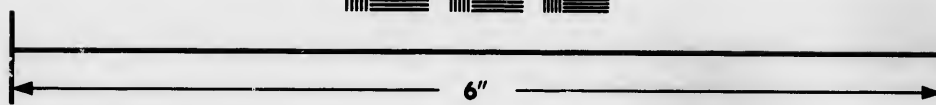
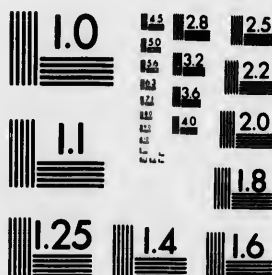


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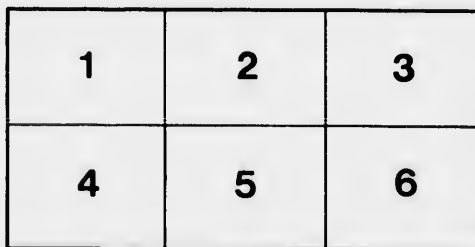
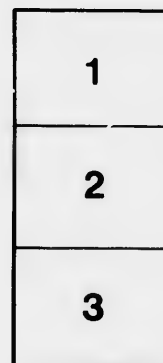
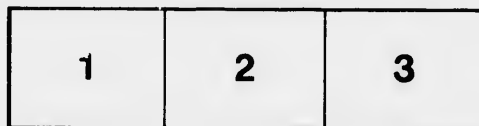
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REPORT

ON

COMPULSORY EDUCATION

IN

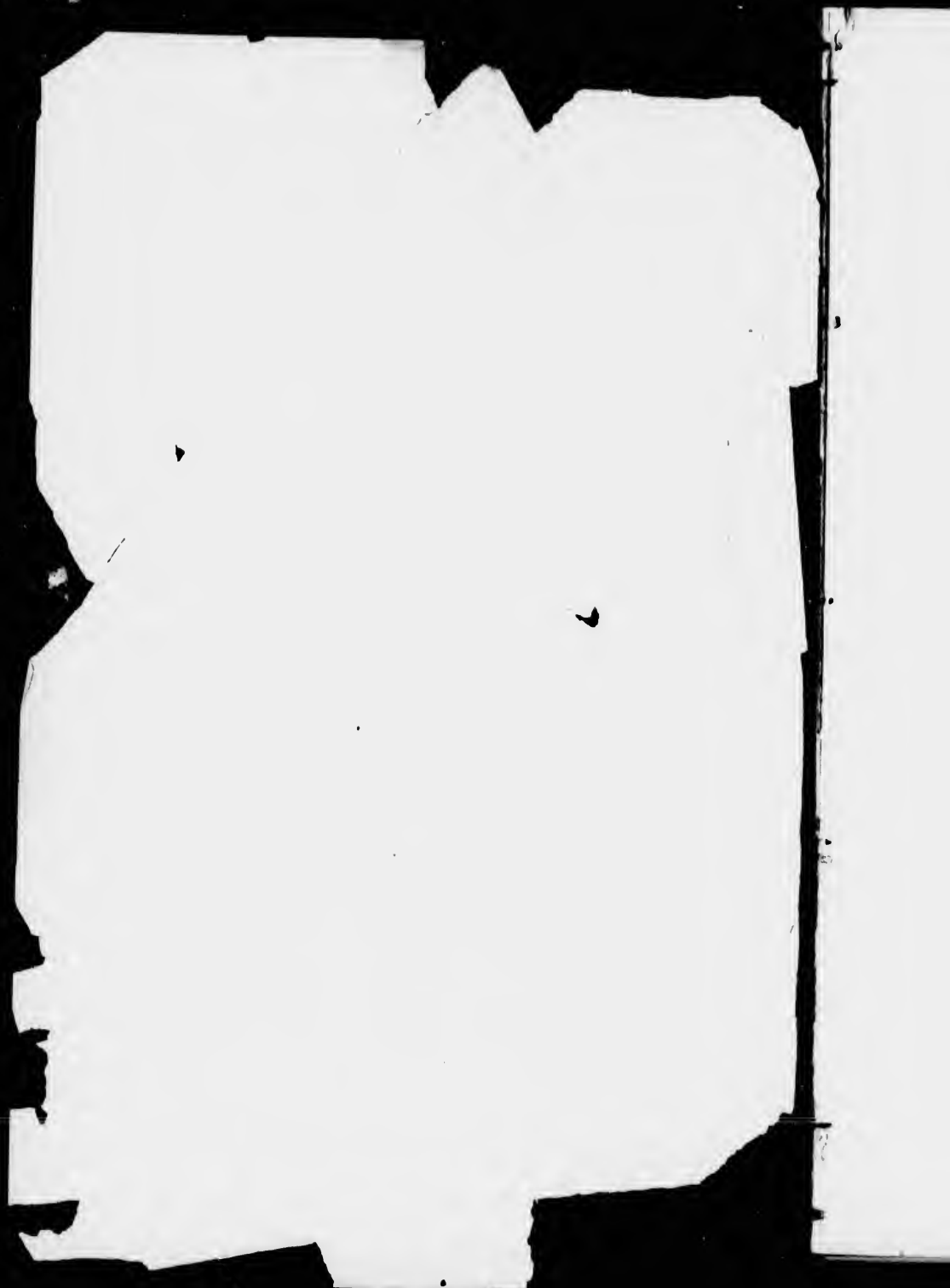
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1891.



TO THE

HONOURABLE SIR ALEXANDER CAMPBELL, K.C.M.G.,
LIEUTENANT-GOVERNOR OF THE PROVINCE OF ONTARIO.

May it please your Honour:

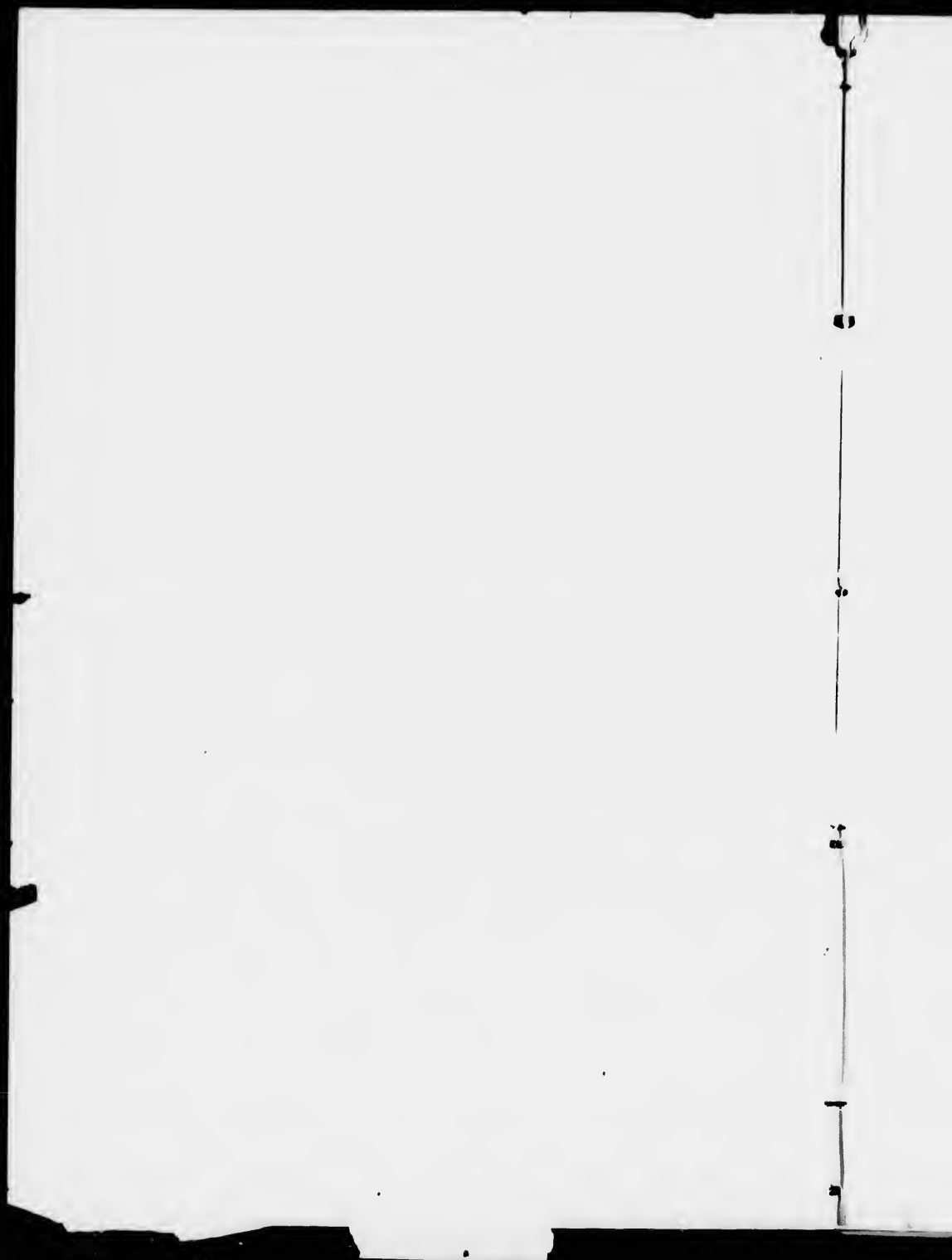
I herewith submit a Report on Compulsory Education in the Province of Ontario, and the other Provinces of the Dominion of Canada, together with certain information with regard to legislation on the same subject in Great Britain, Germany and the United States.

I have the honour to be

Your Honour's

Obedient Servant,

GEO. W. ROSS.



COMPULSORY EDUCATION IN ONTARIO.

Legislation of 1871.

In the year 1871 there was passed by the Legislative Assembly of the Province of Ontario an Act entitled, "An Act to Improve the Common and Grammar Schools of the Province of Ontario," which contains the following enactments on the subject of compulsory education :—

SEC. 3.—Every child from the age of seven to twelve years inclusive, shall have the right to attend some school, or be otherwise educated, for four months in each year; and any parent or guardian who does not provide that each child between the ages aforesaid under his care shall attend some school, or be otherwise educated, as thus of right declared, shall be subject to the penalties hereinafter provided by this Act; provided, nevertheless, that any pupil who shall be adjudged so refractory by the trustees (or a majority of them) and the teacher, that his presence in the school is deemed injurious to the other pupils, may be dismissed from such school, and, where practicable, removed to an industrial school.

SEC. 4.—It shall be competent for the police magistrate of any city or town, and for any magistrate in any village or township or town where there is no police magistrate, to investigate and decide upon any complaint made by the trustees, or any person authorized by them, against any parent or guardian for the violation of this Act, and to impose a fine not exceeding five dollars for the first wilful offence, and double that penalty for each subsequent offence; which fine and penalty shall be enforced as provided in the one hundred and fortieth section of the Consolidated School Act; provided, nevertheless, that the police magistrate or justice shall not be bound, but may in his discretion forego to issue the warrant for the imprisonment of the offender, as in said section is provided; provided always, that it shall be the duty of such magistrate to ascertain, as far as may be, the circumstances of any party complained of, and whether such alleged violation has been wilful or has been caused by extreme poverty, or ill-health, or too great a distance from any school; and in either of the latter cases the magistrate shall not award punishment, but shall report the circumstances to the trustees of the division in which the offence has occurred.

Legislation of 1874.

In 1874 the law of 1871 was re-enacted with additional clauses, making it the duty of trustees to ascertain the names of absentee children between the ages of seven and twelve (inclusive), to notify the parents or guardians of such children, and, in case of neglect on the part of the former to attend to such notification, to impose on such parents or guardians a rate-bill of not more than one dollar per month for each child not attending school, or to make complaint to the magistrate. It was then the duty of the magistrate to investigate and decide upon such complaint.

In 1881 the law was so amended that all children between the ages of seven and thirteen (inclusive) must attend school for a period of eleven weeks in each of the two terms of the public school year;

Also, that any person who receives such a child under his care or employment, becomes responsible for the education of the child as in the case of a parent. The duty of the parent, however, is not thereby affected.

In the case of a child employed in any manufactory, attendance during one-half of each week of the usual time of required attendance at school is deemed sufficient.

A child shall not be required to attend a public school if under other efficient instruction, or if prevented by sickness or other unavoidable cause, or if there is no public school within two miles in the case of a child under the age of nine, and within three miles if over that age.

Trustees may appoint an officer to report any violation of the law.

No proceedings shall be taken without fourteen days' notice being given to parents or others violating the law.

Where a child is apparently of such an age as to come under the provisions of the Act, it shall lie with the defendant to prove that the child is not of such an age.

Legislation of 1885.

In 1885 the law was again amended and revised, taking the form in which it stands to-day, as follows:—

209. The parent or guardian of every child not less than seven years nor more than thirteen years of age is required to cause such child to attend a public school, or any other school in which elementary instruction is given, for the period of one hundred days in each public school year, unless there be some reasonable excuse for non-attendance.

210. A child shall not be required to attend a public school if such child is under efficient elementary instruction in some other manner, or if such child has been prevented attending school by sickness or other unavoidable cause, or if there is no public school which such child can attend within two miles,

measured according to the nearest road from the residence of such child, if under the age of nine, and within three miles if over that age.

211.—(1) Any person who receives into his house a child of any other person, under the age of thirteen years, and who is resident with him or in his care or employment, shall be deemed thereby to be subject to the same duty with respect to the elementary education of such child during such residence, and shall be liable to be proceeded against as in the case of a parent, if he should fail to perform his duty of causing such child to be educated to the extent required of a parent; but the duty of the parent under this Act shall not thereby be affected or diminished and shall continue in full force.

(2) In the case of each such child who is employed in any manufactory, one-half of the whole time required by this Act for instruction shall be deemed to be sufficient instruction in such case, provided such child is certified by a public school inspector as having passed the examination for promotion from the Third Reader to the Fourth Reader, according to the curriculum of studies prescribed by the Education Department.

212. The trustees may appoint an officer, who shall be furnished with the list, provided for by section 115 of this Act, containing the names of all children between the ages of seven and thirteen, to ascertain, and report, for their information, any parent or other person who has failed and omitted, and is failing and omitting, to perform the duty of providing that each child of his, or in his care or employment, between the ages aforesaid, is attending some school or otherwise being under efficient elementary instruction, and it shall be the duty of such officer to notify, personally or by letter, or otherwise, such parent or other person of his neglect or violation of duty and the consequences thereof.

213. No proceeding against any parent or other person for any neglect or violation on his part of the requirements of this Act shall be taken until after the expiration of fourteen days from the time in which he has been so notified, nor until such parent or other person has had an opportunity of attending a meeting of the trustees, to state his or her reasons for not complying with such notice; but if such parent or other person should, on being notified, either fail to appear or to satisfy the trustees that his alleged neglect or violation of duty has arisen from any of the grounds on which he would be excused, it shall be the duty of the trustees, through their said officer, to make complaint of such neglect or violation of duty to the police magistrate or a justice of the peace having jurisdiction under *The Act respecting summary convictions before Justices of the Peace and appeals to General Sessions*, and such police magistrate and justice shall possess and exercise all the powers conferred by section 217 of this Act.

214. With respect to proceedings for any offence or penalty under the provisions of this Act, where a child is apparently

of the age alleged, for the purpose of such proceeding it shall lie with the defendant to prove that the child is not of such age.

215. Nothing herein shall be held to require any Roman Catholic to attend a public school, or to require a Protestant to attend a Roman Catholic school.

216. It shall be the duty of the trustees of every rural school section, and of every city, town and incorporated village, respectively, and they are hereby authorized to impose upon said parents or guardians who, after having been so notified, continue to neglect or violate the next preceding seven sections of this Act, or any of them, a rate-bill not exceeding \$1 per month for each of their children not attending school, or to make complaint of such neglect or violation to a justice of the peace having jurisdiction in such cases, as provided by this Act, and to deliver to said justice a statement of the names and residences of the parents or guardians of such children, unless from the circumstances of the case the trustees are satisfied that such neglect or violation has not been wilful, or has been caused by extreme poverty, ill-health, or too great a distance from any school.

217. — (1) It shall be competent for the police magistrate of any city or town, or for any justice of the peace in any village, township or town where there is no police magistrate, to investigate and decide upon any complaint made by the trustees, or by any person authorized by them, against any parent or guardian for the violation of the provisions of this Act, in regard to compulsory education, and to impose a fine not exceeding \$5 for the first wilful offence, and double that penalty for every subsequent offence; which fine and penalty shall be enforced as provided in section 267 of this Act.

(2) The police magistrate or justice shall not be bound to, but may, in his discretion, forego the issue of the warrant for the imprisonment of the offender, as in said section is provided.

218. It shall be the duty of the police magistrate, or any justice of the peace where there is no police magistrate, to ascertain, as far as may be, the circumstances of any person complained of for not sending his children to some school, or otherwise educating him or them, and whether the alleged violation has been wilful, or has been caused by extreme poverty, or ill-health, or too great a distance from any school; and in any of the latter cases the magistrate shall not award punishment, but shall report the circumstances to the trustees of the school section in which the offence has occurred.

NOVA SCOTIA.

The law in Nova Scotia (passed in 1884 and revised in 1888) is as follows:—

75. It shall be the duty of the chairman of each annual school meeting held under the provisions of this chapter to call upon the qualified voters present at such meeting to vote yea or nay on the resolution embraced in schedule A.

76. Whenever two-thirds of the qualified voters present shall have voted in favor of the resolution embraced in schedule aforesaid, it shall be the duty of the trustees of schools to ascertain through their secretary, or other person or persons appointed for that purpose, before the first day of November following the school meeting, the names and ages of all children residing in the section between the ages of seven and twelve years (inclusive), and the names of their parents or guardians, and to preserve carefully prepared lists of the same.

77. To ascertain, as soon as possible after the first of June next ensuing, how many of the children embraced in the foregoing list have not been at school for eighty full days during the then-current "school year," and to notify the parents or guardians of such children of the exact number of days' attendance made by their children from the first of November until the first of June.

78. To ascertain, as soon as possible after the close of the school year, how many of the children of the section have not been at school during the school year for the period of eighty full days, and to impose upon the parents or guardians of such children a fine of two dollars for each child who has attended school no portion of the year, and *pro rata* in the case of each child who has attended school but has not reached the period of eighty full days.

79. Such fines shall be collected in connection with the sectioned school rates of the following year, and as a part thereof.

80. The ratepayers present at the annual school meeting are empowered to make provision to compensate the trustees for the discharge of the duties imposed by this chapter.

81. In imposing fines for failure to attend the required minimum period of eighty full days, trustees shall exempt such parents or guardians as can show that their children are being properly educated otherwise than in the public schools, or whose children are by reason of delicate health, or being distant over two miles from a school, or other sufficient causes, prevented from attendance.

82. Parents or guardians fined under the provisions of this chapter can appeal, within ten days from the imposing of said fine, to any police magistrate or stipendiary magistrate residing in the section, or, in the absence of such officer, to any acting justice of the peace, who may remit or modify the fine after hearing evidence in such case.

83. It shall be the duty of the Mayor of the City of Halifax to submit annually on or before the first day of October to the city council, the resolution embraced in schedule A, with the substitution of the words "the city of Halifax" for the words "this section," as found in said schedule.

84. Whenever the resolution aforesaid shall have received the assent of a majority of the members of the city council voting thereon, the commissioners of schools, on receiving due

notice of such action of the city council, shall and are hereby required to perform, in respect to the city of Halifax, all the duties assigned by sections 76, 77, 78, 79, 80 and 81 of this chapter to trustees of schools in regard to their respective school sections, and to report to the city council as soon after the first of November as possible all fines imposed by them under provisions of section 78.

85. It shall be the duty of the warden or presiding officer of each town in the province having special municipal incorporation to submit annually, on or before the first day of October, to the town council, the resolution embraced in schedule A, with the substitution of the word "town" for "section," as found in said schedule.

86. Whenever the resolution aforesaid shall have received the assent of a majority of the members of the town council voting thereon, the town council shall and are hereby required to perform, in respect to the municipality, the duties assigned by sections 76, 77, 78, 79, 80 and 81 to trustees of schools in regard to their respective sections.

87. Sections 78 and 81 of this chapter shall be taken as applicable to the city of Halifax and incorporated towns as well as to ordinary school sections.

SCHEDULE A.

Resolved, that the provisions of sections 75 to 87 (inclusive), of chapter 29 of the Revised Statutes, shall be made operative in this section.

SCHEDULE B.

To any of the Constables of said County:

We command you to summon A.B., of _____ County, to appear before us at _____, on the _____ day of _____, at _____ o'clock in _____ noon, to answer to the charge of having failed to cause B.C. to attend school as provided by chapter _____ of the Revised Statutes, "Of Public Instruction." Hereof fail not, and make due return hereof within ten days from the date hereof.

Dated at _____, this _____ day of _____, A.D. 18—.

C. D. }
F. F. } Trustees.
G. H. }

PRINCE EDWARD ISLAND.

The law of Prince Edward Island, passed in 1877, is as follows:—

"Every person having under his control a child between the ages of eight and thirteen shall annually send such child to some public school for at least twelve weeks, six weeks of which time shall be consecutive, and for every neglect of such

duty the party offending shall forfeit to the use of the trustees a sum not exceeding twenty dollars. But in cases of extreme poverty, or where the child has been otherwise furnished with an equal education, or where the bodily or mental condition of the child is such as to prevent his attendance at school, the penalty shall not be incurred.

"The trustees shall enquire into all cases of neglect of duty, and shall prosecute any person guilty of such neglect."

QUEBEC, NEW BRUNSWICK AND MANITOBA.

In Quebec and New Brunswick and Manitoba there are no laws making education compulsory.

SCOTLAND.

Compulsory Laws of 1872.

In 1872 an Act was passed to amend and extend the provisions of the law of Scotland on the subject of education. The following are in brief its provisions:—

69. It shall be the duty of every parent to provide elementary education in reading, writing and arithmetic for his children between five and thirteen years of age, and if unable to pay therefor to apply to the parochial board of the parish or burgh which would then be required to pay out of the poor fund the ordinary and reasonable fees for the elementary education of every such child.

70. It shall be the duty of every school board to appoint an officer who shall keep the board constantly informed of the names and designations of all such parents as have failed and omitted to provide for their children such elementary education as aforesaid, and the school board is authorized to summon any such parent to appear before it. If he fails to give a satisfactory explanation of his neglect of duty and shall not undertake, to the satisfaction of the school board, to perform such duty, the board shall give a written certificate to this effect to the procurator of the district who shall prosecute any such parent before the sheriff of the county.

71. On conviction the parent shall be liable to a penalty not exceeding twenty shillings or to imprisonment not exceeding fourteen days. This procedure may be repeated against the same parent, on a continuance of the same neglect of duty, at intervals of not less than three months.

All fines shall be paid into the school fund.

72. Any person who employs a child under the age of thirteen who has not attended school regularly for at least three years between the ages of five and thirteen and is unable to read and write, and who continues such child in his employment after notice from the school board, or any officer thereof, shall be deemed thereby to undertake the duty of a parent

with respect to the elementary education of such child so long as he remains in his employment, and shall be liable to be proceeded against as provided in the case of a parent, if, without reasonable excuse, he fails to perform his duty; but the duty of the parent shall not thereby be lessened.

73. A certificate of ability to read and write and of a knowledge of elementary arithmetic, granted in favour of any child by one of Her Majesty's inspectors, shall exempt the parent and all employers of such child from all prosecution under this Act.

Amendments of 1878.

In 1878 an Act was passed to further amend the provisions of the law of Scotland on the subject of education. In it are the following provisions:—

5. A person shall not take into his employment (except as hereinafter in this Act mentioned) any child—

(1) Who is under the age of ten years; or

(2) Who, being of the age of ten years and not more than fourteen, has not obtained a certificate of ability to read and write and of a knowledge of elementary arithmetic, unless such child being of the age of ten years or upwards is employed and is attending school in accordance with the provisions of any Act of Parliament regulating the education of children employed in labour, or of any minute of the Scotch education department fixing the standard of education to be required for the partial exemption of children from the obligation to attend school.

6. No child under the age of ten years shall, save as herein-after mentioned, be employed in any casual employment, and no child who is above the age of ten years, but under fourteen, shall, save as aforesaid, unless he has obtained a certificate of ability to read and write and of a knowledge of elementary arithmetic, be employed in any casual employment after nine o'clock at night, from the first day of April to the first day of October, and after seven o'clock at night from the first day of October to the first day of April.

Casual employment shall mean employment for purposes of gain in streets or other places in vending or exposing for sale any article whatsoever and also employment of any other kind outside the child's own home, not being employment the lawful period whereof is regulated by any Act of Parliament.

A school board may, by writing under the hand of the clerk, exempt from prohibitions of this section any child for a period or periods named in such writing, and not exceeding in the whole six weeks, between the first day of January and the thirty-first day of December in any year.

7. A person shall not be deemed to have taken a child into his employment contrary to the provisions of this Act, if it is proved to the satisfaction of the sheriff either—

(1) That during the employment there is not within three miles, measured according to the nearest road, from the residence of such child any inspected school open which the child can attend; or

(2) That such employment is during the school holidays or during the hours during which school is not open, not being hours during which casual employment is hereinbefore prohibited; or

(3) That the employment is exempted by notice of the school board hereinafter next mentioned; that is to say, the school board may, if it thinks fit, issue a notice exempting from the prohibitions and restrictions of this Act the employment of children above the age of eight years, for the necessary operations of husbandry and the ingathering of crops or to give assistance for the period to be named in such notice: Provided that the period or periods so named shall not exceed in the whole six weeks between the first day of January and the thirty first day of December in any year.

