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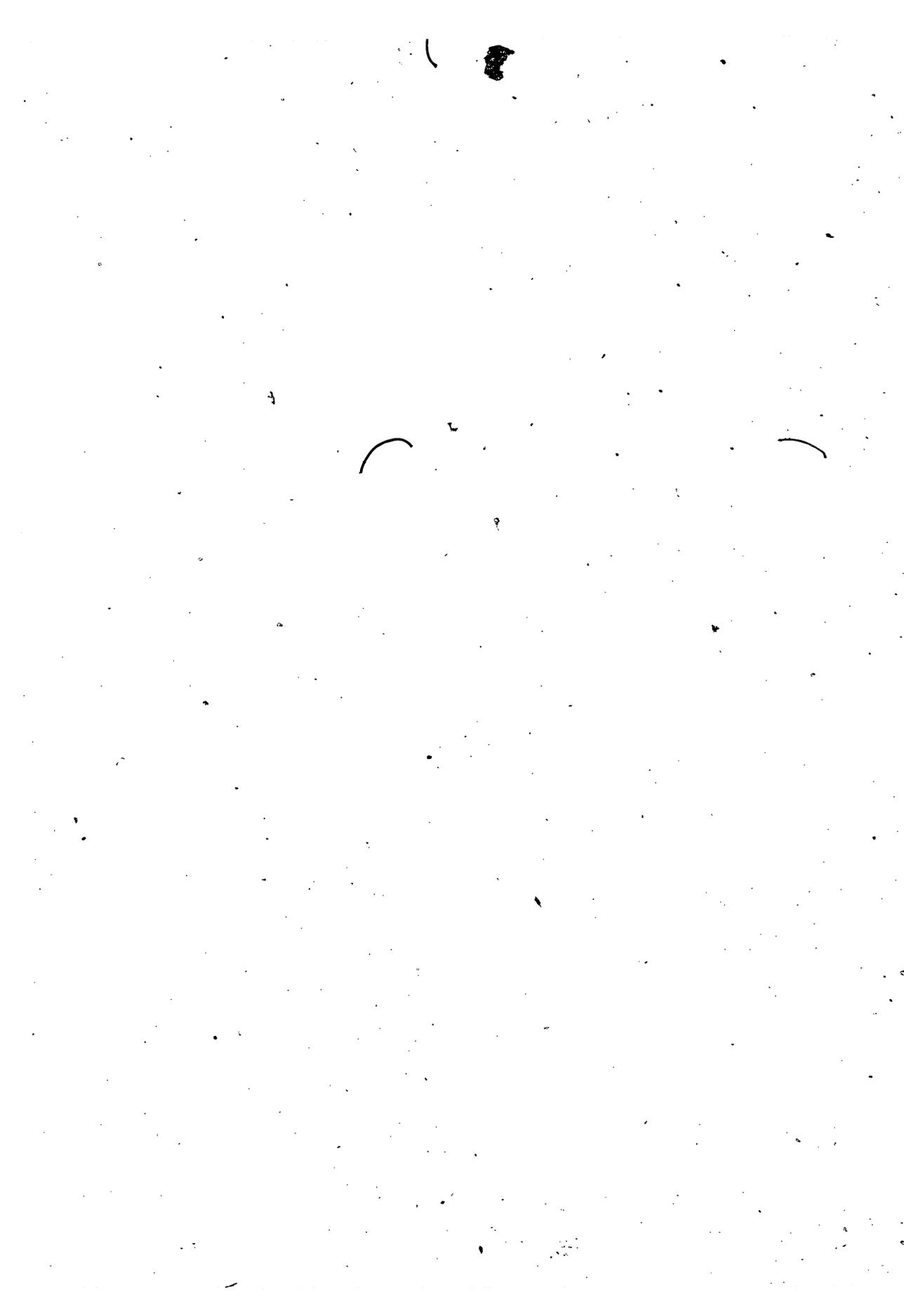
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UNITED STATES BUREAU OF EDUCATION.  
CHAPTER FROM THE REPORT OF THE COMMISSIONER OF EDUCATION  
FOR 1897-98

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CHAPTER IV.

EDUCATION IN CANADA.

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## CHAPTER IV.

### EDUCATION IN CANADA.<sup>1</sup>

For previous articles on Education in Canada see the following:

Education in Ontario, Report 1892-93, Vol. 1, Chapter VI. Notes on Education at the Columbian Exposition, *ibid*, Chapter X, pages 1213-1215. Manitoba school question, Report 1894-95, Vol. 1, Chapter VII.

**TOPICAL OUTLINE.**—Current statistics and general survey of education in the Canadian provinces. Brief outline of the systems of individual provinces, showing for each the character of the central and the local control, requirements for teachers, and sources of school income, and additional historical or statistical particulars in respect to the systems of Ontario, Quebec, and Manitoba. Tabular presentation of institutions for higher education in Canada.

By the British North American act of 1867, the right to legislate on matters respecting education was left to the governments of the four provinces, which were then united under the general name of Dominion of Canada. The same privilege extends also to the provinces that have since entered the confederation.

The principal statistics of the public or elementary schools in the several provinces, as presented in the latest reports, are as follows:

Province.	Date.	Enrollment.	Per cent of population.	Average attend-ance.	Per cent of enroll-ment.	Teachers.	Expendi-ture.
British Columbia.....	1896	14,460	14.72	9,254	64	350	a \$204,930
Manitoba.....	1896	37,967	24.96	23,247	61.11,	1,093	b 714,049
New Brunswick.....	1896	c 61,918	19.3	37,176	60.04	1,829	461,733
Nova Scotia.....	1896	d 101,132	22	54,015	53.4	.....	813,335
Ontario.....	1896	441,102	20.86	246,724	55.93	8,254	e 3,846,000
Prince Edward Island.....	1896	f 22,138	20.29	13,412	60.5	569	g 153,316
Northwest Territories.....	1896	12,796	.....	.....	.....	433	274,648
Quebec.....	1895-96	A 197,993	13.30	i 139,876	70.6	5,628	1,523,807

a Also \$29,465 for construction, repair, and furnishing schoolhouses. b Also \$96,863 for school buildings and furniture. c Boys, 32,315; girls, 29,603. d Boys, 52,316; girls, 48,716. e Also \$386,143 for sites and school buildings. f Boys, 12,145; girls, 9,993. g Also \$5,577 for school buildings. h Also 91,997 in model schools and academies. i Also 76,235 in model schools and academies. j Lay teachers. There are also in Catholic schools many teachers belonging to religious orders.

The public institutions for the deaf and dumb and the blind were reported in 1895 as follows:

Province.	Number of schools.	Enrollment
Nova Scotia.....	a 2	148
Ontario.....	2	390
Quebec.....	4	504

a New Brunswick supported 16 pupils in the school for the blind at Halifax, Nova Scotia, at an expense of \$948.

Except British Columbia all the provinces of the Dominion have one or more universities, and several colleges which prepare for university degrees.

The enrollment in public high schools included in the former table and in normal schools not therein included was as follows:

Province.	Year.	Enrollment.	
		High schools.	Normal schools.
British Columbia.....	1895	460	...
Manitoba.....	1895	...	156
New Brunswick.....	1896	1,155	249
Nova Scotia.....	1896	1,371	144
Ontario.....	1896	24,567	a 445
Quebec.....	1896	b 91,997	377

a Also 1,637 teachers in training in county model schools  
b In model schools and academies.

