel free to write me regarding difficulties which come up from time to time."

No. 29.—"By local conventions where teachers who are notably successful in some subjects are asked to give papers. By recommending books I consider helpful and in individual cases by outlining a method which I think will improve a teacher's work in any subject which I find poorly handled."

No. 31.—"(a) On occasion of my official visit,—(1) See her teaching and suggest improvements. (2) Teach some classes myself. (3) Discuss the district and the pupils with her. (4) Have the Trustees meet me at the school; they come thus into closer touch with the teacher. (5) Give tests in certain subjects and tell her how her school compares with other schools.

"(b) Encourage teachers to attend Conventions."

No. 41.—"During visits to schools I always point out defects, and show how to remedy by teaching, examining, or directing the teacher as to procedure, etc. At Institute Meetings by keeping all under control and making programmes practical, etc. Getting teachers interested in their work by requiring better work, good examination results and providing through the Board all equipment, etc. necessary for best work. Getting them interested in libraries, etc. and directing their reading and the reading of their pupils through them."

No. 42.—"Visit class rooms as often as possible, the weaker the teacher the more frequent the visits, watch teacher at work, privately point out faults, show by advice, suggestion and example how to avoid them, illustrate correct methods, advise weaker teachers to visit class rooms of others, advise all to attend institutes, assemble staff at close of inspection for a helpful talk, general meetings of teachers when possible, advise books and publications to be read, etc."

No. 43.—"(1) I always teach for weak teachers and frequently for others showing them the pleasure of knowing a subject well and how to interest and encourage pupils by a thorough grasp of each subject. (2) I select the most helpful books on subjects and tell the teachers where to get them and frequently get some good ones put in the school library. We have libraries in almost all schools. I try to keep informed in the best modern ideas on school work and always leave a teacher a little better than I find them."

No. 45.—"Advise short prompt lessons and sympathetic buoyant help, but not until the pupils have put forth an earnest effort to conquer difficulties themselves. Encourage them to make wise use of the three levers that move the world, viz. (1) Love of acquisition. (2) Pleasure in competition. (3) Desire for approbation. Teachers who can use these wisely, not going ahead of the pupils' own effort, will succeed and her pupils will be prepared to meet and to overcome difficulties in after life. I try to impress on teachers that a little encouragement is worth any amount of fault-finding."

No. 55.—"(1) I try to induce teachers whose academic standing is not satisfactory to attend school again. (2) Those who have not been properly trained I try to induce to attend a training school. (3) Those teachers who lack fitness for the calling I try to induce to take up other work."

No. 63.—"First get to know the teacher by observing her work, noting mentally any excellencies or defects in manner, method, or management. Sometimes ask permission to teach a class so that I can illustrate the more excellent way, and towards the end of my visit discuss the principles underlying my suggestions in a quiet talk with the teacher. Sometimes the suggestions and the talk are enough, but usually I teach some lesson, if only to get into touch with the pupils and give them some direct inspiration as a result of my visit. I am in my office every Saturday and am regularly consulted by teachers on difficulties—on reading, on methods, on selecting books for school libraries or supplementary reading, etc."

No. 64.—"(1) Attend best and highest professional schools. (2) Inter-

visitation of schools. (3) Teachers' Institutes (once a year). (4) Public examinations inviting several teachers. (5) Professional reading. (6) Subscription to professional papers, etc. (7) Further academic study. (8) Attendance at summer schools."

No. 69.—"Hold teachers' conferences once a year at convenient centers. Teach classes in their schools as an object lesson. Point out their weak points as teachers. Recommend books of professional nature for their reading. Advise the Normal School as to the weak points in their teachers."

No. 72.—"Je les réunies en assemblées par groupes de 15 à 30 dans les principaux villages de chaque comté ou je donne des conférences sur l'organisation de l'école—et la manière de la diriger—la classement des élèves—la manière de faire la distribution du temps entre les divers groupes ou classes d'élèves—et comment dresser un horaire convenable."

Je tiens 8 à 10 de ses réunions d'institutrices chaque année.

Le total des distances à parcourir pour tenir ces réunions et donner ces conférences est de 300 à 325 milles."

No. 88.—"Local Institutes of teachers, meeting in centers on Saturdays every two weeks. General teachers' associations for whole inspectorate holding two days' convention each year. Free lending library of professional books circulated by mail among teachers. Educational columns in local newspapers. Competitions in special subjects by pupils in which prizes are awarded to the teachers as well as to the pupils."

No. 96.—"(1) Observe the teachers conducting some lessons called for. (2) Observe the teacher conducting some of her regular school work. (3) Conduct one or two lessons myself to test pupils. (4) Suggestions to teachers how they can improve their methods either in teaching or discipline. (5) Get my teachers together in small groups as early in the year as possible for conferences, discussions of difficulties, etc. At these institutes I always have some of my experienced teachers conduct model lessons in the different subjects of the school course."

An analysis of all the answers to this question indicates that the following are the chief methods used by the inspectors in their efforts to strengthen the work of the teachers:

(1) Teachers meetings, conferences, institutes, conventions are mentioned by 57 of the inspectors as some of the most important means of maintaining and increasing the efficiency of the teachers.

(2) The use of the model, illustrative or exemplary lesson by the inspector as an effective means of aiding the teacher is used and favored by 50 of the inspectors.

(3) Referring teachers to helpful literature in the way of professional books, periodicals, monographs, supplementary readers, etc., is a common practice of 33 of the inspectors.

(4) Seventeen of the inspectors made definite mention of encouraging the teacher to feel free to consult them by correspondence in regard to difficulties that may arise.

(5) Seventy-four say that they discuss more or less fully the questions of management, discipline, organization of school, of school program, of work in each subject, etc. Their statements in this regard may be grouped as follows:

(a) General statements indicating no specific points of view:

- Personal advice when visiting.
- Suggestions oral and written.
- Discuss methods of work.
- Discuss and expound methods in specific instances.
- Observe teachers at work.
- Talk to teachers regarding methods.
- Discuss with teachers their work and progress.
- Discuss the district and the pupils with her.
- Conversations.
- Talks with individual teachers.
- Advice as to method and general management.
- Questions to promote introspection.
- Advice regarding attitude and method.
- Consultation regarding method.
- Conversation and discussion.
- Discussion with teacher regarding methods.
- Discussion as to methods and organization.
- Consultation during visit.
- Consultation during discussion.
- Counsel and remarks regarding method.
- Observe and correct in discussion.
- Counsel and instruction along the lines of discipline and method.
- Discussion and suggestion—personal advice and instruction.
- Discussion and suggestion regarding methods and discipline.
- Criticism favorable and adverse at time of visit.
- Helpful criticism and discussion of phases of the work.
- Suggesting and advising.
- Observe methods and suggest improvements.

(b) Statements indicative of tendency to center attention on negative criticism:

- Attention directed to their failures, criticize.
- Criticize methods when they fail to get results, for their good.
- I discuss their faults.
- Have teacher teach first to see where she is going astray.
- Replacing poor teachers with good ones.
- Warnings to inefficient teachers.
- Pointing out weaknesses.
- Encourage unfit to work in other fields.
- "I always feel free to discuss and criticize any method I see used by any teacher. If I cannot suggest a better one I do not expect any change."
- Discuss weak points.
- Suggestions for the correction of defects.

(c) Statements explicitly indicative of constructive attitude:

- Good hints as to how results may be obtained.
- Advice as to methods and materials with exemplification.
- Discuss best methods of teaching especially with reference to those subjects wherein weakness is shown.
- Suggest remedies for defects.
- Discuss and suggest regarding relative emphasis upon and within subjects.
- Suggest and help in classification of pupils and making of time-tables.
- Discuss alternative methods.
- Reminding teachers of what they were taught in normal school.
- "If teacher is young and weak I stay longer and aid her in organizing her work, making out time-table and classifying the pupils. Cultivate their friendship and esteem so as to make them feel free to consult in person or by mail regarding difficulties that come from time to time."
- Outline methods and suggestions for teachers needing same.

Urge Boards to provide adequate facilities for teachers.  
 Advice, suggestion and example.  
 Appreciation of good work done. Recognition of effort and success.  
 Advise beginners to spend day or so in a well-conducted school.  
 New methods explained and illustrated.  
 Suggest selection of subject-matter, especially essentials.  
 Discussion of teaching, discipline, and management in a spirit of fairness and helpfulness.  
 Prizes given to pupils and teachers.  
 Suggestions from headquarters after visit.  
 Referring teachers to helpful educational literature, books, periodicals, supplementary readers.  
 Having professional books added to the rural school libraries. Developing a professional library for the use of the inspectorate.  
 Oral and written examinations to suggest standards of attainment.  
 Passing on the suggestive work of good teachers.  
 Urge continuance of academic and professional training.  
 Keep up their own reading and study and to prepare carefully their work for the school.  
 Encourage Boards to pay good salaries and demand good service.  
 Uphold the teacher when in the right in dispute with Trustees.  
 Try to keep informed myself.  
 Advise the Normal Schools as to weakness of graduates in the field.  
 Have board of examiners for inspectorate—proficiency papers prepared to indicate spirit and quality of work desirable.

#### *B. Actual Procedure in Inspecting Rural Schools*

In asking Question VII (c) it was intended that it should deal only with the general plans and policies of the inspectors in regard to the professional improvement of their teachers. Question IX, on the other hand, was intended to call forth a statement of the usual procedure on an official visitation including all aspects of the inspectorial duties, but with special reference to any differentiation in treatment resulting from variation in quality of teacher's work. Evidently the questions did not make this differentiation clear for in many cases the inspectors either ask that the one answer serve for both questions, or give an answer to but one of the questions or in the majority of instances duplicate the answer to the first in answering the second with more or less extensive additions or abbreviations. To give a full statement of the replies to Question IX would, therefore, be to repeat in large measure what has already been presented. It will, however, be of value to select the more suggestive of the answers to Question IX with the special purpose of indicating the normal procedure of an official inspection, and especially such differentiation as is occasionally made in dealing with a good teacher and a weak teacher.

## PROCEDURE IN INSPECTING RURAL SCHOOLS

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
1.	<p>"Observe a lesson taught by teacher. Teach a lesson. Some test work. Commendation for good results. Examination of records and work on file or manual work of children. Inspection of building, etc. Suggestions to teachers. Suggestions to school board."</p>	<p>"Observe one or two lessons by teacher in order to observe methods and point out weaknesses. Determine if school is properly classified. Teach one or two model lessons. Discussion of time-table. Test of pupils in a subject to ascertain the standing and progress. Close examination of all manual work. Examination of official records. Suggestion. <i>Re-visit</i> in the course of a few weeks."</p>
4.	<p>"Practically very few of the teachers I have visited during the year were known to me previously to visiting the school. Usually I first engage in friendly and informal conversation with the teacher for a time about school matters in general such as enrolment, attendance, etc., to gain her confidence and find out something about her personality. Then I ask her to go on with her regular work as usual. When the teacher proves to be a good one sometimes I take the class myself in a few subjects but I have no established method of procedure."</p>	<p>"When I see that a teacher is not up to the mark along any line I note defects as carefully as possible. If time permits I take certain work with the pupils laying special emphasis on the points where the teacher fails, without, of course, making any reference to them before the pupils. Then, after the pupils have been dismissed I go into these matters carefully with the teacher."</p>
5.	<p>"Methods vary, of course. The teacher may be asked to continue her work according to program during the whole time of visit. This procedure gives me a good opportunity to get the information I want on attendance, class-inspection, equipment, etc. and also to form an estimate of the teacher's work. As a rule, however, I examine a class or two in one or more subjects in order to determine standing. If time is limited I may examine each class hurriedly in Reading, Spelling, Arithmetic, etc."</p>	<p>"The teacher is required to do enough teaching to enable me to estimate the character of her work. If found very inferior I may take over the school and teach a number of lessons in order to show what I consider the right sort of subject matter to present and the right methods to employ. With such a teacher I spend some time discussing the program and considering methods of teaching."</p>

## PROCEDURE IN INSPECTING RURAL SCHOOLS—(Continued)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
7.	<p>"Get information about school, teacher's name, attendance, regularity, punctuality, etc. Assign some work to the higher classes, such as a composition, some problems in arithmetic, etc. I ask the teacher to teach some reading to a Primer class or a St. I class. I ask the teacher to teach a lesson in literature to St. III or St. IV. Sometimes a lesson in History."</p>	<p>"I teach a lesson or two for her. I ask her to teach one or two lessons. I make note of her weaknesses and talk them over with her and try to show her how she may improve. I often send her for a day to visit some live teacher and ask her to report to me on her visit."</p>
9.	<p>"(a) Frequently ask to have some special lesson taught to exemplify manner of questioning, interest of class, seatwork to be given to other classes, both kind and time of assignment, co-relation of these new facts with information already gained. While testing a class myself orally, have written exercises for examination later. Occasionally teach difficult lessons when requested. Always reserve a few minutes for a conference over difficulties which may have arisen since my last visit."</p>	<p>"With a poor teacher or one whom I suspect is not very strong I divide the time into three parts. In the first third she conducts the school according to her time-table or as I may direct. In this way I get an idea of the greatest weaknesses. Then I take charge of the school entirely for the next period and try to give model lessons where most needed or show how the school should be controlled. The last period is reserved for a conference with the teacher. Here she is encouraged to speak of her own difficulties, but if they do not come up thus it does not follow that they cannot come up some other way."</p>
12.	<p>"(1) Have seat work assigned to all classes. (2) Secure information required by Ed. Dept. Examine and sign register. (3) Arrange program of lessons by teacher and inspector. (4) Lessons by teacher. (5) Lesson by inspector, oral and written tests. (6) Talk to pupils and teacher by inspector. (7) Criticism and suggestions."</p>	<p>"(1) Arrange program of lessons for inspection, seeing that pupils are busy meanwhile. (2) At the close of each lesson by the teacher take the class for a few minutes to illustrate method or management. (3) Complete lesson by inspector, oral and written tests. (4) Recess, secure information, etc. (5) Talk to pupils and teacher. (6) Suggestions. More careful attention to discipline, school tactics, condition of desks and floor, condition of exercise and reading books."</p>

## PROCEDURE IN INSPECTING RURAL SCHOOLS—(Continued)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
14.	<p>"(1) Give higher grades some test in Arithmetic, Composition, Grammar, Drawing, usually written work. (2) Ask teacher to take a class usually in work with a lower grade or grades, in Oral Reading, Literature, Writing or Number Work—usually oral. (3) While higher grades are employed and teacher engaged with lower grades I take my notes with a listening ear toward the teacher. (4) After notes, I teach a few classes; sometimes address the pupils a few minutes. Praise or criticize sympathetically the teacher's work."</p>	<p>"If order is poor I take charge of the school usually, and try to secure quietude. If teaching is poor I teach more than with a good teacher. At recess or noon point out aims of program; offer suggestions as to classification; methods of teaching, amount of work to be assigned for next week, also character of such work, amount and character of work in class with the various grades. In short I try to show by example and suggestion where improvement may be made. Try to leave the impression in a kindly manner that I'll expect better work next visit."</p>
15.	<p>"(1) Inspect register, time-table, etc., while teacher takes charge. (2) Examine classes with purpose of testing knowledge and power. (3) At recess discuss frankly with the teacher her strong and weak points. (4) Try to create an interest in educational progress—reading, school gardens, etc."</p>	<p>"(1) As in (a). (2) Lead the teacher to feel that I am there to assist and encourage—not to find fault. (3) Take charge for one hour and do the very best work I am capable of doing. (4) At recess intermission, discuss with the teacher <i>my own work</i> during the period I have charge. Explain very frankly yet kindly her weak points and how to improve them. (5) Emphasize the need of careful preparation, professional training etc., suggesting helpful elementary tests."</p>
16	<p>"(1) I ask for the register and examine it at my leisure. (2) I ask the teacher to give me the classification of the pupils present. (3) I usually put some work on B. B. for the senior pupils and (4) ask the teacher to take up the primary classes and let me know what they know as far as time permits. (5) I ask the teacher to assign the primary classes seat work and to take up some of the advanced classes. (6) I usually take up one or two classes and examine the pupils on different subjects. (7) I have a</p>	<p>"I do as much illustrative work as I can in the different subjects. I try to show the teacher better methods of handling the different subjects. My work is chiefly advising and helpful, not critical. I encourage the teacher to do some reading, help her draft out a time-table and offer as many suggestions as I think she can make use of. I generally write down a few things that I wish her to emphasize. I try to make all teachers feel that I am their friend and that, if my criticism of their work seems hard, they</p>