The school board shall cause a copy of every such notice so issued to be affixed to the door of all churches and schools in the district.

8. Every person who takes a child into his employment in contravention of this Act shall be liable, on summary conviction, to a penalty not exceeding forty shillings.

9. A parent of a child who employs such child in any labour exercised by way of trade or for the purposes of gain, or who permits such child to be engaged in any such labour on its own behalf, shall be deemed for the purposes of this Act to take such child into his employment.

10. The provisions of this Act respecting the employment of children shall be enforced in the district of every school board by that board, provided that it shall be the duty of the inspectors and sub-inspectors acting under the Acts regulating factories, workshops and mines respectively, and not of the school board, to enforce the observance by the employers of children of the provisions of this Act respecting the employment of children in such factories, workshops and mines; but it shall be the duty of the school board to assist the said inspectors and sub-inspectors in the performance of their duty by information and otherwise.

11. Where the age of any child is required to be ascertained any person on presenting a written requisition and on payment of the prescribed fee, shall be entitled to obtain, under the hand of the registrar, an extract of the entry in the registry for births.

12. If it appears to any sheriff, on the complaint of an officer of a school board acting under this Act, that there is reasonable cause to believe that a child is employed in contravention of this Act in any place, such sheriff may empower an officer of the school board to enter such place and examine it and any person found therein touching the employment of any child therein.

Any person refusing admission to an officer authorized under this section or obstructing him in the discharge of his duty shall for each offence be liable, on summary conviction before the sheriff, to a penalty not exceeding twenty pounds.

13. Where the offence of taking a child into employment in contravention of this Act, is in fact committed by an agent or workman of the employer, such agent or workman shall be liable to a penalty as if he were the employer.

Where a child is taken into employment in contravention of this Act on the production by or with the privity of the parent on a false or forged certificate, or on the false representation of his parent that the child is of an age at which such employment is not in contravention of this Act, that parent shall be liable to a penalty not exceeding forty shillings.

Where an employer charged with taking a child into his employment in contravention of this Act proves that he has used due diligence to enforce the observance of this Act, and that either some agent or workman of his employed the child without his knowledge or consent, or that the child was employed either on the production of a forged or false certificate, and under the belief in good faith in the genuineness and truth of such certificate, or on the representation by his parent that the child was of an age at which his employment would not be in contravention of this Act, and under the belief in good faith in such representation, the employer shall be exempt from any penalty.

Amendments of 1883.

In 1883 an Act was passed in which further amendments were made to the laws relating to education in Scotland as follows:—

Parents shall be required to give elementary education to their children between the ages of five and fourteen.

It shall not be lawful from and after the first day of September, 1885, for any person to take into his employment a child being of the age of ten years and not more than fourteen years, unless such child (1) has passed the third standard prescribed by the minutes of the Scotch education department, and is attending a public or inspected school in accordance with the provisions of the twenty-third section of the Factory and Workshop Act, 1878, or of any minute of the Scotch education department fixing the number of the attendances at school to be required of such children; or (2) has obtained a certificate of ability to read and write, and of a knowledge of elementary arithmetic under the immediately succeeding section.

A certificate of ability to read and write and of a knowledge of elementary arithmetic shall not be granted in favour of any child unless such child has passed the fifth standard prescribed by the minutes of the Scotch education department.

If the parent of a child, without reasonable excuse, neglects to provide efficient elementary education as aforesaid for his child, or fails to secure the regular attendance of his child at some public or inspected school, it shall be lawful for the school board, after due warning to the parent of such child, to complain to a court of summary jurisdiction, and such court may, if satisfied of the truth of such complaint, order that the child do attend some public or inspected school willing to receive him and named in the order, being either such as the parent may select, or, if he do not select any, then such as the court think expedient, and the child shall attend that school every time the school is open, and during the whole time such school is open for the instruction of children of similar age, meaning the day fixed by the inspector for his annual visit, or in such other regular order as is specified in the order.

An order under this section is in this Act referred to as an attendance order. Where an attendance order is not complied with without reasonable excuse, a court of summary jurisdiction, on complaint made by the school board, may, if it think fit, impose a penalty not exceeding twenty shillings, with expenses, or of imprisonment not exceeding fourteen days.

A reasonable excuse for non-attendance shall be sickness or any other unavoidable cause, or the fact that there is no public school which the child can attend within three miles, measured along the nearest road, from the residence of such child.

Where the school board are informed by any person of any child in their district who is stated by that person not to be in course of receiving elementary education by regular attendance at some public or inspected school or otherwise, it shall be the duty of the school board to take proceedings under this Act, unless the school board, for reasons to be set forth in their minutes, think that it is inexpedient to take such proceedings.

REPORT OF COMMITTEE ON EDUCATION IN SCOTLAND.

The report of the committee on education in Scotland for 1888, contains the following on the subject of compulsory attendance:—

On compulsory attendance, our opportunities for taking evidence were almost confined to the large towns.

In town and country the question presents itself in different aspects. In the North of Scotland, we are told by Dr. Robert Ogilvie, Her Majesty's Chief Inspector of Schools for the district, that "in towns the attendance is reasonably satisfactory," the powers of school boards are sufficient, and occasional prosecutions serve as effective warnings to parents in general, except so far as difference of opinion among sheriffs renders it uncertain.

In Aberdeen the school board find that the defaulters are chiefly the drunken day-labourers of no particular trade, artisans of shiftless habits or inferior efficacy, and especially

working women. Of these, except in times of depression of trade, the working woman, whose child is often habitually a truant, is the only parent deserving of real sympathy." The fine and costs together seldom now amount to more than 10s. When the fine of £1 and £1 of costs was the normal penalty, offences were less frequent. But on the whole "only a small residuum of the working classes come before the board as defaulters."

In rural districts, on the contrary, compulsion is "almost a failure." The Code permits children who have passed the Third Standard to be withdrawn for half the year, if "beneficially and necessarily employed at work." Under this clause, as now understood in Aberdeenshire, many more children of school age than in past years are employed in herding and other rural occupations, and this seems to be regarded as "a reasonable excuse" for withholding them from examination. Similar reports have been made in recent years from other country parts of Scotland.

The remedy suggested by Dr. Ogilvie was to entrust the compulsory powers to a board representing a larger area, a county, or a parliamentary division, who would call upon the smaller boards for returns of the absentees. This deserves consideration when county local government comes to be re-organized. In the meantime some good may be done by increased vigilance of the department. In some instances a change for the better has been effected by a circular calling for a return of all absentees. In one case, on a surprise visit in summer, a school was found with "each standard represented by one pupil, except the fourth, in which there were two."

The number presented for examination is also much affected by farm servants shifting at the term from one school district to another. To meet this, it would be well if attendance in the two schools could be allowed to count as if in one.

The case of Glasgow.

In Glasgow great pains are taken to secure attendance by methods described to us by Mr. Mitchell, convener of the school attendance committee. By constant work of the school officers on the streets (for two days of the week in plain clothes), by dealing judiciously and kindly with parents summoned, by good relations with parochial boards, and by the help of charitable agencies, almost all the children between seven and twelve years of age are brought to school. Of children over twelve and under fourteen also we are told that nearly three-fourths are at school, but of children between five and seven less than one-half attend. "The department are always urging upon the board to get more infants to school." The board are less zealous about this, partly because the earlier the children come the sooner they pass the Fifth Standard and leave. We think, however,

that the department is right in attaching great importance to the early discipline of character and training of attention to be acquired in infant schools. For the more promising children much may be done to encourage them to remain by a liberal supply of small bursaries, to be held at grant-aided schools by those who have passed the fifth standard. In Glasgow more than 200 such bursaries were advertised this year for competition, and the scheme for the Marshall Trust will soon add largely to their number. On the whole the school board seems to desire no change in the compulsory clauses, and under a local Act of 1878, Glasgow has day industrial schools, which are working well outside of, but in harmony with the School Board.

The case of Edinburgh.

In Edinburgh, on the contrary, it was represented to us by Miss Stevenson, for twelve years convener of the school attendance committee, that there is a certain class for whose case the present compulsory powers are insufficient. Of these "neglected children" about 500 are destitute, or have vicious parents. The rest are children of respectable parents, widows and widowers, who are at work all day, and unable to control them. It is desired to obtain legal power, as given in the English Act of 1866, to commit such children by order of court, at the instance of the school board, to certified day industrial schools for short periods of detention. It is admitted that there might be some difficulty in providing for religious instruction of Roman Catholics, but they would be protected, as in England, by a conscience clause. If this difficulty were got over, detention of the child would certainly be a more hopeful remedy than punishment of the parent, which also the court is often unwilling to inflict. The sheriff in Edinburgh, indeed, had said publicly that the work of the Committee was ineffectual from the fact that they had no power to secure the proper attendance of truant and neglected children. In Aberdeen also the school board has repeatedly petitioned for day industrial schools.

Dundee.

In Dundee, the number not regularly attending school is large. This was ascribed partly to chronic ill-health, from living in wretched dwellings of one room, but chiefly to the dissolute and drunken habits of the parents. The remedies for both these crying evils rest with other than educational authorities. Under such sad circumstances the same parents are prosecuted again and again, and in default of payment of fines it is not uncommon to send them to prison. These prosecutions have an important indirect effect on other parents. Voluntary agencies also, providing a clothing fund, and free

dinners, have helped much to bring very poor children to school, and to get better work from them. More is done by drawing than by driving. Penny schools have been found very successful in inducing the poorest to attend. It was admitted that more accommodation of this kind ought to be supplied, and that a more vigorous policy could then be pursued in regard to the inferior adventure schools, which still linger on in Dundee. One witness was strongly of opinion that in the poorest districts schools should be entirely free up to the third standard. The Parochial Board are liberal in paying for children recommended to them by the school board. In the evening schools the fees are low, and pains are taken to make the teaching attractive.

In general, so far as the evidence goes, we are of opinion that the existing legal powers should suffice, if used with vigour, tact, and kindly feeling, to deal with the difficult and delicate question of compulsion. But for large towns we recommend the extension to Scotland of the power of establishing day industrial schools, as given in the English Act of 1866, or in the Glasgow Act of 1878.

The recommendations made by the committee on this subject are as follows:—

1. That in general the existing legal powers of compulsion, if used with vigour and discretion, should suffice.
2. That in country districts vigilance should be exercised by the Department to prevent laxity in accepting ordinary rural occupations as "a reasonable excuse" for withholding children from examination.
3. That, in order to meet the case of neglected children in large towns, the power of establishing day industrial schools, as given in the English Act of 1866, or in the Glasgow Act of 1878, should be extended to Scotland.

EVIDENCE GIVEN BEFORE THE COMMITTEE.

The evidence given before the committee on this subject is of interest and a portion is given.

Evidence of Mr. William Mitchell, convener of the school attendance committee of Glasgow.

One of the questions referred to us is that of compulsory attendance of children at schools, and I should like to begin it from this point of view; there are, I suppose, a very large number in Glasgow of children whom it is distinctly difficult to get to attend?—I would say that, with certain limits, the limits of age from 7 to 12, we have succeeded pretty nearly in getting the whole of the children of that age to school, with the exception of some of the very lowest class, but there is still a very wide field under 6 years, and between 6 and 7, and beyond 12—from 12 to 13. Of children from 5 to 7 we have a population in Glasgow of 25,708, and of these only 11,500, or the one-half, are found on school rolls. Between 7 and 12, the population is estimated at 54,572, and we have on

the school rolls 54,654, showing that the whole of the children between 7 and 12 are on school rolls. Their attendance is, of course, a different matter, and will be spoken of subsequently. Between 12 and 14 there is a population of 10,241, with 7,470 on school rolls, so that our attention is chiefly directed to the two extremes, under 7 and above 12, except a certain number of the lowest and poorest class of children from 7 to 12.

Means used to secure Attendance.

By what means have you succeeded in getting so many of the children to school?—We adopted a system in the first year of the school board's existence, and that system has been steadily and regularly continued ever since. I hold it to be of the first importance to get hold of a good system and keep to it, so that the parents may be educated thoroughly into it, which is a great step in the right direction to begin with. We have two modes of ascertaining the names and addresses of defaulting children. Every week our officers call at all the schools of the city, including Roman Catholic and Sessional, and all other schools as well as the board schools (except what are called higher class schools), and get from the teachers a tabulated list of all children who have absented themselves, or who have attended so irregularly as to make it necessary that the officers should call upon the parents and warn them.

Do you supply the forms to the other schools for making these returns?—We do. That is one mode. The other is, that for two days in the week our officers are on the streets in plain clothes. They take off their ordinary uniform, because we know that if they had on their uniform the children would run away. They exchange their districts every now and again, as their faces get familiar to the children, and go up to all the children they find on the streets during school hours. The children are ready to answer, when once they are fairly in the toils. We never lose sight of the fact that it is the parents we have to deal with, rather than the children. Some people think that there is nothing for the officers to do but to collar the children, and carry them off to school, but we cannot legally do that. The officers bring to the school board office the names of the children's parents. They then classify the names and addresses into the various districts, so that each officer only calls on the parents within his own district. The first necessity of the case with us is to classify the names. We cannot proceed satisfactorily, unless each officer has the names of the defaulting children who belong to his own district. The next step is that the officer calls upon the parents, remonstrates with them, and warns them of the consequences of such default. He usually gets the promise from the parents that the child will be sent to school. The officer gets the name of the school to which the parent promises to send the child, and calls at the school to ascertain if the child has been sent. If so, good and well, but if not, then the officer leaves a printed warning form, in which is entered the name of the child and

the parent; also a copy of the result of prosecutions of other parties left along with it, for the purpose of letting the parents see what the consequences will be if they do not attend to the board's requirements. That is the second step after the first has been found ineffectual. It may be a week or a fortnight, or three weeks, after the first call of the officer when this notice is left, according to circumstances. I may say that between these two steps the greater number of the irregular and absentee children are got into school.

Effects of Compulsion.

Is that when you have taken the first and second step?—Yes, the first step sweeps away probably 60 per cent. This warning form sweeps away another 20 per cent., and we may have still 20 per cent. left to deal with. Then we take the third step, which is a summons before the board meeting. This summons I look upon as very important. The parents know that it is a legal document, which it really is, and when it is left with them they are a good deal frightened, and the consequence is, to a very large extent, that the summons is obeyed. It asks a parent to come to a board meeting at such and such a school, and at such and such an hour, and to bring the children with them. We hold these meetings personally. We find that after the holidays the children are most apt to be absent and irregular, and we hold these meetings weekly for perhaps a month or six weeks immediately after the holidays, and at other times fortnightly. We hold the meetings by rotation in all the districts of the city. It has a very marked effect in the district where the meeting is held. The parents with their children are seen flocking to it, and all the children in the school see that such a meeting is being held, and they let it be known, and evidently outside it has a very wholesome impression. We summon about 100 parents and children to each meeting. We have five different rooms in the school allotted to five different members of the board. We cannot expect every member of the board to come to each meeting; but there is an arrangement by which we have usually at least five members present. Each of these has a room and a table, and before this table the parents with their children who are in default sit down and are questioned and remonstrated with. The variety of social life which is brought under the notice of the board is something unparalleled. We see society to its lowest depths; not only the degraded forms of society, but the distressing forms of society—deserted wives and poor widows who have been left suddenly in widowhood.

I suppose you have many cases where it is difficult to enforce attendance?—Yes, it is difficult. I have been at this work for fourteen years, and at the meeting on Wednesday last there was brought to light as great a variety of new kinds of cases as I have met with at any other meeting that I have been at before—new features of society. It would be impos-

sible for me to tabulate the forms of distress and difficulty, they are so varied.

Percentages with Valid Excuse.

What percentage do you find have a sufficiently valid excuse? —Of those who are summoned about eighty per cent. come to the meetings. These are distributed by the principal officer over the different members of the board, each of whom may have a dozen or twenty cases brought before him at one meeting. There is a clerk (one of the officers) taking notes with each member of the school board. Each member has before him the names of the parties who are summoned, and the particulars, so far as known to the officers beforehand, whether it is one child or two children; whether they have been formerly summoned; what school they have been attending, and such questions; and then the excuse that has been made to the officer for their non-attendance. It is usually the mothers who come—not the fathers. The fathers are summoned; but we have, from the beginning, allowed the mothers to come, knowing that it would lose the father a day's work, and that generally the mother is of more importance than the father in a matter of that kind. Probably about one-fourth are males or fathers, and three-fourths are mothers. They are dealt with in a very kindly way. In case of contumaciousness the members of the board are in a position to warn the parents that this is not the final step, but one preliminary to a final dealing, which is prosecution. Sir Michael Connal has a very kindly excellent way of dealing with them, and spends a great deal of time over it, asking them the reason of their present distresses and why their children are not at school, and what steps they have taken to improve themselves, and whether they have not applied to one or other of the different agencies which might have helped them. We have a great many agencies in this city to help such children. In a large number of cases I think this dealing with them has the effect of putting a little heart into the parents, by showing them that their circumstances are not hopeless, and, possibly, pointing out some of the agencies founded for their benefit, and getting the promise that they will send their children to school. I have given here a little analysis of the result of one meeting. After every meeting, the principal officer draws up an analysis of the meeting.

ANALYSIS OF RESULT OF MEETING WITH DEFAULTING PARENTS.

| | |
|---|-----|
| Parents summoned..... | 104 |
| Gone to school after summons was served.... | 41 |
| Promised to send..... | 17 |
| Ill, and doctor to visit..... | 2 |
| Exempted for evening school..... | 11 |
| To be sent to industrial school..... | 2 |
| For further dealing or prosecution..... | 13 |
| Failed to appear..... | 18 |

— 104

Parents Summoned.

Here you find a hundred and four parents summoned. The very reception of the summons hurries them to send their children to school so that they may be able to say that they are at school before they come to the meeting. We find here that there are forty-one out of the one hundred and four who are able to say that their children had gone to school, and that is taken a note of. Many such parents have probably often deceived the officers in the past, and would likely deceive them in the future, and the duty of the officers is to find out after the meeting whether it is the fact that they have gone to school, and, if so, their case is ended. Here are seventeen promises to send the children to school, which promises are always subsequently verified. Very often we find excuses made about sickness, and there may be two or half a dozen cases at each meeting where the doctor is asked to visit. We have a medical man, who is paid according to the number of visits, and whenever we have a statement of this kind, we ask him to visit the children, and report; and his certificate exempts them from attendance if he reports that they are really ill.

In the event of getting an excuse accompanied by a certificate from another doctor, do you accept it?—Yes, if it is a doctor that we know anything about. There are, very often, sad cases where we exempt them, even although they are not in the legal position of meriting exemption. Here is a man who tells us that his wife has just died, and that he has a little girl perhaps twelve years of age, who is in the fourth standard, and there is no one to keep the baby but the little girl. There are many cases where it is the reverse of that—where the father has died and the mother has gone out to work, and has left younger children under the charge of an elder girl or boy.

Certain Excuses not Accepted.

Do you accept an excuse of that kind?—We do not accept it, if there is an absolute neglect of education.

But where the circumstances point to the family doing their best?—We have a reading book at every meeting, and we say to the child, "Let me hear how you can read," and if the child can read and write and count a little, in these circumstances we overlook a great deal of what may be called legal necessity in respect of education, and give them some amount of concession in the way of not attending day school, on condition that they go to evening school. We have a very complete system of evening schools, which makes it easier for us to grant such occasional exemptions.

In the estimate you gave us of those who ought to attend, do you include in the larger figure all upon the census list?—We compare this list with the number on the rolls of the different schools.

Lists of Children not on School Rolls.

But you have also lists of all the children throughout your district, whether on the school rolls or not?—We have a considerable list of children who ought to be at school, and we are working them up.

Prosecutions.

These different steps enable us to reduce the dealing with the parents to a minimum of prosecutions. Our prosecutions, as I have stated in a paper I have submitted, are one or two out of each default meeting, or of 100 cases about two per cent. of those who have been summoned. Prosecution is only resorted to after all previous dealing has failed. Last year's prosecutions numbered 62. The number of prosecution since 1874 was 838, giving an average of about 65 per annum. Out of the 838 prosecutions there were 808 convictions. Of the 808 convictions, 220 were admonished by the sheriff, 349 paid fines varying from 2s. 6d. to 20s., and costs of a similar amount, and 239 were sent to prison. The cost of prosecution in 1886 amounted to £147, out of which fines recovered were £29. The cost per case since 1874 has averaged about 32s. With regard to the results we do not look upon prosecution as favourable to the interests of the children. They are the very lowest class of parents who are prosecuted. They are mostly men. In a good many cases the women express themselves as not sorry that the men are sent to prison for a time, they think it will do them good. It is absolutely necessary as a final resort. I think all the rest of the dealing hinges upon our having this power, even if not exercised.

How to Retain Children at School after passing Fifth Standard.

With regard to the children who leave school about twelve years of age I wish to point out that we would like to see a much larger number of the children between twelve and thirteen remaining at school. Far too many go away after the fifth standard. That is one reason why we are not extremely anxious about these 10,000 infant children who are under six or seven years being pressed into school. That is a point the department are always urging upon us, to get more infants to school, but one reason why we do not look upon that as so absolutely imperative is, that the younger the child is when it begins education, the earlier it is brought to the point when it can pass the fifth standard; consequently children got to school at five may pass the fifth standard at eleven years of age, and unless the parents are willing to continue them at school beyond that age, what are you to do with them? I was examined before the endowment commissioners, and Lord Shand asked me a question whether small bursaries would

assist materially in retaining such children at school. I was very well pleased with the suggestion, and said that it would to a certain extent. I believe that these small bursaries will have that effect. I think that Dr. Robertson, and those who hold his views, are pressing unduly the view of too much secondary education in connection with the small bursaries. I think that these small bursaries should assist materially in continuing these lads and girls who have passed the fifth standard, and who are eleven or twelve years of age, for another two years at school, taking the usual ex. VI., and specific subjects without looking too exclusively at what may be called secondary education. I am anxious to have the bursaries held in a large number of our schools, and not limited to six or seven. Whenever it is known that there are bursaries which can only be held in a few selected schools you discourage competitors in the other schools on account of the possibility of their requiring to leave the school where they have received their past education. My feeling is that these small bursaries should be pretty well distributed over the schools for the purpose of encouraging the parents to continue their children longer at school.

Duties of Officers.

What do you know of the names of the children who are not yet enrolled on the list of school children?—Nothing, except that the officers are constantly on the streets looking out for children during school hours who are not at school.

And do they get the name of every such child they come in contact with?—Yes, as a rule. Occasionally they deceive us, and give us wrong names and addresses, but we follow up such cases, and we know that the same children will be found again.

But on the whole you have a very large proportion of the names of the children who ought to be at school?—Yes.

Evidence of Mr. Robert Ogilvie, chief inspector of schools.

Your attention has been directed, I suppose, to the question of compulsory attendance in your district, both in town and country?—Yes.

In towns, how is the attendance?—It is reasonably satisfactory.

There is no large class failing to attend?—Not in towns.

Are the compulsory powers used by the school boards?—Yes.

And they know about all the children in the town, they have them all on a list, I suppose?—Yes, as a rule.

Have they been obliged to have recourse to prosecution?—Yes, occasionally.

Has that much effect in warning the rest of the parents and making them send their children?—Yes, only sometimes there is difference of opinion amongst the sheriffs, they come to different findings.

Do you think the present compulsory powers are sufficient for boards in towns?—Yes, I think so.

In the country are the difficulties greater?—It is almost a failure in the country.

Is that from the different nature of the industry or the distance of the children from the schools?—It arises from the fact that the school board is drawn from such a small area, that prosecution is a very unpopular and thankless task.

The school boards do not take it up so energetically as in the town?—No, and they cannot do it so well because of the small area from which they are drawn.

What would be the advantage of a bigger area?—The removal of local feelings. Take the clergymen of rival denominations, it is an unpopular thing for one to go in for it while another opposes it.

They are too much neighbours; they know too much about one another, I suppose?—Yes.

And putting the law in motion is an invidious thing?—Yes.

But that shows an extraordinary idea of the working of the compulsory clauses; because, properly speaking, they ought to put themselves in motion. There is no selection out of a certain number of children for prosecution, the whole batch ought to be prosecuted, and that does away with all feeling. The individual who does not attend is the only person to blame?—Yes, that is all very well in theory, but practically it does not work.

Effect of Fishing Industries.

Does the fishing industry interfere with the attendance of children?—Yes, at a certain time of the year. For instance, at Peterhead and Fraserburgh, there is a large exodus for Shetland and other localities of the parents with a contingent of the children.

Then those children fall short of the requisite number of attendances in the year?—Not necessarily, but it materially curtails the year's attendance.

Are the children much withdrawn for agricultural work?—That is a different question. Article 20 in the Code permits children to leave for six months, it may be, if the managers certify that they have been beneficially and necessarily employed at work, and have passed the third standard. That is carried out to a very great extent now in Aberdeenshire. Formerly that clause was not well understood, there was a blissful ignorance about it; but now herding and other rural occupations are much more prevalent than in past years.

Then is a child considered to be necessarily employed at work if its parent declares that he wants the wages and the child has gone to herd cattle?—Not without the approval of the board. The school board must certify. But as a matter of fact the teacher draws up the list, and very often judiciously excludes those who may not be supposed likely to pass.

How does he reconcile that with the words of the certificate "beneficially and necessarily"?—That is not his matter, he simply prepares the list. It is for the school board to certify that. As a rule the school board certifies the list the teacher presents. There have been exceptions here and there, but they are few and far between.

Would you consider the "necessarily" to mean that the child is wanted to earn wages?—That is so in towns.

These children do not give half-time attendance, they are present one-half of the year, and absent the other half?—Yes, and the consequence is they have a long time for forgetting. It would be a much better plan if the Act was that they should attend every alternate day or at least every alternate week.