Teachers' institutes are maintained in the several provinces, the expense being borne in part by public appropriations. In Ontario, 75 institutes were held in 1895, comprising 7,383 members, on a total teaching force of 8,913. The receipts amounted to \$13,623, of which the government contributed \$2,125, and municipalities \$2,302.

In Ontario, kindergartens have been made an integral part of the public-school system. They numbered 95 in 1895, with 201 teachers, an enrollment of 9,501 children, and an average attendance of 3,646.

In Nova Scotia, 587 pupils are also reported in public kindergartens.

In all the provinces there is a steady increase of school provision and continual improvement in the schools and in the means for securing school attendance. The particulars presented in the following tables serve as an index of the general tendencies:

Province.	Enrollment.		Average attendance.	
	1891.	1896.	1891.	1896.
Ontario.....	491,741	411,102	257,642	246,724
Quebec.....	a 183,981	a 197,993	a 131,975	a 139,576
Nova Scotia.....	85,792	101,132	50,820	54,015
New Brunswick.....	59,586	61,918	34,394	37,176
Manitoba.....	23,871	37,987	12,433	21,247
British Columbia.....	9,004	14,460	4,980	9,254
Prince Edward Island.....	22,330	23,138	12,898	13,412
Northwest Territories.....	5,632	12,796	...	...

a Elementary schools only.

The proportional parts of the school income from the government grant and local sources at different dates was as follows:

Province.	By Government.			By people.		
	1888.	1893.	1896.	1888.	1893.	1896.
	<i>Per cent.</i>					
Ontario.....	7.11	7.11	6.3	92.89	92.89	93.7
Quebec.....	9.25	12.81	10.25	90.75	87.19	89.75
Nova Scotia.....	31.24	23.46	29.79	68.76	a 76.54	70.21
New Brunswick.....	33.56	40.48	39.42	66.44	59.52	60.58
Prince Edward Island.....	73.82	77.94	78.09	26.18	22.06	21.91
Manitoba.....	21.58	17.18	17.63	78.42	82.82	82.37

a 1892.

The average expenditure for schools per capita of the population at the same dates is here presented:

Province.	1888.	1893.	1896.
Ontario.....	\$1.87	\$1.87	\$1.90
Quebec.....	.81	.87	1.06
Nova Scotia.....	1.51	1.45	1.78
New Brunswick.....	1.26	1.31	1.43
Prince Edward Island.....	1.36	1.40	1.46
Manitoba.....	2.74	4.84	4.15
British Columbia.....	1.40	1.87	1.66
Dominion a.....	1.56	1.90	1.68

a Northwest Territories included.

It will be noticed that in Manitoba and British Columbia the per capita expenditure was less in 1896 than in 1893. This is due to the fact that the school provision in these newer Provinces has been brought up to the demand and only the normal increase in population has now to be provided for. This view is confirmed also by the fact that of the remaining Provinces the smallest per capita increase is in Ontario, where the school provision has been practically equal to the demand for the entire period considered.

The systems of public education in the several Provinces perpetuate, in a measure, the national, religious, and political tendencies characteristic of each. Ontario and the maritime Provinces, Nova Scotia, New Brunswick, and Prince Edward Island, says Goldwin Smith, "are in the main identical in all social and political respects." The difference in crude resources and in commercial politics accounts for the different industrial conditions. In Ontario, farming is the great industry; this is the case also in Prince Edward Island. In Nova Scotia and New Brunswick mining, shipping, and lumbering are of equal importance. The manner of life induced by the prevailing industry, the abilities which it fosters, and the skill it requires, all in time affect the character and progress of schools, but not necessarily the principles and general character of the system of education.

In their main features the systems established in these four Provinces differ as little as those of different States in our own country. Elementary schools are free and secular, except in Ontario, where provision is made for separate Protestant schools and Roman Catholic schools. Education is compulsory in this Province, although, for reasons similar to those that prevail in the United States, it is difficult to enforce the law in this respect. Quebec reflects clearly in its school system the widely different social, religious, and political influences under which it has developed. The schools are sectarian, supported in part by fees, and there is no compulsory measure. British Columbia and Manitoba exhibit the well-known characteristics of pioneer communities, absence of traditional opinions and customs, and the spirit of enterprise and high aspirations. They have made education compulsory and have

established secular free schools, and support the same with energy and liberality. Even in the unorganized Northwest Territories legal provision is made for the maintenance of schools. The religious problem has been met here, as in Ontario and Quebec, by the provision of separate schools.

The interest that these Provinces excite by their proximity to the United States may justify a further presentation of their theory of popular education as illustrated in their school systems. Brief conspectuses of the several systems are here given, showing the general character of the central and local control of schools, the requirements for teachers, and the sources of school income.

#### SYSTEM OF EDUCATION IN ONTARIO—HISTORICAL SURVEY.

The history of the organized system of public education in Ontario may be said to date from the passage of the school law of 1843. The practical establishment of the system was the work of Dr. Egerton Ryerson, who was appointed superintendent of education soon after the passage of the law. The services that he rendered, his catholic spirit, his administrative force, his untiring devotion to the cause have long since commanded universal acknowledgment.

The Province has been equally fortunate in the historian of the system, Dr. John George Hodgins, who was associated with Mr. Ryerson in the education office from 1844, and has maintained official relations with it to the present moment.

Dr. Hodgins at first held the position of clerk to the education office. His present official designation is librarian and historiographer. He has enjoyed ample facilities for the work with which he now crowns the service of more than half a century, namely, the Documentary History of Education in Upper Canada, from the passing of the constitutional act of 1791 to a very recent date. This work, of which five volumes are completed, bringing the history to 1846, is invaluable to all students of Canadian history for the light it throws on the various phases of its social and political development, and equally valuable to all students of educational history.

Here are brought to view the private efforts in which the system originated, the discussions, collisions, and legislative action by means of which it was gradually organized and perfected.

It is particularly interesting to American readers to trace in this record the influence of settlers from our own colonies and States upon the educational policies of the Province.

In the preface to the first volume Dr. Hodgins says:

The question naturally arises, What first awakened the desire to establish schools and promote education in this Province? In his address at the opening of King's College (now the University of Toronto) in 1843, the Right Rev. Dr. Strachan, himself a prominent and noted educationist in Upper Canada, answers the question. He says:

"When the independence of the United States of America was recognized by

Great Britain in the peace of 1783 this Province became the asylum of those faithful subjects of the Crown who had, during the Revolutionary war, adhered to their King and the 'unity of the Empire.' And it is pleasing to remark that in 1789, a little more than five years after their first settlement, they presented a memorial to His Excellency Lord Dorchester (Sir Guy Carleton), then a governor-general of British North America, on the subject of education, in which, after lamenting the state of their children growing up without any instruction, religious or secular, they requested his lordship to establish a respectable seminary at Kingston, which was at that early period the principal town in this division of the colony. To this representation Lord Dorchester paid immediate attention, and gave directions to the surveyor general to set apart eligible portions of land for the future support of schools in all the new settlements."

Animated by the same spirit as possessed these early colonists, the United Empire loyalists established schools of a superior class early in the century in the chief centers of their settlements, such as Kingston, Cornwall, Bath, York, St. Catherines, and afterwards Newburg. Soon a grammar school was established in every district, and ultimately the common school, fashioned by the loyalists on the New England pattern, was put into operation in every settled township of the Province.