## PROCEDURE IN INSPECTING RURAL SCHOOLS—(Continued)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
	talk with the teacher. I let the teacher do the most of the work. I may offer suggestions or different methods and I try to avoid criticism that is incompatible. I try to sympathize with the teacher and make her enjoy my visit."	have the consolation of knowing I have recognized many of their good qualities. In my criticism I try to state these strongly as well as their weak points. I do the most of the work in as kind a way as possible. I expect her to watch my methods and devices. I try to give her recognized pedagogical principles which will guide her in her work. I make her feel I am her friend and try to get her to sympathize with the pupils."
23.	"Varies. Usually—(1) See that pupils have something satisfactory to do. (2) Collect certain required information from teacher. (3) Either take some work myself or have teacher take some. I always see considerable of the teacher's work. Teach some work myself and inspect as much work as possible. (4) Have school dismissed and put every one but teacher out of room. (5) Have full, free and friendly talk with teacher criticizing, advising and suggesting. This talk includes everything I think of pertaining to the school-people, children, teaching, literature, equipment, grounds etc."	"Very much the same. I do more work myself. In talk I aim to take but a few points, to be definite, to make the teacher feel the importance of them, to leave the teacher feeling that she has or will have power, that she knows how or can find out how and that I believe she can and must make good. I aim to put her in a way of making herself better. I want her to feel that effort will be recognized, but that she must <i>work</i> or find another place to <i>sit</i> . At the next visit I advance another few steps. I find that if I get a teacher started right and to feel the developing of power, that the whole field of work is soon affected. It is hard to tell just what one does. This is as clear as I can come at it."
31.	"Let her do most of the work that I may see <i>why</i> she has succeeded. Take any class in any subject at her request. Give definite tests in some subjects such as spelling, arithmetic to establish standards for same grades in other schools. Commend the school work."	"Let her take a class or two. Notice why she fails. Find opportunity to mention cause to her. Then take another class myself to show how remedy may be applied. Give some tests to show her what should be obtained from her grades. Discuss with her the attitudes of the pupils, the parents, and herself to each other. Take special care not to embarrass her before her pupils."

PROCEDURE IN INSPECTING RURAL SCHOOLS—(Continued)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
32.	<p>"Generally I permit the teacher to do most of the work, covering as large a range of subjects as possible, thereby showing what has been done since my last visit. <i>I often get valuable suggestions in this way.</i> The work is then discussed."</p>	<p>"I usually take some of the classes in order to find out where the weaknesses are. Perhaps my work may be suggestive. The work is then thoroughly discussed with a view to suggesting a course to pursue that may be productive of results."</p>
34.	<p>"Get to school if possible at nine. If acquainted with teacher have a chat with her about the work, speak to children. Watch school assembling and seating. Look at register while teacher is putting school to work. Take such classes in such subjects as I think will help the teacher. Make what suggestions I deem advisable. Give some written examinations to the senior classes. Spend forenoon. If unacquainted I do less work myself but watch teacher's methods in management, etc."</p>	<p>"Follow much the same procedure but make more suggestions. <i>Try to find out anything the teacher can do well</i> and commend it. Sometimes let teacher sit down and take charge of school myself for half a day. Ask the teacher to consider herself a visitor. In general I try to act so the children and the teacher will be glad to see me back again. In cases of weak teachers I get back as soon as I can."</p>
38.	<p>"(1) Examine all records, of attendance, books, paraphernalia, work done. (2) Examine time-table and plans of future. (3) Examine classes. (4) Watch teacher's methods of teaching, discipline, etc. (5) Give her any help desired or that I see needed."</p>	<p>"(1) Examine and correct all records and show her how to keep in best manner. (2) Give helpful criticism as to time-table and how to plan work ahead. (3) Criticize teacher's methods in principal subjects and teach sample lessons for her. (4) Recommend books I think helpful for her. (5) <i>Leave her report forms to send me showing her difficulties monthly.</i>"</p>
41.	<p>"This would be a second or subsequent visit for it would take the first visit to find out if she were any good or not. After examining the time-table, and the school register and catalogue I would ask the teacher to review the work gone over in a certain class in several subjects, then asking necessary questions to supplement the teacher's work myself. This would be done in several</p>	<p>"Much as above in general, but would take more of the work myself particularly where the teacher is weak. I always show what the course requires and point out how far the classes are behind and insist on more work, more progress, more interest in the school by the teacher. If this cannot be secured I advise a resignation and a trial in</p>

## PROCEDURE IN INSPECTING RURAL SCHOOLS—(Continued)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
	<p>classes. Then examine all writing, drawing and composition books and make necessary suggestions. In this way I know definitely how the school work is going—interest in the work, discipline and general progress."</p>	<p>some other school. A poor teacher is a poor affair at best and I should like all such to leave—. If they do not they are usually retired early. In all cases I try to encourage both teachers and pupils and point out their opportunities and responsibilities."</p>
43.	<p>"Ask the teacher what he has covered in a subject say (1) arithmetic. Test on this with suitable questions. (2) Examine the writing and drawing. (3) Test at least two classes in composition. (4) If time permit test in Geography and History for a time. (5) Find out by asking the teacher or testing the pupils what has been done in Hygiene, Nature Study, Physical Training especially if the school is a city school. On alternate visits this may be changed. If any department is neglected I try to induce the teacher to start in some way."</p>	<p>"If the teacher is a poor disciplinarian not very much can be done only make a few common sense suggestions. I would then take one or two subjects and teach classes bringing out ideas and plans for getting successful results in these subjects. At my next visit I would take up some other subject. Show the teacher the importance of a thorough grasp of the subject and tell him how and where to get it. If the teacher is willing to work assist him in any way you can always trying to lead well as an inspector."</p>
44.	<p>"(1) The general impression of work, orderliness, etc. (2) The seat-work and time-table. (3) Exercise books and actual work in school and at home. (4) The Routine for the Reports, Circulars, Maps, etc., etc., while teacher is busy teaching. (5) Examination of classes—all of the little ones in all the subjects, up to St. II. (6) Entrance requirements. (7) Examination of one subject at least; sometimes two, sometimes three in each of the classes above Jr. II. (8) Teaching of one, sometimes two, sometimes three classes. (9) Art work. (10) Body of Writing and Exercises. (11) Physical exercise. (12) Questions by the teacher regarding work, circulars etc. (13) Explanation of any new regulations, general criticism and suggestions."</p>	<p>"(1) As before. (2) As before. (3) As before. (4) As before, while teacher is busy. (5) Teaching of a class say in Reading. (6) Teacher takes a class in reading. (7) Examination of History. (8) Teacher takes another class in history—suggestions as to requirements. (9) Teacher takes arithmetic or some other class—any suggestions, and then teacher takes another class, etc. (10) Examination of several classes with hints to class as to requirements of how to study, what is wanted, etc. (11) Art work with suggestions. (12) Class in writing, perhaps the whole school. (13) As in (12) above. (14) as in (13) above. This occupies 2½ hours to 3 hours, the regulation time."</p>

PROCEDURE IN INSPECTING RURAL SCHOOLS—(Continued)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
45.	<p>"Take notes of attendance, register and equipment book. Look into the condition of the accommodations and the equipment. Outline my report to the trustees. Observe the order, and the teacher's management of the classes. Note whether pupils at desk are pleasantly busy getting their work ready for inspection and hints thrown by the teacher. By this time school has a recess and while the pupils are out I talk over matters with the teacher—calling attention to any matter needing such. After recess I usually teach two or three lessons, examine the writing, drawing, etc. After school complete my report with the assistance of the teacher commenting freely on matters needing attention."</p>	<p>"Work in this case is much the same as in IX (a) except that more time is required to properly advise the teacher on weak points in teaching or in management. Careless, indifferent work on the part of the pupils is noted and discussed in a kindly way, but with a view of bringing about better results. A short address to the school and suitable hints to the teacher. These generally result in marked improvement by the time of the next visit to the school."</p>
46.	<p>"Inspect the school premises, including the fences, well, closets, etc., note repairs required. Get the classes in the school, number of pupil in each, when promoted. Examine time-table to see that the several subjects of the course of study receive due attention. Examine, usually, the several classes in some subjects of their course. Occasionally teach a lesson with class; otherwise the teacher goes on with his regular work. I report sometime during the week to the Trustees on a prescribed form."</p>	<p>"In the case of a poor or medium teacher I do considerable teaching instead of examining and have the teacher do teaching while I guide her. I try to give as many helpful suggestions as possible, such as I think she will be able to put into actual practice in the school room. I help her to draw up a time-table and show her how to combine classes for certain subjects. I report as in (a)."</p>
69.	<p>"Secure the statistics. Observe her methods for one-fourth of an hour. Ask her to teach some subject that I find a general weakness in throughout the Inspectorate. Ask her what subject she finds most difficult to teach, and teach a lesson for her in that subject; inscribe my report of the visit in the visitor's register."</p>	<p>"Get the statistics, observe her methods, re-arrange the seating of the pupils, sometimes re-arrange the classification after having questioned the pupils on several subjects. Instruct her as to how the time-table may be improved. Convince, if possible, that her work is defective, by examining her pupils. Point out her weak points to her and teach an object lesson to show her how she may improve. Give her various suggestions. Inscribe report of visit in visitor's register."</p>

## PROCEDURE IN INSPECTING RURAL SCHOOLS—(Continued)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
81.	"On fait subir aux élèves un examen sur les différentes matières du cours d'études, pour juger du progrès fait depuis la dernière visite. Puis on donne quelques conseils pour encourager le titulaire et les élèves à persévérer."	"On fait un examen plus détaillé; on enseigne plutôt devant le titulaire pour lui donner un modèle pratique afin qu'il passe mieux. Puis on lui suggère les meilleurs moyens à prendre pour rendre son enseignement attrayant et profitable aux élèves."
93.	"I observe the good teacher closely and make notes of her methods in handling various subjects. These are made use of in schools where the teacher finds difficulty. I use the work of the good teacher as an aid to the poorer. If her work is successful her ideas are much better to carry to the poorer teacher than theories. I ask her to explain fully how she gets results."	"The poorer teacher needs help. Often a suggestion will enable her to turn failure into success. The poorer teacher is reproducing some of the errors made by her teacher. Often the best way to suggest an idea is to take another class myself. All suggestions can be made so as to stimulate the poorer teacher rather than to discourage her. Criticism should be kindly and helpful. I can tell her what I have seen some other teacher do under the same circumstances. Good teachers are known. The poorer teachers are nearly always conscious of the fact and desire help."
94.	"I commend his methods of presenting the subjects in hand, quoting, at the same time, authorities of standing in the educational world that are in agreement with him. I emphasize the difficulty, as well as the great importance, of questioning a class, and the individuals of a class in such a way as to arouse thought both in the logical and psychological orders."	"Generally, I take a class myself, and, discarding text-books, I ask the teacher, how such a way of teaching, say the Multiplication Table or Fractions or Reading or Geography, etc., etc., in the following manner would suit. I show the teacher certain advantages that result from such and such presentations and I conclude by telling her to adopt my methods as I have known them to be successful in other schools. In fact the Inspector must have his eyes open to a hundred things in and about the school, and must be prepared to suggest means of amelioration."
97.	"If the teacher is well known to me I usually, allow him (or her) to do most of the work. Classes are taught in the most important	"In every instance where I visit a new teacher, I enquire for the time-table and ascertain the lessons for the day, I sit frequently by and

## PROCEDURE IN INSPECTING RURAL SCHOOLS—(Concluded)

NO.	RURAL SCHOOL HAVING A GOOD TEACHER	RURAL SCHOOL HAVING A POOR OR MEDIUM TEACHER
	branches, and I supplement the teacher's work by appropriate questions in order to test personally the knowledge and progress of the pupils and get an idea of the general educational status of the school. Any defects in the methods of teaching are noted and discussed with the teacher after the examination is over. I frequently teach lessons in the presence of the teacher in order to illustrate what appears to me to be the best methods of teaching."	watch the teacher conduct the lessons as set down on the time-table, taking notes meanwhile. If the methods employed are <i>not good</i> I make such suggestions as I think necessary and conduct classes in several subjects in order to illustrate the points I am trying to make. Good educational journals are recommended to the teacher, and the necessity for improvement is emphasized. I try to make a second visit before the end of the term in order to ascertain if any improvement has been made."

*Education of Public Opinion to Higher Educational Standards*

The only safe and permanent basis for a progressive educational policy and practice is found in an intelligent and sympathetic appreciation on the part of the public of what the school can do in the way of social service in rural communities. Growth of public sentiment and especially clear knowledge and real appreciation of the need for, and the advantages to be gained from, proposed educational advances are fundamental to any sustained progress. The need for some one to take the responsibility of initiating activities in this direction and following them up with continuity and persistence has led the central educational authorities to make this one of the definite functions of the inspectors. In every province this is specifically included as one of their official duties.

Question VII (e) was asked with a view to finding out what was being attempted and accomplished in this direction and something of the means and methods used in securing results. The answers reveal very clearly that in the majority of cases little or no special attention is given to the matter. Six of the inspectors ignore the question; thirty state that they have no definite policy in regard to the matter; twenty-two give answers such as the following: "No systematic plan," "In a slight degree," "To some extent," "Am trying," "Not much yet,"

"Can do very little," "I have tried," "To slight extent," "Not very well," "Not any yet," "None outside of general regular avenues," "Not to any great extent," "Not lately beyond conversation," "Not as far as I would like," "I find it extremely difficult," "Not successfully," "To a certain extent," "Not to any considerable extent," "To a very slight extent," "By conversation with Trustees only," "Nothing definite or connected."

Forty-four have a more or less definite policy and have at least accomplished something. The following answers will suggest what has been done by those who have been most active in this direction.

No. 9.—"In a slight degree." "Last year I gave special attention to two things, viz., improvement of school grounds and lengthening of the school term where short term school had prevailed. The ground was prepared by a special paragraph in the report which was to be presented at the Annual Meeting of the rate-payers. When possible I met the Boards; in other cases I saw as many rate-payers as I could and got them to stir up the Board. In a few instances I called special meetings of the rate-payers myself and addressed the meetings. As a result summer schools have practically disappeared and several of the six months schools have increased to eight and some to yearly schools."