How would that act in regard to those who go to the Stornoway fishing? It would preclude the children from going unless they had passed the fifth standard, which would be no great hardship.

Half-time Attendance.

Do you think the half-time attendance would work well if it was from week to week?—It would remedy a good deal of the short attendance; it would be a very salutary check.

Do you prefer alternate days for attendance, or the half of each day?—I think the alternate day is better. If it is the half of each day, the children come to school quite tagged, and sometimes even fall asleep.

I suppose it would be difficult to get wages for a child if it came every alternate day or alternate week to school?—The child could not take service unless there were two of a family that went alternate days or weeks.

Do you think the Code is too loose upon that point—allowing children to be withdrawn upon a certificate of that kind?—Yes, I do.

If it were more strictly construed it would tie them up pretty tightly?—Yes; and the remedy I think for all these things is the large area—for compulsory attendance.

A more responsible school board?—Not a more responsible school board, but a board drawn from a wider area, so that local feeling will be entirely excluded.

The board are too easy with their immediate neighbours?—Yes; and it is too much to expect of human nature that it can be otherwise; the remedy is a county board for compulsory attendance, or a parliamentary division, or anything larger than the parish.

You would suggest giving the enforcement of compulsory attendance to a different board from that which works at present?—Yes, to a larger board. The smaller board might do a great deal in the way of visitation and persuasion, so

that it would only be necessary occasionally to have recourse to the compulsory powers of the bigger board.

And the bigger board might work partly through the smaller board?—Yes, they would call upon the smaller board for a return of the absentees.

Do you not think it is very desirable that attention should be paid to local requirements?—Yes; but you still have the small board making the representation with regard to the local requirements.

But that is a matter I suppose in which you would consult very much the requirements of the immediate locality?—Yes, the bigger boards should consult the parish boards.

But that should be by way of representation from the smaller board to the larger board?—Yes.

Have you experience in your district of a class similar to us in the west—people who systematically take no trouble in sending their children to school, and when the Compulsion Act is put in force they go to prison, and their families are thrown upon the rates, and when they come out of prison they are no better?—No, I do not think there is much of that sort of thing in the north of Scotland.

What did you say about the certificates being used to keep back children from examination?—As a rule, the board sign the teacher's list, but, of course, as the presentation is permissive, not compulsory, it is natural for him to exclude those who would be pretty sure to fail, and the consequence is that some children slip through the school without passing any standard after the third.

And that gives an illusory appearance to the returns of the school, it makes them seem better than they really are?—To some extent.

Children under Ten.

Have you any experience of children being withdrawn under the age of ten?—Yes, and a very capital remedy for such cases is circular seventy-two (Dec. 1885), calling for a return of all the absentees, say, who are present in April and absent in July. Mr. Robertson in his report for this year, mentions the cases of children who, after the issue of the circular were withdrawn from employment and sent back to school. Mr. Andrew reports in the case of Glenlivet, that he inspected the school in April when there were sixty-five children present, and that he made a visit without notice in the course of the summer, and found each standard represented by one pupil, with the exception of the fourth in which there were two.

The rest were all away at work?—Yes.

Your main remedy would be to have larger boards?—Yes, because in large towns there is comparatively little difficulty in the matter.

Aberdeen Schools.

Evidence of Rev. J. M. Dawson, chairman of the Aberdeen School Board.

1. Only a small residuum of the working classes (*bona fide*) of Aberdeen come before the board as defaulters.

2. The drunken, the day labourers of no particular trade, artisans of shiftless habits or inferior efficiency and especially working women (either widows or the mothers of illegitimate children) are the parents who make up the great majority of defaulters.

Of these, except in times of depression of trade, the working woman whose child is often habitually a truant is the only parent deserving of real sympathy.

3. Prosecutions, except for the issue of an attendance order, have not been found excessively expensive. Lately, however, the penalties inflicted have been smaller than in former days, and consequently the board's share of costs has been greater.

4. Attendance orders are of doubtful advantage. The school board resorts to them as a milder form of judicial dealing than the infliction of a penalty after formal prosecution. But in a short time the defaulter ceases to heed them. If the order is disobeyed no punishment can follow until a second complaint has been made by the board, and when punishment is inflicted the order lapses, and the old round begins again. A summary prosecution costs 30s.; the order with its two necessary complaints before obedience is enforced costs £3.

Morally, the effect of the order is bad upon the habitual defaulter, who quickly distinguishes between its *brutum fulmen* and a sharp sequence of a fine. The old offender is sometimes sent to the sheriff for an attendance order after having once or twice been fined, and rejoices in the new lease of law breaking thus secured to him. The compulsory officer states that offences were less frequent than now when the fine is of £1 and £1 of costs was the normal penalty. The fine and costs together seldom now amounts to more than ten shillings.

Then I have a comparative table, showing the number of persons summoned before the board as defaulters during the years 1882 to 1886; the complaints withdrawn and dismissed; the fines imposed and recovered; and the costs of the prosecutions. Last year we have lost £35 10s. 6d. by our prosecutions.

ABERDEEN SCHOOL BOARD.

RESULTS AND COSTS OF PROSECUTING DEFAULTING PARENTS.

Years 1882-86, inclusive.

| Year. | Number of Defaulters. | | | | | | | Fines and Expenses. | | Cost of Prosecution. | Difference (paid by School Board) between costs and fines recovered. |
|---------|------------------------------------|-------------|-----------------------------------|---------------|--------------------------|-------------|-------------------|---------------------|--------------------|----------------------|--|
| | * Summoned to appear before Board. | Prosecuted. | Complaint withdrawn or dismissed. | Convicted and | | | Imposed. | Recovered. | | | |
| | | | | Fined. | Attendance order issued. | Admonished. | | | | | |
| 1882... | 179 | 20 | 0 | 19 | 0 | 1 | £ s. d. 21 5 0 | £ s. d. 15 5 0 | £ s. d. 31 13 0 | £ s. d. 16 8 0 | |
| 1883... | 219 | 23 | 1 | 18 | 0 | 4 | 21 0 0 | 12 15 0 | 33 9 6 | 20 14 6 | |
| 1884... | 132 | 22 | 2 | 18 | 0 | 2 | 12 0 0 | 9 10 0 | 33 6 6 | 23 16 6 | |
| 1885... | 240 | 20 | 3 | 14 | 3 | 0 | 12 7 6 | 11 17 6 | 29 1 6 | 17 4 0 | |
| 1886... | 269 | 31 | 2 | 15 | 14 | 0 | 12 2 6 | 8 7 6 | 43 18 0 | 35 10 6 | |
| | 1099 | 116 | 8 | 84 | 17 | 7 | 78 15 0 | 57 15 0 | 171 8 6 | 113 13 6 | |

* Number of summonses issued, same defaulter in certain cases more than once.

Lowering of the Fines.

Has the lowering of the fines been the act of the sheriff?—Yes, I think the sheriffs here take a very strong view against the compulsory clauses. I think they find some difficulty in interpreting the Act; indeed they practically do it differently from each other.

Has the board much relation with private societies and benevolent agencies for bringing in children?—Oh, yes, our most perplexing cases are those of truant children, whose parents, or generally whose mother, she being the sole guardian, cannot leave their work to see the child enter a school. For these, as the board has repeatedly petitioned, the institution of day industrial schools is urgently needed. There are several of these institutions in Aberdeen more or less benevolent, not quite of the class of industrial schools under the Home Secretary, and when it is a very urgent case we try to prevail upon some of the patrons to take an interest in the child and get it in.

As a board you would strongly advocate establishing day industrial schools?—Yes, and the Scottish Episcopal Board has petitioned to the same effect.

The premature curtailment of school life is coming to be the question of questions. For more than half the children of

Scotland the 5th standard constitutes the leaving certificate. Knowledge rapidly acquired and early cut short, like seed cast on a thin soil, lacks the qualities which secure permanence and growth.

"Oh, the little more, and how much it is !
And the little less, and what worlds away !"

Mr. Bathgate's Opinion.

Then in Mr. Bathgate's words he writes :—

"I may be excused for referring to the remarks which I made last year on the bad effects of exemption from attendance on passing the 5th standard. I do so only because I believe that public opinion on this point is rapidly maturing. I observe that during the year we examined 3,091 scholars in the 5th standard, and only 1,169 in the 6th. These figures correspond almost exactly with those of last year. I believe that the permission thus given by the Legislature is used, not so much to relieve the really necessitous cases as to develop a selfish and careless habit among parents who do not require such indulgence. I may select as a typical instance a school in which at the inspection in 1888 there were 77 scholars presented in the 5th standard. In the following year there were only 25 scholars presented in the 6th. Out of the 77, 21 left school only 11 years of age, having probably attended for little more than five years. Now this is a school frequented by the *elite* of working-class children, the average of the fees paid being £1 per annum, as compared with 12s. per annum in a neighboring board school.

"A few sentences relating to a similar state of things in England uttered by well known public men may be quoted as relevant to the situation in Scotland. Sir Lyon Playfair says: 'This means that the educational expenditure of the country is largely unproductive; that a great proportion of it is wasted because the little learning of those who leave school is lost in a few months or years.' It means, as Mr Fisher expresses it, 'that we are guilty of the incredible folly of spending seven millions sterling every year in pouring knowledge into the minds of our children, and then of refusing to secure to ourselves by a little additional expenditure the full value of our money.'

In Dr. Stewart's general report for 1889 for the Northern Division of Scotland, Mr. Welsh writes as follows :—

Our greatest difficulty as a board all along in working the compulsory clauses has been in cases of notorious truancy. In such cases parents are often powerless, and I do not see how this difficulty is to be overcome unless the court have power on the representation of school boards, to send habitual and hopeless truants to a certified industrial school. Under the Industrial Schools Acts the court at present has this power, *with the consent of the parent*, but in absolutely necessary

cases this consent is sometimes withheld, with the results that truants fall into crime, and being no longer eligible for admission to the industrial school are sent as stamped criminals to prison and the reformatory."

GLASGOW.

In their general summary of work for the period from March 1885, to March 1888, the school attendance committee gives the following:—

The Work of the School Attendance Committee.

Referring to the general summary of work, March 1873—January 1882, and March 1885, the school attendance committee have now to continue the record of their labours from 1882 to date:—

The number of committee meetings held since 31st March, 1885, has been 39, in addition to meetings with defaulters subsequently noticed.

ROLL AND ATTENDANCE.—It will be seen from the following table that the number of children on school rolls and in attendance has been steadily increasing from year to year. This increase is all the more marked when it is observed that the population of the city has not greatly increased:—

Progress in School Attendance—1873-1887.

| | | | | | | | |
|----------------------|--------|--------|--------|--------|--------|--------|--------|
| Number on Roll, | 1873. | 1875. | 1876. | 1877. | 1878. | 1879. | 1880. |
| | 53,790 | 66,518 | 65,287 | 67,869 | 70,202 | 70,943 | 70,702 |
| | 1881. | 1882. | 1883. | 1884. | 1885. | 1886* | 1887. |
| | 72,358 | 74,024 | 77,607 | 80,703 | 82,285 | 81,718 | 83,216 |
| Number in Attendance | 1873. | 1875. | 1876. | 1877. | 1878. | 1879. | 1880. |
| | 43,803 | 53,805 | 54,112 | 57,423 | 58,660 | 59,968 | 59,143 |
| | 1881. | 1882. | 1883. | 1884. | 1885. | 1886. | 1887. |
| | 61,012 | 62,467 | 65,887 | 68,290 | 70,885 | 68,263 | 70,239 |

In 1873 the total population of the city was 513,665; the estimate of population at end of 1887 being 534,017.

In 1873, the total children 5 to 13, was 7,294. The estimated number at end of 1887 was 90,517, showing an increase of 3,223. Of these 90,517 children there are—

| | Population at these ages. | On Roll at these ages. | On Roll at these ages. |
|--------------|---------------------------|------------------------|------------------------|
| 5 to 7 years | 25,704 | 1887. | 1886. |
| 7 to 12 " | 54,572 | 11,822 | 11,500 |
| 12 to 18 " | 10,241 | 55,458 | 54,654 |
| | | 7,959 | 7,470 |

The total increase of children at school since 1873 amounts to 29,420 on Rolls, and 26,436 in attendance.

GENERAL WORK OF THE OFFICERS.—The officers visit all the schools, both public and other schools, every Friday, and receives from the teachers lists of absentee and irregular

*Industrial schools, etc., excluded from this and subsequent returns.

children. These children are visited, and the results communicated to the teachers on the following Friday, when the officers call for new lists.

In addition to looking after the ordinary irregulars and absentees, whose names are supplied by the teachers, the officers take the names and addresses of children found wandering about the streets; they also patrol the streets on certain days looking specially after such vagrants. Each officer has his own district, and is responsible for the attendance of children living within it. The number of officers in the service of the board is 36.

DEFAULTER'S MEETING.—These meetings have been held one a fortnight or thereby in various districts of the city according to rotation. About 100 parents are usually summoned to each meeting, and are dealt with according to circumstances. The deserving poor are counselled and are frequently put into communication agencies which exist for their benefit; the others are sharply dealt with. During 1885, 1886, and 1887, sixty-seven defaulters' meetings have been held. They are invariably followed by the best results.

PROSECUTIONS.—No prosecutions are entered upon till every effort on the part of the officers has been exhausted. Prosecutions are had recourse to, more for the purpose of example and warning, than for punishment. A few cases are chosen with discrimination in certain of the worst localities and are brought before the sheriff. These parties are convicted, fined, or imprisoned. This speedily becomes known, and produces a beneficial effect. The number of prosecutions authorized by the present board has been 254.

CASUAL EMPLOYMENT OF CHILDREN.—The officers continue to patrol the streets two nights a week, for the purpose of looking after children engaged in casual employment. No child of school age is allowed to be on the streets, engaged in casual employment, after seven o'clock in winter and nine o'clock in summer. The evil has not been altogether remedied, but a marked improvement has taken place. Several parents who had been repeatedly warned, and had failed to comply with the requirements of the Act, were brought before the sheriff and convicted. These convictions speedily become known among street children and their parents, with the most beneficial effect.

The Poor Children's Dinner Table Society have, as usual, helped to feed and clothe a large number of children. The school board officers are provided with tickets for these tables, which, in case of urgency, they are required to distribute. They have also been kindly furnished by the directors of the Evangelistic Association with tickets for breakfast at the Day Refuges for any specially destitute children they may discover. The agents of the society have visited and supplied with clothing numerous families brought under their notice by the school board.

Dr. Kerr's Opinion.

Dr. John Kerr, one of the chief inspectors of schools in the southern division of Scotland, in his report for 1889, gives the following on the subject of compulsory school attendance:—

The Edinburgh board complain, and with good reason, of the withdrawal from school of children at an early age. The following is a quotation from the report by the committee on school work:—

"Many children pass the standard of exemption, the 5th, before they are 12 or even 11 years of age. During the past session, out of 2,164 children presented for examination in the 5th standard, 1,102 were under 12 years of age, and 1,062, 12 or over. If the returns of the various years be examined, it will be found that more than one half of the children presented for examination in the 5th standard during one session disappear from the school registers the next. In session 1887-88 the number of children presented for examination in the 5th standard was 2,203, and in session 1888-89 only 1,033 were presented in the 6th. Another point worthy of note is the small number of children at school who are over 13 years of age. In session 1887-88, out of 15,983 children presented for examination, the number above 13 years of age was only 255, or 1.5 per cent.; this last session, out of 16,851 presented the number over 13 was 284, or 1.6 per cent., showing an almost infinitesimal increase. It is, perhaps, too early to form any definite opinion as to the effect which recent legislation will have on the attendance of children at school, but, so far as can at present be judged, it will lead to a large decrease in attendance in the non-compulsory standards, unless further relief of fees be granted."

It is, I think, the general experience that the age at which children pass the standard for exemption is steadily diminishing, and the question how to provide for them during the year or two when neither the school board can compel their attendance nor employers accept their services becomes a somewhat serious one. Both on moral and educational grounds it is desirable that the exemption standard should be VI instead of V.

Dr. Ogilvie's Opinion.

Dr. Ogilvie in his general report for 1889 writes as follows:—

In an exhaustive return lately submitted to the Glasgow board by Mr. Mitchell, whose name deserves, as last year, honorable mention in this connexion, it is maintained that all the children in the city from 7 to 12 are on school rolls. The percentage of average attendance, ranging as it does, from 70 to 90 per cent. in the different schools, indicates that the locality of the school and the circumstances of the children are the principal factors in regulating the attendance.

Persuasion is the main arm on which the board relies, and in the case of all but the lowest class of defaulters it is generally found to be an efficient remedy. Whilst some 90 cases were last year taken before the sheriff, as many as 2,620 families were summoned before the board and dealt with by remonstrance.

ENGLAND AND WALES.

Extracts from Sonnenschein's Cyclopaedia of Education.

The whole of England and Wales is divided under the Elementary Education Act of 1870, (Mr. Forster's Act.)

School attendance committees are appointed under the Elementary Education Act of 1876, (known as "Lord Sandon's Act"), to compel the attendance of children at school in districts in which there are no School Boards.

By 1876 there was a general desire for compulsory education at schools throughout the country, but the Government of the day were not prepared to force a School Board upon every district. Hence in the Act of 1876 Lord Sandon provided that in every school district without a School Board an Attendance Committee should be formed. The Committee is reappointed every year and has nothing to do with the schools or with providing school accommodation. Its business consists almost exclusively in compelling children to attend the voluntary schools, for which purpose it can demand of the managers of the voluntary schools, returns and particulars of the attendance of children. The powers of the Committee to compel attendance at school exactly correspond with those of the School Board. It appoints a chairman and vice-chairman, a clerk, and attendance officer to look after the children, grant certificates of half-time, and full-time, exemption, etc.

Attendance Committee.

It reports from time to time to the body which appoints it, but it is responsible to the Education Department by whom it may be declared "in default," and superseded if it neglects its duty. The Act of 1876 providing for the appointment of Attendance Committees did not render it incumbent upon the Committees to make by-laws for compelling children to attend school, but it conferred upon the Committees power to proceed against employers for employing children of school age during school hours, and power to prosecute parents who "habitually neglect to provide elementary education for their children. A few of the districts, of which Manchester at the time was one, had sufficient voluntary school accommodation but adopted the School Board system mainly for the sake of the power to compel children to attend school, which could not at that time be had without a School Board. The Act of 1880,

called Mr. Mundella's Act, required all School Boards and Attendance Committees to make by-laws for compelling parents to cause their children to attend school, and so compulsory attendance was made universal. The foremost duty of the School Board is to see that there is public school accommodation for all the children of the district between the ages of three and eighteen for whom instruction in public elementary education is needed. The next great duty of the Board is to secure the attendance at school of all the children between the ages of five and fourteen, subject to certain exemptions. A School Board clerk must be appointed and a treasurer. Provision is also made for the appointment of Attendance Officers to be engaged in the practical work of causing the children of the district to attend school.

The Board has no power to close private schools, but though the private schools may be efficient, if the Board's officers discover that the child's attendance is irregular, the parent can be prosecuted. The School Board has no power to enter voluntary schools, or in any way to interfere with the management of them, but it can demand from the voluntary school, regular returns of the attendance of children, and evidence of irregular attendance, or absence.

Exemptions.

Under the by-laws, children between the ages of five and thirteen must attend school, subject to certain exemptions, or be "under efficient instruction in some other manner." Up to the age of ten there is no exemption. Between the ages of ten and thirteen, children are usually exempted under the by-laws *half time* on passing a certain standard of examination, and *full time* on passing a certain higher standard. The standards of exemption are to some extent within the option of the School Board, and they vary in different districts. It is the rule of the Department, and generally provided in the by-laws that a child shall not be entitled to half time exemption from attendance at school, even on passing the specific standard, unless there is a necessity for its employment in consequence of the poverty of the parent. In addition to these rules of compulsory attendance under the by-laws, there is, under Lord Sandon's Act of 1876 compulsory attendance for children between the ages of thirteen and fourteen unless they have passed the fourth standard. The remedy for neglect on the part of the parent to cause his child to attend a school in accordance with the provisions of the by-laws and the Acts, is that he shall be summoned by the School Board to answer for the offence before the Magistrates, and on conviction the fine, including costs must not exceed five shillings for each offence, with proportionate imprisonment in default of payment of the fine. The defendant may plead a reasonable excuse for not causing his child to attend school. The reasonable excuses mentioned in the Act are, that the child is under efficient

instruction in some other manner; that the child has been prevented from attending school by sickness or any unavoidable cause; that there is no public elementary school open which the child can attend within such distance not exceeding three miles, measured according to the nearest road, from the residence of such child.

Besides the penalty against the parent, there is a penalty against the employer who employs a child who ought to be at school, the fine in this case not exceeding forty shillings.

Extract from Final Report of Commissioners appointed to inquire into the Elementary Education Acts, England and Wales, 1888.

"With a view to enforce the obligation of attendance in an indirect manner, the Act of 1876 proceeds first to place restrictions on the employment of children until they have complied with certain educational conditions, and in the view of the Act the parent of a child who employs it for the purpose of gain is deemed its employer. The fifth section makes it a statutory offence, with a penalty on conviction not exceeding forty shillings, on the part of any employer to take into his employment (a) any child who is under 10 years of age, and (b) any child over 10 and under 14, who shall not have attained such proficiency in reading, writing, and arithmetic as is afterwards specified in the schedules to the Act. Since 1881 the degree of proficiency required is that prescribed in the Fourth Standard defined by the Code of 1876. But, failing this educational qualification for employment, the Act further provides a loop hole for invincible dulness, by which a child over 10 years old who cannot pass the required standard, and who might therefore be kept from labour till the age of 14 without any educational advantage, may still be qualified for work if it can produce a certificate of its regular attendance at a certified efficient school for a certain number of years previous. This qualification for employment, which is known by the name given to it by Lord Sandon of "the dunce's pass," is now fulfilled by 258 attendances after five years of age, in not more than two schools in each year, during five years, whether consecutive or not. No evidence has been brought before us tending to show that parents have availed themselves to any extent of this door of entrance to employment for their children, and it may well be doubted whether its existence is very generally known. At present, however, and since the passing of the Act of 1880, it affects those children only who at the age of 13 have failed to pass the standard for total exemption from school attendance, fixed by the by-laws of the district in which they reside."

Additional Provisions of Act of 1876.

"The uneducated child having thus been prohibited from employment, the Act of 1876 next proceeds to bring him into

school by means of what is known as the "Wastrel Clause." The two classes of persons affected by it are, first, parents who habitually, and without reasonable excuse, neglect to provide efficient elementary instruction for their children, being over five years of age, and prohibited from full-time employment; and, secondly, children found habitually wandering, or not under proper control, or being in the company of rogues, vagabonds, disorderly persons, or reputed criminals. In these cases it is the duty of the local authority to complain to a court of summary jurisdiction, which may issue an attendance order, requiring the child to attend regularly at some certified efficient school willing to receive it, and named in the order. The following reasonable excuses, however, if they can be pleaded, are allowed, viz., that the nearest public elementary school is over two miles from the child's residence; or that the absence of the child from school has been caused by sickness or any unavoidable cause. In the event of the breach of such an attendance order, for the first offence the court may impose a penalty not exceeding 5s., or order the child to be sent to an Industrial School, according as the parent fails to satisfy, or succeeds in satisfying the court that he has used all reasonable efforts to secure compliance with the order. On the second or any subsequent breach of the order, the court may either order the child to be sent to an Industrial School or impose a fine on the parents, or do both at its discretion. A fine may be imposed for each breach of the order, provided that complaint be not renewed at any less interval than two weeks. Children so sent to an Industrial School shall be deemed to be sent under the Industrial Schools Act of 1866, and the parent shall be liable to contribute as under that statute. The local authority is bound to investigate any alleged case of neglect of children's education under the preceding section, and to proceed to enforce the prescribed penalties, unless it be deemed inexpedient to do so. A child thus sent to an Industrial School may, after one month's residence therein, receive a license to live out of the school on condition of its attending regularly some certified efficient school willing to receive it."

Mundella's Act.

In 1880 Mr. Mundella's Act was passed, which established universal direct compulsion by the school authority, in contradistinction to the optional compulsion of Mr. Forster's Act, and the indirect compulsion of Lord Sandon's Act. Mr. Forster's Act had made the adoption of by-laws, regulating the attendance of children at school, optional in school board districts. Lord Sandon's Act had extended this option to all other school districts in England, and had aimed at securing education by enabling the school authority to forbid the employment of uninstructed children, and by stringent provisions against wastrel and idle children up to the age of 14. Mr. Mundella, carrying out in the Act of 1880 the intention

announced by Lord George Hamilton, his predecessor in office converted this option into an obligation on the part of every school authority. It did not, however, repeal the indirect methods of getting children to school which had been enacted in 1876. These remain side by side with the local by-laws as a collateral security for attendance, in the form of the prohibition of the employment of children who have not the legal qualification, and of penal clauses dealing with those, who being thus debarred from work, are habitually absent from school. These clauses of the Act of 1876 are still available to deal with absence from school where it is flagrant, binding over, in the first instance, the culprit to attend regularly in future. The by-laws, which have since the Act of 1880 been universally adopted, though varying in their provisions in different localities, take cognizance of the smallest deviations from regular attendance, and provide for summary punishment on the parent of the defaulter.