It is gratifying to know that the United Empire colonists from New England to Canada in 1783-1788 were true to their early British colonial convictions and instincts as to the necessity of schools for their children. They carried with them that English love for learning for its own sake which characterized the founders of Massachusetts.

The efforts of the New England Company for the education of the Indians who were transferred from New York to Canada upon the close of the Revolutionary war are also noted. Through their agency and that of settlers from our Eastern States, the spirit and purposes that worked so powerfully within our own borders were reproduced in the British Province.

When, in 1830, the subject of a university college was before the house of assembly the example of King's College, New York, was especially urged in support of the measure. The select committee in their report say:

The University of King's College, in New York, now Columbia College, was established in 1754, when the people of the then colony of New York did not much exceed 70,000, or one-fifth of that of Upper Canada; and yet, says Mr. Butler, the present Attorney-General of the United States, the influence of the institution on the literary character of the colony was truly wonderful, for, though the whole number of students educated in the college previous to 1755 was but 100, many of them attained to great distinctions in their respective professions, and in public life distinguished alike by their genius and erudition, and illustrious in the annals of their country for their talents as writers and their services as statesmen.

The school law of 1843 embodied features drawn from the school systems of New England and New York, and it was especially the example of the United States that stimulated efforts in respect to technical education in the early seventies.

But if Ontario owes much to the example of the United States, it offers also to us most instructive lessons with respect to many questions of educational policy and organization.

In particular may be cited the lesson of the separate school policy,

whose history is embodied in these volumes and forms also the subject of a special work by the same author.

*General features and central authority.*—The Ontario system of public education, which was described in detail in the Commissioner's Report for 1892-93 (Vol. 1, Chapter VI), is justly celebrated for its thorough organization, the admirable balance of central and local control, the correlation of all grades from the kindergarten to the university, and the provision for insuring even in the rural districts the services of trained teachers. Elementary education is compulsory and free in the public schools. Subject to the approval of the provincial government, all regulations for public schools are made by the minister of education.

*Local control.*—The municipal system of Ontario affords a full measure of local self-government. The Province is divided into counties, which are subdivided into minor municipalities, consisting of townships, incorporated villages, towns, and cities. These corporations are given certain powers and have certain responsibilities with respect to education. Through their municipal councils counties are under obligations to make grants of money to high schools, and both counties and townships must contribute certain sums in aid of public schools. Each township is divided into school sections, and each of these sections is provided with a public school. There is a board of trustees for each school section, village, town, and city. The ratepayers (men and women) elect the trustees. These, within the provisions of the provincial statutes or regulations of the education department, appoint the teachers, who must have a Government diploma, and determine the amounts to be expended for buildings, equipments, and salaries.

*Sources of income.*—The provincial grant for education comprises (1) grants to elementary schools; (2) grants to secondary schools; (3) grants for the training of teachers; (4) grants for technical education. By statute the amount appropriated for public and separate schools is divided on the basis of average attendance in each, respectively.

In 1896 the grant for elementary schools was \$310,851. The greater part of the school income is provided by the school section, village, town, or city. From these local sources the total received in 1896 was \$4,575,261.

*High schools.*—Liberal support is given to high schools, and strenuous efforts are made to prevent pupils from dropping out of the schools until the advanced course is completed.

It is clearly recognized that the best means of stimulating the lower grades is to encourage pupils to qualify themselves for entrance upon the higher. The success of these efforts is shown in a comparison of the current statistics with those of earlier date.

The number of high schools in 1882 was 104. In 1896 they had increased to 130. The attendances at the same dates were, respectively, 22,348 and 24,567; the number of teachers, 332 and 574. The amount paid for teachers' salaries, which in 1882 was \$253,864, had

more than doubled in 1896, reaching a total of \$532,765. The cost per pupil rose from \$27.56 in 1882 to \$30.53 in 1896. The total expenditure for high schools at the latter date was \$749,970. It should be observed that the high schools of Ontario are not free, as in the United States. While the public schools were made free in 1872, the privilege was still continued to the trustees of high schools to impose fees. In the majority of cases boards of trustees have availed themselves of this privilege, so that out of the 130 high schools in the Province there are only 44 in which no fees are charged. The total amount of fees collected from high-school pupils in 1882 was \$29,270 and in 1896 \$115,783. The fees from pupils and the legislative grant amounted to nearly one-third of the whole cost of maintaining the high schools, the remaining two-thirds being distributed between the ratepayers of the high-school district and county municipalities.

From the study of the classification of high schools and collegiate institutes two or three striking changes in the tendency of higher education are disclosed. In 1867 only 1,283 pupils, or 23 per cent of the whole number, studied commercial subjects, such as bookkeeping. In 1896 this subject was taken by 13,068 pupils, or 53 per cent of the whole attendance. In 1867, 5,171 pupils, or 90 per cent of the whole attendance studied Latin. In 1896 the number of pupils in Latin was 15,526, about 63 per cent of the number in attendance. In 1867, 15 per cent studied Greek; in 1896 only 6 per cent. In 1867, 38 per cent of the pupils studied French and none studied German. In 1896 these numbers had increased to 55 per cent and 18 per cent, respectively. There also has been a large increase in the number studying drawing, the total in 1867 being 676, and in 1896, 13,468.

The greatest progress, however, has been made in the study of English literature, composition, and history. These subjects, including poetical literature, introduced in 1837, are now taken substantially by all the pupils.

The influence of the high schools is greatly extended through the elementary teachers that receive in them their nonprofessional training. They constituted in 1896 nearly 24 per cent of the entire teaching force of the province.

The widespread influence of the high schools is indicated also by the varied classes from which their pupils are drawn. The occupations of parents of high-school pupils as reported in 1896 were as follows:

Agricultural.....	9, 126
Commercial.....	6, 792
Mechanical.....	6, 162
Professional.....	2, 487

#### SYSTEM OF QUEBEC.

*Historical survey.*—The school system of Quebec is much more complicated than that of the other provinces, and bears much less resemblance to those of our own States. The salient feature of the system is

the provision for the separate control of Catholic and Protestant schools. This dual character illustrates both the religious and national influences under which the system has gradually developed. During the French régime<sup>1</sup> (1615-1760) education was left to the religious orders that had come out to New France for the purpose of carrying on missionary work among the Indians. Of the five principal orders that established themselves in the province three were devoted to the education of boys; the other two were concerned solely with the education of girls. The separation of the sexes in elementary grades, which is still characteristic of the Roman Catholic schools, is thus seen to be a natural result of their origin. The religious orders were supported in their work by grants of land from the French kings, by private benefactions, and by the contributions of the church.

After the capture of Quebec (1629) the religious orders experienced some difficulty in continuing their work. Two of the orders, the Recollets and the Jesuits, were indeed temporarily obliged to withdraw. The Recollets did not return until 1670, but the Jesuits returned in 1632, immediately after the restoration of the country to the French. They resumed their educational work with great vigor, and established schools which rapidly developed, and which have had powerful influence in shaping the history of the province.

Among existing institutions which are traceable to the efforts of these religious orders are Laval University, the outgrowth of the "Petit Séminaire de Quebec," founded by Bishop Laval in 1668, and the Ursuline Convent, founded in 1639, the first girls' school in Canada.

The conquest by the English in 1760 prepared the way for many new agencies, and between that date and the date of the union of Upper and Lower Canada (1841) the number of schools was greatly multiplied.