No. 14.—"Nothing definite or connected. Only spasmodically." "(1) By conversation on live rural school topics in homes where I stop for meals or overnight. (2) By public meetings in villages and towns, chiefly with a view to securing a good type of building, with good equipment and suitable cleanliness and decoration. (3) One year we provided for our Teacher's Convention a half day with topics that should interest Trustees and parents. A special letter was sent to every secretary but only three turned up."

No. 25.—"I have made a practice of writing a letter once or twice a year to each local newspaper in my district on some important phase of the work such as consolidation of schools, school-gardening, and improvement of school grounds. Inviting trustees to the school during my regular inspection. The result is a more general interest in educational work."

No. 26.—"I have tried." "1st As to care of grounds and buildings, by meeting with Trustees wherever possible and urging on them the good results of beautifying grounds, etc. Have had good results in all village and town schools, rather poor in 75 per cent of the purely rural schools. 2nd By organizing local Trustees' Associations at various points, having a short program of addresses in various school matters at these meetings such as, more regular attendance of pupils—retaining services of teachers year after year, school libraries, etc. Fair results."

No. 27.—"Holding a conference of people, teachers, trustees and all interested. Field Days. Having meetings of rate-payers in local districts. Attending school concerts. By such methods I get the rate-payers in close contact with the school and its needs. First arousing interest, which leads to sympathy and in most cases to good results."

No. 28.—"Public meetings of rate-payers to discuss school conditions. Public meetings to discuss consolidation. Trustees' conventions. Public examinations. Field Days including exhibits of school work as well as athletic and game competitions. Agricultural Societies give prizes for school work and school gardening and good grounds. Distribution of literature dealing with school problems. This literature is provided by the Department of Education. Result, increased interest and better understanding."

No. 29.—"By a liberal use of the columns of local papers. By conferences

of trustees and others interested in school matters. By encouraging the public to visit schools and attend field days, school entertainments, etc., where some talk on educational subjects is part of the programme."

No. 33.—"Public meetings were held in upwards of thirty centers. These were largely attended. As a result fifteen new schools employing seventeen teachers were opened in this division during 1911, five new schoolhouses were built, and heating and ventilation installed in a large number of schools. The status of the teachers was raised considerably, and the standard of the schools has been raised at least 50 per cent in two years."

No. 38.—"(1) Visitation of Trustees and parents. (2) Addressing gatherings of rate-payers. (3) Inviting attendance at school on my visits. (4) Circulating good books on school problems. (5) Organization of Trustees' Associations. (6) Obtaining outside lecturers on school problems. (7) Holding annual provincial gatherings of trustees and rate-payers."

No. 39.—"We have had one Trustees' Convention for one of my municipalities where we discussed our school system in so far as it prepared children for life in rural communities. Those present unanimously endorsed the part of our Programme of Studies that dealt with Elementary Science and Agriculture and were ready to co-operate with the teacher along the line of school gardens, etc."

No. 40.—"(1) A full report in detail twice a year to trustees, these being read at the Annual Public Meeting. (2) Addressing public meetings where suitable occasions arise. (3) Spreading ideas as to standards through the pupils attending school. (4) By annual reports to the County Council these being published and freely distributed."

No. 50.—"Very frequently I send a card to the Secretary requesting a meeting of the Board to consider one or more things about schools, buildings, equipment, teachers, etc. The results have been very marked. Most of my schools are now fit to live in—heated, ventilated, full equipment of libraries (all), good maps, globes, etc."

No. 52.—"I meet trustees where possible, either at school or otherwise and discuss school affairs. Occasionally I call public meetings and address the rate-payers. Further I issue circular letters to trustees frequently. Am at my office every Saturday to meet trustees and others. I have a good lively interest in my district and the evidence is in the new schools and the increases in salaries. The results are better than could be expected from the amount of time available for organization purposes."

No. 63.—"Have done something irregularly in different directions. Perhaps the only definite policy has been that to improve attendance. Have pressed the matter on Township Councils till four out of five have appointed a Township Truant Officer to act under my supervision. The percentage of average attendance compared with enrollment has risen steadily as a result of attention to this matter."

No. 66.—"See trustees as often as possible and present needs fairly to them. If reforms are not attended to as required I withhold grant until needs are attended to. Even then the equipment is not what it should be and the heating and ventilation very far behind. Consolidated schools under a regular caretaker needed."

No. 68.—"I make it a point to get the Commissioners to attend my Conferences, to co-operate with me at these meetings. By special notice and through the local press I get Members of Parliament and Members of the Provincial Legislatures and ministers of all denominations to come to our meetings, to take an active part in our meetings, to gain sympathy, etc."

No. 88.—"Weekly educational column in local newspapers. Meetings with rate-payers and trustees, and personal visits to every rate-payer of districts where I wish a certain work to be accomplished. A strict insistence from the very first day of my visit as Inspector that the provisions of the Schools Act and Board of Education be carried out, has made my school patrons very amenable to my suggestions and directions. Use every endeavor to win the confidence of the general public."

No. 97.—“Special commissions, clergymen, professional men, etc., are asked to visit certain districts and hold public meetings where an attempt is made to show the advantages of education and the duty of citizens in the matter is emphasized particularly. Circulars addressed to trustees and rate-payers reminding them of their duties in the matter of education are sent out periodically. Results—the salaries offered to teachers are higher in a number of sections, a larger number of new school houses have been built, there is an improvement in the equipment and the number of closed schools has decreased very materially.”

## SECTION V

### PROFESSIONAL IMPROVEMENT OF INSPECTORS

If the inspectors are to keep fresh and up-to-date in matters educational, if they are to be effective in leading on to fuller professional growth the young graduates from the normal schools that enter the service from year to year, if they are expected to initiate and continue development and progress in both administration and instruction, it would seem but reasonable to expect that some leisure and opportunity should be given to enable them to maintain the high standard of qualifications needed for such leadership. To discover the actual situation in regard to this matter Question VIII was included in Questionnaire No. II. The returns are of exceptional value not only in revealing the present situation but also in indicating the attitude of the inspectors towards their own need for continued educational growth.

#### *Vacations*

In all the provinces a period during which field work is not required or a definite vacation of from three weeks to two months is provided. In British Columbia one month each year is considered as a vacation month; in Alberta four weeks vacation at mid-summer with six weeks or two months at mid-winter when field work is not required. In Saskatchewan, Manitoba, and Prince Edward Island the usual three-week civil service vacation is taken. The answers from Ontario indicate a great variation among the inspectors in their ideas as to what their vacation period really is, their estimates varying from 0 to 8 weeks. Their remarks suggest, however, that there is supposed to be two months each year during which they are not required to be in the field and many confine their official duties to answering correspondence. In Quebec and New Brunswick there is

evidently a definite arrangement for a vacation of two months in the summer and a couple of weeks at Christmas. In Nova Scotia they may discontinue field work during July and August, but they are almost unanimous in stating that this period is largely occupied with correspondence and clearing up reports.

#### *Leaves of Absence*

One is astonished to find that no less than 73 of the inspectors reply by saying either that they cannot obtain a leave of absence or that they have not inquired definitely to find out whether they could or not; 17 answer quite definitely that they can obtain a leave of absence. Some who state they can, and others who state they cannot, are found in the same province; eight ignore the question altogether. In regard to receipt of definite suggestions from their respective Departments of Education 75 report that no such suggestions had been received; 12 state that such suggestions had been received and 65 fail to answer. In regard to the number who have taken advantage of such opportunity the reports indicate that 57 have not done so, 20 have been able to do so to a greater or less extent and 25 failed to answer this part of the question. It is quite clear that there has been either a lack of appreciation as to the helpfulness of such periods of investigation and study on the part of both the Departments and inspectors, an unwillingness to take the trouble on the part of the inspectors, or possibly something of each of these combined with the difficulty of financial provision. Those who have taken special periods for investigation and study report very favorably in regard to its helpfulness. There is clearly both the way and the opportunity here for some definite work in advancing the professional equipment of the inspectors, especially of those keen enough to profit sufficiently to justify the expenditure of their own and the public money for this purpose. In Saskatchewan and Manitoba where a few of the inspectors are called on yearly to take charge of Third Class Normal Classes under the general direction of the regular normal school principal, the results of the few weeks' work is almost as helpful to the inspector as it is to the students as it gives him an opportunity to again get in touch with professional literature.

*Contact Between Normal Schools and Inspectors*

The present opportunities for an interplay of ideas between the normal schools and inspectors, apart from those mentioned above, group themselves as follows: (1) Presence of normal school specialists at institutes and conventions and their addresses and contributions to the discussions while there and the joint conferences between inspectors, principals, and normal school specialists held during the annual provincial conventions. (2) The annual conference of the inspectors with the Superintendent of Education and, frequently, the principal of the normal school which most of the provinces have provided for. (3) Incidental meetings and correspondence. Speaking generally the inspectors regret the fact that they do not have a more definite opportunity to get into personal touch with the work at the normal schools. Naturally, the majority were quite reluctant to express themselves very freely in regard to the extent to which the normal school specialists made definite efforts to keep in touch with the field. Forty-five say they do not know, or ignore the question. The others mention attendance at institutes and conventions.

The suggestions offered by the inspectors to meet this need are as follows: Thirty make no suggestions; 28 suggest that inspectors be required or permitted to spend one or two weeks each year at the normal school; 11 mention the need for joint conferences during annual convention or at the Department of Education or at the normal school.

The extent to which there is an organized effort to insure this contact at present is wholly inadequate. With the exception of Ontario where the regulations require each member of the normal school faculties to spend at least one week yearly visiting rural schools in the company of an inspector, very little is done. Five suggest that the inspector be called into the normal schools more or less in rotation and required to take the responsibility of teaching some of the normal work; 4 suggest a special summer session for the inspectors; 3 that the normal school publish a syllabus of work or publish a bi-annual journal; 4 that the normal school instructors be required to visit rural schools; 2 that they be required to act as the official inspector for a brief period on occasion; 1 that all professional examinations beset by the inspectors; and 1 suggests that every fifth year the inspectors be required to take a course at a leading educational institution.

The immaturity of the normal school graduate and the lack of completeness in their course of academic and professional training result in their entering the educational service with just sufficient scholarship, experience and training to make a fair beginning in meeting the difficulties and the opportunities which the work of the teacher presents. If the inspectors are to do the most fruitful work in continuing the professional growth of these teachers it is essential that they be closely familiar with the ideas, methods and attitudes fostered at the normal school. If these ideas, methods, and attitudes are to be such as will lead to the most effective service in the field, there is just as great a need for the members of the staffs of the normal schools keeping in close touch with the actual conditions in the field. It is true that the normal school should continue to idealize the actual in order to realize the possible, but it should ever keep the real actual in clear view. A closer contact, and mutual understanding, and a more definite co-operation between the professional training schools and inspectors would eliminate much waste of time and effort due to the difficulties of adjustment during the first years after graduation, and would result in great improvement in the continuation of the professional growth of the teachers in service.

#### *Professional Reading of Inspectors*

In asking the inspectors to list the six professional books which they had found most helpful the purpose was threefold, (1) to find out what books had proved most helpful and pass on the suggestive list to all, (2) to discover in some *definite* way the extent to which the complaint, so frequently attributed to the inspectors, that they have little or no time for professional reading, is a valid one, and (3) to indicate the nature of the reading they actually do, for consideration in the light of the needs of the situation in which they are working, the needs of the teachers under their supervision, and, in relation to the best educational literature available during recent years. It has been thought worth while to list the books in the order of frequency of mention.

## PROFESSIONAL READING OF INSPECTORS

AUTHOR	NO. OF TIMES MENTIONED	TITLE	MENTIONED BY ANSWERS NO.
Kern	11	Among Country Schools	17, 19, 21, 22, 23, 24, 25, 28, 34, 36, 63.
Fitch	10	Lectures on Teaching	8, 15, 41, 65, 66, 73, 12, 82, 86, 87.
Horne	9	Philosophy of Education	9, 23, 24, 30, 31, 38, 39, 52, 62.
Spencer	7	Education	8, 12, 13, 15, 17, 30, 47.
Davenport	7	Education for Efficiency	18, 19, 21, 23, 24, 27, 30.
McMurry	6	How to Study and Teaching how to Study.	12, 15, 16, 14, 35, 86.
Kerschenstein	6	Education for Citizenship	17, 19, 23, 30, 36, 39.
Foght	5	The American Rural School	18, 19, 23, 24, 25.
Rouleau, Magnan	5	Cours de Pedagogie Theorique et Pratique.	60, 61, 79, 1, 87.
Dewey	4	School and Society	21, 30, 31, 14.
Hodge	4	Nature Study and Life	35, 39, 63, 76.
Bagley	4	The Educative Process	9, 24, 40, 82.
Chubb	4	Teaching of English	9, 11, 40, 82.
Garlick	4	A New Manual of Method	12, 18, 63, 64.
James	4	Talks on Psychology and Life's Ideals.	52, 63, 66, 71.
Bagley	4	Classroom Management	23, 55, 63, 86.
Parker	3	Talks on Pedagogics	40, 47, 56.
Dexter & Garlick	3	School Methods	54, 55, 56.
McMurry	3	The Method of the Recitation	52, 54, 63.
Collar & Crook	3	School Management and Method of Instruction	52, 67, 72.
Butler	3	The Meaning of Education	17, 38, 61.
Smith	3	Systematic Methodology	12, 39, 63.
McMurry	3	The Special Method Series	9, 47, 73.
White	3	School Management	8, 12, 49.
Gordy	3	Psychology	23, 42, 87.
Dexter & Garlick	3	Psychology	43, 54, 66.
Butterfield	3	Chapters in Rural Progress	21, 22, 23.
Bailey	2	Outlook to Nature	45, 39.
DeGarmo	2	Education and Interest	34, 35.
Thorndike	2	Principles of Teaching	40, 52.
Hughes	2	Mistakes in Teaching	41, 67.
Rosenkrantz	2	Philosophy of Education	9, 15.
Plato	2	Republic	11, 14.
Brooks	2	Normal Method of Teaching	17, 56.
Carpenter, Baker & Scott	2	Teaching of English	46, 64.