Effect of Compulsory Legislation

A test of the progress of education is given by the proportion which the number on the registers of efficient schools bears to the population. Taking account only of State-aided schools, this proportion in England and Wales was 4.81 in 1860, 7.66 in 1870, 11.46 in 1875, and in 1886 it stood at 16.34. If all other certified efficient schools were included, we learn from a note to these tables that the registered scholars would certainly not be less than 1 to 6 of the population. Again, taking the number of scholars of the ages of from 7 to 11 "on the registers of our annual grant schools, we find that they (2,093,910) are upwards of 95 per cent. of the estimated population (2,202,291) of that age, and of the class usually to be found at elementary schools." Such are the statistical proofs which Mr. Cumin is able to afford of the opinion which he expressed in evidence, that we have got nearly all the children of the country, who ought to be there on the registers of our elementary schools, a result which, we venture to think, both the Duke of Newcastle's Commission, and the author of the first Education Act of 1870, would have regarded as no mean one, could they have foreseen its being realised in the intervals that have elapsed since their respective labours.

FOREIGN RETURNS.

Abstract of answers to questions sent out by Royal Commission, relating to compulsory attendance.

| COUNTRY. | COMPULSION. | | COUNTRY. | COMPULSION. | |
|--------------|---|--|-----------------------|--------------|---|
| | Between ages | Attendance required. | | Between ages | Attendance required. |
| Austria | 6 to 14. | Until scholar has acquired prescribed subjects, religion, and reading, writing, and arithmetic. No reply. | Saxony (.... | 7 to 15 | Special dispensation after 7 years, or 1 year's prolongation for ignorance. |
| Bavaria | 6 to 13 (13 to 16 in Sunday schools) | For 4 absences of half a day in a month the parent is summoned before local school committee. For repeated absences, he may be fined 15 francs or sent to gaol 5 days. | Sweden | 7 to 14 | 34½ weeks. |
| France | 6 to 13 | 8 months country, 10 months town. | Berne | 6 to 15 | Five-sixths of possible attendances. |
| Hungary | 6 to 12 day, 12 to 15 continuation. | No fixed rule. | Geneva | 6 to 15 | 4 days a week; 6 hours a day |
| Italy | 6 to 9. | 12 weeks per annum. | Neuchatel .. | 7 to 16 | After age of 13 they are only required to attend 10 hours a week. |
| Norway | 8 (7 in town) until they are confirmed. | 8 years | Tessin (Switzerland) | 6 to 14 | 28 hours a week for 6 to 9 months. |
| Prussia | 4 to 14. | | Vaud (Switzerland) | 7 to 16 | 83 hours per week. |
| | | | Grisons (Switzerland) | 7 to 15 | Not stated. Fines and imprisonment for constant non attendance. |
| | | | Zurich | 6 to 16 | Every day; penalties for 10 absences. |
| | | | Wurtemberg | 7 to 14 | Every school-day. Parents can be warned, fined and imprisoned. |

FOREIGN RETURNS.—*Continued.*

| COUNTRY. | COMPULSORY. | | COUNTRY. | COMPULSORY. | |
|----------------------|---------------|--|------------------------------|---------------|--|
| | Between ages. | Attendance required. | | Between ages. | Attendance required. |
| British Columbia | 7 to 12 | Attendances not stated. Absences punished by fine or imprisonment. | Montana, U.S.A. | 8 to 14 | 12 weeks each year. |
| New Zealand | 7 to 13 | "One half of the period during which the school is open." | Nebraska, U. S.A. | 8 to 14 | 12 weeks each year. |
| | | | Wisconsin, U.S.A. | 7 to 15 | 12 weeks each year. |
| Nova Scotia | 7 to 12 | 80 days a year. | Wyoming, U. S.A. | 7 to 16 | 3 months. |
| | | | California, U. S.A. | 8 to 14 | 80 days. |
| Ontario | 7 to 13 | 100 days a year. | Idaho, U. S.A. | 8 to 14 | 12 weeks each year (of which 8 must be consecutive). |
| Prince Edward Island | 8 to 13 | 13 weeks a year. | Maine, U. S.A. | 8 to 15 | 16 weeks a year. |
| Queensland | 6 to 12 | 60 days in each half year. | Massachusetts, U.S.A. | 8 to 14 | 20 weeks a year. |
| South Australia | 7 to 13 | 35 school days per quarter. | Michigan, U. S.A. | 8 to 14 | 4 months a year. |
| | | | New Hampshire, U.S.A. | 8 to 14 | 12 weeks, of which 6 must be consecutive. |
| Tasmania .. | 7 to 13 | 3 days a week. | New Jersey, U.S.A. | 7 to 12 | 20 weeks. |
| Dakota, U. S.A. | 10 to 14 | 12 weeks a year. | New York, U.S.A. .. | 8 to 14 | Not stated in Act. |
| Illinois, U. S.A. | 8 to 14 | 12 weeks a year. | Rhode Island, U.S.A. .. | 7 to 14 | 12 weeks, of which 6 must be consecutive. |
| Kansas | 8 to 14 | 12 weeks a year (6 consecutive). | Washington Territory, U.S.A. | 8 to 18 | 3 months, or 60 days. |
| Manitoba .. | 7 to 12 | Fixed locally. | Vermont, U. S.A. | 8 to 14 | 3 months. |
| Minnesota, U.S.A | 8 to 16 | 12 weeks each year (6 must be consecutive). | | | |

LONDON.

I.—Summary of the Law relating to the Attendance at School of Children between 5 and 14 years of age, and to the Employment of such Children.

A. AS TO CHILDREN BETWEEN 5 AND 13.

A child between five and thirteen years of age must attend a certified efficient school during the whole time for which such school is open.

Exceptions:—

(i) A child between ten and thirteen years of age is not required to attend school for more than five attendances in each week, if such child shall be shown to the satisfaction of the School Board to be beneficially and necessarily employed, and shall have received a certificate from one of Her Majesty's Inspectors that it has passed the *Third* Standard.

(ii) A child between ten and thirteen years of age is not required to attend school at all, if such child shall have received a certificate from one of Her Majesty's Inspectors that it has passed the *Sixth* Standard.

The following are reasonable excuses for the non-attendance of a child at school.

(a) That the child is under efficient instruction in some other manner.

(b) That the child is prevented from attending school by sickness or any unavoidable cause.

(c) That there is no public elementary school open which the child can attend within two miles.

The parent, or guardian, of any child who ought to attend but does not attend school, is liable upon conviction to a penalty not exceeding, with the costs, five shillings for each offence.

Moreover the employer of any child who ought to attend but does not attend school, is liable to a penalty not exceeding forty shillings for each offence.

B. AS TO CHILDREN BETWEEN 13 AND 14.

No person, parent or other, may take into his employment any child between thirteen and fourteen years of age unless such child (a) shall have obtained a certificate that he has passed the *Fourth* Standard, or (b) shall have made 250 attendances in not more than two schools during each year for five preceding years, whether consecutive or not.

The employer of a child between thirteen and fourteen years of age, who has not satisfied one of these two conditions, is liable to a penalty not exceeding forty shillings; and if such child is habitually absent from school, the parent is liable to successive penalties of five shillings each.

NOTE.—There are seven Standards or Forms in the English Public Schools. The work prescribed for a Form in the Public Schools of Ontario is a little more than the amount prescribed for the next higher Standard in the English Schools.

LEEDS.

By-Laws made under Section 74 of the Elementary Education Act, 1870, as amended by the Elementary Education Act, 1876, for the Municipal Borough of Leeds, by the Leeds School Board.

1. The parent of every child of not less than five, nor more than thirteen years of age shall cause such child to attend school, unless there be a reasonable excuse for non-attendance.

Any of the following reasons shall be a reasonable excuse, namely:—

(a) That the child is under efficient instruction in some other manner.

(b) That the child has been prevented from attending school by sickness or any unavoidable cause.

(c) That there is no public elementary school open which the child can attend within one mile and a half, measured according to the nearest road from the residence of such child.

2. The time during which every child shall attend school shall be the whole time for which the school selected shall be open for the instruction of children of similar age, including the day fixed by Her Majesty's inspector for his annual visit.

3. Provided always that nothing in these by-laws—

(a) Shall prevent the withdrawal of any child from any religious observance or instruction in religious subjects;

(b) Shall require any child to attend school on any day exclusively set apart for religious observance by the religious body to which its parent belongs; or

(c) Shall have any force or effect in so far as it may be contrary to anything contained in any Act for regulating the education of children employed in labour.

4. And provided always that—

(a) A child between ten and thirteen years of age shall not be required to attend school if such child has received a certificate from one of Her Majesty's inspectors of schools that it has reached the sixth standard prescribed by the Code of 1876.

(b) A child between ten and thirteen years of age shown to the satisfaction of the local authority to be beneficially and necessarily employed shall not be required to attend school for more than five attendances in each week during which the school is open, if such child has received a certificate from one of Her Majesty's inspectors of schools that it has reached the fourth standard prescribed by the Code of 1876.

5. Every parent who shall not observe, or shall neglect or violate these by-laws, or any of them, shall, upon conviction, be liable to a penalty not exceeding, with the costs, five shillings for each offence.

The by-laws of Newcastle-on-Tyne are the same as those of Leeds.

Birmingham and Manchester substitute *one* mile for *one* mile and a half in Sec. 1 (c), and Manchester also substitutes fifth for sixth standard in Sec. 4 (a) and third for fourth in Sec. 4 (b).

SHEFFIELD.

Memorandum of the Enforcement of the Attendance of Children at Schools and Penalties for Illegal Employment.

It is the duty of the school board to enforce the attendance of children at school both under the Elementary Education Act, 1876, and under the by-laws of the school board.

Children may be sent to infants' schools at 3 years of age.

Every child must attend school regularly between the ages of 5 and 14, when not prevented by sickness or other unavoidable cause, unless—

(1) Being 13 years of age, he (or she) has passed the 4th standard in reading, writing and arithmetic, and obtained a certificate to that effect.

(2) Being 13 years of age, he can be shewn to have attended not less than 250 times in each year for 5 years, whether consecutive or not, at not more than 2 schools after attaining the age of 5 years.

(3) Being not less than 10 years of age, he has passed the 5th standard; in which case the obligation to attend school ceases.

(4) Being not less than 10 years of age, and having passed the 4th standard, he can be shewn to the satisfaction of the school board to be beneficially and necessarily employed; in which case not more than 5 attendances in each week will be enforced.

(5) Being 13 years of age, he is working in a factory or workshop; in which case he must attend school half-time, in accordance with the provisions of the Factory and Workshops Regulation Acts, both parents and employers being liable to penalties if such child be allowed to work in any week without having attended school 5 times in the previous week, or until the deficient number of attendances be made up in the current week, unless such child shall have been prevented from attending by sickness or other unavoidable cause, or unless the school shall have been temporarily closed.

Children who are not wholly or partially exempt from the obligation to attend school under the conditions above set forth must attend every time the school is open, and no attendance is reckoned unless the child be present when registers are marked.

PENALTIES.

If a parent neglect to provide efficient elementary instruction for his child between 5 and 14 years of age, or if a parent neglect to send his child regularly to school between 5 and 13

years of age, subject to the exceptions named in the by-laws, such parent may be summoned before the magistrates and fined not exceeding 5s. including costs.

If it become necessary to enforce payment of a fine by distraint, the cost of the distress, in addition to the fine, must be paid by the parent.

COMMITTAL TO INDUSTRIAL SCHOOLS.

A child whose parent habitually and without reasonable excuse neglects to provide efficient elementary instruction for him, or a child who is found habitually wandering, or not under proper control, or in the company of rogues, vagabonds, disorderly persons or reputed criminals, may be ordered by the magistrates to attend some certified efficient school willing to receive him, and if this order be not complied with, then the parent may be fined 5s., or the child may be sent to a certified industrial school (See Sections 11 and 12 Elementary Education Act, 1876), in which latter case the parent will be required to pay such sum (not exceeding 5s. per week) towards the maintenance of the child as the magistrates may order. The non-payment of such contributions may be punished by the imprisonment of the parent (see Industrial Schools Act, 1866.)

PENALTY FOR UNLAWFULLY EMPLOYING CHILDREN.

Any person—even a parent—taking a child into employment, whether in a factory or otherwise, contrary to the provisions of the Elementary Education Act, 1876, that is, if he take into employment a child under 10 years of age, or a child under 14 years of age who has not either passed the 4th standard, or produced a certificate of due attendance at school during 5 years, will be liable to a fine of 40s. The certificate of due attendance required is to the effect that the child has made 250 attendances at least in not more than two schools during each year for five years, whether consecutive or not, after having attained the age of 5 years.

PENALTY FOR FALSE REPRESENTATION.

When a child is taken into employment in contravention of the Elementary Education Act, 1876, on the production, by or with the privity of the parent, of a false certificate, or on false representations as to age, the parent is liable to a penalty not exceeding 40s. (Elementary Education Act, 1876, sec. 38.)

It is the duty of the factory inspectors to enforce the provisions of the Elementary Education Act of 1876 against the employers of children in factories, workshops and mines, but it is the duty of the local authority (Sheffield school board) to assist the said inspectors and the sub-inspectors by information and otherwise.

NOTE.—Under the Factory Act no child under 13 years of age may be employed in a factory or workshop FULL TIME, and the Act also prohibits children from being employed full time at 12, unless they have passed the fourth standard.

Extracts from Report of Leeds School Board, 1888.

Ample and convenient school accommodation having been provided, it becomes the duty of the school attendance committee to see that the provision is fully utilized by the attendance of the children.

The number of attendance officers employed for this purpose has been maintained uniformly since 1876 at fourteen, together with a special officer for vagrant children and an inspector. In 1883 arrangements were made for securing the entire services of a police officer, to be jointly employed by the attendance committee in the service on parents of court orders and summonses, and in dealing with vagrant children in the public streets and markets; and by the industrial schools committee in conveying children to the various industrial schools, and in looking after irregular children from the day industrial school; payment being made for these services directly to the corporation, in lieu of certain court charges. This arrangement has worked satisfactorily for both divisions of the work.

It has been seen that the number of children who should be attending public elementary schools in Leeds is 65,270; and the number actually attending school at the present time is 64,977, the average attendance is 52,379.

FRANCE.

For the purpose of primary education there is a school board in every commune composed of the Maire and others, and the inspector of primary schools. Attendance is now (since 1882), compulsory. Exemption is obtained by examination at the age of eleven. Primary instruction is gratuitous (since 1881); higher elementary, which includes technical, is also gratuitous in Paris and many of the large towns. The ordinary compulsory school course comprises moral and 'civic' instruction, reading, writing, arithmetic, grammar, geography, the History of France, drawing and music, gymnastics, military exercise, (boys); needlework, (girls); and it is strictly carried out in the large towns.

ITALY.

The present system of public elementary education in Italy dates from the passing of a law for free and compulsory education in 1867. This law requires all those who are not under efficient instruction at home or in private schools to be sent to a communal elementary school from six years of age till they have completed the obligatory (lower) elementary course. This is generally through at nine or ten years of age.

RUSSIA.

Elementary education has only quite recently been organized in Russia. The public elementary schools were organized in 1874, to make elementary education accessible to both sexes of the working classes throughout Russia. They are supported by the combined subsidies of the state, the territorial popular councils, and either the communes or private bodies. Attendance is practically compulsory. Instruction is given free of charge and in many cases even books and appliances are provided gratis.

SAXONY.

It was in 1805 that attendance at school was made compulsory in Saxony. Every child is required to attend the elementary school for at least eight consecutive years, from six to fourteen. This is the case throughout all Germany, but in Saxony, as in some other states children who have not made satisfactory progress in the elementary school at the age of fourteen years are obliged to attend a Fortbildungsschule, or continuation school, held in the evenings and Sundays for two years longer. Parents and guardians are required to see that their children attend regularly. In general only illness or infectious complaints are accepted as a reasonable excuse for absence. Parents render themselves liable to a fine for the non-attendance of their children at an elementary school, and both parents and employers of labor incur a similar punishment in the case of non-attendance of a scholar at a Fortbildungsschule. The school parish is required to furnish the requisite funds for the erection and maintenance of the schools of the parish.

SOUTH AUSTRALIA.

Children of not less than five years or of more than thirteen may attend school, but attendance is compulsory for not less than thirty-five days in each quarter upon all children between seven and thirteen years of age; and a parent who neglects to send such child to school, is liable to be summoned at the instance of the board of advice before a justice and on conviction to pay a sum not exceeding 5s. for a first offence and 20s. for every succeeding offence.

ZURICH. (CANTON OF)

The school system of Switzerland, and of which that in force in the Canton and city of Zurich is taken as an example, bears a close resemblance in many respects that of Germany. The elementary and higher elementary, (called in Switzerland secondary) education is free, and attendance is compulsory

upon all children between six and fourteen years of age. They must remain in the elementary school until the age of twelve, and then they must either attend the secondary school, or, if they enter into practical life, they must attend a supplementary school for four years. This latter school is held on two half days a week and its chief aim is to act as a continuation school. Elementary instruction in private schools is permitted, but a very small proportion of the population (barely 3 per cent) make use of such schools. This plan of supplementary schooling is, however, found to work unsatisfactorily, and a law is about to be passed making attendance at the ordinary elementary school compulsory up to fourteen years of age. Even now no child can be employed in a factory until the completion of the fourteenth year.

GERMANY.

The following letter of enquiry to Hon. George H. Pendleton Envoy Extraordinary and Minister Plenipotentiary of the United States to Berlin, Germany, was sent by the Superintendent of the State of New York in 1888, the reply to which is also given as it contains much valuable information.

DEPARTMENT OF PUBLIC INSTRUCTION }
SUPERINTENDENT'S OFFICE,
Albany, September 8, 1888. }

The Honorable GEORGE H. PENDLETON,

SIR,—The people and Legislature of this State are earnestly considering ways for compelling vicious, idle and indifferent children to attend the schools. We have as yet adopted no very effectual system for securing this, and are endeavoring to ascertain what has been done in this direction by other States and nations, and to what extent they have been able to secure such attendance, that we may be able to act more intelligently in and effectively in the premises. I will be very deeply grateful to you if you will be good enough to secure from the educational authorities of Germany the desired information. For the purpose of particularly indicating the information which is desired, I will ask the following questions, but will be thankful for any information bearing upon the question beyond that specifically requested:

1. Has Germany any system for compelling attendance upon the schools.
2. How long has it been in operation?
3. Does it extend to small villages and farming districts, as well as to large cities?
4. Between what ages are children required to attend school?
5. Are they obliged to attend whenever the schools are in session, and, if not, then for what period each year?

6. What is the method of ascertaining what children are not in school? Are school officers responsible for it? Have they special officers charged with this duty, or is the ordinary constabulary or police force charged with it? What course is pursued in order to ascertain?

7. Are private schools required to report their attendance to the public school authorities?

8. What penalties are imposed for non-compliance with the laws requiring attendance upon the schools? Are the parents or the children responsible?

9. Are there special schools for vicious and truant children who cannot be kept or properly disciplined in the ordinary schools?

10. Do local communities at all times provide adequate school accommodations for all children required by law to attend school? If not, what means does the law furnish for compelling such provision to be made?

I am, sir, very respectfully,

Your obedient servant,

A. S. DRAPER,

Superintendent.

Reply to question 1. Prussia has a system for compelling attendance upon the schools. The pamphlet refers only to Prussia. When reference is made to "German" schools, the Prussian schools are generally meant.

"Law of May 14, 1851.

"In order that throughout the whole extent of the kingdom, school discipline shall be practised with success, and that the attendance upon the schools shall be nowhere neglected,
* * * I herewith prescribe that:

(a). Parents or their legal representatives, who cannot prove that they provide for the necessary instruction of their children at home, shall be obliged, if necessary by coercive measures and penalties, to send every child five years old to school."

NOTE.—In Westphalia and two districts of Rhenish Prussia the school age is six years.

(b). "The regular attendance upon the classes of the school must be continued until the child, according to the opinion of its pastor, shall have acquired the knowledge necessary to any intelligent human being of his circumstances (station).

(c). "Only by permission of the government and of the school inspector can a child be kept from school after the prescribed legal age for entering the school; or can his school instruction, on account of any hindrances, be interrupted for any protracted period of time."

Reply to Questions 2-3.

2 and 3. Since 1825 and earlier.

There are no schools corresponding to our district schools which are scattered throughout the rural districts. The rural population for the most part live in little villages, and their schools are under the same public school law. "Every hamlet which has no school of its own, is assigned by law to a neighboring school."

Reply to Question 4.

4. From the time they are five years old until they have the knowledge necessary to fit them for their destined life, usually until they are fourteen years old.

The school regulations refer to children up to fourteen years old, as may be inferred from some of the following extracts:—

They are obliged to attend whensoever the schools are in session. For children between twelve and fourteen years of age special provisions are made. They may be employed for part of a day, but must attend school at least three hours per day. All children under fourteen years of age, who are employed in factories, workshops, etc., must need have a work-card, (*i. e.*, card giving permission that they may be employed to work.)

"Work cards shall not be given to children who have not finished their twelfth year. Nobody is permitted to employ children who are still under the obligation to attend the common schools for work in garden, field, shop, etc."

"Employers who act contrary to this prohibition will be fined from one to ten thalers or corresponding imprisonment, for the employment of every school liable child, during the hours fixed for school instruction."

Reply to Question 5.

5. The school teacher keeps regular lists of attendance and is responsible. Lists of children who are of school age are furnished to the teacher by the police authorities. It is the business of the teacher to report absences to the police, who see that the law in regard to attendance is observed.

Extract from the instructions for the principals of common schools in Berlin. It is the duty of the school principal to attend to the admission of school children; to the keeping of a journal; to the control over the keeping of class lists; to the notice of dismissed children or of those who did not appear at school; to the notice of school absences, according to the "instruction from the school commissioners of this place."

The teachers are to receive a complete list of all resident children who are of school age, and of all those children who move into the district and are of school age.

"It is of great importance for the public school institution that complete lists of resident children who are of school age, and of those who move in, shall be given to the teachers, and that the prescribed lists of absentees shall not only be accurately kept, but also carefully preserved, and that the pupils of the public schools shall receive, on their leaving, certificates of dismissal."

Reply to Question 6.

6. Yes; they are under the same laws as the public schools, both as to course of study, methods of discipline and even the selection of the teachers.

"Private schools shall be permitted only in such places as there is no sufficient provision for the instruction of the children through the public schools."

Reply to Question 7.

7. All private schools and all private educational institutions are, just as all public schools of the same kind, first under the supervision of the school authorities of the place, then under that of the county, and finally under that of the government. This supervision shall extend not only to the school discipline and to the course of instruction, but also to the selection of teachers, books, etc.

Reply to Question 8.

8. Parents are responsible and suffer the penalties.

The punishments for neglect of school attendance are not to be fixed by the school inspectors, but by the police courts.

School children can be forcibly summoned to school.

To the forcible means which, *aside from the punishment of the guilty parents*, are admissible, belongs * * * particularly the legal summoning* of a child to school, and this method is particularly justified when the guilt of the child's non-attendance cannot be attributed to the parents.

Reply to Question 9.

9. Yes; reference is made to the compulsory education of morally neglected or depraved children in "Rettungshäusern," i. e., homes or institutions for reform.

"The principal work of teachers of homes for reform are the care and education of morally neglected or depraved children."

Reply to Question 10.

10. Yes; they not only furnish them but are compelled to do so—even against their will.

Admittance into the school of the place where a child regularly lives cannot be refused. But the parents can send their children to any school where they can find admittance.

The formation of a new school is required where the number of children in charge of one teacher is considerably over eighty.

The government has the right to determine whether a school district is to be divided, and whether and at what place a new school, besides the already existing one, shall be erected.

The government has the right to enforce the establishment of necessary schools, even against the will of those who are obliged to care for their support.

The expense of maintaining a school building and habitation for the school teacher must be borne as a common tax by all inhabitants without distinction.

Reference in regard to the last statement of the answer to question 5.

Children who are obliged to attend the public school, may be permitted to work in factories only when they have a regular instruction of at least three hours daily in the public school or in a school and according to a course of study accepted by the government school authorities.

Perry's Report.

Perry in his report on German elementary schools says:—

Laws enacting the compulsory attendance of children at school under fines and penalties exist at the present day in all German states.

The general rule is that school age commences when a child has completed his sixth year and ends when he has completed his fourteenth.

If a child fails at the age of fourteen to reach the standard required at elementary schools he may be compelled to attend school for another year.

School attendance is ensured by long habit and tradition. The idea of compulsory attendance has taken so deep a root in the country that it forms one of the ordinary conceptions of the people. It is the desire of the people themselves.

The pressure put upon both parents and children in the comparatively few cases in which it is necessary is very strong.

In some towns the amount of fines inflicted is very small, but this shows that the law is obeyed, not that it is lax. As an evidence of this:

In a large town 4 to 6 per cent. is the average of absence to be expected; in a small quiet town, where the attendance is good, about 3 to 3.5 per cent.

UNITED STATES.

The following digest of the laws respecting compulsory attendance and truancy is made from the reports of the State superintendent and other official documents in the library of the Education Department.

MASSACHUSETTS.

By an Act of 1852, every child between the ages of eight and fourteen years was required to attend school for twelve weeks each year. Six weeks of the twelve must be consecutive.

For a violation of this Act a fine of twenty dollars was imposed upon the parent or guardian. It was made the duty of the school committee to report violations of the Act to the city or town in their annual report. The treasurer of the city or town was to prosecute for violations of the Act.

By an Act of 1873 the time of attendance was increased from twelve to twenty weeks, and the limit of the age of attendance was changed to be from eight to twelve years.

The Acts of 1874 changed the age again to be from eight to fourteen years, and divided the twenty weeks of attendance into two terms of ten consecutive weeks.

Provision was made by an Act of 1859 for the attendance of children at schools in adjoining towns, under regulations of school committees of said towns.

Truant Children and Absentees from School.