The Christian Brothers began their efforts in 1837 as teachers of elementary schools. Here, as elsewhere, their work took deep hold of the community, and it forms to-day one of the most important features of Roman Catholic elementary education in the Province. The Protestant churches and Protestant societies were also very active in establishing schools; and the germs of a public-school system were implanted by settlers from the New England States, who established themselves in townships. "During the first year of their life in Canada the children of near neighbors were gathered in one of the dwelling houses, and taught by one of the older and better instructed of their sons and daughters. Very soon log schoolhouses were erected in many of the townships by the voluntary efforts of the settlers, and in these the children were regularly taught. The cost of erecting schoolhouses

<sup>1</sup> The résumé of the early history of education in Quebec is compiled from the introduction to the Manual of School Law and Regulations, prepared by Rev. Elson I. Rexford, B. A., formerly secretary of the department of public instruction. An important source of information is the History of Public Instruction in Canada, by M. Chauveau, formerly minister of public instruction for the Province of Quebec. The following sources are cited in Canada and the Canadian Question, by Goldwin Smith: *The Relations des Jésuites*, and *Le Clercq's l'Établissement de la Foi*, Mr. Parkman's Narratives, and the histories of Garneau, Christie, Miles, MacMullen, and Kingsford.

and maintaining schools had to be defrayed by the settlers themselves. Not satisfied with providing elementary schools for their children, the residents of the more thickly settled centers of the township endeavored, at an early date, to provide more advanced instruction by establishing 'academies,' or superior schools. The persons interested contributed to the erection of a suitable building and elected a board of trustees, to which was intrusted the management of the school. In the earlier years the teacher had to depend mainly upon the tuition fees for his salary. This was sometimes supplemented by subscriptions and other special provisions, and when grants were given by the legislature and by the Royal Institution, these institutions were recognized."

These different agencies, with their diverse and often opposite aims and methods, have been continued to the present time, with such modifications as were inevitable from the effort to include them in a State-aided system.

The first public elementary school act for the Province was passed in 1829. The subsequent law of 1846, amended in 1849, is substantially the same as the laws passed in 1869, 1876, and 1888.

*Central control.*—The law of 1841 provided for a superintendent of public instruction. The council of public instruction was instituted in 1856, and in 1869 the council was organized in two committees, one for the charge of Roman Catholic, the other of Protestant schools. The religious distinction was thus incorporated into the legal system and pervades its entire organization. For example, the school inspectors appointed by the lieutenant-governor are chosen from persons recommended by the committees. Among the requirements for the inspectorship is experience as a teacher, the possession of a diploma, and success in an examination before one or the other of the council committees.

Each committee makes regulations for the inspectors of the schools under its own charge, and has absolute control over the inspectorate, since it is also within the province of the committees to recommend the dismissal of teachers for causes specified.

Certain public officials are also recognized as "school visitors, who may visit the public schools as often as they think desirable, but visitors are entitled to visit only the schools of their own faith." It is further provided that the following are visitors only for the municipality in which they reside:

1. Roman Catholic and Protestant clergymen;
2. Members of the council of arts and manufactures.
3. The mayor and the justice of the peace.
4. The colonels, lieutenant-colonels, majors, and senior captains of the militia.

*Requirements for teachers.*—The religious distinction is maintained also in the appointment of teachers. Candidates are examined by boards appointed by the lieutenant-governor upon the recommendation of one or other of the committees. All persons desiring to act as

teachers must undergo examination unless provided with a diploma from one of the normal schools. Nevertheless, "every priest, minister, and ecclesiastic, and every person forming part of a religious order instituted for educational purposes, or being a member of a religious community of women, is exempt from undergoing an examination before any of the said boards."

*Local control of schools.*—The local unit of school administration is a "school municipality"—i. e., any territory erected into a municipality for the support of schools under the control of school commissioners or of trustees elected by the ratepayers.

The commissioners are empowered to divide a municipality into school districts and to maintain one or two schools in each district.

"If in any municipality the regulations and arrangements made by the school commissioners for the management of any school are not agreeable to any number whatever of the proprietors, occupants, tenants, or ratepayers professing a religious faith different from that of the majority of the inhabitants of such municipality, such proprietors, occupants, tenants, and ratepayers may signify such dissent in writing to the chairman of the commissioners.

"The notice having been duly served, the dissentients may proceed, after the lapse of two months, to elect three school trustees, who will have the same power with respect to dissentient or separate schools as the commissioners have with respect to the schools of the majority. The trustees alone have the right of imposing and collecting the taxes upon the dissentient inhabitants." So complete is the provision for minorities that trustees have the same powers and duties as school commissioners for the management of the schools under their control.

The division of school authority out of regard to sectarian predilections and the consequent preservation of original forms has resulted in a diversity of schools, whose scope it is not always easy to express in terms applicable to other systems.

A certain degree of uniformity is imposed upon the schools by the conditions for obtaining a share in the public funds.

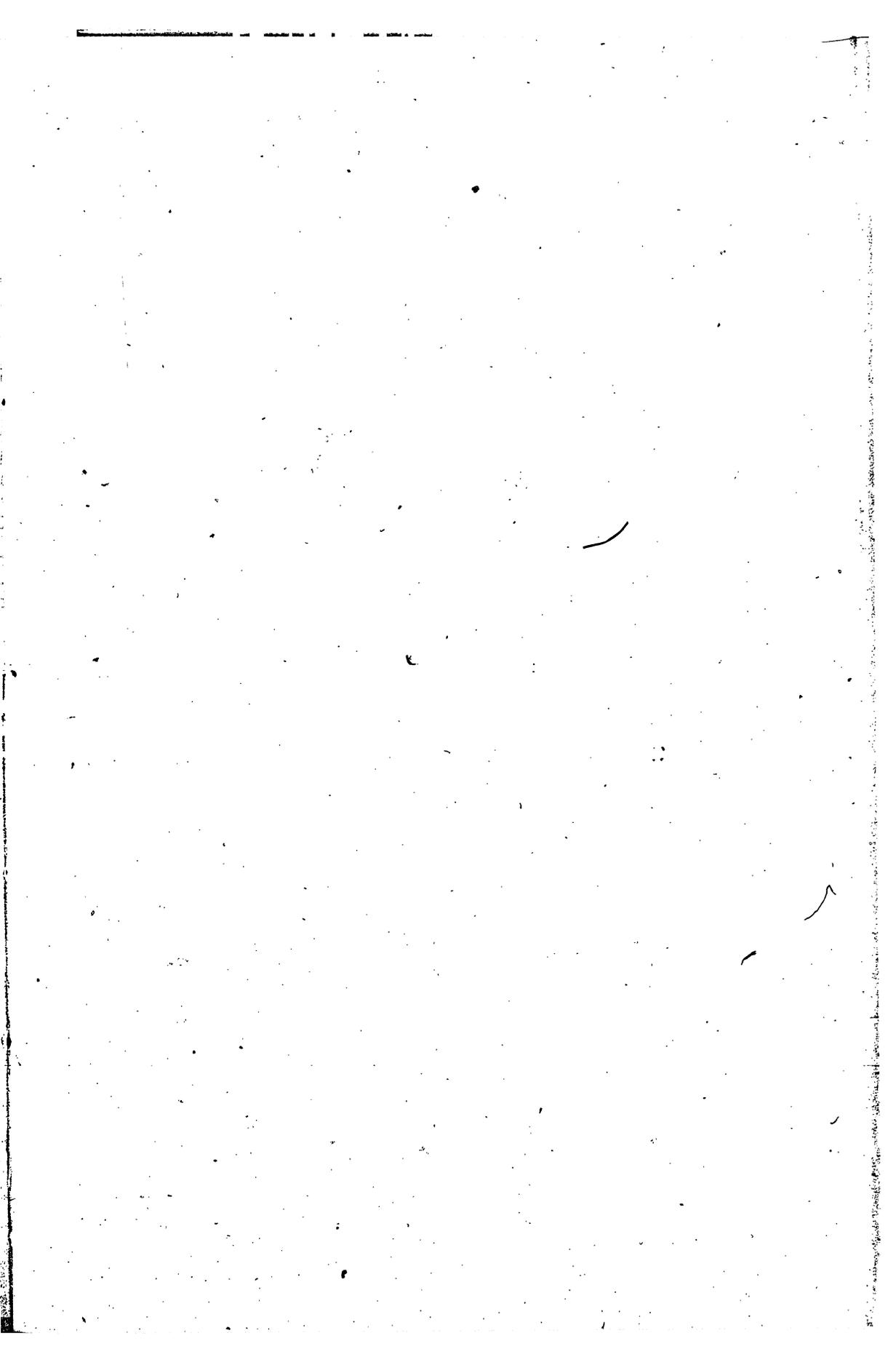
*Sources of school income.*—Schools are supported by local taxes, fees, and provincial appropriations. The rate of fees is fixed by school commissioners and trustees, but may not be more than 40 cents nor less than 5 cents a month.