PROFESSIONAL READING OF INSPECTORS—(Continued)

AUTHOR	NO. OF TIMES MENTIONED	TITLE	MENTIONED BY ANSWERS NO.
James	2	Psychology	13, 47.
Dupanloup	2	L'education and L'education des filles, etc.	61, 79.
Baldwin	2	The Art of School Management	64, 65.
Currie	2	Common School Education	65, 86.
Wilton	2	Principles of Teaching	66, 71.
Tilley	1	Methods of Instruction	41.
Shaw	1	School Hygiene	22
Rousseau	1	Emile	28
DeGarmo	1	Principles of Secondary Education	31
Hanus	1	Beginnings in Industrial Education	31
Dewey	1	The School and the Child	34
Peterson	1	First Steps in Composition	35
Clarke	1	Reading	35
Board of Education	1	Thoughts and Suggestions to Teachers	35
Bailey	1	The Nature Study Idea	36
Dutton & Snedden	1	School Administration	36
Tyler	1	Growth and Education	36
Descartes	1	Method and Meditations	36
Redway	1	The New Basis of Geography	38
McMurry	1	Special Method in the Reading of English Classics	38
Weber	1	Philosophy	14
Creighton	1	Logic	14
Corson	1	The Voice	16
Lang	1	A Primer of General Method	19
Bain	1	Teaching of English	46
McMurry	1	Special Method in Language	46
McMurry	1	Special Method in Science	49
Compayre	1	Psychology Applied to Education	49
Hughes	1	Froebel's Educational Laws for all Teachers	49
White	1	The Art of Teaching	49
Chancellor	1	Our Schools, Their Administration	52
Payne	1	Compayre's Pedagogy	54
Quick	1	Locke on Education	54
Shelly	1	A New School Management	54
Horne	1	Psychological Principles of Education	55
Brumbaugh	1	The Making of a Teacher	55
Sinclair	1	First Year at School	55
Fisk	1	Lectures on Teaching	65
Baldwin	1	Art of Teaching	56
Larne	1	L'Agriculture dans les ecoles	59
Larne	1	L'Enseignement primaire	59
Magnan	1	Rapport sur les ecoles de France, etc.	59
Magnan	1	Le Guide de l'instituteur	59
Lagace	1	Cours de Lecture à haute voix par Mgr. Lagace	60
Akren	1	Arithmetique	60

## PROFESSIONAL READING OF INSPECTORS—(Continued.)

AUTHOR	No. of Times MENTIONED	TITLE	MENTIONED BY ANSWERS No.
Akren	1	Methods Naturel pour enseigner l'Anglais	60
Fenelon	1	Tilemaque	61
Davidson	1	Greek Education	38
Hinsdale	1	Art of Study and Teaching the Language Arts	39
Sabin	1	Common School Didactics	39
Payne	1	Education of Teachers	39
Seeley	1	A New School Management	39
Parker	1	Literature in the Elementary School	40
Parker	1	Psychology and the Teacher	40
Page	1	Theory and Practice	41
Betts	1	The Mind and Its Education	42
Quick	1	Educational Reformers	42
Kirkpatrick	1	Fundamentals of Child Study	42
Seath	1	Report on Industrial Education	45
Forbush	1	The Boy Problem	45
Sully	1	Children's Ways	45
Hall	1	Youth—Its Education, Regimen and Hygiene	3
Adams	1	Herbartian Psychology Applied to Education	3
Adams	1	Exposition and Illustration in Teaching	3
Monroe	1	Cyclopedia of Education	3
Smith & Hall	1	Teaching of Chemistry and Physics	3
Search	1	An Ideal School	7
Murray	1	General Method	8
King	1	Psychology of Child Development	9
McLellan	1	Applied Psychology	12
Parker	1	How to Study Geography	12
Landon	1	Teaching and Class Management	12
Cicero	1	De Officio	14
Charbonneau	1	Pedagogie	61
Achille	1	Methodologie	61
Colburn	1	Intellectual Arithmetic	62
Magnan	1	Droit cinque	62
Langue	1	Anger Claude	62
Crane & May	1	Redaction	62
Gladman	1	School Method	64
Compayre	1	History of Pedagogy	65
Scribners	1	Great Educators	65
Lard	1	Best Methods of Teaching in Country Schools	67
Findley	1	Principles of Class Teaching	67
Fleming	1	Art of Reading and Speaking	67
Miller	1	Twentieth Century Educational Problems	67
Miller	1	My Schools and School Masters	69
McLeod	1	In the Acadian Land	69

PROFESSIONAL READING OF INSPECTORS—(Concluded)

AUTHOR	NO. OF TIMES MENTIONED	TITLE	MENTIONED BY ANSWERS NO.
Morang	1	Nature Study	69
Calkin	1	Notes on Education	69
Hanus	1	Educational Aims and Values	72
O'Shea	1	Education and Adjustment	72
Payne	1	Public Elementary School Curricula	72
Laurie	1	Lectures on Language	72
Hall	1	Aspects of Child Life and Education	76
Berlitz	1	Le Systeme Berlitz	77
Berlitz	1	Le Nouvelle Serie de Livre Francais pour ecoles bilingues de Provinces Maritimes	77
Fleury	1	Grammaire France	77
Halleck	1	Psychology and Psycho-Culture	12
Monrie	1	History of Education	13
Herbart	1	Outlines of Educational Doctrine	13
Dexter	1	History of Education in the United States.	13
Henderson	1	Education and the Larger Life	62
Guyan	1	Education and Heredity	63
Lange	1	Apperception	63
Sully	1	Psychology	66
White	1	Elements of Pedagogy	66
White	1	Kinship of Nature and Art	66
Maurice de Fleury	1	Le corps et l'ame de l'enfant	79
Langevin	1	Broard and Fodon	80
Fere Alfred	1	L'enseignement Primarie	80
Magnan & Akren	1	Mon Premier Livre	80
Magnan & Akren	1	Nouvelle Methods de langue francais	81
Magnan & Akren	1	Geographie par les Freres Maristes	81
Smith	1	The teaching of Elementary Mathematics	82
Salmon	1	The Art of Teaching	82
Coe	1	Morals in Education	83
Browning	1	History of Education	86
Page	1	Art of Teaching	87
Payne	1	Lectures on Teaching	87
Payne	1	The Hoosier School Master	23
Wordsworth	1	Poems	23

Note: A number mention educational periodicals and journals.

Apart from those contributing to the above list 20 of the inspectors neglect to answer the question and 15 answer as follows:

No. 2.—"I have not had time to look at a book this year so far."

No. 4.—"As far as the work of inspecting schools is concerned I have read no books bearing on the subject nor indeed have I had any time to do professional reading or reading of any kind since I started this work last March.

I should be very glad to get suggestions as to any books that would be helpful to me in my work."

No. 5.—"I have not read any such books."

No. 21.—"No time to read."

No. 23.—"Not much time for reading."

No. 26.—"I have been too busy to consult any special book during the past two years but have read most of the educational magazines published in Canada and the Eastern States."

No. 32.—"Have not had an hour to devote to reading professional books during many years."

No. 33.—"Our work is so crowded that there is scarcely any time to read any kind of books or to keep abreast of the times either professionally or otherwise." "Reports of Commissioner Harris of U. S. Ed. Bureau most valuable as to progress in different places and countries."

No. 44.—"I can hardly say. I read a great many, as many as I can and I usually get something from them."

No. 48.—"I have not the titles and the authors in the office."

No. 51.—"Most of the books in the International Educational Series published by D. Appleton & Co."

No. 53.—"During the three years I have been in office I have had no time for reading—I have read no professional books. I have read in a cursory way two of a semi-professional nature, the best one being "Child Problems" by Marigold (Macmillan & Co.)"

No. 64.—"As I have been especially busy mastering details of new work I have had little opportunity for reading."

No. 70.—"I have not read professional books of late years as I have not time for that purpose. I read two educational papers regularly in addition to general newspapers and one or two good magazines. Have no further time for reading."

No. 83.—"For the last three years I have read very little of purely professional books. I find the periodical educational literature takes a large amount of my time."

The consideration of the above data regarding the professional reading of the Inspectors brings to view the following significant facts:

(1) The almost complete absence of Canadian educational literature—Hughes and Tilley and the French Canadian authors being the only ones referred to. Indeed they are almost the only ones existing to which reference might be made.

(2) The absence of any adequate professional literature in the Mother Country and the neglect of the educators of the respective provinces to keep in touch with what there is, is perhaps the chief reason for the relatively few Old Country publications mentioned. The Imperial Educational Conferences, the Teachers Excursions, and the influx of teachers from the British Isles will doubtless make Canadian educators much more closely familiar with the literature published in the Motherland.

(4) The large number of educational works published in the United States that are used in Canada is at one and the same time a credit and a matter of regret to Canadian educators. The

securing of the literature most helpful under the educational systems and general social and political conditions that exist is to be commended and encouraged. The absence of educational leaders and thinkers of sufficient power and attainment at home to produce a professional literature worthy of leading the thinking and practice of the profession, is a matter of regret.

(5) The lists of books will indicate the extent to which they are closely related to the actual needs of the inspectors and their work with their teachers. The work of the summer course in agriculture for the inspectors at Manitoba Agricultural College is evidenced by the frequent mention of books such as Focht, Kern, Kerschenstein and Butterfield. The professional reading required in the former training courses from which the inspectors graduated when first entering the profession is suggested in almost every answer. Fifty-eight of the inspectors give a list of books that indicate a definite effort to keep in touch with modern educational thought and problems. The other answers include one, two or three books or belong to the special group listed above. Keeping in mind the fact that the lists are not intended to represent the extent or variety of the reading of each inspector but only the few found *most* helpful one cannot escape the conclusion that much of the reading that is done by the individual inspectors is disconnected and more or less unrelated. The carrying through of an organized course of reading dealing with various definite problems to the point where the reader feels that he has the field thoroughly in hand is not mentioned by any of the inspectors, not even those giving the better lists of books.

(6) The number of inspectors not answering the question and the number claiming that they have no time for professional reading, is of special significance when it is remembered that they are the men who are supposed to continue the professional growth of the young teachers, to suggest helpful books for their use, to pass upon the additions made to all public libraries and to cultivate public opinion with a view to progress in educational matters. How they can perform these functions with any degree of success and not themselves keep in touch with any such literature either mediocre or good is hard to understand. Yet these same inspectors in their answers to the other questions, especially Question VII and Question IX, indicate that they do assume these responsibilities.

The variation in the ability of individuals to accomplish is strikingly indicated in these returns. Inspectors working under practically the same official responsibilities in regard to number of teachers, administrative duties, and travelling vary greatly in this matter of professional reading—some indicating by their answers a most healthy contact with educational literature while others claiming they have no time whatever for such reading.

(7) In spite of this variation among individual inspectors in regard to efficiency and power of accomplishment it still remains true that the inspectors, in the majority of the provinces at least, have not the leisure needed for study and reading.

*Special Training since Appointment to Fit for Rural School Supervision or Inspection of Manual Training, Domestic Science, Agriculture, School Gardening and Nature-Study*

In all of the provinces, with the exception of Ontario, the regular inspectors are called upon to inspect these newer lines of work that are gradually being introduced more and more extensively in the urban and in the rural schools. The opportunities granted to the inspectors to qualify themselves to meet this duty, or the extent to which it is insisted that they take advantage of such opportunity when it is provided, are very limited. In Manitoba the inspectors have been urged to take the short courses in agriculture given at the Agricultural College. Some eight or ten have already done so and others are planning to do so. Two of the Nova Scotia inspectors have taken the short Agricultural course given at the Agricultural College at Truro, one of the inspectors from Prince Edward Island has taken a course in Agriculture and Nature-Study at the Ontario Agricultural College. One inspector in Alberta has had some work in Manual Training.

Under these circumstances it is apparent that their inspection and supervision of such work must be almost wholly external. They can have but little comradeship with their subordinates who are responsible for such work and can give little, if any, constructive help to strengthen the work. This is one of the reasons why such special subjects are not introduced more rapidly and why they are not developed with greater success when introduced. Left almost wholly to the individual teachers, who

so frequently change their positions, the work in these subjects is on the whole, as far as rural schools are concerned, very spasmodic and intermittent.

#### *Organized Conferences of Educational Leaders*

All of the inspectors answering this question favor such conferences and are quite willing, in many cases eager, to attend. A number think that the existing arrangements for special annual or semi-annual conferences of a few days of inspectors and superintendent, and the conferences usually held during the provincial conventions are quite sufficient to meet this need. Others think that these need to be supplemented but fail to suggest how. It is worthy of note that the inspectors as a whole feel that much would be gained if such conferences were made as fully worth while as they might be.

Even within the limits of the present arrangements it is to be feared that the greatest good is not obtained from such conferences as are held. Many helpful results are acknowledged but are the greatest possible returns obtained? Unless there is continuity of plan from year to year, unless the individual leaders concerned work with keenness and alertness and with some definite organization leading in some definite direction, and going far enough to master the problems undertaken, these annual conferences must fail to be as fruitful as they might be. These conferences should be not merely a time for the casual discussion of some of the difficulties occurring in the working of the system, and for the presentation and consideration of modifications in laws and regulations, and for a more or less impromptu discussion of educational policy. How much more worth while they would be if they became the round-table period of a group of specialists who had spent the year in a continuous and adequate investigation of specific problems arranged for at the previous session as being those of most immediate concern. The conferences might be still further enriched by securing the services of an outside man competent to contribute something additional towards the analysis or solution of the problems in hand. It is true that this calls for continuous professional devotion to the work, but if educators are to attain to full stature as a group of professional men they must measure up to the highest standards of professional attainment.

An even more significant need—and one bearing a close relationship to the possibility of making the above-mentioned conferences more fruitful and valuable—is that of providing a Canadian leadership in the philosophy of education, the history of education, educational psychology, educational sociology and above all, as far as the present study is concerned, a leadership in the field of educational administration which finds its basis in a careful and complete scientific analysis of the actual situation and of the means and methods being used in its modification. The challenge to the two leading universities to provide advanced professional training for the development of such educational leaders is surely sufficiently definite. It would necessitate a post-graduate school at either Toronto or McGill or possibly at both. It would require that its scope extend beyond the provincial limits that now confine all professional training in the field of education in Canada. It would demand a national point of view and an international outlook as well as the closest scientific analysis of the smallest detailed procedure in the local rural school. When are we to measure up to our opportunities and needs as Canadians? The challenge has special significance for the young men now at work in the educational field. Are we equal to it!

## PART III

### GENERAL SUMMARY AND CONCLUSION

Having surveyed the educational systems of Canada in their relationship to rural education, and having presented a somewhat intensive study of the situation in regard to inspection and supervision there still remains the need for a summarized statement of the facts and relationships that have a significant bearing upon future progress which the study has revealed.

#### A. *Introduction*

There is great need for a whole series of careful, intensive studies dealing with almost every aspect of educational work in Canada.

#### B. *Units of Organization and Control*

1. The policy and practice of all the provinces of insisting on, and providing for, the organization and operation of schools, even in the most isolated settlements is worthy of the highest commendation.

2. There is need for caution and foresight in the rapid multiplication of rural school districts to avoid building up organizations that will later have to be disorganized if progress is to continue. The wisdom of securing, as far as it is at all possible, a full one-teacher school as the smallest school unit has been made clear in Manitoba. The elimination of as many of the two- to fifteen-pupil schools as possible through more adequate provision for conveyance is most desirable.

3. The advisability and the success attending the consolidation of the smaller administrative units into a larger unit such as the rural municipality, the township or as the majority of the administrators desire—the county, has received confirmation in the experience of British Columbia with its Rural Municipality School Boards elected at large.

*C. Financial Support*

1. In British Columbia there is need for some modification in the apportionment of the Legislative Grant whereby the aggregate attendance may be encouraged directly by such grant. This would at one and the same time foster both a lengthened term and a regularity of attendance. The present minimum requirements could still continue in force or possibly be advanced somewhat. Some special provision for encouraging consolidation of schools in addition to that now provided for conveyance is needed.

2. In Alberta and Saskatchewan the system of general grants appears to be highly satisfactory, but only a close analysis of the scheme as it actually works out in every detail will reveal whether or not the apportionment is really equitable or the minimum amount available for the poorer sections sufficient to maintain a reasonably good school for the full school year. Saskatchewan has failed, as yet, to make special provision for aiding consolidation beyond the small conveyance grants. In Alberta and Saskatchewan no grants are available to encourage the special subjects—even the teachers having charge of such subjects in towns and cities are not recognized as teachers as far as grants are concerned.