An Act was passed in 1850 requiring towns to make all needful provisions for the instruction, confinement and discipline of truant children and absentees from school.

Under this Act towns were required to adopt by-laws, and to provide places for the restraint, discipline and instruction of truants, and the committees were required to appoint truant officers under the by-laws.

Towns and cities were required by Act of 1862 to make all needful provisions for truant children who are between seven and sixteen years of age.

A fine of not less than twenty dollars was to be imposed for a breach of the by-laws. Instead of this fine, the person convicted could be sent to an institution provided by the town for the restraint of truant children.

By subsequent legislation (1873) the period of time was changed to be from five to fifteen years.

An Act of 1873 provided that, on petition of three or more cities or towns in any county, the county commissioners shall establish a truant school for the county.

By an Act of 1881 it was provided that certain counties, and by Act of 1884 that two, three or four contiguous counties, may establish a union truant school, on petition of three or more cities in each of said counties.

Report of Truant Officers.

The following facts from the report of Mr. Geo. A. Walton, agent for the Massachusetts Board of Education, dated Dec. 31, 1886, are worthy of notice:

The Acts of 1850 required the towns to make all needful provisions concerning truants and absentees from school, between the ages of five and sixteen years. The penalties imposed were either fines or imprisonment. The present law requires towns to make provisions concerning this class of persons between seven and fifteen years of age.

These provisions compel the towns to adopt by-laws relating to truants, to provide a suitable place for the restraint, discipline and instruction of persons committed under the by-laws. School committees are required to appoint two or more truant officers whose duty it shall be to make complaints and execute the judgments of the courts under the by-laws.

Formerly any person between seven and sixteen years of age found wandering about the streets, not subject to parental control and growing up in ignorance, was subject to fine or imprisonment; now a fine is imposed upon the parent or guardian who neglects the schooling of his child. In case the parent is unable to keep his child in school from want of power to control him, the child may be sent to a truant school for a term of two years.

The statutes require school committees, in their annual returns to the Board of Education, to state whether the towns have made the needful provisions required by law relating to truants and absentees from school.

The laws compelling attendance and fixing penalties for violations are a logical sequence of the law which puts a tax upon the property of the citizen for the support of the schools. The tax-payer has the right to demand that the children whose schooling he pays for shall be kept in school and not be allowed to grow up in ignorance, or wander about the streets and pastures to prey upon his property.

Following out to its logical conclusion the principle upon which laws for compulsory attendance are based, they might fairly compel attendance for the entire period for which taxes are levied to support the schools. The laws are presumed to express the maximum of compulsion for which the average mind of the people is prepared; they certainly express the minimum of instruction the State can afford to have the children receive. To raise the minimum of instruction, it is necessary to elevate the average mind to a fuller appreciation of the needs and duties of the State in the matter of educating the children.

Trifling causes of Absence.

There is much absenteeism for trifling causes, which is by the consent or requirement of the parents. In many towns there are districts in which are known to exist neglected children

who are growing up in ignorance and without parental control. The truant officer is a harmless body in some of these districts; he does not want to make enemies among his neighbors, and therefore does nothing. The arm of the school committee is paralyzed by the same prudent regard for comfort. Committees in some towns of considerable population, on applying for permission to assign a certain truant school as the place to which their truant children may be committed, have given assurance that there will be no truants sent. This shows either insensibility to the beneficent provisions of the law, or a foreknowledge which is somewhat remarkable.

For the purpose of forming some estimate of the average number of inhabitants to one truant, I have selected the following cities and towns, the number of whose convicted truants I know: Boston, Brockton, Cambridge, Chelsea, Chicopee, Clinton, Fall River, Fitchburg, Lynn, Lawrence, Marlborough, Medford, New Bedford, Newton, Salem, Somerville, Springfield, Wakefield, Woburn, Worcester.

A majority of these towns and cities keep one truant officer or more constantly employed; all have provided a place for their truants.

The aggregate population of these places is 831,782; the number of truants at present in truant schools and sent from these is 230, which is one for every 3,616 inhabitants. It is thus possible to estimate approximately the ratio of the number of truants to the population throughout the State; and allowing for the differences in the character of the population, an estimate can be made for any locality.

With all the obstacles to a strict enforcement of the laws, it is safe to assume that their provisions are not properly enforced if fewer than one arrest a year is made to every 4,000 inhabitants; and probably were the laws more strictly enforced, there would be one to every 3,000 or even 2,000.

The one county in the State which has a truant school has received all her truants convicted within the county from five municipalities, not one from the remaining seventeen; yet these contain one-fifth of the school population. Is it probable that with a proper enforcement of the laws not one truant child could be found in these seventeen towns? No one can doubt that diligent search would discover many.

These towns are not peculiar. The returns from all sections of the State show a large percentage of absence from school. Inquiry and observation teach that much of it is without reasonable excuse, that it is largely confined to the class which most needs to form those habits of order which punctual attendance at school and attention to its duties tend to promote.

There is one provision in our compulsory laws which is almost entirely inoperative; it is the section which imposes a fine upon the parent for neglecting to send his child to school

for twenty weeks each year. Instances of such neglect are common. We often hear of them, but seldom of the parent's paying the penalty.

In general the manufacturing, mechanical and mercantile establishments are in hearty sympathy and readily co-operate with the officers appointed to enforce the laws relating to the employment of children. We are fortunate in the officers whose duty it is to inspect these establishments, and to make complaints and prosecute violations of the laws.

How can the Laws be made more Effective?

The laws look primarily for their enforcement to the school committees. No more important duty is imposed upon the committees than that of securing regular school attendance. They are required to have made, once each year, a list of all the children of school age in town with the age of each; in large towns and cities, the name of the street where the child lives should be recorded. This list should be compared with the names in the teachers' registers. The whereabouts of the absentees should be discovered, and personal effort should be made by the committee to secure punctual and constant attendance of all who are absent without excuse on account of age, occupation or previous attendance for the required time.

Parents often need a personal appeal from the school committee. One of my correspondents, in reply to the question, What better means can be provided for controlling truancy? replied, "A new set of parents." Some parents wink at, excuse and assume the responsibility for their children's unnecessary absence: this should be met by kindly but emphatic rebuke. They should be made to see that direct practical results follow to themselves and their children from the discipline and instruction of the schools. If a child is incorrigible and refuses to accept school privileges at his own door, the parent should be led willingly to entrust to the proper authorities the training of the child for a brief time in a good school away. In some of our cities parents have learned that the officers of the law are acting the part of true friends to their children when they secure their committal to a good truant school.

A most important duty of the committee is to present to the towns for their adoption a code of by-laws, fully complying with the statutes concerning truants, including all necessary provisions for their full and prompt enforcement. Having secured their adoption, it is the duty of the committee to see that the provisions are enforced, regardless of all else but the interest of the children and the community. There are intimations in the earlier part of this report that these duties are not uniformly so discharged. Laboring in this spirit, committees will not connive at the fraudulent statements of parents regarding their children's age, their own or the children's condition; nor will they blindly make such statements to excuse their own or the town's neglect.

Provision for Truant Children.

All necessary provisions relating to truant children include, first, a suitable place for their confinement, discipline and instruction. It should not be a house of correction or reformatory, or any place with which is associated the idea of criminality. It should not be a poor-house, suggestive of insanity, infirmity, shiftlessness and imbecility. Truant children are unfortunate in their constitution or in their surroundings; they are often bright, and almost always sensitive; they are wayward, but not criminal; they are sometimes more "sinned against than sinning;" they are to be reclaimed by being trained to habits of cleanliness, regularity and self-respect. After their brief absence from society, they must not be restored to it with a stigma upon them. They have too often come from poor, bad, wicked homes. What they need is the influences which pervade the well-ordered, Christian family. The institution, whatever it is, to which they are sent should be small,—not containing much over thirty, including the inmates, a teacher, a skilled mechanic, and the superintendent and his wife or a matron, who should be virtually father and mother to the children.

Connected with the institution should be a few acres of land easy of cultivation,—no walls need surround it. There should be also a workshop and a school. The truant can often work easier than he can study. Here, under competent directors, work and study will alternate. The children will learn to use tools, they will read good books and be taught the elements of a good education. At the table, in the sitting or reading room, and in their plays, under the eye of a sympathizing friend and guardian, they will practise the amenities of social life. The school should be furnished with a teacher who can and will find in every child some good motive to which to appeal; a teacher who can eliminate the bad by augmenting the good; a teacher who by tact and sympathy, and a sincere desire for his welfare, will become an object of personal interest to the child.

Need for Truant Schools.

While I write I have in mind an institution where these ideal relations actually exist. It is the duty of school committees to secure similar institutions in sufficient numbers to give every truant child the experience of a home upon which he can model his own, should he ever have one. Let the petitions from the towns be so multiplied that the county commissioners, whose duty it is to provide them, will yield from importunity if they do not from the sense of obligation. These truant schools are the crying need of the time, and will go far towards settling the truant problem.

The duties of these officers are greater in number and variety than the name *Truant Officer* would imply. A vigilant officer

with a co-operating police force will make the streets and by-ways of a large city as lonesome to a boy as the tombs of the dead, and the school-room, in comparison, a delight.

Where the time of one well-paid officer—or more than one, if the service demands it—is exclusively devoted to the work, the results reached are the most satisfactory. The most effective work is done in the cities. Here, officers give their entire time to it. At the commencement of each school session they are notified of all suspected cases of truancy. For this purpose the teacher fills out and furnishes to the officer blank forms giving the circumstances of each case, including the name and residence of the absentee. The officer at once attends to looking up the absent pupil; dependent upon what the facts are, the absentee is excused, placed in the school, or under arrest to be brought to trial. A return of the case is made to the teacher or committee.

Salaries and Pay of Truant Officers.

The following table shows what compensation is paid truant officers for their services in certain Massachusetts cities and towns:—

| | No. of Paid Officers. | Pay of Each. | | No. of Paid Officers. | Pay of Each. |
|-----------------|--------------------------|-----------------|-------------------|--------------------------|-----------------|
| Adams..... | ..... | \$30 00 | Lowell | 3 | \$817 00 |
| Attleborough.. | 3 | 25 00 | Lynn..... | 1 | 900 00 |
| Boston | { Chief, | 1,500 00 | Marlborough.. | 1 | 100 00 |
| Brookline..... | 14 | 1,200 00 | Milton | 3 | { 30 cts. |
| Cambridge..... | 1 | 400 00 | Milford | 1 | { pr hour. |
| Chicopee | 3 | 900 00 | New Bedford.. | 1 | 100 00 |
| Clinton | 1 | 250 00 | Newton..... | 1 | 800 00 |
| Dedham..... | 1 | 700 00 | North Adams.. | 1 | 600 00 |
| Fall River..... | 3 | { \$1 per | Northampton.. | 2 | 100 00 |
| Fitchburg..... | 1 | head. | Quincy ..... | ..... | { 50 00 |
| Gloucester..... | 1 | 600 00 | Salem..... | 1 | { 30 cts. |
| Haverhill | 1 | 300 00 | Somerville | 1 | { pr hour. |
| Holyoke..... | 2 | 750 00 | Springfield | 1 | 800 00 |
| Hyde Park.... | 1 | 600 00 | Taunton..... | 1 | 325 00 |
| Lawrence | 1 | { 800 00 | Waltham..... | 1 | 900 00 |
| Leominster.... | 1 | { 825 00 | Watertown.... | 1 | 375 00 |
| | | { 25 cts. | Winchester.... | 2 | 300 00 |
| | | { pr hour. | Woburn..... | 1 | 20 00 |
| | | { 900 00 | Worcester.... | 2 | 15 00 |
| | | { \$1.50 | | | 360 00 |
| | | { pr head. | | | 900 00 |

There is a great disparity in the amount paid for this service. Some of the towns employ the police officers, whose fees are additional to a stated salary; but to a considerable extent the sum paid indicates the kind and amount of service demanded and rendered.

Suggestions.

A few suggestions looking to modifications in the laws and to additional means for their enforcement, will conclude what I have to say upon this subject.

1. The laws relating to the employment of children in manufacturing and other establishments should be extended to all kinds of wage labor.

2. The attendance of every well child should be required from the age of seven to twelve, during the whole time the schools keep; from twelve to fifteen for two terms a year, and for the whole time, unless the child is at work.

The reasons for this are: First, if under twelve years of age, children cannot be employed to work in manufacturing or other establishments during the days the schools keep. Second, the children of well-to-do people attend school the whole time. Third, by being allowed to stay out of the school half the time, as they may where the schools keep forty weeks, those least disposed to attend school can waste half their time in contracting the itinerant habits of the truant, and by associating with others, help to swell the vagrant class.

3. In case the children are in need of clothing suitable for attending school, and parents are unable to provide it, or are in circumstances to need help, it should be furnished by the town, and not at the expense of the child's schooling.

4. So far as possible, the parents should be held responsible for the children's absence from school, whether it be caused by truancy or otherwise. This is the design of a law passed by the State of Connecticut in 1885. After specifying the time during which parents must cause children of certain ages to attend school, the law provides for a fine to be imposed upon the parent, as follows: "Each week's failure on the part of any person to comply with the provisions of the preceding sections shall be a distinct offence, punishable with a fine not exceeding five dollars." Under this law a judge may impose for six weeks' absence a fine of thirty dollars; he may collect five of it, and leave the other twenty-five hanging over the parent to induce him to keep his child in school for the coming weeks. In case he succeeds, the balance can be remitted. A motive is thus brought to bear upon parent and pupil which secures, it is said, constant attendance; the pecuniary burden is not greater than almost any parent can bear.

5. In case of absence from school the burden of proof should be thrown upon the parent; he should be required to show that his child's absence is necessary, or that his education is otherwise properly provided for. At present the school official is obliged to prove that the education is being neglected.

6. By imposing the penalties, and making them greater if need be, towns should be encouraged to more fully comply with the laws relating to truancy and absenteeism.

7. Provision should be made for enforcing the laws relating to truancy by a State official. The principal reliance in the State of Connecticut, outside of four cities, for executing the laws is one State agent. Under his administration sixty-five fines have been imposed for non-compliance with the laws requiring parents to send their children to school within a period of nine years, while under our system, with local officers to

enforce the law, not one-tenth as many are known to have been imposed, in the period of thirty-five years that our law has been in force, and this with our larger population.

8. Truant officers should be empowered to make arrests for the purpose of placing in school, or for temporary detention, under the general instruction of school committees.

9. If the law under which county commissioners are required to provide truant schools is inadequate, amend it. Then let towns petition for and insist upon their establishment.

10. Let the law requiring county truant schools to be established be so amended that, instead of two dollars a week being charged to the town for the support of her children committed, the whole expense shall be borne by the county or State.

11. Let the time for which the truants may be sent to these schools be changed to four years; also provide a board of visitors for every such school.

12. So amend the truant law that those pupils who persistently violate the reasonable rules and regulations of the common schools may be sent, upon complaint of school committees, for brief periods of time to the truant school.

13. Make more ample provisions for the care of girls in truant schools.

The grounds for many of these suggestions are shown in the illustrations already given. I need not state the reasons for others: these will at once occur to the reader; they are all occasioned by something observed or brought to my notice during the year. Though they may seem to reflect discredit upon our truant laws and upon their enforcement, it is doubtless true that the provisions of these laws as a whole are wiser and better than those of any other State, and that where they are faithfully enforced they are as effective as any laws upon the statute book.

City of Boston.

In the city of Boston the Board of School Trustees appoint a Standing Committee on Truancy, whose duty it is to divide the city into truant districts, appoint truant officers and make the necessary regulations for the administration of the truant laws.

Each truant officer shall give his whole time to the discharge of his duties: he shall endeavor to procure attendance at school of all children in the district assigned to him who are required by law to attend school, by visiting them at their homes or places of employment; looking after them in the streets and by persuasion and argument try to secure their attendance at school; he shall at least once a month consult the school register and investigate all cases referred to him by the principals of the school or members of the committee or the superintendent for the state. In cases of continued truancy the truant officer has the right to apply for a warrant for the arrest of such truant.

Law in Massachusetts, 1889-9.

Sec. 1. Section one of chapter forty-seven of the Public Statutes is amended so as to read as follows:—SECTION 1. Every person having under his control a child between the ages of eight and fourteen years shall annually cause such child to attend for at least twenty weeks some public day school in the city or town in which he resides, which time shall be divided so far as the arrangement of school terms will allow into two terms each of ten consecutive weeks; and for every neglect of such duty the person offending shall forfeit to the use of the public schools of such city or town a sum not exceeding twenty dollars; but if such child has attended for a like period of time a private day school approved by the school committee of such city or town or if such child has been otherwise instructed for a like period of time in the branches of learning required by law to be taught in the public schools, or has already acquired the branches of learning required by law to be taught in the public schools, or if his physical or mental condition is such as to render such attendance inexpedient or impracticable, such penalty shall not be incurred. SECTION 2. For the purposes of the preceding section school committees shall approve a private school only when the teaching in all the studies required by law is in the English language, and when they are satisfied that such teaching equals in thoroughness and efficiency the teaching in the public schools in the same locality, and that equal progress is made by the pupils therein, in the studies required by law, with that made during the same time in the public schools; but they shall not refuse to approve a private school on account of the religious teaching therein.—[Approved June 7, 1889.

Labor Statutes of Massachusetts.

Under the Act of 1888 relating to the employment of children it is provided that no child under thirteen years of age shall be employed in any factory, workshop or mercantile establishment during the hours when the public schools of the city or town in which he resides are in session or in any other manner unless during the year next preceding such child attended school for at least twenty weeks.

No child under fourteen years of age shall be similarly employed except during vacation of the public schools in the city or town wherein he resides unless the person or corporation employing him procures and keeps on file an employment ticket containing a description of the child, showing his height, complexion and general appearance so as to be capable of identification, and unless there is also a schooling certificate showing the age of the child, the name of the father or mother or guardian, and a statement that such child is capable of reading and writing in the English language and has attended school the required number of weeks during the year next pre-

ceding each date. These certificates are signed by the superintendent of schools or some member of the school committee. Each certificate shall be signed by the father or mother, if living, or by the guardian, or by the child himself where there is no father or mother or guardian. The truant officer has the right to inspect factories and see whether the provisions of the Act are complied with.

Penalty for Employing Children under Fourteen who cannot Read and Write.

SEC. 7. Every owner, superintendent, or overseer in any such establishment, who employs, or permits to be employed therein, a child under fourteen years of age who cannot read and write, while the public schools in the city or town where such child lives are in session, and every parent or guardian who permits such employment, shall for every such offence forfeit not less than twenty nor more than fifty dollars, for the use of the public schools of such city or town.

Truant Children and Absentees from School.

SEC. 10. Each town shall make all needful provisions and arrangements concerning habitual truants and children between seven and fifteen years of age who may be found wandering about in the streets or public places therein, having no lawful occupation or business, not attending school and growing up in ignorance; and shall make such by-laws as shall be most conducive to the welfare of such children, and to the good order of such town; and shall provide suitable places for the confinement, discipline and instruction of such children; such by-laws may be approved by the judge of the probate court of the county, as well as in the manner provided for the approval of other by-laws by section twenty-one of chapter twenty-seven.

BY-LAWS.

Under the power conferred by this Act the Board of Education for the State of Massachusetts passed the following by-laws:

ARTICLE 1. The town of ——— hereby avails itself of the several provisions of the statutes of this Commonwealth, now in force, relating to habitual truants and absentees from school, and in pursuance of authority conferred thereby, adopts the following by-laws:

ARTICLE 2. All children between the ages of seven and fifteen years, residing in said town, and who may be found wandering about in the streets or public places of said town, having no lawful occupation or business, not attending school, and growing up in ignorance, shall be committed to ——— for confinement, instruction and discipline.

ARTICLE 3. Two or more truant officers shall be appointed annually whose duty it shall be to inquire into all the violation of the truant laws and of the law relating to compulsory education, and to do all the acts required of them by the laws of the Commonwealth.

ARTICLE 4. It shall be the duty of every truant officer, previous to making any complaint under these laws, to notify the truant, or absentee from school, also his parent or guardian, of the offence committed, and of the penalty therefor, and if the truant officer can obtain satisfactory pledges for the restraint and reformation of the child, he may at his discretion forbear to prosecute, so long as such pledges are faithfully kept.

ARTICLE 5. It shall be the duty of the school committee, the teachers of the public schools, and the citizens generally, to aid the truant officers as far as possible in the discharge of their duties.

ARTICLE 6. It shall be the duty of the truant officers to keep a full record of their official acts, and make an annual report thereof to the school committee, who shall publish the same with their own report.

ARTICLE 7. Nothing in these by-laws shall be so construed as to alter or impair the obligation and duty of the teachers to enforce punctuality and regularity of attendance, and to preserve good order and discipline.

School Committee to appoint Truant Officers.

SEC. 11. The school committee of each town shall appoint and fix the compensation of two or more suitable persons, to be designated truant officers, who shall, under the direction of said committee, inquire into all cases arising under such by-laws, and shall alone be authorized, in case of violation thereof, to make complaint and carry into execution the judgment thereon; and who may serve all legal processes issued by the courts in pursuance of such by-laws or of sections ten to sixteen inclusive, but who shall not be entitled to receive any fees for such service.

Truants may be committed for Two Years.

SEC. 12. Any minor convicted under a by-law made under section ten of being an habitual truant, or of wandering about in the streets and public places of a city or town, having no lawful employment or business, not attending school, and growing up in ignorance, shall be committed to any institution of instruction or suitable situation provided for the purpose under the authority of said section or by-law, for a term not exceeding two years.

Jurisdiction.

SEC. 13. Police, district, or municipal courts, trial justices, and judges of probate courts, shall have jurisdiction, within their respective counties, of the offences described in sections ten and twelve.

CONNECTICUT (1888).

The laws of the State of Connecticut with respect to compulsory attendance and truancy are as follows:

SEC. 21. All parents and those who have the care of children shall bring them up in some honest and lawful calling or employment, and instruct them or cause them to be instructed in reading, spelling, writing, English grammar, geography and arithmetic;

And every parent or other person having control of any child over eight and under sixteen years of age, whose physical or mental condition is not such as to render its instruction inexpedient or impracticable, shall cause such child to attend a public day school regularly during the hours and terms while the public schools in the district wherein such child resides are in session, or to elsewhere receive thorough instruction during said hours and terms in the studies taught in said public schools.

But children under thirteen years of age who have attended school twenty-four weeks of the preceding twelve months, and children between thirteen and fourteen who have attended school twelve weeks of the preceding twelve months, and children over fourteen years of age, shall not be subject to the requirements of this section while lawfully employed to labour at home or elsewhere.

But this section shall not be construed to exempt any child who is enrolled as a member of a school from any rule concerning irregularity of attendance which has been enacted or may be enacted by the town school committee, board of visitors, or board of education having control of the school.

SEC. 22. Each week's failure on the part of any person to comply with the provisions of the preceding section shall be a distinct offence, punishable with a fine not exceeding five dollars.

Said penalty shall not be incurred when it appears that the child is destitute of clothing suitable for attending school, and the parent or person having control of such child is unable to provide such clothing, or its mental or physical condition is such as to render its instruction inexpedient or impracticable.

All offences concerning the same child shall be charged in separate counts, joined in one complaint. When a complaint

contains more than one count the court may give sentence on one or more counts and suspend sentence on the remaining counts.

If at the end of twelve weeks from the date of the sentence it shall appear that the child concerned has attended school regularly during that time, then judgment on such remaining counts shall not be executed.

SEC. 23. Attendance of children at a school other than a public school shall not be regarded as compliance with the provisions of the laws of the State requiring parents and other persons having control of children to cause them to attend school, unless the teachers or persons having control of such school shall keep a register of attendance in form and manner prescribed by the State board of education for the public schools, which register shall at all times during school hours be open to the inspection of the secretary and agents of the State board of education, and shall make such reports and returns concerning the school under their charge to the secretary of the State board of education as are required from the school visitors concerning the schools, except that no report concerning expenses shall be required; and it shall be the duty of the secretary of the State board of education to furnish to the teachers or persons having charge of any school, on their request, such registers and blanks for returns as may be necessary for compliance with the provisions of this section.

SEC. 24. No child under thirteen years of age shall be employed in any mechanical, mercantile, or manufacturing establishment.

SEC. 25. Any person acting for himself, or as agent in any way whatever of any mechanical, mercantile, or manufacturing establishment who shall employ or authorize or permit to be employed in such establishment any child, in violation of the preceding section, shall be fined not more than sixty dollars, and every week of such illegal employment shall be a distinct offence, provided that no person shall be punished under this section for the employment of any child when at the time of such employment the employer shall demand and thereafter during such employment keep on file the certificate of any town clerk, or of the teacher of the school where such child last attended, stating that such child is more than thirteen years of age, or a like certificate of the parent or guardian of such child in such cases only where there is no record of the child's age in the office of the town clerk, and such child has not attended school in this State. Any parent or guardian who shall sign any certificate that his child or ward is more than thirteen years of age when in fact such child or ward is under thirteen years of age shall be fined not more than sixty dollars.

SEC. 26. No child under fourteen years of age, who has resided in the United States nine months, shall be employed to labor, unless such child shall have attended a day school in

which instruction has been regularly and thoroughly given in the branches of education required in the public schools during at least twelve weeks, or sixty full school days of the twelve months next preceding any month in which such child shall be so employed, nor unless six weeks at least of this attendance have been consecutive. Any person who shall employ a child contrary to the provisions of this section shall be fined not more than sixty dollars.

Sec. 27. It shall be the duty of every parent or other person having control of a child under fourteen years of age, to furnish the employer of such child a certificate signed by the teacher, school visitor, or committee of the school which the child attended, showing that the child has attended school as required by the preceding section. The employer of any such child shall require such certificate, shall keep it at his place of business during the time the child is in his employment, and shall show the same when demanded, during the usual business hours, to any school visitor of the town where the child is employed, or to the secretary or agent of the State board of education. Said certificate shall be evidence that the child has attended school as the law requires.