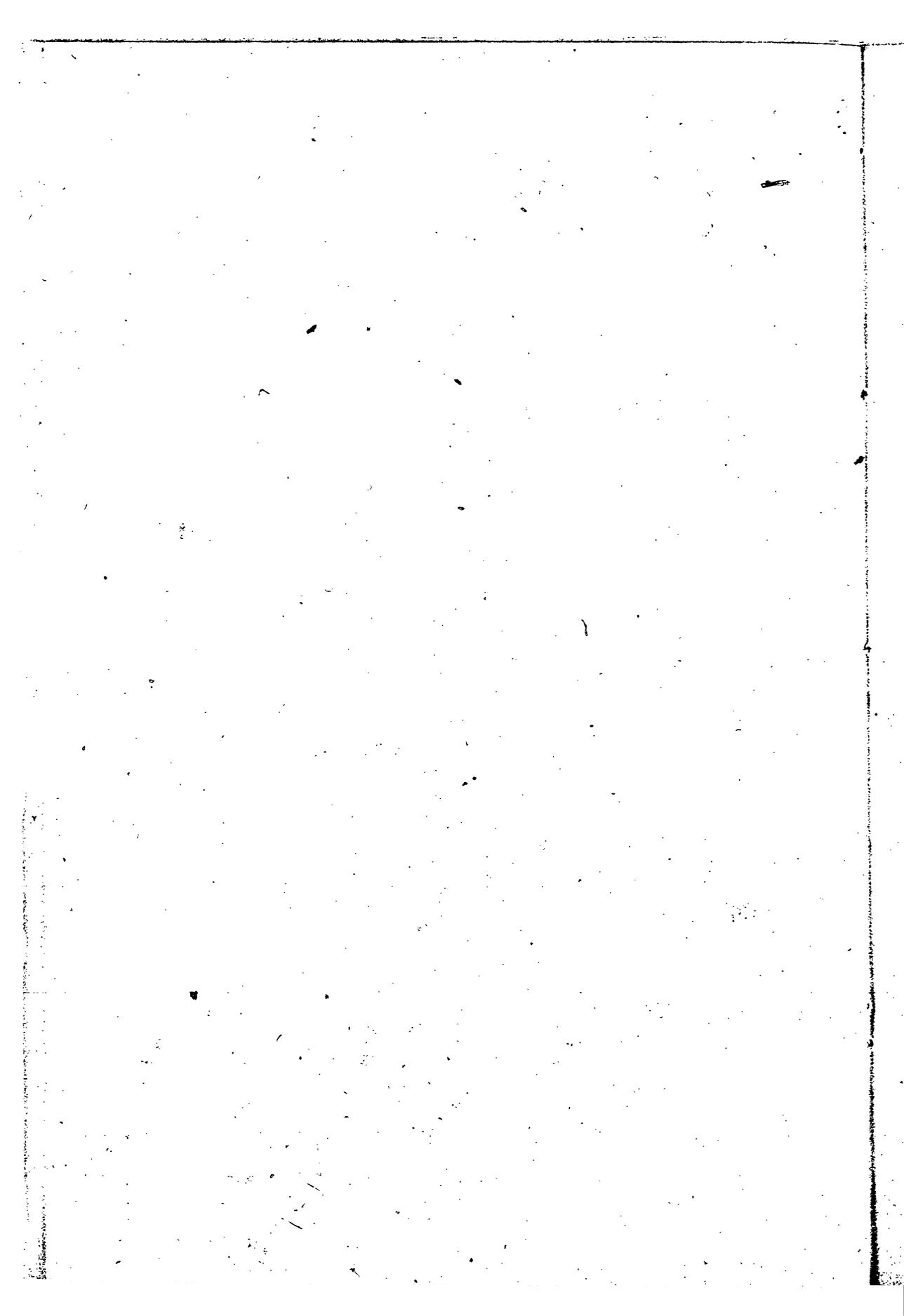
#### PAYMENT AND DISTRIBUTION OF THE COMMON-SCHOOL FUND.

The sums constituting the common-school fund of the province are paid to the superintendent in semiannual payments, and the superintendent pays their respective shares to the several boards of school commissioners and trustees in two semiannual payments.

To entitle any school to its share of the general or local school fund it is requisite and sufficient—

1. That it has been under the management of school commissioners or trustees in the manner directed by this law.





2. That it has been in actual operation during at least eight months.
3. That it has been attended by at least 15 children (periods of epidemic or contagious diseases excepted).
4. That reports have been made to the school commissioners or trustees by the teacher and by at least two of the commissioners or trustees.
5. That a public examination of the school has taken place.
6. That a report, signed by the majority of the school commissioners or trustees and by the secretary-treasurer, has been transmitted to the superintendent every six months, the first before the 15th day of January and the second before the 15th day of July in each year.
7. That a sum equal to the grant made by the legislature for the municipality has been raised, as herein provided.
8. That teachers with diplomas have been employed therein.
9. That the teachers have been paid every six months.
10. That only those books authorized by the committees of the council of public instruction have been used.
11. That the regulations of the committees and the instructions of the superintendent have been observed.

All sums arising from school grants, school taxes, and from any source other than monthly fees form the school fund in each municipality, and are distributed and employed by them:

1. Either in proportion to the number of children from 7 to 14 years of age in each school district residing therein and capable of attending school; or,
2. By making a common fund, out of which the school commissioners or trustees pay the expenses occasioned by the payment of teachers' salaries, the maintenance of schoolhouses, the purchase of books, school furniture, and other contingent expenses.

The school commissioners or trustees after having adopted one of the two methods mentioned in the preceding article can not change it within two years, unless by the authority of the superintendent.