3. In Manitoba on the other hand the special grants are liberally provided for, but the general grant is relatively much less than in the provinces further west. While the teacher-basis is used in both the provincial and rural municipality grants, it is scarcely adequate. This is especially true if the school is not within a rural municipality thereby losing the municipal grant. The Provincial Government does not make up the difference to the latter district, with the result that districts in unorganized territory are at a disadvantage.

4. Ontario was found to have the most elaborate and carefully planned system of school grants. The detailed and careful way in which the grants are utilized for equalization and encouragement is quite remarkable. A slightly greater differentiation in favor of school sections outside of organized counties and townships and the introduction of the aggregate attendance basis in a way that will be felt by the local section, would still further strengthen the system. In studying the complete

scheme of grants in use in Ontario one is led to seek for some simple and more direct method of accomplishing the results now sought by the elaborate system in vogue. The working out of a simpler scheme would greatly relieve the work of the inspectors in reporting upon the various schools and in apportioning the grants thereto.

5. Quebec has the least effective scheme in apportioning the school funds. In this respect and in the charging of a tuition fee even to the elementary school children Quebec is far behind all of the other provinces. The total provincial grant is remarkably small even when the special conditions peculiar to the province are considered. Surely, the day is not far distant when Quebec will have a free public school system and will adopt a method of apportioning the public educational funds that will provide a more equitable and effective distribution of the state aid to local education.

6. The Maritime Provinces while using, in the main, the teacher-basis of apportionment have failed to secure at the same time a minimum salary contribution from the local communities. The introduction of such a minimum as a condition of securing the regular salary grant would aid greatly in raising the salary schedule to a reasonable standard.

7. While Prince Edward Island makes no provision for special grants, New Brunswick and Nova Scotia are among the most liberal in this regard. In each of these provinces the aggregate attendance basis would probably be an improvement on the present average attendance and length of term basis of apportionment.

#### *D. Rural School Teachers*

1. The immaturity and low academic and professional qualifications of rural school teachers, but especially the exceptionally low scholarship and training of such teachers in Quebec and the Maritime Provinces, is one of the most, if not the most, regrettable facts in Canadian education.

2. The presence of from 30 per cent to 43 per cent of male teachers in the rural schools of the Western Provinces and the almost complete absence of male teachers from such schools in the Eastern Provinces suggests the extent to which the feminization of Canadian schools has proceeded.

3. The deplorably low salaries paid rural teachers in some of the Eastern Provinces, especially Quebec and Prince Edward Island, and the relatively high salaries paid such teachers in the West, indicates a lack of adjustment in distributing the supply of teachers as well as a difference of public attitude.

4. As compared with other professions in both the East and the West the place of teaching, and especially rural school teaching, lies between that of unskilled and skilled labor. In many cases in Quebec, Prince Edward Island and even Nova Scotia the rural teacher's income is even lower than that of the common laborer in the same provinces.

5. The lack of permanency of position is one of the chief difficulties which the rural schools have to face. With the existing salary schedules, the variation in the character of accommodation for the teacher, the youthfulness of the rural school teachers, the sex of the majority of them, the shifting of population due to the rapid development of various parts of the country, this difficulty promises to be an ever present one for many years to come. Improvement in the conditions under which the teachers must live in many of the districts, a willingness on the part of school boards to give reasonable increases in salary for efficient service are the chief means at hand to lessen the extent of this difficulty. Other ways of reducing the unfortunate effects of this shifting of the teaching force appear under subsequent topics.

6. There is great need for a more adequate and a more suitable course of professional training for rural school teachers to enable them to become the real educational leaders in the rural district into which they go as well as more efficient in the work of instruction and in the organization of the school unit.

#### *E. Course of Study*

1. There is great need for a more adequate statement of the general courses of study. Those at present give but little help compared with the help they might give if prepared in the best way. The possibilities of a properly prepared course of study as a helpful educational instrument has not as yet been fully realized in Canada. This truth is of special significance when the frequent changing of teachers from province to province and from the Mother Country to Canada is considered. An

adequately prepared course of study such as that suggested in the chapter dealing with this topic, supplemented by the suggested bulletins, would be of the greatest assistance in reducing the difficulties of adjustment which so frequently have to wait until the inspector makes his official visit. Even then what has the inspector, at present, to leave with the teacher that will give the continuous help and suggestion needed? This would not in any sense leave the teacher too little to do, but it would leave her free to devote more time to the consideration of the problem of educating the children as individuals and as a social group. The time spent by many teachers in hunting here and there, gathering the scraps of knowledge that they later hand over to the pupils, could be expended with greater effectiveness and with better results both to the teachers and to the pupils if an adequate course of study were at hand to point directly to the place where the most suitable material may be found and indicate in a suggestive way the more important considerations to be weighed in connection with the problem of its use.

2. If the above be true in regard to courses of study in general, how much more so is it true in the case of the rural schools. The immaturity of the rural teachers, their relative lack of scholarship and professional training, the presence among their number of nearly all the new-comers from other provinces and countries, and the frequent shifting about within the same province, all these considerations make the need for a new type of program of studies for rural schools a most definite one. At best the rural teacher gets but little supervision or help as compared with her city colleagues while she has a more varied and difficult problem to solve. Surely the least that could be done is to make such aids as are easily available as effective as possible.

3. Something more than this is needed, however. The rural school organization is not that of the urban school; the present environment of all rural children is different from that of urban children; the future outlook and occupation of the great majority of rural children is also different from that of urban children. While the fundamental social bonds of common knowledge and ideals must continue to be maintained, there is still abundance of room to permit of sufficient differentiation to meet the special needs of rural life and to permit of an organization of the materials selected in the light of the teaching conditions of the rural

school. Specially prepared suggestive courses of study for (1) one-teacher rural school, (2) the two-teacher village school, and (3) the consolidated rural school are greatly needed. Their preparation will demand exceptional professional service on the part of many teachers and leaders. Their use will result in greater unity and higher standards in the work of the rural schools. Here is a problem worthy of the best efforts of progressive inspectors and their more successful teachers.

4. There are, at present, many difficulties interfering with more successful work in nature-study and elementary agriculture. Lack of coördination and correlation of the course of study with the life of the locality and of the children and with the conditions of the rural school leads to the pressure of the general provincial course, crowding out the special subjects altogether or so greatly as to leave but little more than odd periods for them. The variability in the attitude and helpfulness of the inspectors is made clear by the facts revealed in regard to their training and special fitness for guiding and developing such work. The changing of teachers with the variations in their qualifications for such special work is perhaps the most serious difficulty. Even those who receive a brief course of six weeks or so have but an introduction to the special field. The work in Ontario, Manitoba, and Nova Scotia is the most suggestive of all the efforts thus far made in Canada to meet this need.

5. The variation in the school gardens practically parallels that of the work in nature-study and elementary agriculture. The development of this work as an educative means is making considerable progress. The problem of securing a satisfactory development of the work from year to year, so that the pupil not only becomes conscious of gaining knowledge and expanding power and insight but also possesses, when he graduates from the school, a real intelligence in regard to the more important productive possibilities of his home environment, is still awaiting solution even in the best consolidated schools.

#### F. Attendance

1. The absence of compulsory attendance laws in Manitoba and Quebec, and the presence of "local option" attendance laws in New Brunswick and Nova Scotia. The exceptionally short

compulsory period in all the provinces with the exception of Ontario.

2. The presence of compulsory attendance laws in the other provinces, those in Alberta and Ontario being the most satisfactory.

3. The great laxity in the enforcement of even the compulsory laws in the rural districts or sections. In many cases the law is practically a dead letter as far as rural children are concerned. The greatest difficulty is the enforcement of such laws in rural districts. When left to the local trustees it is very rarely done. The appointment of truant officers to act under the supervision of the inspector, as is done in some cases in Ontario, is the most effective means available.

4. The absence of any provision for a full children's census in many of the provinces—even in Alberta where the new attendance law has lately been passed—gives no adequate basis for checking the matter of attendance. Many of the provinces actually do not know the number of children of school age within the province and hence cannot know the real significance of their enrollment statistics. Even those provinces providing for a school census do not make full use of it and fail to find out definitely what is happening to the children not in school but on the census returns. The supervision of the preparation of the school census would seem to need closer attention than it now receives. A real school census is basic to any adequate management of the matter of attendance.

5. The prevalence of short term schools in many of the rural districts needs careful analysis. A vigorous activity on the part of the inspectors and a more effective use of the grants as already suggested above ought to be continuously working for an extension of these schools to full yearly schools.

6. The facts regarding the period of attendance on the part of pupils, especially those in rural schools, suggest in some degree the probable situation in rural schools in regard to elimination and retardation. One of the most significant studies that could be made would be an analysis of the rural school situation in regard to the matter of retarded pupils, eliminated pupils, and the causes, results, and significance of such facts as might be revealed. The relation of compulsory attendance laws to this point is too apparent to need discussion.

7. The need for a more adequate analysis and management of this whole matter of attendance is present in all the provinces but so much more so in some than in others.

#### *G. Buildings, Equipment and Libraries*

1. The primary responsibility for providing the material needs of the schools is placed upon the local communities, the governments aiding in all cases by special library grants and in some cases, especially Ontario, by graded grants based on quality and quantity of such provision.

2. While there is great variability in the adequacy of such provision by the local school districts and sections, the tendency is very definitely in the upward direction. Marked improvement in the type of building is apparent whenever an old schoolhouse is replaced and many of the new buildings are of a distinctly better type. There is much room for further improvement, however.

3. There is need for more definite provision on the part of most of the provinces for suggestive publications on this matter, resembling in scope, quality, and purpose those now provided by Ontario.

4. As yet, Ontario, only, has provided a system of public libraries—central, local, and travelling. A provincial library system is one of the most definite educational needs of the other provinces. Its relationship to educational service is manifold and so apparent as not to need discussion. It is to the special service which an adequate library system renders to the village and rural districts that we desire to call attention.

5. The school libraries are quite the common thing in the rural schools of Canada as a whole. In some parts, however, the provision is not adequate. The library grants and regulations of the Departments of Education explain their presence in so many of the schools.

6. Where no public libraries are organized and where provision for an educational section in such a library is not made or cannot conveniently be utilized the provision and organization of a professional library for teachers in connection with each inspectorate under the immediate personal direction of the inspector would place in his hands an instrument for self-culti-

vation and for the cultivation of his teacher that would be of the greatest value. This might be still further supplemented by having a teachers' section in the regular school libraries containing books which teachers need to have at hand for frequent consultation. This is one of the most helpful developments that could be realized with comparatively little difficulty.

#### H. *Conveyance of Pupils and Consolidation of Schools*

1. The possibilities of developing conveyance and consolidation under the suggested rural municipality, township or county unit of local school administration are very promising. Such an organization, if efficiently administered, would result in fewer small schools, a better distribution of such schools as might be continued, and greater convenience in arranging for conveyance and consolidation as well as in providing for secondary education.

2. The great improvement in enrollment and regularity of attendance which follows conveyance and consolidation continues to be demonstrated wherever such provisions are made.

3. The feasible limits as to size of consolidated districts and length of van routes has been determined by experience. This has a definite bearing upon the consolidation of schools in the West where the normal rural district at present existing may include from 20 to 25 square miles of territory. It also indicates the possibilities of consolidation in those parts of the various provinces where the present districts are much smaller in area.

4. The relationship of consolidation to the number and qualification of the teachers is such as to make it a highly desirable development.

5. The need for greater liberality in the support of rural education on the part of both the local community and the government is evident if this distinctly superior type of institution is to render to the community the service of which it is capable.

6. The problem of so organizing the work of such consolidated schools that they may render the greatest possible service is one which challenges the resourcefulness and energy of those who are responsible for their success. While much has been done in finding out the difficulties and the possibilities, the problem is still awaiting a complete solution.

*I. Advanced Classes and Secondary Schools*

1. The need, in the majority of the provinces, for a more definite attention to, provision for, and organization of, the advanced classes and small one-, two- or three-teacher secondary schools is one of the most pressing problems facing the educational authorities. Greatly increased efficiency is possible; that it is highly desirable is beyond question.

2. The possibilities of extending and modifying the present Superior Schools, Consolidated Schools, Continuation Schools, County Academies, and Junior High Schools so as to include more definite provision for advanced work needed by those remaining in rural activities, are only beginning to be appreciated. While the door to professional life must remain open to the farmer's children, the door to greater intelligence, efficiency, and social and spiritual growth should be opened more widely to those who are remaining at home. The resulting benefit of such provision is not limited to the group of people immediately concerned but affects the economic and social basis of the most important industry of the country.

3. The possibility of combining the consolidation feature with the Superior Schools, Continuation Schools, and County Academies has already been tested and the experience indicates that such development is greatly to be desired.

4. For less settled parts of the county a new type of secondary school including the boarding school feature is needed to meet the needs of rural youth.

5. There is need for further and more adequate training of both the county representatives of agricultural departments and the school inspectors, if the best results are to be obtained. Provision for specialists who would take the school work in manual training, agriculture, nature-study and a household science and art, to co-operate with the county representative and inspector in building up the educational forces in the county, would result in a wonderful improvement and enrichment in the experience of the rural community.

*J. Agricultural Departments and Agricultural Colleges*

1. The need of further development in the preparation and use of the new type of publication which will really be helpful to those for whom it is intended.

2. A more constructive and co-operative attitude and activity on the part of those in the regular school system in furthering the educational work being fostered by the Departments of Agriculture and the Agricultural Colleges.

3. The getting together of all three agencies upon the problems of the "after-education" of rural youth as well as that of the adults.

4. The correlation of all educational agencies at work in the rural communities should result from such counsel and co-operation.

#### K. Inspection and Supervision

1. At present no special training apart from familiarity with school laws and regulations is required of those undertaking the duties of inspection and supervision except in Ontario. Ordinarily, the inspector has had the same or a similar professional training as that received by his better teachers with an added period of successful experience in the elementary and secondary schools. The special examination required in Ontario does demand a definite additional course of reading and some investigation. The proposed short course for Ontario Inspectors about to be organized under the Faculty of Education at Toronto gives promise of very valuable results. The efforts of the said faculty to work out the most effective plan of work for such a course will be watched with great interest by the authorities in other provinces.

For some time to come it is probable that most of the supplementary training needed by the inspectors will have to be provided after they have assumed their duties as inspectors. What is urged here is a much more definite provision for such supplementary training in the form of special short courses, leaves of absence for visitation, investigation and study, and more time for private reading and reflection.

2. The variation in the amount of work required of each inspector on the part of the respective provinces is one of the most significant facts revealed by the investigation. When considered in connection with the similar variation in remuneration, it would seem that a considerable modification in the provisions of some of the provinces in this matter is greatly needed. In regard to the matter of salaries, the provision of a leave of absence at intervals and on salary might well be asso-

ciated with such increases as might be provided. This would insure professional improvement, and in the majority of cases, at least, would result in more efficient service which in turn would furnish added justification for an increase in the salary schedule. Such provision is of even greater significance when one turns from the effect on inspectors themselves to that on the field in which they work and the service they are expected to render.