Sec. 28. Any parent or any person having control of a child, who, with the intent to evade the provisions of this chapter, shall make any false statement concerning the age of such child, or the time such child has resided in the United States, or shall instruct such child to make any such false statement, shall be fined not more than seven dollars, or be imprisoned not more than thirty days.

Sec. 29. The school visitors in every town shall, once or more in every year, examine into the situation of the children employed in all its manufacturing establishments, and ascertain whether all the provisions of this chapter are duly observed, and report all violations thereof to one of the grand jurors of the town.

Sec. 30. The selectmen, in every town, shall inspect the conduct of the heads of families, and if they find any who neglect the education of the children under their care, may admonish them to attend their duty; and if they continue negligent, whereby the children grow rude, stubborn, and unruly, they shall, with the advice of a justice of the peace, take such children from those who have the charge of them, and bind them out to some proper master, or to some charitable institution or society incorporated in this State for the care and instruction of such children, males till twenty-one, and females till eighteen years of age, that they may be properly educated, and brought up in some lawful calling.

Sec. 31. Each city and town may make regulations concerning habitual truants from school, and children between the ages of seven and sixteen years wandering about the streets or public places, having no lawful occupation, nor attending school, and growing up in ignorance; and such by-laws, also, respecting such children as shall conduce to their welfare and to public

order, imposing suitable penalties, not exceeding twenty dollars for any one breach thereof; but no such town by-laws shall be valid until approved by the superior court in any county.

SEC. 32. Every town, and the mayor and aldermen of every city, having such by-laws, shall annually appoint three or more persons, who alone shall be authorized to prosecute for violations thereof. All warrants issued upon such prosecutions shall be returnable before any justice of the peace, or judge of the city or police court of the town or city.

SEC. 33. The police in any city, and bailiffs, constables, sheriffs, and deputy sheriffs in their respective precincts, shall arrest all boys between eight and sixteen years of age, who habitually wander or loiter about the streets or public places, or anywhere beyond the proper control of their parents or guardians, during the usual school hours of the school term; and may stop any boy under sixteen years of age during such hours, and ascertain whether he is a truant from school; and if he be, shall send him to such school.

SEC. 34. Any boy arrested the third time under the provisions of the preceding sections, if not immediately returned to school, shall be taken before the judge of the criminal or police court, or any justice of the peace in the city, borough, or town where such arrest is made; and if it shall appear that such boy has no lawful occupation, or is not attending school, or is growing up in habits of idleness or immorality, or is an habitual truant, he may be committed to any institution of instruction or correction, or house of reformation in said city, borough or town, for not more than three years, or with the approval of the selectmen, to the State reform school.

SEC. 35. Officers other than policemen of cities shall receive for making the arrests required by the two preceding sections, such fees, not exceeding the fees allowed by law for making other arrests, as may be allowed by the selectmen of the town in which such arrests are made; but unless a warrant was issued by a judge of the criminal or police court, or by a justice of the peace, the officer shall, before receiving his fees, present to the selectmen of the town a written statement showing the name of each boy arrested, the day on which the arrest was made, and if the boy was returned to school, the name or number of the school to which he was so returned.

SEC. 36. In all cases arising under the provisions of the three preceding sections, a proper warrant shall be issued by the judge of the criminal court of the city, or by a justice of the peace in the borough or town, where such arrest is made; and the father, if living, or if not, the mother or guardian of such boy, shall be notified, if such parent or guardian can be found, of the day and time of hearing. The fees of the judge or justice shall be two dollars for such hearing; and all expenses shall be paid by the city, borough, or town in and for which he exercises such jurisdiction.

SEC. 37. After the hearing in any such case, such judge or justice of the peace may, at his discretion, indefinitely suspend the rendition of judgment.

SEC. 38. The selectmen of any town may appoint committees of school districts and janitors of school buildings, and other persons on nomination by the school visitors of the town or board of education of an incorporated school district, special constables. Said constables shall have power in the town in which they reside, and in adjoining towns when offenders have escaped thither, to arrest for truancy and other causes named in section 33, and for disturbance of schools and school meetings and damage to school property, and to serve criminal process in such cases.

SEC. 39. Upon the request of the parent or guardian of any girl between eight and sixteen years of age, a warrant may be issued for her arrest in the same manner and on the same conditions as is provided in sections 34-37 with respect to boys; and thereupon the same proceedings may be had, as are above provided, except that said girls may be committed to the Connecticut Industrial School for Girls.

Secretary's Report.

Speaking of the operation of this Act, H. J. Curtis in his report to the Secretary of the State Board makes the following observations:

Within the range of my observation the Child Labor Law has had a good effect. It has quickened the humane feelings of many manufacturers and caused them to think of the effects upon society at large and upon the individual child of the free and untrammelled employment of very young children, and thus has made them friendly to its provisions and enforcement. The desire is often expressed that in this State every child may have at least so much of education, health and strength as may enable him to develop whatever powers he may have, and not be ruthlessly bound down to a life of toil and ignorance, in circumstances entirely unfavorable to improvement. There is a fund of hope extant, that a child's birth shall not forecast its life, and that all shall be given a fair chance to acquire a rudimentary education. And it is undeniable that without a child labor law and a school attendance law, there would be hundreds of cases where parents would sacrifice the health and education of their children for a mere pittance of wages. Manufacturing establishments could be found where the ability to do some work cheaply would be the only test for a child applicant.

Hundreds of children are to-day at school who, but for the law, would be shut up in factories.

If the State seeks to promote the health and education of children it has not placed the age limit too high. The tend-

eney should be to increase the limit of the age and not to lower it. There should be no exceptions permitting child labor in vacation. To commence a life of toil at thirteen is soon enough, too soon for health and education. Especially valuable is a clean cut, positive enactment like the present. It is plain and not open to misunderstandings. Exceptions are simply so many hindrances to enforcement. If at the close of each vacation those manufacturers who desire to employ very young children, and to whom the privilege is valuable, were compelled to turn out the young help and supply their places with older children, there would be constant irritation. And the ill will that is now felt toward the law, if any, would be indefinitely continued and increased.

On the other hand a steadfast adherence to the law, as it stands to-day, will soon cause unquestioned obedience, and manufacturers, made dependent on children old enough to be properly employed, will adjust themselves to the new conditions.

Report, 1889.

The State of Connecticut employs four agents for the enforcement of the law. In 1888 these agents visited 50 towns, inspected 157 establishments, conducted 26 prosecutions for non-attendance at school, found 41 cases of illegal employment, 20 of which arose from the careless or negligent violation of the law, 177 children out of the 1,514 employed in the establishments visited were unable to read or write.

NEW JERSEY.

The laws of the State of New Jersey with respect to compulsory attendance were revised and consolidated in 1889, and are as follows:—

103. All parents and those who have the care of children, shall instruct them or cause them to be instructed in spelling, reading, writing, English grammar, geography and arithmetic, and every parent, guardian or other person having control and charge of any child or children, between the ages of seven and twelve years, shall be required to send any such child or children to public day school for a period of at least twenty weeks in each year, eight weeks, at least, of which attendance shall be consecutive, unless such child or children are excused from such attendance by the board of the school district in which such parents or guardians reside, upon its being shown to their satisfaction that the bodily or mental condition of such child or children has been such as to prevent his, her or their attendance at school, or that such child or children are taught in a private school or at home by some qualified person or persons in such branches as are usually taught in primary schools.

104. No child under the age of fifteen years shall be employed by any person, company or corporation to labor in any business whatever, unless such child shall have attended within twelve months immediately preceding such employment some public day or night school, or some well recognized private school; such attendance to be for five days or evenings every week during a period of at least twelve consecutive weeks, which may be divided into two terms of six consecutive weeks each, so far as the arrangement of school terms will permit, and unless such child or his parents or guardians shall have complied with the provisions of the Act approved March fifth, eighteen hundred and eighty-three, limiting the employment hours of the labor of children.

105. Every parent, guardian or other person having charge or control of any child, from twelve to sixteen years of age, who has been temporarily discharged from employment in any business in order to be afforded an opportunity to receive instruction or schooling, shall send such child to some public or private day school for the period for which such child shall have been discharged, unless such child shall have been excused from such attendance by the inspectors of factories and workshops, or by the board of the school district, for reasons as stated in section one hereof.

106. In case any parent, guardian or other person shall fail to comply with the provisions of sections one and three of this Act, such parent, guardian or other person shall be deemed guilty of a misdemeanor, and shall, on conviction, be liable to a fine of not less than ten dollars nor more than twenty-five dollars for each subsequent offence, or to imprisonment for not less than one month nor more than three; the said fines, when paid, to be added to the public school money of said school district in which the offence occurred.

107. All children between the ages of seven and fifteen years, who are habitual truants from school, or who, while in attendance in any public school, are incorrigible, vicious or immoral in conduct, and all children between the said ages who absent themselves habitually from school, and habitually wander about streets and public places during school hours, having no business or lawful occupation, shall be deemed juvenile disorderly persons, and subject to the provisions of this Act.

108. In all cities having a duly organized police force, it shall be the duty of the police authority, at the request of the inspectors of factories and workshops, or of the school authority, to detail one or more members of said force to assist in the enforcement of this Act, and in districts having no regular police force, subject to this Act, it shall be the duty of the board of education, or the school district officers, to designate one or more constables of said city, township or village, whose duty it shall be to assist in the enforcement of this Act, as occasion may require, and said board of education shall fix and determine the compensation to be paid said police officer or

constable for the performance of his duties under this Act; members of any police force or any constable designated to assist in the enforcement of this Act, as provided in this section, shall be known as truant officers; *provided*, that in districts where no constable resides the said board shall have power to appoint some other suitable person as truant officer.

109. It shall be the duty of any such truant officer or officers detailed to enforce the provisions of this Act, to examine into all cases of truancy, when requested so to do by the inspectors of factories and workshops, or by the district school board, and to warn such truants, their parents or guardians, in writing, of the final consequences of truancy, if persisted in, and also to notify the parents, guardian or other person having the legal charge and control of any juvenile disorderly person, that the said person is not attending any school, and to require said parent, guardian or other person to cause the said child to attend some recognized school within five days from said notice; and it shall be the duty of said parent, guardian or other person having the legal charge and control of said child, to cause the attendance of said child at some recognized school; if said parent, guardian or other person having the legal charge and control of said child shall wilfully refuse, fail or neglect to cause said child to attend some recognized school, it shall be the duty of said officer to make, or cause to be made, a complaint against said parent, guardian or other person having the legal charge and control of said child, in any court of competent jurisdiction in the school district in which the offence occurred, for such refusal or neglect, and upon conviction thereof said parent, guardian or other person, as the case may be, shall be punished by a fine of not less than ten dollars nor more than twenty-five dollars; or the court may, in its discretion, require the person so convicted to give a bond in the penal sum of one hundred dollars, with one or more sureties, to be approved by said court, conditioned that said person so convicted shall cause the child or children under his or her legal charge or control to attend some recognized school within five days thereafter, and to remain at said school during the term prescribed by law; *provided*, that if said parent, guardian or other person in charge of said child shall prove inability to cause said child to attend said recognized school, then said parent, guardian or other person shall be discharged, and said court shall, upon complaint of said truant officer or other person, that said child is a juvenile disorderly person within the meaning of this Act, then said court shall thereupon sentence said child to a juvenile reformatory until such child shall arrive at the age of sixteen years, unless sooner discharged by the board of control of said juvenile reformatory; *provided*, *however*, that such sentence may be suspended, in the discretion of said court, for such time as the child shall regularly attend school and properly deport himself or herself; *it is further provided*, that if, for any cause, the parent or guardian or other person having charge of any juvenile disorderly per-

son, as defined in this Act, shall fail to cause such juvenile disorderly person to attend said recognized school, then complaint against such juvenile disorderly person may be made, heard, tried and determined in the same manner as is provided for in case the parent pleads inability to cause said juvenile disorderly person to attend said recognized school; *and it is further provided*, that no child under the age of nine years shall be sent to a juvenile reformatory under the provisions of this Act.

110. It shall be the duty of the officers empowered, detailed or appointed under the provisions of this Act to assist in the enforcement thereof, to institute or cause to be instituted, proceedings against any parent, guardian or other person having legal charge and control of any child, or any person, company or corporation violating any of the provisions of the sections of this Act; *provided*, this law shall not be operative in those school districts of the state where there are not sufficient accommodations to seat the children compelled to attend school under the provisions of this Act; and that no prosecution shall be instituted against any parent, guardian or child unless they have received due notification from an officer empowered under this Act that they are acting in violation of the provisions of this Act.

111. When there is not within the distance of two miles, from the factory or shop in which a child under the age of fifteen years is employed, or from the residence of the child, a recognized efficient school, attendance at a school temporarily approved by an inspector of factories and workshops, shall, for the purposes of this Act, be deemed attendance at a recognized efficient school, and the inspector of factories shall immediately report to the educational department every case of the approval of a school by him under this section.

112. Two weeks' attendance of children between twelve and fifteen years of age, at a recognized half-time or evening school shall, for all purposes of this Act, be counted as one week at a day school.

113. When any provisions of this Act are violated by a corporation, proceedings may be had against any of the officers or agents of said corporation who in any way participate in or are cognizant of such violation by the corporation of which they are the officers or agents, and said officers or agents shall be subject to the same penalties as individuals similarly offending.

NEW YORK STATE.

The compulsory school law of the State of New York enacts as follows:—

SECTION 1. Every parent or guardian or other person having the care and control of any child between the ages of seven and eleven years, shall cause such child to attend some public

school in the city or school district in which such child shall reside, or some other public school, or some school other than a public school in which, at least, the common school branches of reading, spelling, writing, arithmetic, grammar and geography are taught in the English language, or cause such child to be taught as provided in section 3 of this Act, during the whole period between the first day of October and the first day of the following June, that the public school or schools of the city or district in which he resides shall be in session. And every parent or guardian or other person having the care and control of any child between the ages of eleven and fourteen years, shall cause such child to attend the school or schools aforesaid for a period of, at least fourteen weeks of school time in each year, which fourteen weeks shall be consecutive, except holidays and authorized vacations, but such holidays and vacations shall not constitute a part of said fourteen weeks.

SECTION 2. For every neglect of the duty imposed by the first section of this Act, the person offending shall be guilty of a misdemeanor, and shall, on conviction, forfeit and pay for the use of the public schools of the city or district in which he shall reside, a fine of one dollar, upon the first conviction and of five dollars for each subsequent conviction, not exceeding thirteen convictions in any one school year, and in default of the payment of any such fine, or any part thereof, such person shall stand committed one day for each dollar of such fine remaining unpaid.

State Superintendent, A. S. Draper, of New York, says:—

"It is worse than futile to assume that all persons charged with the care of children will send them to school. The great majority will. But unfortunately some parents are idlers, drunkards, or criminals themselves. In every large community there are many children without parental care of any kind. There are also children who are uncontrollable; who might be saved to society by a strong hand and firm discipline, but who in the absence of these will become outcasts and criminals. It seems unnecessary to argue that the state has the power to provide for these exceptional cases and that there is great propriety in its doing so. The rights of the child to reasonable care and the elements of an education on the one hand, and the interests of society on the other, are both in jeopardy and can be protected and promoted only by public action. Moreover, a government which provides a free public school system for its own safety is necessarily bound to see to it that all children who are not otherwise provided for, are brought within the influences of that system, if it would make sure of results which will justify its procedure."

Superintendent E. N. Jones says:—

"The right of the state to establish schools and compel attendance thereat, has its basis in the law of self-preservation, which applies alike to nations and individuals. To perpetuate

its own existence the state raises armies and provides for the national defence, and to secure the same end it may enact laws for compulsory school attendance. Deny to a state this right and you deprive it of the most efficient means for accomplishing those great purposes for which free governments are established, and which justify their existence. But it is more than a right, it is a duty. The humblest child within the limits of the commonwealth is entitled to that measure of education and training which shall fit him intelligently to enjoy the privileges and honorably to discharge the duties and obligations of citizenship. If this right be withheld by parents, it is the duty of the state, as the guardian in the last resort of all to interpose and by its authority secure for the child this great right.

Moreover, it is a manifest injustice to compel all property-holders, whether having children to be benefited or not, to pay for the free education of all, and then leave it a voluntary matter on the part of parents as to whether the means of education, thus compulsory provided, shall be accepted or rejected."

Commissioner Elba Reynolds says:—

"Our public schools were organized and are maintained for the enlightenment, welfare and blessings of the public; to educate and better the conditions of the generations that are to follow us; those who are to assume the power, shape and control the destiny of a free people that they may be better enabled to assist themselves and benefit their associates; and the parent or custodian of a child has no right to insist that it should be optional with him to send his child to school or not, as he may choose. He might, with equal propriety, claim the privilege to do any other thing that would tend to undermine and destroy the multiplicity of blessings that surround the republic. It is a matter that creeps in and makes its influence felt in every trade and profession. A child is kept from school in youth while it is under the control of the parent; in time it goes from home to act for itself in the battle of life, and then, if never before, the great injustice that has been done to him is brought with mighty force to his understanding, and then he comes to know for the first time the great need of that education which has been neglected, and very many times without fault of his, but then the time has gone and there is no recalling it, and the only alternative left is to face ahead and acquire what knowledge may be possible for him."

ILLINOIS.

The laws of the State of Illinois, with respect to compulsory education, are as follows:—

SECTION 1. Every person having under his control a child between the ages of seven and fourteen years, shall annually

cause such child to attend for at least sixteen weeks, at least eight weeks of which attendance shall be consecutive, some public day school in the city, town or district, in which he resides, which time shall commence with the beginning of the first term of the school year, or as soon thereafter as due notice shall be served upon the person having such control of his duty under this Act. For every neglect of such duty, the person offending such forfeit, to the use of the public schools of such city or district, a sum not less than one nor more than twenty dollars, and shall stand committed until such fine and costs of suit are paid. But if the person so neglecting shall show to the satisfaction of the Board of Education or of directors, that such child has attended for a like period of time, a private day school, approved by the Board of Education or directors of the city, town or district in which such child resides, or that instruction has otherwise been given for a like period of time to such child, in the branches commonly taught in the public school; or that such child has already acquired the branches of learning taught in the public schools; or that his physical or mental condition, as declared by a competent physician, is such as to render such attendance inexpedient and impracticable, then such penalty shall not be incurred. Such fine shall be paid, when collected, to the school treasurer of such city or township, to be accounted for by him as other school money raised for school purposes. But no school shall be regarded as a school under this Act unless there shall be taught therein in the English language, reading, writing, arithmetic, history of the United States and geography.

§ 2. It shall be the duty of the Board of Education in every city, and the board of school directors in every school district, to appoint one or more truant officers, whose duty it shall be, carefully to enquire concerning all supposed violations of this Act, and to enter complaint against all persons who shall appear to be guilty of such violation. It shall also be the duty of said officer to arrest children of a school-going age, who habitually haunt public places, and have no lawful occupation, and also truant children who absent themselves from school without leave, and to place them in charge of the teacher having charge of the public school which the said children are by law entitled to attend. And it shall be the duty of said teacher to assign said children to the proper classes, and to instruct them in such studies as they are fitted to pursue. Said truant officers shall have such compensation for services rendered, under this Act, as shall be determined by the Board of Education or the Board of Directors appointing such officer, which compensation shall be paid from the distributable school fund.

§ 3. Any person having control of a child, who, with intent to evade the provisions of this Act, shall make a lawful false statement concerning the age of such child, or the time such child has attended school, shall, for such offence, forfeit a sum

of not less than three dollars nor more than twenty dollars for the use of the public school of such city or district.

§ 4. Prosecutions under this Act shall be instituted and carried on by the authorities of such boards, and be brought in the name of the People of the State of Illinois for the use of the school fund of said city or township.

§ 5. Police, municipal courts, justices of the peace and judges of the county court, shall have jurisdiction within their respective counties of the offences described in this Act.

§ 6. "An Act to secure to all children the benefit of an elementary education," approved June 23, 1883, in force July 1, 1883, is hereby repealed.

Approved May 24, 1889.

CITY OF SPRINGFIELD.

In the City of Springfield, a county truant school has been established and a truant officer is appointed each year. His report for the year 1884, is as follows :—

| | |
|---|-------|
| Number of visits to schools..... | 3,461 |
| Number of visits to families..... | 279 |
| Number of children truants..... | 208 |
| Number of trancies..... | 269 |
| Number of children found on the streets..... | 356 |
| Number of children arrested as habitual truants..... | 14 |
| Number of same prosecuted..... | 11 |
| Number convicted and sent to the county truant school.. | 11 |
| Number of visits to manufacturing, mechanical and mercantile establishments..... | 481 |
| Number of children under 16 years of age found employed without certificates..... | 49 |

There have been some cases of breaking and entering school-houses, and of larceny therefrom, which was investigated by the truant officer, and restitution for things taken was made.

The truant officer, who has discharged his duties faithfully during the year, is of the opinion that there are fewer incipient truants on probation than there were one year ago; and that among business men there is a general and willing compliance with the Public Statutes concerning the employment of children.

Thirty truants from this city have been in the county truant school for some portion of the year (several holding over from last year), of whom twelve are now in that institution. Boys returning from that school seem to have been well cared for and well taught.

ALASKA.

Rules for Obligatory Attendance at Alaskan Schools, Approved by the Commissioner of Education, August, 1887.

In pursuance of the regulations prescribed by the Secretary of the Interior, under an Act of Congress approved May 17th, 1884, in relation to public schools in Alaska, and under authority of Rule B in the regulations so prescribed by the Secretary in conferring authority upon the board of education by him appointed "to provide general rules for the government of the schools and the attendance of the children," this educational board has prescribed and adopted the following as to the attendance of children of school age :

Every parent, guardian, or other person having control or charge of any child or children of the age of six years and under the age of fourteen years, residing within two miles of any school established and maintained by the Government in Alaska, shall send such child or children to such school at least two-thirds of the time during which such school shall be taught each school year, unless it can be satisfactorily shown that such child or children is or are physically or mentally disabled. To the end that such regulations may be enforced the deputy United States marshals and Indian policemen, appointed upon the recommendation of the Governor by the Commissioner of Indian Affairs at Washington, are hereby authorized and empowered, and it is hereby made their duty, to see that all children of school age herein designated and within the limits and distance herein set forth attend said schools: *Provided further*, that when it is made to appear that the presence and services of any child of school age as herein prescribed are necessary to the care, protection, and comfort of such parent or guardian in case of sickness, accident, or any physical or mental infirmity, it shall be a good excuse for such non-attendance.

BUREAU OF EDUCATION, WASHINGTON.

The following extracts from the Report of the Commissioner of the Bureau of Education, Washington, for 1887-8, are worthy of consideration :

When we consider the large amount of money spent upon the public schools of the State, and the efforts made to render them attractive and profitable, it is greatly to be regretted that, on account of the indifference of parents and the selfishness of employers, so many children do not avail themselves of their great opportunities. The truant law should therefore be more rigidly enforced, and the children should be required to attend twenty weeks instead of twelve. "In the forty weeks spent in the workshops, children forget what they have

learned and go back to school to begin over again the lessons of the year before. Discouraged, listless, old before their time, they grow up to manhood and womanhood with no adequate conception of their life's work." It is thought that if the appointment of truant officers was made by the State board of education or some central authority, instead of being given as a reward for party service as at present, the law would be more strictly enforced.

Compulsory Attendance.

The necessity for compulsory education.—C. E. Walling, school superintendent of Morgan County, W. Va.: "Some say we must educate the masses so that they will appreciate an education; but how are we to do it? The greater number who do not avail themselves of the opportunity offered by the free schools are the children of poor and ignorant parents, who will be allowed to grow up in ignorance, and generation after generation will do the same unless the law forces them into school until the one generation is educated, then the greatest difficulty will be overcome. If parents are remiss in their duties to their children, and not aware of the great responsibility resting upon them, they should be made sensible, and be compelled to discharge a parent's duty."

Schools for Incurrigibles and Habitual Truants.

School officers in those States in which compulsory attendance laws are enforced encounter difficulties in the discharge of their duties that are comparatively unknown in other States. Compulsory laws cause the enrolment of large numbers of children whose previous training is chiefly of the kind that fosters vice, and whose surroundings outside the school-room are only such as encourage a distaste for restraint and an utter disregard for authority. All public schools must contend more or less with this class of pupils, but they are naturally more numerous and troublesome in the schools in which the attendance of all children of every class is compelled. They do not attend at all unless they are obliged to do so, and when forced to present themselves at school they take no interest in their studies, seek only to hinder the progress of others, and take advantage of every pretext to absent themselves from their duties. How to manage such children is one of the gravest questions with which school men have to deal. They must not be excluded from the schools entirely, but their influence tends to demoralize better disposed scholars, if instructed in the regular schools. They should not be committed to reformatories or other institutions for criminals, for they are not criminals, and association with vicious characters can only prove detrimental to them.

The most satisfactory means of dealing with incorrigibles of this stamp is believed to be the establishment of "truant

schools," under the management of men peculiarly fitted for such work. The following quotations indicate the reasons for such belief :

" In September, 1885, the truant school was established. The design of this school was to provide a place where the habitually truant boy, the mischievous and ungovernable boy, the newsboy, and the bootblack who must have a portion of school time for their work, where all these could be suitably instructed and firmly controlled.