In all cases the school commissioners or trustees are required to deduct from their share of the school fund the sum of \$80 for the support of a model school, if there is one in the municipality, in addition to the share which such model school is entitled to receive from such fund.

The sum annually voted by the legislature in aid of poor municipalities is distributed by the superintendent according to the division made by him, and which has been approved by the committees of the council of public instruction.

Public appropriations are also made for superior institutions—i. e., for universities, classical colleges, academies, etc.—and the money so granted is divided between the total of the Roman Catholic and Protestant institutions, respectively, in the relative proportion of the respective Roman Catholic and Protestant populations of the Province according to the then last census.

Such grants are for the year only, and are not permanent.

Teachers have the benefit of a pension fund maintained by withholding 2 per cent of the annual salaries. The fund is available for teachers who have served ten years and have reached the age of 56 years.

#### EFFORTS FOR THE REORGANIZATION OF THE SCHOOL SYSTEM.

The dual system here outlined has not worked without friction and it is in many respects unequal to the demands of the present time.

A new education bill was submitted to the assembly in the session of 1897, but after passing that body by a large majority was rejected by the council.

The agitation of the subject has, however, awakened public interest in the schools, and the press devotes much space to their discussion. Among evidences of improvement noted by the superintendent in his report for 1896-97 are the abolition of local examining boards.

The new Protestant teachers must have a normal school diploma, and the Roman Catholic teachers will have to get theirs from a central board of examiners.

There are teaching in the Roman Catholic elementary schools 3,860 female teachers with diplomas, and their average yearly salary is \$98.

The Roman Catholic committee, with the approval of the executive, has now fixed the minimum salary to be paid schoolmasters and schoolmistresses at \$100, and every municipality that does not comply with regulation will forfeit its school grant.

In 1896 the sum of \$50,000 was added to the usual grant, and, as a consequence, the grant to poor municipalities has been raised from \$10,000 to \$20,000.

From present indications it is probable that a renewed effort will be made in the next session of the legislature to secure the passage of a new school law.

#### SYSTEM OF NEW BRUNSWICK.

In New Brunswick, the governor, the members of the executive council, the chancellor of the university, and the chief superintendent of education constitute a board of education for the general control of public schools. The school district is the local unit of school administration, and the elementary schools are managed directly by trustees elected as in the other provinces. Applicants for teachers' places must show professional classification at the normal school, a license from the board of education, or hold a degree in arts from a chartered college or university, and comply with other requirements according to the position sought. Even graduates of arts without training at normal schools or two years' experience in teaching must give practical illustrations of methods of teaching before the principal of the normal school and a professor of the university.

There are three sources from which moneys are drawn for the payment of teachers' salaries: The provincial treasury, the county school fund, and district assessment. From the first-named source an allowance is annually made in respect of every legally qualified teacher in the service. Male teachers receive \$135, \$108, or \$81, according to grade; female teachers, \$100, \$81, \$63, according to grade.

Assistant teachers receive not more than one-half the above amounts. The county assessment in aid of schools must yield "an amount equal to thirty cents for every inhabitant of the county according to the last

preceding census, together with an amount not exceeding 10 per cent for probable loss and expenses of disbursing." This gross sum is apportioned among the several parishes, cities, and towns in the same proportion as other county taxes.

The district assessment consists of a poll tax levied at the per capita rate of \$1 on every male person (except clergymen) between the ages of 21 and 60 years.

The balance of the sum to be raised by the district is assessed on real and personal property.

The law provides for the establishment of superior or high schools and for county grammar schools. These receive aid from the provincial treasury if they reach a certain standard of efficiency. The grant in each case is proportioned to the amount of local support which the school receives.

#### SYSTEM OF NOVA SCOTIA.

Nova Scotia maintains a system of free nonsectarian public schools, under the general charge of the executive council, which forms for this special interest a council of public instruction. The chief officer of the system is a superintendent, who is appointed by the governor in council. The council has power (1) to direct (in all cases not specifically provided for by statute) the expenditure of such sums of money as are appropriated by the legislature for educational purposes, such expenditure to be made on the requisition or certificate of the superintendent of education.

(2) To appoint a principal of the normal and model schools, and also such assistant teachers as may be found necessary, and to fix the salaries of the same.

(3) To make regulations for the conduct of the normal school and to prescribe the conditions of admission and graduation of students.

(4) To divide the province into inspectorates and to appoint an inspector for each upon the recommendation of the superintendent of education, and to regulate all the conditions as to teachers' licenses, length of school session, form of school registers, text books, and courses of study as may be necessary to securing uniform standards of efficiency in the schools of the province.

The council also has power "to make regulations for constructing, locating, and controlling county academies, and to authorize the payment of provincial grants to the same." It may aid in the establishment and support of school libraries and provide for the training of teachers in agricultural sciences and foster the teaching of these subjects in the elementary schools.

*Local control.*—The province is divided into school commissioners' districts, in charge each of a board of commissioners appointed by the council, subject to the provisions of the town's incorporation act of 1895. Each school section shall have a board of three trustees elected by the majority of the qualified voters of the section.

The powers and duties imposed upon the trustees are discharged by the appointed commissioners in incorporated towns.

The city of Halifax forms one school section in charge of twelve commissioners, of whom six are appointed by the governor. These trustees or commissioners have immediate charge of the schools in their respective sections. They employ teachers, who must, however, be licensed, except that where necessary an unlicensed candidate may be appointed as assistant teacher.

*Mode of support.*—The fixed sum of \$182,500 for each school year is paid semiannually, or as the council of public instruction may prescribe, to legally qualified teachers employed in the common schools in accordance with law, to be divided between such teachers in conjoined proportion to the number of days the respective schools are taught and the scale of the respective grades.

This distribution is made semiannually through the inspectors, or otherwise as the council may direct. In every county (except that in which the city of Halifax is situate) the clerk of the municipality is required to add to the sum annually voted for general municipal purposes at the regular meeting of the council a sum sufficient, after deducting costs of collection and probable loss, to yield an amount equal to 30 cents for every inhabitant of the municipality, and the sum so added shall form, or be a portion of, the municipal rates. Any sum further needed is determined by those who pay a property tax (ratepayers). Ordained ministers, widows, and unmarried women are exempt from sectional assessment on property to the amount of \$500.

#### THE SCHOOL SYSTEM OF MANITOBA.

*Historical survey.*—Prior to the passage of the law of 1890 Manitoba maintained separate schools for Roman Catholic and for Protestant children.

The law of 1890 established a uniform system of nonsectarian schools and prohibited the use of public funds for denominational schools. The bitter contest to which this law gave rise, the appeal to the Dominion government, and subsequently to the English privy council, the remedial order issued by the Dominion government and the refusal of the Manitoba people to submit to this dictation are set forth in the Commissioner's Report for 1894-95 (Vol. 1, Chap. VII).

The answer of the provincial legislature to the Dominion government refusing to enact a remedial law was approved December 26, 1895, and the legislature at once dissolved, that an appeal might be made directly to the people. The election held on January 15 resulted in an overwhelming triumph for the premier, Mr. Greenway, and his policy of nonsectarian schools.

The Dominion parliament assembled January 2, on which day Lord Aberdeen, as governor-general, presented his address to the lawmakers and strongly urged the necessity of compelling Manitoba to submit.