#### *L. Methods of Inspection and Supervision*

1. At present in the majority of cases the inspector spends almost as much time per year in the class room of the urban teacher as he does in the school of the rural teacher. In some of the provinces only one visit per year is required in the case of urban schools, while two are required in the case of rural schools. The presence of the school principal and frequently also of special supervisors and superintendent gives the urban teacher every opportunity to receive aid, suggestion, and advice. Programs are worked out in co-operation; the responsibility of discipline outside, and to some extent inside the class room rests upon the principal; the work of but one grade is required of her. Yet even the inspectors must give practically as much time to reviewing her work as he does to that of the rural teacher. Some readjustment is surely needed whereby the supervisory force maintained by the state will be able to give more adequate attention to the rural teachers who are far more in need of supervision and help than their older, more experienced, and less burdened colleagues in the urban communities. A reduction in the number of teachers per inspector is greatly needed in order that the rural school work may be improved. The opportunity for the inspectors to keep in touch with the best that is being thought and done should accompany such reduction in the number of teachers if the additional time that would be available to help the teachers to grow is to be used to good advantage. In such a case additional responsibilities, such as that of supervising the school census and enforcing the attendance laws, through the truant officer, might well be placed upon the inspectors. The actual number of teachers that one inspector could look after effectively would of course vary with the density of population.

If the number were reduced from what it is at present to from 50 to 75 teachers per inspector, what an improvement could be wrought in the rural schools, provided always the inspector was fully cognizant of all the needs of the situation and capable and qualified to meet them in a tactful, helpful and resourceful way. To safeguard the situation in this respect it would appear that the suggestions already made in regard to short courses, leaves of absence and time for reading and reflection are closely correlated with the suggestion just made.

5. The inspector is the one continuing permanent educational official amid the shifting and changing on the part of the rural teachers. With the more limited number of schools and the increased freshness and vitality of his professional equipment resulting from the professional cultivation mentioned above, it would be possible for him to be in sufficiently close and helpful touch with each school to insure a continuity and organization in the work from year to year, even though the teachers continue to change more or less. That is now out of the question. The development of such courses of study as have been suggested, the organization and full utilization of the suggested professional library, the active co-operation with the other educational agencies in strengthening secondary education for *all* young people in the country districts; all of these desirable and much needed developments could then be brought more easily to definite realization. In one sense the provision of more adequate supervision of such schools on the part of the state should also be considered as one factor in the equalization of school support.

3. While teachers meetings, conferences, and conventions are among the most helpful means for professional stimulation, a more definite organization of the reading courses for teachers and of the special study of problems during the year would result in these gatherings being still more beneficial. This would be still more true if the inspectors were given the chance to work under the conditions suggested above, for he would have the training, the time, and the opportunity to secure such co-ordination and correlation in the work through the year as would result in special individual needs being met, the general needs of the group and the schools being attended to, and fuller recognition of merit and effort on the part of the teachers being secured. If, instead of coming to such gatherings with but little knowledge

of what the program is to be until a few days or a week or so before the meeting, and little if any special thought or reading on the topics, these meetings were to become the occasions for a live and active conference of groups that have been working on specific problems during the year, how much more fruitful the results of such conferences would be. This plan would necessitate at least two conferences of the teachers in each inspectorate a year—one early in the year and the other toward the end of the year. With from 50 to 75 teachers this number of conferences, or even more, per year would not be difficult to arrange. The references to helpful reading and the encouragement given the teachers to consult with their inspector during the course of the year's work would become an integral part of any such plan of work. The problem of organizing a group of teachers for advancing their personal culture and professional improvement, and as a working social force in the community at large, is one needing the serious consideration of every inspector. If the inspector is to be called upon to solve these problems in a full and satisfactory way he ought, at least, to be richly qualified for the work, to be given a reasonable number of teachers, and a salary that would enable him to give his undivided attention to his professional duties.

4. The use of the model, exemplary or illustrative lesson, as a means of helping the teacher, so frequently mentioned by the inspectors, is of variable value and effectiveness according to the circumstances under which it is so used and the method of its use. It is quite clear that the great majority of the inspectors use it as one of their chief means of suggestion and help to the teacher. The answers suggest the following thoughts which are presented only for consideration and not in any sense as a conclusion or judgment in regard to the methods used by the individual inspector. The brief answers are not sufficient to enable the inspector to deal fully with his plan of work and should be taken as merely suggesting the general attitude and line of approach which seemed to them most important.

(a) Some inspectors appear to be much more careful than others to make sure that the teacher is on the alert to notice the more significant points he desires to make in undertaking the teaching of the illustrative lesson. If such a lesson is to

accomplish its purpose such preliminary orientation of ideas would seem to be fundamental.

(b) The answers suggest the possibility of there being many lessons taught which result in giving the teacher a more ready command of the more external and secondary problems in the art of teaching, some detail in method or subject-matter that happens to come up at the moment. Fewer lessons, teaching crucial steps in the development of the various subjects and exemplifying the fundamental principles of the teaching process, followed by careful discussion in which the teacher is encouraged to speak up with frankness and freedom in regard to doubts and difficulties, should form the central feature of this work in the supervision of instruction. The incidental suggestions should be supplementary to this stronger work. Such lessons and such a conference followed by the inter-visitation, study, and experience which it would foster would be most helpful. It is gratifying to note that many of the inspectors have planned much of their work on this basis. It is unfortunate that so many admit by their own statements that their actual helpfulness to their teachers is limited to more or less incidental suggestion and superficial advice with little, if any, after-visitation, correspondence, or co-operative effort.

(c) The easy way in which many of the inspectors speak of teaching any model lesson in any subject on a moment's notice will be a revelation to the majority of educators especially when it is considered that the taking of such lessons is for the specific purpose of illustrating the best methods of teaching the subject. It should be remembered in this connection that the inspectors usually have to supervise and inspect the secondary as well as the elementary schools. In all cases the inspector has the advanced classes in the *village* and *rural* schools under his supervision even in those provinces having special inspectors for Superior, High, and Continuation Schools. The assumption of such a responsibility suggests one of three possibilities,—a wonderful freshness and breadth of scholarship on the part of the inspector joined with exceptional facility in selecting and organizing the same on short notice, or an exceptionally low status of the teacher which would enable the inspector to improve upon their work with but little effort, or a lack of a full realization of what he is undertaking on the part of the inspector him-

self. Even if the teacher be exceptionally weak it is such teachers that are the most difficult to help in such a way that improvement will continue after the official visit is over. A specialization on the part of the inspector upon the problems and subjects needing attention with preliminary special preparation to meet the needs of particular teachers and schools would seem to be the more effective way. Given the situation urged thus far, the inspector would know the special difficulties of his schools and teachers and could come to them fully prepared to give not impromptu lessons and advice, but to illustrate and discuss in the most helpful and suggestive way the problems needing attention in the particular school.

(d) While the answers as a whole bring out the various types of criticism and discussion—the general and more or less incidental comment of little real significance, the definitely critical only, the definitely constructive, and the combination of the critical and constructive—there seems to be great need in a number of instances, at least, for a fuller understanding and appreciation of the function and methods of the supervision of instruction.

(e) The answers in quite a number of cases suggest that many of the inspectors consider the formation, on their part, of a more or less sound judgment as to the status of the school and teacher to be the purpose and the end of their visit. In one sense, that is as far as mere inspection would take them, but they are also assigned the duties of supervision by their official instructions. The helpful work of supervision can come only after such a discovery of the status of school and teachers; hence, if such inspection be made the end and purpose of the official visit, the inspector has only begun his work, not finished it. When an inspector leaves a rural school the question that should be on his mind is not so much what grading will he give the school and teacher, but rather to what extent has the school and teacher been helped towards better service because of his having been there and what are the means and methods of continuing that helpfulness between now and the next official visit.

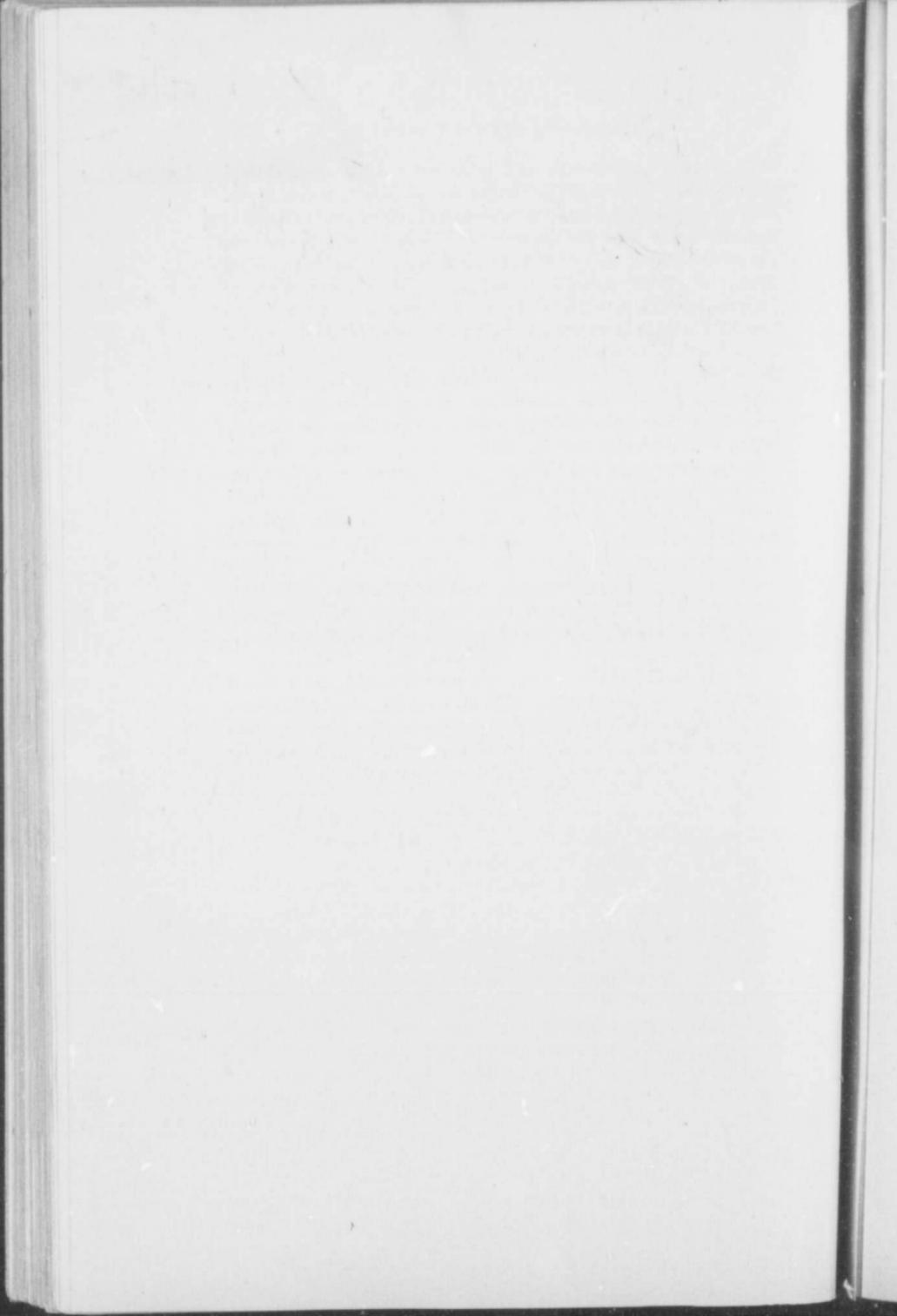
(f) The suggested reduction and modification in the amount of work required of the inspector would enable him to give some attention to his duties as the educational leader of the general community and make it possible for him to co-operate with,

and secure the co-operation of, other educational agencies and the citizens in general in the furtherance of educational progress.

(g) The data regarding the professional reading of the inspectors indicate a need for leadership in educational thought in Canada. As yet we must look elsewhere for our educational literature. While doing so it would be the part of wisdom to be more careful to cultivate an intimate acquaintance with the best educational literature now being produced in Great Britain as well as that produced in the United States. The educational literature of Germany and France, especially that of Germany, is most suggestive and helpful but will, on the whole, be inaccessible to the great majority owing to the language barrier. While it is probable that the bulk of such literature will continue to come from the United States because of similarity of social, economic and educational conditions, Canada should profit by the best thought of the Old World also, and her students should gather in suggestions from wherever superior training can be secured.

(h) More time for connected reading, reflection and study and more opportunity to receive stimulation and suggestion and definite training, is one of the greatest needs of the inspectors according to their own statement of the case.

(i) The desire of the inspectors for such further professional growth, the absence of any special training for school principals, special supervisors and normal school instructors, and the definite need for providing such training place at the door of our leading universities the opportunity to do a national service.



## APPENDIX A

### QUESTIONNAIRE NO. I.

#### A. *List of Questions*

Questionnaire to the School Inspectors in Canada:

1. To what extent do you find it necessary to take advantage of the latitude allowed by the Department of Education in regard to the course of study when applied to rural schools?
2. Would you favor a differentiation between the course of study for rural schools and that for town and city schools? If so, what differentiation would seem to you advisable?
3. How would you counteract the tendency of frequent changing of teachers in rural schools?
4. Would a system of rural school supervision, giving each supervisor a limited number of schools according to the distance between them, where the supervisor would be able to visit each school at least once a month, offset the harmful effect of such frequent change and assure greater continuity of work and better work on the part of rural school teachers?
5. To what extent have the following gained a footing in your inspectorate, and to what extent have they been successful?
  - (a) School gardens and nature-study
  - (b) Consolidated rural schools
  - (c) Domestic science and manual training
  - (d) Continuation classes
  - (e) Travelling instructors
  - (f) School libraries
  - (g) Improvement of school buildings.
6. What, in your judgment, is the outstanding problem in the rural school situation?
7. What appears to you to be the solution of that problem?
8. Would you favor a system of supervision rather than a system of inspection?
9. General remarks:

#### B. *List of Inspectors Answering the Questions*

Inspectors who replied to Questionnaire No. I.

Answers to the above questions were received from the following inspectors—sixty-five in all.

1. BRITISH COLUMBIA:

Gordon, J. S.