" The good effects of the school were immediately apparent. Habitual truants and the incorrigible were speedily gathered into this school, and punishment and suspension ceased elsewhere. The good influence of this school was not only felt, but it became tangible in reports. In previous years suspensions for inexcusable absence and for misconduct had averaged about 240; in 1884-85 they were 225; in 1885-86 they decreased to 98, and in 1886-87 to 92, while corporal punishment became a thing of the past.

" There can be no question as to the wisdom of the board in establishing this school, nor as to its restraining and reforming power over all the schools of the city." [Superintendent C. B. Thomas, East Saginaw, Mich.]

" As much less complaint of truancy has reached me than in former years, it would seem probable that the existence of the county truant school has exercised a salutary influence, and though truancy is by no means obsolete in this town, I have no hesitation in saying that the school is of great value in restraining it, and trust that the institution may be kept up." [Superintendent T. H. Day, Pittsfield, Mass.]

" I find that since it has been possible for the town to use the truant school it has been much easier to bring the truants into school." [Mr. Charles L. Frink, truant officer, North Adams, Mass.]

" I also desire to call the attention of the board to the demand for some means of separating the incorrigible and demoralizing class of pupils from those who attend school with unobjectionable habits and morals. This should be done without turning them into the street. My recommendation is that a separate school be established for truants and those who require corporal punishment. One teacher could do this work for the present, and it should be one of the most capable and conscientious teachers obtainable. Pupils should be transferred to and from this school in accordance with such regulations as may be established, and a truant officer should be appointed to assist in enforcing these regulations. * * * I believe this measure would be of great benefit to our schools." [Superintendent D. C. Tillotson, Topeka, Kans.]

" I also recommended that we avail ourselves of these provisions of the statutes, and that for this purpose we invite two or more of the neighboring municipalities to join with us in a petition to the county commissioners for the establishment and maintenance of a school to which truants, and in case the

Legislature shall give the requisite authority, those pupils 'who persistently refuse to comply with the reasonable rules and regulations of the schools' may be sent for discipline and instruction.

"Another year's observation and reflection have strengthened my conviction that the need of such a school is imperative, and that the best interests of our schools require its establishment. I again respectfully commend the subject to your consideration." [Superintendent Thomas Emerson, Newton, Mass.]

"The number of actual truants in our school is very small, but the difficulty of dealing with them is just as perplexing as if their number were larger. The absence of a suitable institution for the confinement, discipline, and instruction of habitual truants makes a great deal of work for the truant officers. They have no effectual means of inspiring the boy with a wholesome respect for their authority, and thus to enforce his attendance at school, except the fact that if caught he will be returned to school; nor can the committee devise any means to assist the officers in the absence of a truant school, which are not objectionable because of their dangerous results. Boys who play truant are not criminals, and cannot be treated as such. They stay away from school simply because they do not like the restraint which constant application to study requires. If they should be sent to the State Reform School, or any similar institution, the stigma upon their character may turn them into the very path from which they should be kept.

"At the same time, their absence from school, wandering about the streets, inculcates idleness and shiftless habits, and leaves them to engage in evil practices which may lead to criminal acts. The scholars who attend school and are inclined to truancy, seeing that the efforts of the officers to return absentees to school are vain, become emboldened, and try playing truant themselves, and the result is to extend the evil of truancy among those scholars who are at first inclined to attend school regularly. So long as public officers dawdle with a question of so much public importance as the establishment of truant schools, we shall be without a remedy for this evil." [From the Report of the School Committee of Marblehead, Mass.]

"The confining in reformatories of children between eight and fourteen years, who have committed no crime, but who refuse to obey parents, and allowing them to associate with older children who have been committed for crime, appears to be a very grave matter. On this account very few children are committed each year.

"To remedy this evil it seems to be necessary that a reformatory school should be established, under the direct control of the board, for the discipline, instruction, and reforming of habitual truants and non-attendants. In this school the children should be taught some business or trade, so that when

they leave school they will be fairly equipped to gain a livelihood." [Superintendent John Jaspar, New York City.]

"No provision has yet been made for truants and incorrigibles. The superintendent, in annual reports and in monthly communications to the board, has urged the necessity of establishing a school where such persons could be taught and trained. The public school principals have also advocated such a measure. This question is of vital importance, not only on account of those who need special training, but also, and in larger measure, for the sake of all our pupils whose character depends so much upon their association with each other.

"The great majority of children are obedient and well trained; they should not be in danger of contamination by a vicious element. A city home should be established, to which children who need a special training could be sent for instruction and reformation, but not as criminals for punishment. They should be obliged to live there, undergoing a regular system of duties and instruction, subject to rules appropriate to the institution." [Superintendent Clarence E. Meleney, Paterson, N. J.]

"In my opinion, a special school should be established in this city, into which confirmed and persistent truants should be sent and confined for a reasonable length of time, as a punishment for non-attendance at school. Many parents and guardians who fail to properly discipline their children, either from negligence or want of ability, or who have lost control over them, would welcome such an institution and heartily indorse the plan. It should not partake of the character of a penal institution except in the feature of confinement for a reasonable length of time, and children should be admitted only for truancy or refractory conduct in the regular schools. As soon as an inmate could give a satisfactory guarantee of future good conduct and faithful attendance in his regular school, he should be discharged, and taken into a regular school on probation.

"I believe, as I have said in a previous report, that the knowledge, merely, of the existence of such a school, would largely deter truancy.

"Such a school would never become large, and need not incur a great expense, while its benefits to the school system would be immense in the way of discipline, not only to the truant element of the school, but to the whole department.

"But there is another view of this subject to be considered, and of far more seriousness than the mere absence from school of the truant and his educational loss. It is the moral view. Truancy in many cases is the first step toward the walks and haunts of criminals. Many at first well-disposed children are indulged in 'playing the truant' by kind parents, and, occasionally, by careless or indifferent teachers until they come in contact with the 'street Arabs,' who skulk from place to place watching for an opportunity to pilfer or commit

some depredation, and thus become the tyros of State criminals." [Superintendent James F. Crooker, Buffalo, N. Y.]

"Inexcusable absence, tardiness, and truancy are rife in too many of our schools. This last-named evil is still rampant, for our incorrigibles know too well that until a truant school becomes a tangible entity, or the Lawrence Industrial School can take all of Lynn's truants, they are free to defy all law and order. Some of our citizens view this desire for a truant school as a mere sentiment or convenience on the part of teachers and school officers, believing that it is an effort to rid schools and teachers of a few unruly boys, assuming that if schools are attractive and teachers loving and amiable there will be no truants. We can fully assure all such opinioned advisers that if they will give one week of thorough personal experience to this whole matter, with us who know the 'ins and outs' of truancy, they will find that the attractive school and the amiable, loving teachers, are sweets that truants do not cry for, do not long for. No person unacquainted with the proclivities of these children and their various conditions and circumstances in a city like Lynn, is qualified to ascribe to mere sentiment or convenience any effort of teachers or school officers to suppress truancy. Our city swarms with habitual and incorrigible truants whom parents can not induce or the law oblige to go to school. * * * They are becoming the worst class of juvenile offenders, some figuring as petty thieves, burglars, and vagrants. Not until Lynn, as a city, insists that the county commissioners comply with the statute requirements, will there be a truant school established, unless Lynn is forced to build one in self-defence, and which it well can do with pecuniary as well as great moral benefit." [Superintendent O. B. Bruce, Lynn, Mass.]

"Provision has already been made for the confinement, discipline, and instruction of habitual truants. Is it not equally important that a law be enacted under which a child who attends school, but who persistently violates the rules and regulations necessary to secure the object for which schools are maintained, shall be dealt with in a similar manner? The truant suffers personal loss when out of school, but does not occasion loss to those who attend; while the persistently disobedient and refractory pupil profits little, if any, by being in school, and seriously interferes with the progress of others. In dealing with such pupils at the present time, the only means available as a last resort is to expel them from school, and by so doing make them companions of the truant, thereby defeating the very object sought to be accomplished. A year ago an effort was made to secure a change in the law relating to truancy, so as to include among the classes of children affected by its provisions those who persistently refuse to comply with the reasonable rules and regulations of the school. * * *

" The importance of securing these amendments can not be realized except by persons familiar with the work of schools. It is often the case that a single boy by his repeated acts of disobedience almost monopolizes the time and vitality of the teacher, and thereby deprives the other pupils of the instruction to which they are entitled. Such boys are the *anarchists* of the school community, and should be treated as the worst enemies of its order and welfare; but the means of dealing with them are insufficient. There can be no worse policy than to let them remain where their presence is a constant injury to others. It is hoped that during the coming session of the Legislature the proposed amendments will be adopted, and the incorrigible pupil, as well as the truant, provided with 'a suitable place' where he can receive instruction without interfering with those who are disposed to make good use of their school privileges. * * *

" By statute all cities and towns are required to provide themselves with suitable places for the restraint, discipline, and instruction of truants. In Cambridge, and in many other cities and towns, the almshouse is the place to which truants are sent. But there is a general feeling that an almshouse is not a proper place for the confinement of this class of children. A truant school should be one of rare excellence, and all the surroundings and influences should be helpful. In the management of our truants at the present time there is no cause for complaint, for the superintendent of the almshouse is an exceptional man for such a position. The objections lie in the character of the place, and in the fact that the school is but an adjunct of the institution, and from the nature of the case must be considered of secondary importance." [Superintendent Francis Cogswell, Cambridge, Mass.]

The State superintendent emphasizes the importance of the enactment of such laws as will secure the attendance at school of all children of school age who are not disqualified mentally or physically, or who are not in private schools. The right of parents to have their children educated in private schools or at home should always be fully recognized and respected, but it should be required that the instruction there given be equal to that given in the public schools. The necessity for compulsory attendance is palpable when we consider that the school property of the State is estimated at fifteen million dollars, and that the annual expenditure for schools is five million dollars, but that only sixty-eight per cent. of the children of school age are enrolled, and only fifty-four per cent. of them are in average attendance. If the statistics of the attendance were properly kept and returned it would be found that the attendance was much less than that here represented. [State superintendent, Harvey M. La Follette, Indiana.]

FROM "EDUCATION AND CRIME."

PUBLISHED BY BUREAU OF EDUCATION, WASHINGTON, 1881.

The statistics of the Eastern Penitentiary of Pennsylvania are probably compiled with more care and presented in more detail than those of any other similar institution in the country. During the year the association met in Philadelphia (1879) there were received at this penitentiary 487 convicts. Of these, 82 had never attended schools of any kind; 5 are reported to have attended college for an average length of time of 6 years, one of them having attended 10 and another 7 years; 7 are said to have attended a public high school for an average length of time a little over 2 years; 12 had been at private schools who had never attended public schools, the average time spent in school being $7\frac{1}{4}$ years; 390 had attended public schools, 169 of them advancing to the grammar grade, the average age at leaving school being 14, and the average time they remained in school is set down at about 5 years. These are the exact official figures; and instead of there being a large percentage of high school graduates in the penitentiary, it appears there were only 7 of all the convicts received in 1879 that had ever attended a high school, and not one of these had attended long enough to graduate. True, 5 are said to have attended colleges, but they must have been colleges of a peculiar kind to permit attendance for 5, 7, or 10 years, as stated in these cases.

The statistics of the same penitentiary for 1880 repeat those of 1879: 13 convicts out of the 463 received are said to have attended American high schools, but of these 8 attended only 1 year and but a single one attended as long as 3 years. There is no reason to think any one of them graduated. Five are said to have attended college; but 3 of them attended too short a time to graduate, and the other 2, who are set down as having attended 7 years each, both left school at the age of 16.

We have been unable to obtain reliable statistics of the kind wanted from Moyamensing, the Philadelphia city prison; but instead we present, from the combined statement of the State board of public charities, a most important fact bearing on the case, viz: statistics showing the educational relations of all the convicts sentenced to the jails and workhouses of the State for the year 1879, including Moyamensing prison. Of the 2,307 persons convicted and sentenced to these institutions during the year, only 13 are said to have possessed a superior education, and it is not at all likely that there was a graduate of either high school or college among them.

To add further weight to this evidence, it may be stated that out of 571 convicts received at the Western Penitentiary

of Pennsylvania during the years 1879 and 1880, only 3 are set down by the prison authorities as possessing what they call a superior education.

The two Pennsylvania penitentiaries in 1879 received 799 convicts, and of these 114 were wholly illiterate; in 1880 they received 722 convicts, of whom 151 were wholly illiterate; in two years, 1,521 convicts, with 265 illiterates. Thus there is committed by illiterates more than one-sixth of all the crime in Pennsylvania for which punishment is inflicted by incarceration in penitentiaries; while the persons of this class of an age to be sent to the penitentiary for crime do not constitute one-thirtieth of the population. It appears, therefore, that one-sixth of the crime in the State is committed by the illiterate one-thirtieth part of the population. But this is not all. In addition to the illiterates there were received at the two penitentiaries, in 1879 and 1880, 272 convicts who could barely read and write and had no education beyond that point. If we class these among the uneducated, as we clearly have a right to do, the number of illiterates in the penitentiaries would be swelled to 537, and the astounding fact would appear that more than one-third of all the penitentiary offences in the State are committed by this small but unfortunate class of our people.

Such is the story told by the penitentiaries of Pennsylvania: its purport is scarcely modified in any degree if we combine with the statistics of the penitentiaries those of the county jails, workhouses, and houses of correction. In 1878, of 4,023 admissions into these institutions, 1,209 could not write, and in 1879, 612 could not write out of 2,307 admissions. A majority of those who could read and write with more or less facility were otherwise grossly ignorant.

So far we have taken our statistics from Pennsylvania, because they were most easily obtained. Those of other States and other countries show like results and lead to like conclusions. We have before us the reports of the penitentiaries and prisons of some twenty States. As a whole they tell substantially the same story of the relations of education to crime as the reports of the penitentiaries and prisons of Pennsylvania. With this testimony before us, we reach the following conclusions:

(1) That about one-sixth of all the crime in the country is committed by persons wholly illiterate.

(2) That about one-third of it is committed by persons practically illiterate.

(3) That the proportion of criminals among the illiterate is about ten times as great as among those who have been instructed in the elements of a common school education or beyond.

NEW YORK.

These conclusions correspond in the main with those arrived at by other inquirers. S. H. White, an ex-president, of this body, in his valuable essay on "Education and crime," makes the following statements:

Speaking of New York City, he says that among the illiterate there is 1 crime to a fraction over 3 persons, while among those not illiterate there is 1 crime to about 27 persons; or, the chances for crime among those who cannot read and write are 9 times as great as among the rest of the people." Of the State of New York he says: "Seven per cent. of the people commit 31 per cent. of the crimes. A person not able to read and write is 6 times as apt to commit crime as one who can read and write." In Massachusetts, he states that, in 1871, "among the ignorant population 1 in 20 committed crime, while among those who had a greater or less degree of education there was 1 crime to about 126 persons." In Illinois, Mr. White found one out of every 137 of the illiterate in prison, while of those with more or less education there was only 1 to 566.

Dr. Edward D. Mansfield, in a report to the Bureau of Education in 1872, on the relation between education and crime," with the criminal statistics before him from nearly all the States, reaches the following conclusions:

(1) That one-third of all criminals are totally uneducated, and that four-fifths are practically uneducated.

(2) That the proportion of criminals from the illiterate classes is at least tenfold as great as the proportion from those having some education.

Rev. Charles L. Brace, at the head of the Children's Aid Society of New York, states that nearly one-third of the crime in New York is committed by the illiterate six-hundredth part of the population. He adds: "Very great criminality is, of course, possible with high education; but in the immense majority of cases a very small degree of mental training or intellectual tastes is a preventive of idleness and consequent crime."

The late Dr. E. C. Wines, one of the highest authorities on the subject under consideration in this or any other country, in his great work on the "State of prisons," presented his conclusions in the following words: "Taking the entire mass of the inmates of all classes of prisons in the Northern and Western States, the proportion of these wholly illiterate to those that have received a moderate degree of education, often very moderate indeed, may be stated with substantial correctness at about one-third. In the Southern States the proportions are just about reversed, being two-thirds illiterate to one-third partially educated. The number of prisoners who have received a superior education in either section is small indeed."

In the face of facts like these, can any one claim that education does not tend to prevent crime? It is true that cur

public schools do not accomplish all in this direction that ought to be accomplished. They work at great disadvantage. There are hundreds of thousands of children throughout the nation that they have never yet been able to bring within their reach. A very large proportion of those who do attend school remain under instruction but for a short time, scarcely long enough to acquire the merest elements of knowledge, much less to complete an even moderately liberal course of study or to form a stable moral character. And, at the best, the pupils in the public schools of the United States are under the care of their teachers, on an average, only about one-fourth of the hours of the day, and scarcely more than one-fourth of the days in the year. It frequently follows that the good influences of the school are neutralized by the bad influences of the street, and the vicious companions pull down quite as fast as the best of teachers can build up. Then, the popular demand is for intellectual results; and to produce them teachers tax themselves to the utmost, forgetting that moral instruction, the formation of character, the shaping of life, is the grand purpose of all education. With these and other drawbacks that might be named, it is too much to expect the public schools to rid us of all the evils that afflict society; too much to expect attendance at school for a week, a month, a year, with ability to read, write, and cipher a little, to keep men out of prisons and penitentiaries who have had no home training in their youth, who have been allowed to associate with the bad, taking from them daily lessons in vice and crime, and who have grown up idle and without restraint. But with all its defects, we are well convinced that the system of public schools is the most potential agency, by all odds, at work among us to-day, to root up vice, to lessen crime, to lift up the people to a higher plane of civilization, and to save the sacred principles of republicanism our fathers planted on American soil and bade us cherish with our lives, our fortunes, and our sacred honor.

On behalf of the committee.

J. P. WICKERSHAM,
Chairman.

*From an address delivered by W. T. Harris, LL.D., before
the First Mohawk Conference, June, 1890.*

But right here we are met by the question, Does not the education in the "three R's" increase crime rather than diminish it? Does not learning how to read and write cause the lower strata of society to break away from morality and peaceable obedience to established law? In fact, what is the meaning of these statistics which have been paraded before us recently, showing that with increasing education there are increasing convictions for crime? I reply that the study of criminal statistics proves that education—even a rudimentary education in reading and writing—is preventive of crime.

We have lately investigated at the bureau of education the statistics of the penitentiaries of all the States that report the condition of their prisoners in regard to education. Comparing the number of illiterate prisoners with the number of illiterate in the population, we discover this interesting fact: the illiterate stratum of the population furnishes nearly four times its quota of prisoners. Again, on investigating the much more numerous body of law-breakers confined in our houses of correction, we see that illiteracy marks its effects by sending eight times its quota to the gaols.

Take as an example the Detroit house of correction, which recently summed up for us the statistics of its first twenty-five years of operation. There had been in the twenty-five years 40,338 commitments. Of these 70 per cent. could both read and write, and 30 per cent. were illiterate. At first glance, taking these numerators without their denominators, it looks bad for the schools. Seventy per cent. of the prisoners have had some education in the schools. But when we inquire further, and ascertain the denominators to these fractions, we learn that in Michigan there are less than 5 per cent. of the population over ten years of age who cannot read and write. This 5 per cent. of illiterates furnished 30 per cent. of the criminals, while the 95 per cent. who could both read and write furnished 70 per cent. Measured by the standard of the 95 per cent. that could write, the illiterate 5 per cent. furnished eight times its quota.

This Detroit report gives us also the information that, of the 40,338 committed, 38,089 had received some religious instruction, while 2,249, or only 5 per cent., had not received any. This appears to be a worse case for religion when we first look at it than for education. But a census of the people of Michigan would not discover over one-half of 1 per cent. who could be said to be entirely lacking in religious education. That small half per cent. furnishes ten times its quota of criminals. If there is any influence to be counted as against crime, it certainly is that of religion, with its doctrine of unselfish devotion to the good of others. Statistics show us, therefore, that, with the increase of gaols and prisons, it is the illiterate who are from four to eight times as apt to become criminals as those who can read and write.

TRUANCY IN ONTARIO.

In order to supply the Education Department with the most recent information on the subject of truancy, the following circular letter, etc., was addressed to the mayors of all of the cities and towns in the Province :—

EDUCATION DEPARTMENT. (ONT.)

Toronto December 30, 1890.

SIR,—I am endeavoring to collect information with respect to the extent to which truancy prevails in the cities and towns of Ontario in order to provide, if possible, more effective legislation against the evils which are usually associated with irregular attendance at school. From your official position you have facilities of observing to what extent truancy leads to those juvenile offences and irregularities which often ripen into crime in early life. I will, therefore, be greatly obliged if you would kindly obtain an answer to the questions on the enclosed schedule from the Police authorities of your municipality, and have the same returned to me on or before the 10th prox. Any supplementary statement which yourself or any other officer in your service could make upon this subject that would assist me in arriving at a just conclusion as to the results of truancy as it has come under your observation, will be gratefully received.

Yours truly,

GEO. W. ROSS,

Minister of Education.

SCHEDULE FOR POLICE AUTHORITIES.

Mayor of.....

1. How many arrests were made by the police authorities of children under 14 years of age during 1890?

.....

2. How many of these persons were known as habitual truants?

.....

3. Would compulsory attendance at school in your opinion tend to the reduction of juvenile offences?

.....

The following is a summary of the answers received :—

| Town or City. | Number of children under 14 years of age arrested during 1890. | How many of these were known as habitual truants? | Would compulsory attendance at school in your opinion tend to the reduction of juvenile offences? |
|---------------------|--|---|---|
| CITIES :— | | | |
| Belleville..... | 15 | 7 | Yes. |
| Brantford..... | 55 | 19 | Am quite certain that it would. |
| Guelph..... | 10 | 7 | It certainly would if it were strictly enforced. |
| Hamilton..... | 91 | A large majority. | Very much, most of the above do not attend school. |
| Kingston..... | 14 | None that I am aware of. | Yes, I would keep children off streets, thus removing them from temptation and crime. |
| London..... | 14 | None. | Not in this city. All offences have been committed after school hours. |
| St. Catharines..... | 9 | 9 | Yes. |
| St. Thomas..... | 9 | None. | It certainly would. |
| Stratford..... | 25 | 2 | Yes, most decidedly. |
| Toronto..... | 650 (under 15.) | Not known. | |
| TOWNS :— | | | |
| Almonte..... | None. | | Yes, I believe it would be a good thing. |
| Aylmer..... | | | It would. I do not approve of arresting and locking children up. |
| Blenheim..... | 1 | None. | It would do a great amount of good here. |
| Bodwell..... | None. | | Truancy is rare in this town. |
| Bowmanville..... | 1 | 1 | It would most decidedly. |
| Brampton..... | 23 | | Not the slightest doubt of it. School boards should appoint |
| Brockville..... | | | truants officers. |
| Chatham..... | 11 | Most of them. | Truants invariably get into trouble. |
| Clinton..... | None. | | Do not know, have had no complaints from teachers. |
| Cobourg..... | 3 | None. | I think so. Parents should be compelled to send children to school. |
| Collingwood..... | 14 | 14 | Yes. Truancy should be punished by fine and imprisonment. |
| Deseronto..... | None. | | Would favor it strongly, especially during winter months. |
| Dresden..... | | | Yes. |

The following is a summary of the answers received :—*Continued.*

| Town or City. | Number of children under 14 years of age arrested during 1890. | How many of those were known as habitual truants? | Would compulsory attendance at school in your opinion tend to the reduction of juvenile offences. |
|---------------------|--|---|---|
| Dundas | None. | ..... | I think it would. |
| Galt | " | None. | I think compulsory attendance should be strictly enforced. |
| Gravenhurst | " | " | I believe it would reduce juvenile offences to a large extent. |
| Kindred | 3 | " | Yes. |
| Lindsay | 3 | 3 | Yes, in my opinion it would. |
| Lastowel | 3 | 5 | It would reduce offences. Truant officers should have power to lock up for truancy. |
| Meadford | 5 | ..... | Yes. |
| Mitchell | None. | None. | Yes. |
| Milton | 1 | ..... | Yes, would materially tend to lessen offences. |
| Napace | 5 | 2 | Possibly, but to a limited extent here. |
| Newmarket | 1 | 1 | Yes. |
| Niagara | 4 | 4 | Yes. |
| Niagara Falls | 2 | None. | Yes. |
| Oakville | None. | ..... | Yes, truancy exists to a large extent in this town. A truant officer would be a great advantage. |
| Orangeville ..... | " | ..... | I think it would. A truant officer should be appointed. |
| Owen Sound | 6 | 6 | Compulsory attendance would be good. |
| Palmerston | None. | ..... | I think it would. |
| Parkhill | " | None. | There are several truants in town. It should be binding on parents to send to school. |
| Paris | 1 | ..... | Attendance at school should be made compulsory. |
| Parry Sound | None. | None. | Yes. |
| Pembroke | 4 | 4 | I think it would. |
| Peterboro' | 17 | 8 | The worst children we have do not attend school. |
| Port Hope | 10 | ..... | Am sure it would. |
| Prescott | Several. | Nearly all of them. | I believe it would. |
| Sandwich | 2 | 2 | Yes, materially. |

| | | | |
|----------------------|-------|-------|--|
| Sarnia | 7 | None. | We have a truant master and but little truancy in consequence. |
| Seabrook | 7 | 7 | Yes. |
| Smith's Falls | 6 | 4 | Would undoubtedly have that effect. |
| Strathroy | 6 | 1 | I think so. |
| Thornbury | None. | 3 | Yes, very much. |
| Tilsonburg | 3 | None. | It certainly would. |
| Trenton | 23 | ..... | Yes, most certainly; have visited 63 families during the year with reference to this with good effect. |
| Walkerton | None. | ..... | Factory Act and present school law should be carried out, and truant officer appointed. |
| Waterloo | 8 | 5 | Yes, truant officer should be appointed with power to compel attendance. |
| Welland | None. | 2 | Yes. |
| West Toronto | 4 | ..... | Decidedly so. |
| Essex | None. | ..... | I am decidedly of opinion that it would. |
| Forest | " | None. | Yes. |
| Gananoque | 8 | 5 | Yes, we have several children who do not attend school. |
| Little Current | None. | ..... | Yes, it is much needed, many children do not attend school; fault of parents. |
| Midland | " | None. | I think it would if followed up sharply. |
| Bracebridge | " | " | It would be in favor of compulsory attendance. |
| Gore Bay | " | " | Yes. |
| | | | Undoubtedly. |
| | | | I think it would. |

I have the honour to be,

Your Honour's obedient Servant.