It turned out that the Dominion cabinet was seriously divided on the subject, and on January 4 half of the ministers resigned their portfolios. Subsequently the retiring ministers were induced to withdraw their resignations. It was now clear that the only hope of the separate-school party lay in the promised interference of the Federal Parliament. No definite action was taken in the matter until March 2, 1896, when a remedial bill was introduced. The conservative government then in power had less than two months left to them before the necessary dissolution of parliament, and it was evident that the bill had no chance of being carried, or even fully considered, in the time remaining. Such discussion as took place was bitter, and the dissolution of parliament, on the 24th of April, carried the whole question back to the people of the Dominion. The question involved and the results of the election are thus set forth by an English authority:

It may be briefly stated that in the election struggle the Catholic school system was the main question, and that the Catholic bishops and clergy threw themselves vigorously into the contest and exerted their utmost strength to secure the return of members pledged either to establish separate schools, or else, in vaguer terms, to see justice done to the Catholic minority in Manitoba. But though the numerical key to the victory in the Dominion parliament was actually in the hands of the most Catholic province, Quebec, the Liberal opposition leader was returned to power by a considerable majority; and the Liberal party thus took the lead in Canadian politics for the first time in eighteen years. It is true that several considerations, rather political and economic, and even perhaps ethnological, helped to bring about Mr. Laurier's triumph; but the latter's solemn undertaking to settle within six months the Manitoba school difficulty, which had racked Canadian politics for over six years, was undoubtedly a strong element in the situation, since it was felt that if on the one hand a definitely coercive measure could never be put into operative effect in Manitoba, nor the Catholics, on the other hand, induced to accept the Manitoba public schools, the only hope of a settlement acceptable to both sides lay in some proposal emanating from a leader who would be at once a noncoercionist by political and a Catholic by religious conviction.

The next stage in the struggle is therefore the compromise at once put forward by Mr. Laurier, on the part of the Dominion, and subsequently accepted by Mr. Greenway, the premier of Manitoba. It was very much on the lines suggested by Sir Donald Smith's earlier commission, but was on the whole less favorable to the Catholics. The main points were these: On a petition signed by the parents or guardians of 10 children attending a school in a rural district, or of 25 children in a town or village, any clergyman or authorized religious teacher is to be permitted access to the school to give religious instruction at stated times. And in any town school where the average attendance of Roman Catholic children is 40 or upward (in rural districts 25 or upward) they may be entitled to the services of one Catholic teacher, who must, however, be fully qualified according to provincial or national school standards. In districts where the children speak French wholly they are to have a teacher speaking both French and English, so that the teaching may be on the bilingual system. But all schools are to be national, under provincial control, and subject to the same regulations and inspections. The same text-books are to be used, and all teachers must be properly qualified by passing the provincial examinations and taking the prescribed normal school course.

The settlement was not satisfactory to the Catholic authorities, and the Papal intervention was eventually sought. The encyclical of His

Holiness was conciliatory in tone, but condemned the settlement as unsatisfactory from the Roman Catholic standpoint.

*Provisions of the law of 1890.*—By the law of 1890 the general control of schools was vested in a department of education, which is to consist of the executive council, or a committee thereof, appointed by the lieutenant-governor in council, and also an advisory board composed of seven members, four of whom are to be appointed by the department of education, two by the teachers of the province, and one by the university council. Among the duties of the advisory board is the power “to examine and authorize text-books and books of reference for the use of the pupils and school libraries; to determine the qualifications of teachers and inspectors for high and public schools; to appoint examiners for the purpose of preparing examination papers: to prescribe the form of religious exercises to be used in schools.”

The law provides “for the formation, alteration, and union of school districts in rural municipalities, and in cities, towns, and villages;” for the election of trustees in each district; for the maintenance and control of the schools.

All public schools shall be free schools, and every person in rural municipalities between the age of 5 and 16 years, and in cities, towns, and villages between the age of 6 and 16, shall have the right to attend some school.

SEC. 6. Religious exercises in public schools shall be conducted according to the regulations of the advisory board. The time for such religious exercises shall be just before the closing hour in the afternoon. In case the parent or guardian of any pupil notifies the teacher that he does not wish such pupil to attend such religious exercises, then such pupil shall be dismissed before such religious exercises take place.

SEC. 7. Religious exercises shall be held in a public school entirely at the option of the school trustees for the district, and upon receiving written authority from the trustees it shall be the duty of the teacher to hold such religious exercises.

SEC. 8. The public schools shall be entirely nonsectarian, and no religious exercises shall be allowed therein except as above provided.

The schools are to be supported by public grant and district assessments, but schools—

not conducted according to all the provisions of this or any act in force for the time being, or the regulations of the department of education, or the advisory board, shall not be deemed a public school within the meaning of the law, and shall not participate in the legislative grant.

#### THE SYSTEM OF BRITISH COLUMBIA.

In accordance with the school law of 1891, British Columbia maintains a system of free secular schools which are under the charge of a superintendent appointed by the lieutenant-governor in council. The superintendent is assisted by the council of public instruction. The local unit of school administration is the district. School trustees, elected by vote of persons who pay a property tax, are empowered to provide sufficient accommodation for all children of the district between 6 and 16 years of age, inclusive. The trustees must visit the schools

and see that they are conducted in accordance with the regulations, and report annually to the superintendent. School attendance is compulsory for all children between the ages of 6 and 12 years for six months in each year, unless they are under private instruction. Teachers must be provided with a Government certificate, of which there are six grades. The lowest is valid for one year, the next higher for two, and so on to the fifth; this and the sixth grade certificates are valid for life or during good behavior.

Graduates of arts of recognized British or Canadian universities are exempt from examinations on the art of teaching, school discipline and management, and the school law.

The strictly nonsectarian character of the schools is indicated by the following provisions of the law:

No religious creed is allowed to be taught; the Lord's Prayer may be used at the opening and closing of the schools. No clergyman is eligible as superintendent, inspector, or master.

The schools are supported entirely by appropriations from the public treasury.

#### THE NORTHWEST TERRITORIES.

The report of the superintendent of education in the northwest territories of Canada presents an interesting view of the efforts for popular enlightenment in the northern part of our continent.

The territory under supervision covers an area of 302,000 square miles, with a population in 1891 of 66,799.

While the people are chiefly of British origin, other nationalities are represented in sufficient numbers to increase the school difficulties. The occupations are farming, ranching, lumbering, and mining, and the population widely scattered as a consequence. Nevertheless the report gives evidence of advanced ideas with reference to the conditions for effective schools. The system of public schools is under the control of a council of public instruction, comprising four members of the executive committee and four appointed members, of whom two must be Protestants and two Roman Catholics. The appointed members have no vote, their duties being purely advisory. A school district must not exceed in area 25 square miles, and must contain not less than four resident taxpayers (property tax) and at least twelve children of school age. Each district elects school trustees, who manage the local school affairs.

Provision is made for separate schools for religious minorities (Protestant or Roman Catholic), the ratepayers establishing these separate schools being relieved of taxes for the public schools. The decade 1886 to 1896 witnessed a remarkable growth in the schools. The number rose from 76 to 366, an increase of 381 per cent, and the enrollment from 2,553 to 12,796, an increase of 400 per cent.

At the latter date 433 teachers were employed. Efforts were early made to secure professional training for teachers, and by a regulation

dated April 1, 1893, it is declared that, to make it possible for remote districts to keep their schools open, "provisional certificates are issued to persons who present such evidence of scholarship that there is a reasonable probability of their being able to pass the next teachers' examination." These certificates are not issued till the trustees declare that they have advertised for a qualified teacher and have used all reasonable effort to secure one, but without success. Then, upon the application of the trustees—not of the would-be teacher—a provisional certificate is issued, valid for that school only, and terminating at the opening of the next examination for teachers.