Victoria

2. ALBERTA:		
Boyce, J. F.	B.A.	Red Deer
Butchart, Inspector	B.A.	Sethbridge
Brown, J. W.	B.A.	Macleod
Scott, W.	B.A.	Hardisty
Thibaudeau, P. H.	B.A.	Lacombe
3. SASKATCHEWAN:		
Branion, S. J. A.		Wolseley
Duff, J.		Regina
4. MANITOBA:		
Belton, F. H.		Neapawa
Best, C. L.		Winnipeg
Hatcher, A. J.		Elkhorn
Walker, E. H.		Dauphin
5. ONTARIO:		
Bruce, H. W.	M.A.	Toronto
Cowley, R. H.	B.A.	Toronto
Carlyle, Wm.		Woodstock
Clark, H. J.	B.A.	Belleville
Campbell, A. L.	B.A.	Toronto
Colles, Rev. E. H. G.		Chatham
Conn, Henry	B.A.	Sarnia
Dougall, J. B.	B.A.	North Bay
Deacon, J. S.		Milton
Edwards, C. B.	B.A.	London
Green, H.A.	B.A.	Sault St. Marie
Grant, Rev. G.	B.A.	North Bay
Gordon, M.		Orangeville
Galbraith, Robt.	B.A.	Mt. Forest
Ireland, W. W.		St. Catherines
Johnson, W.	M.A., LL.D.	Athens
Jones, J. E.	B.A.	Ottawa
Kilner, E. E. C.	B.A.	Brantford
Lees, Richard	M.A.	Peterboro
Odell, Albert		Cobourg
Platt, C. D.		Pietou
Richell, F. L.	M.A.	Perth
Standing, T. W.	B.A.	Brantford
Smith, J. H.		Stratford
Sumerby, W. J.		Russell
Smith, J. H.	M.A.	Chatham
Tilley, W. M.	M.A.	Brownville
Thompson, P. J.	B.A.	London
Vaugh, John	B.A.	Whitby
Walks, H. H.	B.A.	Brooklin

## 6. QUEBEC:

Cote, J. M.		St. Anselme
Gilman, A. L.		Cowansville
Kerr, J. A.		Marbleton
McQuat, J. W.		Lachnite
Marquis, G. E.		Montreal
Sutherland, Rev. J. M.		Ponte a la Garde
Sinard, A. H.		Baie St. Paul Charlevoix
Thompson, W.		Controvok
Taylor, Tev.		Knowlton
Turootte, G. H.		St. Panillo
Twombly, Thomas		Baie St. Paul Charlevoix

## 7. NEW BRUNSWICK:

Mersereau, C. W.	M.A.	Chatham
Hanson, R. D.	B.A.	Fredericton
O'Bleves, Amos		Moneton

## 8. PRINCE EDWARD ISLAND:

Boulter, Wilfred		Tyron
Le Lachour, Garnot		Hillsborough
McCormac, G. I.		Charlottetown

## 9. NOVA SCOTIA:

Creighton, Graham	B.A.	Halifax
Campbell, W. R.	M.A.	Truro
Morse, L. S.	M.A.	Digby
Macdonald, A. J.	M.A.	Antigonish
McNeil, J. T.	B.A.	River Bourgeois
Phelan, T. M.	M.A., LL.B.	North Sydney

## C. Description of Rural Schools

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
1.	<p>"In our best rural school, we find a good salary paid, a bright, enthusiastic, earnest teacher with trustees and people anxious to make conditions for study as favorable as possible. In such a school it is surprising how much splendid work is done."</p>	<p>"A young teacher, with little mental power, no training in a normal school, little or no earnestness, coupled with a poor school building, poorly equipped, dirty and poorly lighted and heated, give poorest results. Even bright children in such a school make little or no satisfactory progress. A school of this kind with us offers the minimum salary and then gets far less than the worth of its money."</p>
2.	<p>"A fairly large enrollment, regular in attendance, with a bright, energetic, interested teacher with high ideals, an intelligent board of trustees backed by interested rate-payers willing to spend a few dollars on the school premises, improved grounds, seeded, fenced, trees, well, walks, flower plots and school garden, stable and yard for ponies, a school house lighted from left of pupils, well finished inside and outside, well equipped with good patent seats, blackboard, maps, globe, etc., schoolroom tastefully decorated and a good little library and withal the pupils bright, interested, mannerly, well grounded in the school work and displaying inadvertently a kindly attitude toward the teacher and a general good tone, all of which may be looked upon as the reflection of the conscientious effort, the good moral tone and the high ideals of the teacher."</p>	<p>"Few pupils, irregular in attendance, lazy or indifferent teacher, quarrelsome district and board of trustees, short term school with a desire on part of trustees to shorten the time to keep down taxes."</p>
3.	<p>"Clean, well kept yard, good frame school; room clean, walls white; four good pictures on the walls. Classes working quietly. Teacher taught in whispers and pupils answered in whispers. Teacher whispered commands in dismissing. The best primary I have ever seen."</p>	<p>"School yard well fenced and a good school building. Yard covered with weeds often six feet high. Out houses ready to fall over. Teacher asleep among the weeds. Some 25 children in the school district with five or six of an average attendance."</p>

## C. Description of Rural Schools—(Continued)

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
4.	<p>"The most satisfactory school was also a new school, cleanly, well ventilated, well furnished, and in charge of an English lady, a graduate of Alberta Normal School. She was well posted on matters educational but gladly received any suggestions offered and frankly discussed school affairs. The children were bright, happy, cleanly and polite. The teacher was rapidly attaining a leading position in school matters."</p>	<p>"The most unsatisfactory school in this inspectorate was a new school without water, bell hooks for caps and wraps, no ventilation, never scrubbed, very dirty generally. It was in charge of a second-class professional teacher, a new arrival from Eastern Canada, who had no knowledge of Alberta programme of studies or school law and who seemed to think the province she left was an educational heaven and she one of the chief angels."</p>
5.	<p>"Roll 13, present 11. Good building and kept clean. Curtains on windows. Tasteful decorations—framed pictures, 20 photos, excellent colored drawings and maps by pupils. Collection of butterflies. Good equipment of maps, charts, primary material. Pupils bright, cheerful and willing. Teacher bright, intelligent, radiating enthusiasm and industry. Pupils responsive to any appeal. Instruction in all subjects very clear, and calculated to make pupils rise by their own efforts."</p>	<p>"Buildings and grounds not bad. Floor needs scrubbing. Teacher a student with Provisional Certificate. Very moderate interest in work. Practically no knowledge of method. Depressed by conditions. People indifferent or carping. No pupils nearer than two miles. Two pupils present. These in grade II, though old enough for V. Reading word by word with able assistance of finger. Pupils not boisterous, but untamed, skittish, ill-bred, nervous, like ill-handled colts."</p>
6.	<p>"Brick schoolhouse—well lighted—furnace—large grounds well fenced—good privies and horse stable—buildings painted—interior and furniture repainted or varnished within the year—regular attendance—teacher two years in charge—classes well up in their work."</p>	<p>"Log building—very old—has been plastered inside and out—four small windows—poor equipment—one privy upset and the other in poor condition—no fence—wood scattered about—school open for short term only although district many years established—Teacher in school only one term—has taught a number of terms but has only an interim certificate—Little interest shown by teacher, pupils or rate-payers—classes backward."</p>
7.	<p>"Two years ago the school consisted of a cheap frame building on a village lot 50 ft. x 125 ft. adjoining a livery stable yard. Within a turbulent mob made life anything but</p>	

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## C. Description of Rural Schools—(Continued)

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
7.	<p>a dream for successive teachers who ventured to direct the destinies of the young. That school is replaced by a new one of modern construction. The yard is a large field containing abundant room for football, base ball, foot races, etc. There is a grove of native trees at the rear of the building, and flowers in the front; this summer we hope to add a vegetable garden and native fruit trees; later we expect to treat our visitors to school grown raspberries and currants. Within the walls are decorated with clusters of grains tied with pretty ribbons; leaves, plants, weeds, bottles of seeds and pressed flowers; all collected and arranged by the children. In the windows, where flowers admit, are experimental glass jars for the development of various insects. Few insects escape observation and even the festive mosquito is provided with a barrel of water at the corner of the house in which he records the story of his life. The work is directed by the teacher, carried out by the pupils. The spelling class one moment at their desks, the next lined up across the rear of the room, one pronounces, spells, gives meaning or use of words—the lesson is over and all are engaged at a fresh study. The literature class now at work—one reads a stanza and explains, others give their opinions. There is no disorder, no confusion, no friction. The school appears to run itself but it doesn't. There's a teacher there."</p>	
8.	<p>"The most satisfactory school is a frame building, with a fine stone basement. It is heated from a furnace. It is well ventilated, and the lighting is up to date. The walls are plastered but the ceiling is finished in fir wood. Both interior</p>	<p>"Everything considered, the most unsatisfactory school in this inspectorate is a log building with windows on both sides. The blackboards are made of cloth. Otherwise it is fairly well furnished. The worst features about it is the con-</p>

## C. Description of Rural Schools—(Continued)

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
8.	and exterior are neatly painted. It is well furnished with modern seats, and wall maps. There is also abundant blackboard space. Considerable attention has been given to the beautifying of the grounds."	stant changing of teachers and the poor average attendance. I need scarcely add that nothing has been done to improve the grounds."
9.	"That a certain rural school enjoys the distinction of being the most satisfactory school in my inspectorate is due to the zeal and energy of our trustees. The lighting is as good as an old fashioned school building can be made to provide. It has slate blackboards, a hard wood floor, single desks and a perfect system of heating and ventilation. The equipment is complete and satisfactory and a competent experienced teacher is in charge of the school. However there are several schools just as good in these respects. Where this one excels is cleanliness. The water closets and the school-room are kept remarkably clean. I might mention that in the school-room there is a clean sink, a clean wash basin, a pail of clean water and a clean towel."	"I think the most unsatisfactory school is a certain rural school with poor accommodations and poor equipment, and with a poorly paid and not very competent teacher. The school room has air space for a maximum attendance of 23 whereas the maximum attendance for last year was 46. There is no provision for ventilation. The desks are antiquated and out of repair. The blackboards are of wood and the equipment inferior in quality and insufficient in quantity."
10.	"This is to be replaced with a modern up-to-date brick building, with basement, steam heating, well lighted and ventilated, with teacher's private room, cloak room, good water, and an acre of playground, properly levelled, drained and fenced—belfry and bell, and well equipped with single seats and desks, slate blackboard, library and proper equipment. This school will be ready for the autumn term, and meets my idea of a first class school building and premises for any teacher."	"An old brick schoolhouse with accommodations for 36 pupils; but with an attendance of from 50 to 55 daily; old fashioned desks, no playgrounds worthy of the name, poor out-buildings and bad water."
11.	"The other is a bright new building of the latest style, light admitted at the left only. Everything is well	"I have two schools neighbors. Both have large attendance. One has a building not very old but badly

## C. Description of Rural Schools—(Continued)

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
11.	looked after. The grounds are neat and everything looks trim. The teacher—a good one—has the sympathy and support of the community, and is doing splendid work."	looked after. A tin replaces a broken pane in the front door. The place looked dirty. An unused furnace occupies the basement. The whole school is a picture of desolation. The teacher—a good one—is, on account of lack of support, disheartened."
12.	"Teacher has taught 26 years in S. S. No.—. The bell rings—pupils come in promptly and stand at their desks. At a signal all sit, Scripture reading, and Lord's prayer. All take out slates. Teacher calls Junior Reading while Senior classes are doing problems from B. B. Every subject is interestingly and thoroughly taught. Pupils attend work diligently; if they wish to consult the school dictionary or wall maps they go quietly without making request, but only one at a time. There is perfect respect for (and confidence in) the teacher. A happy and orderly freedom and perfect order existed. Schools always rank high at examinations."	"S. S. No. — taught by a second class certificated male teacher 28 years standing—has taught only ten. Noise heard several yards away. On entrance found everyone talking at will. Not ten per cent studying. Teacher very active. At recess pupils running and jumping in school room. During school classes were called up irregularly and given short and very uninteresting lessons. Reading was heard, not taught. Very weak instruction in literature. Pupils passing in and out very frequently. Floor very untidy—papers, crusts, etc. I advised trustees to close the school until they could get a competent teacher."
13.	"A modern building properly equipped and supplied in every way. An efficient teacher who has the support and sympathy of the people in the section. The people, pupils and teachers enthusiastic about their school, all taking an interest and putting forth every effort to make the school a success. The teacher confident that the position is secure and that everything done will be for the benefit of the present teacher, not for her successor, etc."	"A teacher with a temporary certificate generally employed at a low salary—to all appearances because he or she has friends or relatives in the section. School poorly supplied; pupils irregular in attendance and not properly taught when they do attend. No care taken—place neglected; closets dirty, no water supply. A school in name but not in reality. The trustees have no interest in the school—no children to send, simply to fulfil the law and keep down expenses, etc."
14.	"Just the antithesis of the other. All the work is made interesting and hence lively interest aroused. Pupils desirous to excel every day. Growth, development, formation of good habits evident. We have a	"Teacher careless in everything she says or does. No interest on behalf of either teacher or pupils—school property being destroyed and no notice taken. School work never or very rarely looked at by teacher.

## C. Description of Rural Schools—(Continued)

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
14.	few such schools, but their number is far too few."	No habit formation, hence no character building. Too many such schools."
15.	<p>"I have several schools that are all I could wish for. Harmony prevails, splendid buildings and equipment, convenient boarding houses and teachers who are in full sympathy with rura' life. In most of these we have good fifth classes doing continuation work.</p> <p>"If to these we could add by means of travelling instructors winter courses where special attention could be given to domestic science for the girls and agriculture for the boys and young men, I would think our rural children had what is due to them."</p>	<p>"My most unsatisfactory rural school is one where there is lack of harmony on the Board, the school building and equipment is not good, there is not a convenient boarding place for a teacher."</p>
16.	<p>"Reading with good expression, showing enjoyment of subject. Writing with a free business hand, composition, showing common sense ideas, fair command of familiar language and punctuation, at least of simple sentences. In geography, showing observation of surrounding natural features and some knowledge of corresponding features in other countries; some interest in leading industries of the country. In arithmetic, a readiness to make up common accounts, and to apply proportion to the solving of simple problems. Readiness in applying rules 'in weights and measures' to operations in trade. Some knowledge of method in keeping accounts, and in representing subject by drawing as well as in words."</p>	<p>"Clumsy vertical writing; pupils do not know how to correct ungrammatical sentences; no idea of applying grammar rules to their own composition, especially conversation. Don't understand reduction. At a loss when asked to apply book rules to domestic problems."</p>
17.	<p>"In the afternoon I visited another school where the teacher is in her 6th year in the same school. Everything was moving like clockwork. I followed the same line of questioning and her pupils gave</p>	<p>"This week I visited a school in the forenoon where the teacher holds a Macdonald Normal School Diploma but she has no conception of proper order or control. The room was littered from end to end.</p>

## C. Description of Rural Schools—(Continued)

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
17.	proof that they knew their work in its various departments. I could not suggest any improvement in mode of conducting the school."	The appliances were good but badly used. Inattention to work characterized nearly every pupil. The course of study was poorly observed and in the simplest matters of study the pupils appeared to me to be retrograding. It is however this teacher's first experience."
18.	"I have some of the very best of their kind recently built, well planned and supplied with all necessary apparatus. To describe them would require considerable time and space."	"An old log house, poor seats, bad building, and no cheerful surroundings, a thing of the past, too dismal for composition, especially since I have its death knell sounded in a resolution of the board to erect a new up-to-date school."
19.	"The best—though I have over one hundred about the same—is in an English settlement where the accommodation is good, well supplied with maps, blackboards, improved furniture, etc., with from 35 to 40 pupils, every one enrolled and the average attendance 30 to 35 for the year. Every year some pupils pass the High School entrance examinations and frequently the Normal School Entrance and occasionally the University Matriculation. A good teacher's engagement is perennial or as long as he will remain. The parents are all interested. Every examination well attended and at the annual School Meetings all the Rate-payers assemble and give time to see that school affairs are properly handled."	"The most unsatisfactory rural school in my inspectorate is in a French settlement where none of the parents can read or write. The Trustees keep the school open irregularly and the children attend at times. There must be 75 pupils in the District and there are never more than 35 enrolled with an average of less than 20."
20.	"My best rural school is located in a wealthy farming section, where the school is regarded as one of the most important institutions in the community. It is well supplied with apparatus, the attendance is large and regular and the spirit of study seems to pervade the classes. The trustees offer a good salary and generally secure a good teacher."	"My poorest school is in a poor district with few children. The parents are ignorant and hence education is not appreciated. The school is kept open only part of the time and the cheapest teacher is always employed. The house is in a bad state of repair and there is practically no apparatus."