EDUCATION DEPARTMENT (ONT.),

March, 1891.

GEORGE W. ROSS,

Minister of Education.



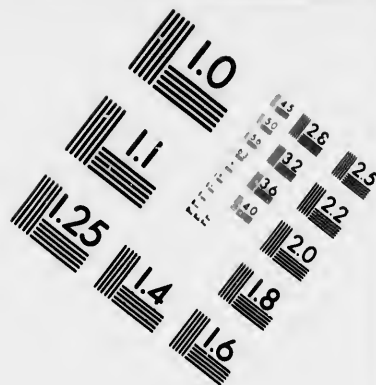
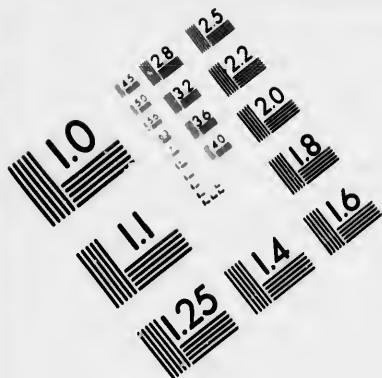
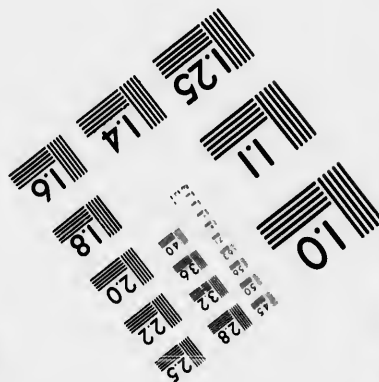
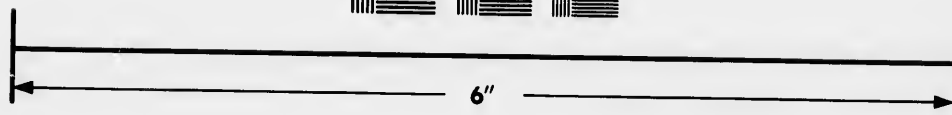
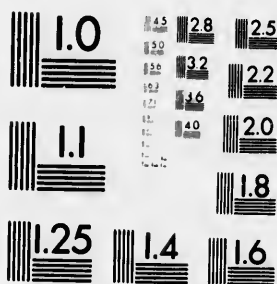


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CRIMINAL STATISTICS.

The following statistics compiled from the official reports of the Inspectors of Prisons in Ontario and the blue books commonly published by the Dominion Government may be found useful in pointing out the intimate relation existing between illiteracy and crime :—

| | 1885. | 1886. | 1887. | 1888. | 1889. | From 1885 to 1889 inclusive. |
|--|--------|----------|----------|----------|-----------|------------------------------|
| Common Gaols | | | | | | |
| Number committed..... | 11,426 | 10,645 | 11,017 | 12,454 | 12,531 | 58,073 |
| that could neither read nor write..... | 2,065 | 2,290 | 2,481 | 2,378 | 2,508 | 12,392 |
| Percentage of wholly uneducated..... | 22.8 | 20.9 | 22.5 | 19. | 20.7 | 21.1 |
| Number committed..... | 761 | 594 | 862 | 686 | 739 | 3,655 |
| that could read only..... | 80 | 23 | 59 | 39 | 39 | 240 |
| neither read nor write..... | 110 | 73 | 108 | 105 | 191 | 587 |
| Percentage of wholly uneducated..... | 14.45 | 12.25 | 12.53 | 15.02 | 25.84 | 16. |
| Number admitted during year | 141 | 123 | 142 | 158 | 124 | 688 |
| that could read only..... | 40 | 26 | 27 | 32 | 20 | 145 |
| neither read nor write..... | 37 | 38 | 39 | 36 | 29 | 179 |
| Percentage of wholly uneducated..... | 26.3 | 30.9 | 27.4 | 22.1 | 23.4 | 27.5 |
| Number committed..... | 3 | 16 | 15 | 21 | 19 | 74 |
| that could neither read nor write..... | 1 | 9 | 8 | 13 | 14 | 45 |
| Percentage of wholly uneducated..... | 33.3 | 56.2 | 53.3 | 61.9 | 73.7 | 55.5 |
| Number of inmates when visited by Public School Inspector..... | 146 | 127 | 137 | 159 | 193 | 782 |
| in first and second classes..... | 84 | 64 | 84 | 89 | 94 | 425 |
| Percentage of do..... | 61.4 | 50.4 | 53.5 | 56. | 48.7 | 54.3 |
| Average age of those admitted during the year..... | 13y. | 13y. 8m. | 13y. 5m. | 14y. 3m. | 13y. 10m. | 13y. 7m. |
| “ pupils who pass entrance examinations about..... | | | | | | 13y. |
| Central Prison | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number committed..... | | | | | | |
| that could read only..... | | | | | | |
| neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number admitted during year | | | | | | |
| that could read only..... | | | | | | |
| neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number of inmates when visited by Public School Inspector..... | | | | | | |
| in first and second classes..... | | | | | | |
| Percentage of do..... | | | | | | |
| Average age of those admitted during the year..... | | | | | | |
| “ pupils who pass entrance examinations about..... | | | | | | |
| Mercer Reformatory..... | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number admitted during year | | | | | | |
| that could read only..... | | | | | | |
| neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number of inmates when visited by Public School Inspector..... | | | | | | |
| in first and second classes..... | | | | | | |
| Percentage of do..... | | | | | | |
| Average age of those admitted during the year..... | | | | | | |
| “ pupils who pass entrance examinations about..... | | | | | | |
| Industrial Refuge for Girls..... | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number admitted during year | | | | | | |
| that could read only..... | | | | | | |
| neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number of inmates when visited by Public School Inspector..... | | | | | | |
| in first and second classes..... | | | | | | |
| Percentage of do..... | | | | | | |
| Average age of those admitted during the year..... | | | | | | |
| “ pupils who pass entrance examinations about..... | | | | | | |
| Boys' Reformatory, Penetanguishene..... | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number admitted during year | | | | | | |
| that could read only..... | | | | | | |
| neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number committed..... | | | | | | |
| that could neither read nor write..... | | | | | | |
| Percentage of wholly uneducated..... | | | | | | |
| Number of inmates when visited by Public School Inspector..... | | | | | | |
| in first and second classes..... | | | | | | |
| Percentage of do..... | | | | | | |
| Average age of those admitted during the year..... | | | | | | |
| “ pupils who pass entrance examinations about..... | | | | | | |

MIMICO, December, 1890.

EDUCATIONAL STATUS OF PERSONS CONVICTED OF CRIME IN CANADA. 1884-1888.

| CLASS I.—OFFENCES AGAINST THE PERSON. Murder, Attempt to Murder, Man- slaughter, Shooting, Stabbing, Wound- ing, Assault, Rape, Bigamy, etc.) | Year. | Number con- victed. | Unable to read and write. | Education, Ele- mentary. | Education, Superior. | Under 16 years of age. |
|--|-------|------------------------|------------------------------|-----------------------------|-------------------------|---------------------------|
| Prince Edward Island | 1884 | 25 | 8 | 17 | | |
| | 1885 | 4 | | 2 | 2 | |
| | 1886 | 21 | | 16 | 1 | |
| | 1887 | 7 | 4 | 2 | | |
| | 1888 | 1 | | | 1 | |
| Nova Scotia | 1884 | 14 | 2 | 10 | 2 | |
| | 1885 | 29 | 5 | 22 | | 3 |
| | 1886 | 31 | 6 | 25 | | 1 |
| | 1887 | 53 | 4 | 40 | 2 | 4 |
| | 1888 | 19 | 3 | 2 | | 1 |
| New Brunswick | 1884 | 13 | 1 | 12 | | |
| | 1885 | 21 | | 14 | | |
| | 1886 | 25 | 1 | 16 | | |
| | 1887 | 14 | 1 | 10 | 1 | |
| | 1888 | 21 | 4 | 10 | 1 | |
| Quebec | 1884 | 118 | 43 | 71 | | 5 |
| | 1885 | 293 | 75 | 200 | 1 | 11 |
| | 1886 | 229 | 22 | 191 | | 3 |
| | 1887 | 273 | 48 | 216 | 2 | 10 |
| | 1888 | 289 | 64 | 211 | 7 | 9 |
| Ontario | 1884 | 288 | 42 | 230 | 5 | |
| | 1885 | 453 | 49 | 383 | 7 | 8 |
| | 1886 | 371 | 29 | 312 | 3 | 11 |
| | 1887 | 361 | 36 | 313 | 9 | 8 |
| | 1888 | 432 | 44 | 365 | 6 | 9 |
| Manitoba | 1884 | 8 | | 8 | | |
| | 1885 | 13 | | 2 | | |
| | 1886 | 10 | 4 | 6 | | |
| | 1887 | 11 | 2 | 2 | | |
| | 1888 | 10 | 1 | 2 | 1 | |
| British Columbia | 1884 | 13 | 8 | 2 | | |
| | 1885 | 13 | | 10 | | |
| | 1886 | 38 | 6 | 7 | | |
| | 1887 | 20 | 6 | 5 | 2 | |
| | 1888 | 36 | 6 | 17 | | 1 |
| The Territories | 1884 | 10 | 1 | 6 | 2 | |
| | 1885 | 15 | 5 | 5 | 1 | |
| | 1886 | 12 | 7 | 3 | 1 | |
| | 1887 | 3 | | | | |
| | 1888 | 14 | 1 | 1 | | |

-1888.

EDUCATIONAL Status of Persons convicted of Crime in Canada, 1884-1888.

| Under 16 years of age. | CLASS II.—OFFENCES AGAINST PROPERTY WITH VIOLENCE. (Burglary, Housebreaking, Robbery, Warehouse and Freight Car Break- ing, etc.) | | | | | |
|---------------------------|---|--------------------------------------|-----------------------------------|-----------------------------------|---|---|
| | Year. | Number con- victed. | Unable to read and write. | Education, Ele- mentary. | Education, Superior. | Under 16 years of age. |
| | Prince Edward Island | 1884 1885 1886 1887 1888 | 4 1 | 2 1 ..... ..... | ..... ..... ..... ..... ..... | ..... ..... ..... ..... ..... |
| 3 1 4 1 | Nova Scotia | 1884 1885 1886 1887 1888 | 9 17 15 23 3 | 1 2 2 6 | 4 15 10 10 2 | 6 4 5 |
| | New Brunswick | 1884 1885 1886 1887 1888 | 2 6 12 9 4 | 2 2 8 2 1 | 4 8 1 | 1 3 1 |
| 5 11 3 10 9 | Quebec | 1884 1885 1886 1887 1888 | 83 78 56 40 71 | 30 12 2 4 12 | 51 51 46 34 54 | 5 10 1 2 6 |
| 8 11 8 9 | Ontario | 1884 1885 1886 1887 1888 | 120 114 151 127 135 | 23 13 14 19 11 | 97 96 126 105 119 | 15 14 25 25 26 |
| | Manitoba | 1884 1885 1886 1887 1888 | 5 4 8 5 5 | 1 1 2 | 4 4 6 3 5 | 1 3 |
| | British Columbia | 1884 1885 1886 1887 1888 | 4 2 38 4 4 | 2 1 | 4 1 3 4 2 | ..... ..... ..... ..... ..... |
| | The Territories | 1884 1885 1886 1887 1888 | 1 12 3 | 1 1 | ..... ..... ..... ..... ..... | ..... ..... ..... ..... ..... |

EDUCATIONAL Status of persons convicted of Crime in Canada, 1884-1888.

| CLASS III.—OFFENCES AGAINST PROPERTY WITHOUT VIOLENCE. (Larceny, Fraud, Felonious Receiving, Embezzlement, False Pretences, Horse Stealing, etc.) | Year. | Number convicted. | Unable to read and write. | Education, Elementary. | Education, Superior. | Under 16 years of age. |
|--|-------|-------------------|---------------------------|------------------------|----------------------|------------------------|
| Prince Edward Island | 1884 | 11 | 6 | 5 | | |
| | 1885 | 8 | 1 | 7 | | |
| | 1886 | 6 | | 4 | | |
| | 1887 | 10 | 5 | 5 | | |
| | 1888 | 12 | | 7 | | 3 |
| Nova Scotia | 1884 | 11 | 1 | 9 | 1 | |
| | 1885 | 60 | 16 | 42 | | 18 |
| | 1886 | 45 | 10 | 30 | | 11 |
| | 1887 | 71 | 20 | 43 | | 11 |
| | 1888 | 48 | 10 | 23 | | 7 |
| New Brunswick | 1884 | 24 | 6 | 18 | | |
| | 1885 | 46 | 7 | 31 | | 1 |
| | 1886 | 24 | 3 | 20 | | 1 |
| | 1887 | 24 | 4 | 20 | | 1 |
| | 1888 | 32 | 10 | 16 | | 2 |
| Quebec | 1884 | 520 | 258 | 252 | 5 | 46 |
| | 1885 | 715 | 78 | 577 | 2 | 71 |
| | 1886 | 589 | 56 | 482 | 7 | 54 |
| | 1887 | 627 | 73 | 534 | 5 | 58 |
| | 1888 | 777 | 150 | 596 | 4 | 137 |
| Ontario | 1884 | 770 | 185 | 569 | 5 | 131 |
| | 1885 | 1249 | 180 | 1012 | 10 | 204 |
| | 1886 | 1210 | 105 | 968 | 8 | 221 |
| | 1887 | 1129 | 202 | 877 | 8 | 260 |
| | 1888 | 1292 | 185 | 1047 | 9 | 359 |
| Manitoba | 1884 | 75 | 3 | 70 | 2 | |
| | 1885 | 77 | 2 | 67 | 4 | 11 |
| | 1886 | 58 | 10 | 48 | | 2 |
| | 1887 | 50 | 2 | 47 | 1 | 5 |
| | 1888 | 50 | | 43 | | 10 |
| British Columbia | 1884 | 7 | 2 | 5 | | |
| | 1885 | 36 | 1 | 16 | 1 | |
| | 1886 | 106 | 1 | 12 | 1 | 1 |
| | 1887 | 62 | 12 | 26 | 1 | |
| | 1888 | 58 | 3 | 29 | | 2 |
| The Territories | 1884 | 27 | 11 | 9 | | |
| | 1885 | 48 | 5 | 7 | | |
| | 1886 | 32 | 13 | 16 | 2 | |
| | 1887 | 11 | | | 2 | 2 |
| | 1888 | 28 | 1 | 8 | | |

, 1884-1888.

EDUCATIONAL Status of Persons convicted of Crime in Canada, 1884-1888.

| Education, Superior. | Under 16 years of age. | CLASS IV.—MALICIOUS OFFENCES AGAINST PROPERTY. (Arson, Malicious injury to Horses, Cattle and other Property.) | Year. | Number convicted. | Unable to read and write. | Education, Elementary. | Education, Superior. | Under 16 years of age. |
|----------------------|------------------------|---|-------|-------------------|---------------------------|------------------------|----------------------|------------------------|
| 1 | 3 | Prince Edward Island | 1884 | 1 | | 1 | | |
| | | | 1885 | 1 | | 1 | | |
| | | | 1886 | 1 | | 1 | | |
| | | | 1887 | 1 | | 1 | | |
| | | | 1888 | 1 | | 1 | | |
| | 18 | Nova Scotia | 1884 | 1 | | 1 | | |
| | 11 | | 1885 | 2 | | 2 | | |
| | 11 | | 1886 | 3 | | 3 | | |
| | 7 | | 1887 | 4 | | 4 | | |
| | | | 1888 | 4 | | 4 | | |
| | 1 | New Brunswick | 1884 | 2 | | 2 | | |
| | 1 | | 1885 | 1 | | 1 | | |
| | 1 | | 1886 | 1 | | 1 | | |
| | 2 | | 1887 | 1 | | 1 | | |
| | | | 1888 | 1 | 1 | 5 | | |
| 5 | 46 | Quebec | 1881 | 8 | 4 | 3 | | 1 |
| 2 | 71 | | 1885 | 3 | 1 | 2 | | |
| 7 | 54 | | 1886 | 8 | | 6 | | |
| 5 | 58 | | 1887 | 14 | 4 | 4 | | 1 |
| 4 | 137 | | 1888 | 11 | 2 | 9 | | 1 |
| | | | | | | | | 4 |
| 5 | 131 | Ontario | 1884 | 8 | 2 | 6 | | |
| 10 | 204 | | 1885 | 31 | 2 | 25 | 1 | 8 |
| 8 | 221 | | 1886 | 32 | 2 | 29 | | 7 |
| 8 | 260 | | 1887 | 27 | 8 | 18 | | 11 |
| 9 | 359 | | 1888 | 47 | 12 | 34 | | 13 |
| 2 | | Manitoba | 1884 | | | | | |
| 4 | 11 | | 1885 | | | | | |
| | 2 | | 1886 | | | | | |
| 1 | 5 | | 1887 | | | | | |
| | 10 | | 1888 | 1 | | 1 | | |
| 1 | | British Columbia | 1884 | | | | | |
| 1 | 1 | | 1885 | 2 | | 2 | | |
| | 2 | | 1886 | 3 | | 1 | | |
| | | | 1887 | | | | | |
| | | | 1888 | | | | | |
| 2 | | The Territories | 1884 | 1 | 1 | | | |
| 2 | 2 | | 1885 | 6 | | 1 | | |
| | | | 1886 | | | | | |
| | | | 1887 | 1 | | | | |
| | | | 1888 | 3 | | | | |

EDUCATIONAL Status of Persons convicted of Crime in Canada, 1884-1888.

| CLASS "V.—FORGERY AND OFFENCES AGAINST THE CURRENCY. | Year. | Number con- victed. | Unable to read and write. | Education Ele- mentary. | Education, Superior. | Under 16 years of age. |
|---|--------------------------------------|----------------------------|------------------------------|----------------------------|-------------------------|---------------------------|
| Prince Edward Island | 1884 1885 1886 1887 1888 | 2 | | 2 | | |
| Nova Scotia | 1884 1885 1886 1887 1888 | . . 2 1 . | | . . 1 . . | . . 1 . . | |
| New Brunswick | 1884 1885 1886 1887 1888 | 1 1 . . . | | 1 | 1 | |
| Quebec | 1884 1885 1886 1887 1888 | 5 10 8 8 9 | | 5 8 6 8 9 | . . 1 . . | 1 |
| Ontario | 1884 1885 1886 1887 1888 | 13 30 33 26 31 | . 1 3 . 2 | 10 26 24 23 25 | 3 2 4 3 4 | . 1 . 1 . |
| Manitoba | 1884 1885 1886 1887 1888 | 1 5 . 2 1 | | 1 5 . 2 1 | | |
| British Columbia | 1884 1885 1886 1887 1888 | . . 2 5 3 | | . . 2 3 3 | | |
| The Territories | 1884 1885 1886 1887 1888 | | | | | |

4-1888.

EDUCATIONAL STATUS of Persons convicted of Crime in Canada, 1884-1888.

| Under 16 years of age. | CLASS VI.—OFFENCES NOT INCLUDED IN THE FOREGOING. (Carrying unlawful Weapons, Riot and Assault, Offences against the Revenue Laws, Perjury, Indecent Exposure, etc.) | Year. | Number convicted. | Unable to read and write. | Education, Elementary. | Education, Superior. | Under 16 years of age. |
|------------------------|---|-------|-------------------|---------------------------|------------------------|----------------------|------------------------|
| | Prince Edward Island | 1884 | | | | | |
| | | 1885 | | | | | |
| | | 1886 | 11 | | 5 | | |
| | | 1887 | | | | | |
| | | 1888 | | | | | |
| | Nova Scotia | 1884 | 3 | | 3 | | |
| | | 1885 | 13 | 2 | 6 | | 1 |
| | | 1886 | 8 | | 6 | 2 | |
| | | 1887 | 13 | 8 | 5 | | |
| | | 1888 | 5 | | 5 | | |
| | New Brunswick | 1884 | 5 | 1 | 2 | | |
| | | 1885 | 5 | 3 | 2 | | |
| | | 1886 | 3 | 1 | 1 | | 1 |
| | | 1887 | 5 | 1 | 4 | | |
| | | 1888 | 7 | 2 | 5 | | |
| 1 | Quebec | 1884 | 56 | 31 | 22 | | 36 |
| | | 1885 | 119 | 21 | 86 | 4 | 15 |
| | | 1886 | 99 | 20 | 72 | 7 | 9 |
| | | 1887 | 61 | 12 | 43 | 2 | 7 |
| | | 1888 | 44 | 14 | 29 | 1 | 3 |
| | Ontario | 1884 | 237 | 40 | 182 | 3 | 11 |
| 1 | | 1885 | 213 | 42 | 157 | 1 | 6 |
| 1 | | 1886 | 219 | 10 | 195 | 4 | 3 |
| | | 1887 | 137 | 10 | 112 | | 3 |
| | | 1888 | 207 | 12 | 177 | | 3 |
| | Manitoba | 1884 | 1 | | 1 | | |
| | | 1885 | 3 | | 2 | | |
| | | 1886 | 1 | | 1 | | |
| | | 1887 | 2 | | 2 | | |
| | | 1888 | | | | | |
| | British Columbia | 1884 | 3 | 2 | 1 | | |
| | | 1885 | 1 | | 1 | | |
| | | 1886 | 7 | 2 | 5 | | |
| | | 1887 | 5 | | 2 | | |
| | | 1888 | 21 | 2 | 10 | | |
| | The Territories | 1884 | | | | | |
| | | 1885 | 49 | | 4 | | |
| | | 1886 | 9 | | | | |
| | | 1887 | 1 | | | | |
| | | 1888 | | | | | |

GRAND TOTALS AND PERCENTAGES.

| PROVINCES. | NUMBERS CONVICTED. | | | | | | | EDUCATIONAL STATUS AND PERCENTAGES. | | | | | | UNDER 16 YRS. OF AGE. | |
|----------------------|---------------------------------------|--|--|--|---|-----------------------------------|-------------------------|-------------------------------------|---|------------------------|-------------------------------------|----------------------|-----------------------------------|------------------------------|--|
| | Class I. Offences against the person. | Class II. Offences against property with violence. | Class III. Offences against property without violence. | Class IV. Malicious offences against property. | Class V. Forgery and offences against the currency. | Class VI. Miscellaneous offences. | Total number convicted. | Unable to read and write. | Percentage of those unable to read and write. | Education, Elementary. | Percentage of Education Elementary. | Education, Superior. | Percentage of Education Superior. | Total under 16 years of age. | Percentage of those under 16 years of age. |
| | | | | | | | | | | | | | | | |
| Prince Edward Island | 58 | 5 | 57 | 2 | 2 | 11 | 135 | 26 | 19.2 | 75 | 55.5 | 4 | 3 | 3 | 2.2 |
| Nova Scotia | 146 | 67 | 235 | 15 | 3 | 42 | 508 | 98 | 19.3 | 339 | 61.9 | 9 | 1.8 | 72 | 11.1 |
| New Brunswick | 94 | 33 | 150 | 13 | 2 | 25 | 317 | 49 | 15.4 | 210 | 66.2 | 4 | 1.3 | 11 | 3.5 |
| Quebec | 1202 | 328 | 3228 | 44 | 40 | 379 | 5221 | 1036 | 19.8 | 3878 | 74.3 | 56 | 1.7 | 506 | 9.7 |
| Ontario | 1905 | 647 | 5050 | 145 | 133 | 1013 | 9493 | 1103 | 11.7 | 7562 | 80.7 | 101 | 1.06 | 1386 | 14.6 |
| Manitoba | 52 | 27 | 310 | 1 | 9 | 7 | 406 | 28 | 7 | 351 | 86.4 | 9 | 2.2 | 31 | 7.6 |
| British Columbia | 120 | 52 | 269 | 5 | 10 | 37 | 493 | 54 | 11 | 173 | 35.1 | 5 | 1 | 4 | .8 |
| The Territories | 51 | 16 | 146 | 11 | ... | 59 | 286 | 47 | 16.4 | 64 | 22.4 | 8 | 2.8 | 2 | .7 |
| Total for Canada | 3631 | 1175 | 10045 | 236 | 199 | 1573 | 16859 | 2411 | 14.5 | 12743 | 75.6 | 196 | 1.16 | 2015 | 12 |

These figures are compiled from the Dominion Criminal Statistics, in which the Educational Status of the number of persons convicted is not fully given.

| | | | | | | | | | | | | | | | |
|-----------------------|------|------|-------|-----|-----|------|-------|------|------|-------|------|-----|-------|------|----|
| Total for Canada..... | 3631 | 1175 | 10045 | 236 | 199 | 1573 | 16839 | 2411 | 14.5 | 12743 | 53.6 | 196 | 1 1/2 | 2015 | 12 |
|-----------------------|------|------|-------|-----|-----|------|-------|------|------|-------|------|-----|-------|------|----|

These figures are compiled from the Dominion Criminal Statistics, in which the Educational Status of the number of persons convicted is not fully given.