Schools are maintained by legislative grants and by local taxation. From the former source was derived in 1896 the sum of \$126,218, or 46 per cent of the total expenditure \$274,648.

The elementary course of study includes the three R's, history, geography, grammar, nature study, and agriculture. Temperance is a compulsory subject for all grades.

There are no separate secondary schools, but the sixth, seventh, and eighth standards, the enrollment for which in 1896 was 126, 39, and 5, respectively, are termed "high-school standards," and have an entirely separate programme, based upon the matriculation examinations of the universities of Toronto and Manitoba.

Preparation for the "academic certificate" for teachers is given in these "high-school standards." The examination comprises the following subjects: Spelling and writing, the English language, rhetoric and composition, poetical literature, history, geography, arithmetic, algebra, geometry, trigonometry, chemistry, botany, and physics.

Preparation for the first and second-class professional certificates is given in the normal school at Regina during the last four months of every year. Sessions for third-class candidates are conducted at convenient local centers by the inspectors under the supervision of the superintendent, who delivers a course of lectures at each. Of the 433 teachers in the schools 96 (62 men) held first-class certificates, 207 (98 men) second-class, and 130 (51 men) third class.

Among the text-books recommended for the normal course are to be found White's School Management, Quick's Educational Reformers, Rosenkranz's Philosophy of Education, De Garmo's Essentials of Methods.

*The higher educational institutions of Canada—1895.*

Name.	Date of foundation.	Endowment.	Value of property owned.	Income.	Number of students (about).
UNIVERSITIES.					
University of King's College, Windsor, Nova Scotia	1789	\$155,000	\$250,000	\$9,000	28
University of New Brunswick, Fredericton, New Brunswick	1800	8,844	-----	12,000	60
McGill University, Montreal, Quebec	1813	1,400,000	1,900,000	145,000	1,250
Dalhousie College and University, Halifax, Nova Scotia	1821	-----	-----	-----	169

a Government grant.

The higher educational institutions of Canada—1835—Continued.

Name.	Date of foundation.	Endowment.	Value of property owned.	Income.	Number of students (about).
UNIVERSITIES.					
University of Toronto, Toronto, Ontario.....	1827	\$1,042,000	\$1,800,000	\$55,000	1,269
University of Acadia College, Wolfville, Nova Scotia.....	1838	100,000	100,000	12,000	130
University of Queen's College, Kingston, Ontario.....	1841	400,000	125,000	40,000	525
University of Bishop's College, Lennoxville, Quebec.....	1843	112,165	162,600	21,130	181
University of Ottawa, Ottawa, Ontario.....	1848	.....	.....	46,000	463
University of Trinity College, Toronto.....	1852	750,000	.....	30,000	354
Laval University, Quebec.....	1852	.....	1,000,000	.....	235
University of Mount Allison College, New Brunswick.....	1862	120,000	110,000	.....	275
University of Manitoba, Winnipeg.....	1877	150,000	.....	.....	320
Victoria University, Toronto, Ontario.....	1836	325,000	280,000	24,000	234
University of St. Francis Xavier College, Antigonish, Nova Scotia.....	1854	.....	.....	.....	134
McMaster University, Toronto, Ontario.....	1887	.....	.....	.....	134
COLLEGES.					
St. Michael's College, Toronto, Ontario.....	1852	.....	.....	.....	120
Knox College, Toronto, Ontario.....	1844	240,000	470,000	18,000	119
Assumption College, Sandwich, Ontario.....	1854	.....	112,000	25,000	175
Presbyterian College, Montreal, Quebec.....	1867	225,000	160,000	150,000	84
Presbyterian College, Winnipeg, Manitoba.....	1870	15,000	50,000	15,000	87
Presbyterian College, Halifax, Nova Scotia.....	.....	120,000	.....	.....	30
Wesleyan College, Montreal.....	1873	50,000	60,000	6,000	71
Methodist College, Winnipeg, Manitoba.....	1888	.....	.....	.....	.....
St. John's College, Winnipeg, Manitoba.....	.....	.....	60,000	.....	.....
St. Boniface College, Winnipeg, Manitoba.....	1820	.....	50,000	12,000	105
Woodstock College, Woodstock, Ontario.....	1860	160,000	200,000	25,000	120
Wycliffe College, Toronto, Ontario.....	.....	65,290	65,000	10,000	40
Albert College, Belleville, Ontario.....	1857	.....	75,000	.....	250
Stanstead Wesleyan College, Stanstead, Quebec.....	1872	75,000	20,000	10,000	149
St. Francis College, Richmond, Quebec.....	1854	15,000	2,900	3,000	110
CLASSICAL COLLEGES, QUEBEC, a					
Chicoutimi.....	1873	.....	85,000	5,135	126
Joliette.....	1846	.....	75,494	11,205	303
L'Assomption.....	1832	.....	99,000	12,360	315
Levis.....	1853	.....	179,817	11,358	331
Nicolet.....	1803	.....	255,000	10,724	267
Rigaud (Vaudreuil).....	1850	.....	70,000	15,000	272
Rimouski.....	1854	.....	52,600	5,435	128
Sherbrooke.....	1875	.....	100,000	4,287	237
St. Anne (Kamouraska).....	1827	.....	175,000	10,837	228
St. Hyacinthe.....	1816	.....	200,000	21,500	335
St. Laurent (Jacques-Cartier).....	1847	.....	129,000	24,800	466
St. Marie de Monnoir (Rouville).....	1853	.....	62,000	7,714	190
St. Marie (Montreal).....	1848	.....	303,000	35,000	501
St. Thérèse (Terebonne).....	1827	.....	130,000	15,961	257
Three Rivers.....	1860	.....	97,500	10,300	235
College of Montreal b.....	1767	.....	.....	.....	.....
Seminary of Quebec b.....	1063	.....	.....	.....	.....
LADIES' COLLEGES.					
Wesleyan Ladies' College, Hamilton, Ontario.....	1860	.....	50,000	17,000	144
Hellmuth Ladies' College, London, Ontario.....	1869	.....	80,000	30,000	100
Brantford Ladies' College, Brantford, Ontario.....	1874	.....	60,000	20,000	70-140
Ontario Ladies' College, Whitley, Ontario.....	1874	.....	100,000	22,000	150
Demill Ladies' College, Oshawa, Ontario.....	1876	.....	55,000	14,000	138
Alma Ladies' College, St. Thomas, Ontario.....	1881	.....	90,000	25,000	170
AGRICULTURAL COLLEGES, ETC.					
Ontario Agricultural College, Guelph, Ontario.....	1874	.....	340,900	c 18,564	135
Provincial School of Agriculture, Truro, Nova Scotia.....	1885	.....	.....	c 1,967	25
School of Practical Science, Toronto, Ontario.....	1877	c 8,800	.....	.....	71
School of Agriculture, L'Assomption, Quebec.....	.....	.....	.....	4,500	24
School of St. Anne de la Pocatière, Quebec.....	1859	.....	.....	4,000	21

a The classical colleges in Quebec are a combination of school and college, attended by both boys and young men. They confer certain degrees and are mostly affiliated with Laval University.

b No returns.

c Government expenditure.