## C. Description of Rural Schools—(Concluded)

NO.	MOST SATISFACTORY	MOST UNSATISFACTORY
21.	<p>"I have several schools of which I am very proud. The aim of the section and teacher is high. Professionally they are, as it were, luminaries not only in the schools but also in the social and intellectual life of the section. Scholarship, natural aptitude and pedagogic training are required to produce such teachers. Their services are always sought, and, as things go, receive fair salary."</p>	<p>"A poor, unpainted, unattractive school house with no proper playgrounds, a dull hireling who aims at putting in time, void of personal attractiveness and ambition to have a good school and having no appreciative sense of the office of the teacher, and the moral obligation it involves, etc., etc."</p>
22.	<p>"My most satisfactory rural school differs very little from a graded school except in the number of classes. The teacher reduces the grades to the fewest possible consistent with good work; then, wherever it is possible, classes are combined for any work that can be carried on successfully in one or more grades at the same time. Our rural schools are generally smaller than the graded so that the amount of time for individual work is greater than in a graded school, consequently, teachers being of equal ability, our rural schools hold their own with graded schools."</p>	<p>"Our worst rural schools are generally those in charge of inexperienced girls, of no training, weak ability, who receive their education in some poor rural school and never even saw good teaching."</p>

## SUMMARY OF RETURNS

LATITUDE TO INSPECTORS IN COURSE OF STUDY	DIFFERENTIATION IN C.O.F.S. FOR RURAL AND URBAN SCHOOLS	FREQUENT CHANGING OF TEACHERS. HOW COUNTERACTED	SUPERVISION VERSUS INSPECTION	SCHOOL GARDENS AND NATURE-STUDY	CONSOLIDATED RURAL SCHOOLS
<p>Fourteen report no latitude. Forty-three make some special attempt to adjust the fixed course of study to special conditions.</p> <p>Some inspectors from the same province differ in their report showing a difference in their interpretation of their privileges.</p> <p>The necessity for such adjustment due to (a) the lack of training and efficiency of teachers, (b) the presence of foreign children in the schools, (c) the short term schools, (d) the presence of some older pupils for the winter term only, (e) the difficulty of classification.</p>	<p>Twenty-eight favor definite differentiation.</p> <p>Thirty-seven favor some differentiation, i. e. agriculture, nature study, school garden work to be emphasized in rural schools.</p> <p>In one case a general reorganization and simplification of the whole course of study is suggested.</p>	<p>By: 1. Increase of Salaries. This is suggested by forty-eight inspectors.</p> <p>2. Centralized authority is favored by six.</p> <p>3. Provision of teacher's residence suggested by nine.</p> <p>4. More generous support of teacher by inspectors.</p> <p>5. Permanent Certificates.</p> <p>6. Improvement of schools and boarding facilities.</p> <p>7. Indirect taxation.</p> <p>8. Longer appointments.</p> <p>9. Uniform certification.</p>	<p>Twenty-five favor supervision rather than present system of inspection.</p> <p>Twenty-seven favor retention of present system of inspection.</p> <p>Ten desire both functions combined, and performed by one individual who should not be given too large a field to cover effectively.</p> <p>One or two are emphatically opposed to supervision.</p>	<p>Very few of any kind.</p> <p>Fewer than are satisfactory.</p> <p>Much informal work done for pleasure—few flowers, etc.</p> <p>Nature-study quite generally attempted, but results on the whole quite unsatisfactory.</p> <p>The retarding elements of knowledge and training of the teacher, the frequent change of the teacher.</p> <p>The influence of the 'scolonald Movement in evidence and excellent work being done in schools organized under its influence.</p>	<p>Fifty report no consolidated schools in their inspectorates.</p> <p>Six report one such school in each of their inspectorates.</p> <p>Four report two such schools.</p> <p>Two report three such schools.</p> <p>Two report five such schools.</p> <p>Retarding influences:</p> <p>(1) Cost</p> <p>(2) Conveyance</p> <p>(3) Loss of local interest.</p> <p>All favor this policy</p>
<p>Note: It is evident that we have in Canada every gradation of schools from the deplorably unsatisfactory to the most highly satisfactory. It is also evident that there is a growing upward tendency in rural education, in some provinces much more definitely than in others. The body of school inspectors, while containing many who are unprogressive and lacking in breadth of view, is on a whole awake to the situation as it exists in its weakness and its strength. The difficulties of the rural school are being energetically attacked by some, but indifferently considered by far too many. The condition, with its problems, is well represented in the above summary. Unquestionably the four outstanding problems are (a) the teachers, (b) the salaries, (c) the attendance of pupils and (d) the supervision and inspection, and it is on these that our immediate efforts towards progress must be centered.</p>					

## OF RETURNS

## FROM QUESTIONNAIRE NO. 1.

CONSOLIDATED RURAL SCHOOLS	DOMESTIC SCIENCE AND MANUAL TRAINING	CONTINUATION CLASSES	SCHOOL LIBRARIES	IMPROVEMENT OF SCHOOL BUILDINGS	OUTSTANDING PROBLEMS IN ORDER OF IMPORTANCE AS INDICATED BY ANSWERS	SOLUTIONS
<p>Fifty report no consolidated schools in their inspectorates.</p> <p>Six report one such school in each of their inspectorates.</p> <p>Four report two such schools.</p> <p>Two report three such schools.</p> <p>Two report five such schools.</p>	<p>Fifty report no such work.</p> <p>Present only in the consolidated rural schools.</p>	<p>The practice of giving some instruction beyond the elementary school grades seems to be fairly general.</p>	<p>Eighteen report school libraries in every school in their inspectorates, varying from \$5.00 to \$100.00.</p> <p>Fifteen others report a very satisfactory condition with reference to school libraries. A number report no school libraries or very few.</p> <p>All favor them.</p>	<p>Only ten inspectors seem at all dissatisfied with the progress being made in this line.</p> <p>Thirty report a general tendency to improvement.</p> <p>Twenty are quite enthusiastic over the improvement being made.</p>	<ol style="list-style-type: none"> <li>1. The teacher—qualification and training.</li> <li>2. Teachers' salaries.</li> <li>3. Irregular attendance and short term school.</li> <li>4. Lack of permanency in position and term of teacher.</li> <li>5. Development of public conscience especially that of parents.</li> <li>6. Improvement of school grounds, equipment, buildings, etc.</li> <li>7. Appreciation of rural life.</li> <li>8. Adjust the course of study.</li> <li>9. Replace female teachers by men.</li> <li>10. More school libraries.</li> <li>11. Inadequate supervision.</li> <li>12. Taxation.</li> <li>13. Conveyance.</li> </ol>	<ol style="list-style-type: none"> <li>I. More adequate and suitable training of teachers.</li> <li>II. Corresponding adjustment of salaries.</li> <li>III. Nine urge consolidation.</li> <li>IV. Eight favor energetic educational campaign.</li> <li>V. Nine favor more stringent governmental regulations.</li> <li>VI. Improvement of supervision.</li> <li>VII. Permanency in positions of teachers.</li> <li>VIII. Centralization of control.</li> <li>IX. Education tax imposed by government.</li> <li>X. Conveyance of pupils.</li> <li>XI. Male teachers with residences.</li> </ol>

Retarding influences:

- (1) Cost
- (2) Conveyance
- (3) Loss of local interest.

All favor this policy

## APPENDIX B

### QUESTIONNAIRE NO. II

#### A. List of Questions

- I. What was the amount and nature of your contact with rural life prior to your appointment as inspector:—
  - (a) As pupil in rural school—How long? When? Where?
  - (b) As teacher in rural school—How long? When? Where?
  - (c) In any other way?
- II. (a) Before your appointment did you have any special training specifically designed to improve your ability to deal with rural school problems in so far as they are differentiated from non-rural or urban school problems?
  - (b) If so, give brief description of nature and extent of such training.
- III. (a) When were you appointed inspector?
  - (b) What were the conditions or qualifications one had to meet at that time in order to be eligible for appointment:—
    1. Academic?
    2. Professional?
    3. Teaching experience—rural; urban; elementary; high school.
    4. Any special inspector's examination?
    5. Nature of such examination?
    6. Did it deal specifically with rural school problems at all?
- IV. (a) Present yearly salary? Average official expenses per year?
  - (b) Amount of expense allowance over and above salary?
  - (c) What would you consider a fair salary considering services rendered and general economic situation?
- V. (a) Length of annual vacation, if any?
  - (b) Length of semi-vacation period if no regular vacation?
- VI. (a) Number of rural schools in your inspectorate? Number of teachers therein?
  - (b) Number of village schools in your inspectorate? Number of teachers therein?
  - (c) Number of town and city schools in your inspectorate? Number of teachers therein?
- VII. Using 24 hours a day for 365 days in the year as 100% of your time in order to have a common standard, please estimate as nearly as you can—

- (a) Percentage of your time spent in purely administrative duties, such as making out reports, attending to correspondence, business relationships, etc., with school boards, county authorities and education?
- (b) Percentage of your time spent in helping teachers.
- (c) Give in some detail the methods you employ in your efforts to increase the efficiency of the teachers under your inspection.
- (d) Percentage of your time spent in travelling in connection with performance of official duties? Average number of miles thus travelled per year—by rail or boat—by auto or horses?
- (e) Have you been able to carry on any definite policy in educating public opinion of your various communities up to a higher standard with reference to education?
- Outline methods used and results obtained.

VIII. (a) Give titles and authors of the five professional books you have found most helpful during the last few years.

- 1.
- 2.
- 3.
- 4.
- 5.

(b) Is it possible for you to get leave of absence, on salary or otherwise, for purposes of professional improvement?  
To what extent have you been able to take advantage of such opportunity?

Have you received any definite suggestions from your Department of Education in this direction?

- (c) Have you been able to take any special training to enable you to inspect the newer lines of work such as—manual training, domestic science, school gardens, agricultural courses, etc.? If so, indicate nature and extent of such training.
- (d) What opportunity have you to keep in touch with ideas and methods given to the normal students by the staff of the normal schools?  
What suggestion would you offer in this connection?
- (e) To what extent do you find the members of the normal school staffs taking definite steps to keep in touch with the actual conditions into which their graduates must go, and in which the teachers and inspectors are working?
- (f) To what extent do you think there is need for organized conferences of inspectors and other leading educators for the purpose of giving special consideration to the problems of administration, supervision and inspection, and educational leadership in general?  
Would you favor and attend such conferences provided you felt assured that there would be fruitful use made of the time given to them?

IX. Describe in some detail your usual procedure in inspecting a rural school—

- (a) A good teacher—  
 (b) A poor or medium teacher—

*B. List of Inspectors Answering the Questions*

BRITISH COLUMBIA:

Deane, Geo. H. Victoria

ALBERTA:

Aylesworth, Fred L.	B.A.	Olds
Brown, J. W.	B.A.	Medicine Hat
Butchart, J. C.	B.A.	Vegreville
Boyce, J. F.	B.A.	Red Deer
Fife, J. A.	B.A.	417-6th St., Edmonton
Hill, K. J.	B.A.	Strathcona
Hartley, Armand	B.A.	Castor
McKerriher, I. A.	B.A.	Lethbridge
McNally, G. F.	B.A.	Wetaskiwin
Morgan, J.	B.A.	Macleod
Sanson, C.	B.A.	High River
Scott, Walter	B.A.	Hardisty
Thibaudeau, P. H.	B.A.	Lacombe

SASKATCHEWAN:

Anderson, J. T. M.	Yorkton
Duff, Jas.	2447 McIntyre St., Regina
Hewgill, John	Moosomin
Hutchison, J. F.	Kinistine
Kennedy, A.	Weyburn
McLeod, J. A.	Oxbow

MANITOBA:

Belton, F. H.	Roblin, Man.
Dunlop, J. E. S.	Carberry
Finn, T. G.	Morden, Man.
Gordon, J. W.	Manitou, Man.
Hatcher, A. J.	Elkhorn, Man.
Hartley, W. C.	Carman
Herriott, A. A.	Gladstone
Hall-Jones, M.	773 McMillan Ave., Winnipeg
Maguire, T. M.	Portage La Prairie
Parr, W. J.	Killarney, Man.
Walker, E. H.	Dauphin, Man.
Weidenhammer, A.	Morden, Man.
Wright, D. J.	Deloraine
Young, A. L.	36 Furby St., Winnipeg

## ONTARIO:

Burgess, H. H.	B.A.	Owen Sound
Campbell, N. W.	B.A.	Durham
Clark, H. J.	B.A.	Belleville
Colles, Rev. W. H. G.		Chatham
Conn, Henry	B.A.	Sarnia
Craig, T. A.		Kemptville
Deacon, J. S.		Milton
Froats, Willis C.	M.A.	Carleton Place
Galbraith, Robt.	B.A.	Mt. Forest
Ingall, E. E.	B.A.	Bancroft
Ireland, W. W.	B.A.	St. Catharines
McCool, John	M.A.	Walkerton
Mitchell, F. L.	M.A.	Perth
McLaughlin, M. C.		Gore Bay
McDougall, J. B.	B.A.	North Bay
McNab, G. G.	M.A.	Renfrew
Phillips, Sylvanus	B.A.	Minden
Platt, G. D.	B.A.	Pictow
Standing, I. W.	B.A.	Brantford
Smith, J. H.	M.A.	Chatham
Smith, James H.	B.A.	Stratford
Smith, J. H.		Hamilton
Stephens, W. H.	B.A.	Lindsay
Sullivan, J. F.	B.A.	London, 873 Hellmuth Ave.
Thompson, P. J.	B.A.	London
Tilley, W. E.	M.A., Ph.D.	Bowmanville
Walks, R. H.	B.A.	Brooklin
White, E. T.	B.A.	Pembroke

## QUEBEC:

Bergeron, Lionel	Plessisville-Station (Megantic)
Chabot, Joseph-Alexandre	Laizon (Levis)
Cote, Joseph-Maxime	St. Georges (Peauce)
Curot, Marie-Joseph	Montreal, 678 Perri St.
Damera, Jean Baptiste	St. John (St. John)
Gilman, A. L.	Cowansville (Missisquoi)
Honeyman, Howard Arthur	Hull (Ottawa)
Kerr, Rev. Isaac Newton	Marbleton (Wolfe)
Marquis, Geo. Emile	Quebec, 376 St. Joseph St.
Parquet, Daniel	Havre-Aux-Maisons (Magdalen Island)
Rothney, Rev. W. D.	Richmond (Richmond)
Sutherland, Rev. Jas. M.	New Carlisle (Bonaventure)
Taylor, Rev. Ernest Manley	Knowlton (Brome)
Thompson, Wm.	Coaticook (Stanstead)
Turoctte, Joseph Marie Arthur	Ste. Famille (Montmorency)
Tremblay, Thomas	Baie St. Paul (Charlevoix)

## NEW BRUNSWICK:

Doucet, J. F.		Bathurst
Herbert, Chas. D.	M.A.	Dupins Corner
Mersereau, Geo. W.	M.A.	Doaxtown
O'Bleves, Amos	M.A.	Moncton

## PRINCE EDWARD ISLAND:

Boulter, Wilfred		Tyron
McCormac, Geo. J.		Charlottetown

## NOVA SCOTIA:

Armstrong, E. L.		Pictou
Bruce, C. S.		Shelburne
Creighton, Graham		Halifax
Craig, I. C.		Amherst
Campbell, W. R.		Truro
D'Entremont, L. A.		Inspector of French Schools
MacIntosh, H. H.		Lunenburg
Morse, L. S.		Digby
Macdonald, A. G.		Antigonish
Maeneil, J. T.		River Bourgeois
MacKinnon, Jas.		
Phalen, T. M.		North Sydney

## APPENDIX C

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