

Canadian Education Association
Proceedings of the
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THE
Canadian Education Association, 10th
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Convention
Ottawa
1918

PROCEEDINGS

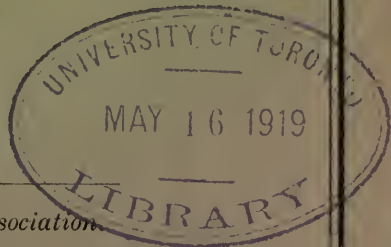
OF THE
TENTH CONVENTION of the **ASSOCIATION**

(Formerly the Dominion Educational Association)

HELD AT

OTTAWA, ONT.

**NOVEMBER 20TH, 21ST AND 22ND,
1918**



Published by the Association.

James Hope & Sons, Limited, Printers, Ottawa.

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CONSTITUTION OF THE CANADIAN EDUCATION ASSOCIATION

(Formerly the Dominion Educational Association)

Adopted at a General Meeting Held in Ottawa, November, 1918

ARTICLE I.—NAME.

This Association shall be called the Canadian Education Association.

ARTICLE II.—AIM OF THE ASSOCIATION.

By bringing about a better understanding on the part of each Province of the educational progress and educational ideas of the other Provinces, thereby to promote the common educational interests of the several Provinces of Canada and to foster a healthy Canadian spirit.

ARTICLE III.—MEMBERSHIP.

The following shall be eligible for membership:—

- 1.—Representatives of Provincial Departments of Education.
- 2.—The president or principal of any Canadian university or a representative nominated by him.
- 3.—Representatives of Provincial and rural trustees' associations and of urban school boards.
- 4.—Presidents and secretaries of Provincial teachers' associations.
- 5.—A representative from each University Department of Education and Provincial Normal School.
- 6.—School inspectors and local superintendents of schools.
- 7.—Heads of agricultural colleges.
- 8.—Principals of secondary day schools or technical colleges supported wholly or in part by public taxation in cities or towns having a population of 20,000 or over.
- 9.—Representatives from Provincial, County, and City Teachers' Associations or Institutes.
- 10.—Representatives of such auxiliary educational activities organically connected with the Provincial school systems as are approved by the Board of Directors.
- 11.—All life members and honorary members of the Dominion Educational Association.
- 12.—Such other persons not specifically provided for under this Article as may be approved by the Board of Directors.

ARTICLE IV.—OFFICERS.

- 1.—The officers of the Association shall consist of one Honorary President from each Province or Territory represented in the Association, the immediate Past President of the Association, a President, a Vice-President, a Secretary-Treasurer, and twelve Directors. These officers, with the exception of Past President, shall be elected by ballot unless otherwise arranged by unanimous consent on a majority vote at a regular meeting of the Association and shall hold office until the conclusion of the next regular meeting.
- 2.—The officers of the Association, with the exception of the Honorary Presidents, shall form a Board of Managing Directors. This Board shall have power to fill all vacancies in its own body arising in the interval between regular meetings; it shall have in charge the general interests of the Association and shall make all necessary arrangements for its meetings.
- 3.—It shall be the duty of the President to preside at all meetings of the Association and of the Board of Managing Directors. In his absence the Vice-President shall preside and in the absence of the Vice-President a **pro tempore** Chairman shall be appointed on nomination, the Secretary-Treasurer putting the question.
- 4.—It shall be the duty of the Secretary-Treasurer to conduct all official correspondence of the Association and of the Board of Managing Directors. He shall keep a full and accurate report of the proceedings of the meetings of the Association and of the Board of Managing Directors, and shall have his records present at all meetings of these bodies. He shall receive and under the direction of the Board of Managing Directors shall hold in safekeeping all monies paid to the Association. He shall make payments in accordance with the orders of the Board of Managing Directors. He shall keep an accurate account of his receipts and expenditures and shall submit a full statement of the same for audit when directed to do so by the Board of Managing Directors, who may require bonds for the faithful discharge of his duties.

ARTICLE V.—MEETINGS.

- 1.—The regular meetings of this Association shall be held at such times and place as may be determined by the Board of Managing Directors.
- 2.—Special meetings may be called by the President at the request of not less than ten members of the Board of Managing Directors.
- 3.—Each newly-elected Board of Managing Directors shall hold its first meeting immediately at the close of the general association at which it is elected.

4.—Other meetings of the Board of Managing Directors shall be held at the call of the President.

ARTICLE VI.—FEES.

The membership fee shall be one dollar, payable at each General Meeting of the Association.

ARTICLE VII.—ASSOCIATE MEMBERS.

Any person interested in education may, on application to the Association at a regular meeting, be elected an Associate Member. Such members will pay the regular fee and be entitled to the printed Proceedings of the Association. They may attend all meetings of the General Association, and with the consent of the chair, may take part in discussions, but may not vote.

ARTICLE VIII.—APPOINTMENT OF COMMITTEES.

At each regular meeting of the Association the following committees shall be appointed: (a) Honorary Membership; (b) Resolutions; (c) Any special committee or committees deemed necessary.

ARTICLE IX.—AMENDMENTS TO CONSTITUTION.

This Constitution may be altered or amended at a regular meeting of the Association by a two-thirds vote of the members present, provided that the alteration or amendment has been proposed in writing not later than the previous day.

The Canadian Education Association

Minutes OF THE TENTH CONVENTION

Wednesday, November 20.

The first session of the General Association was held in the Science Room of the Ottawa Normal School.

Promptly at two o'clock President Carter called the meeting to order.

The following delegates and representatives were registered by the Secretary:

J. H. Hunter, Esq., Coaticook, P.Q.; N. C. Mansell, Esq., Sault Ste. Marie, Ont.; Major W. J. Hamilton, Inspector of Schools, Fort William, Ont.; Inspector J. W. Crewson, Glengarry County, Alexandria, Ont.; J. A. Houston, Esq., Inspector of High Schools, Toronto, Ont.; Dr. A. H. McKay, Superintendent of Education for Nova Scotia—Halifax, N.S.; H. H. Shaw, Esq., Superintendent of Education for P. E. Island, Charlottetown, P.E.I.; Principal Bruce Taylor, Queen's University, Kingston, Ont.; F. Peacock, Esq., Director of Technical Education, Fredericton, N.B.; H. J. Silver, Esq., Superintendent of Protestant Schools, Montreal, P.Q.; Principal C. G. Fraser, of Manning Avenue School, Toronto, Ont.; Chas. G. Fraser, Esq., Science Master, Harbord Street Collegiate Institute, Toronto, Ont.; Miss Constance Boulton, Member of Board of Education, Toronto, Ont.; Mrs. Ada Courtice, Member of Board of Education, Toronto, Ont.; Dr. John Noble, Member of Board of Education, Toronto, Ont.; Dr. John Waugh, Chief Inspector of Public and Separate Schools for Ontario, Toronto, Ont.; Rev. James Buchanan, President of Ontario Educational Association, Toronto, Ont.; Inspector Jamieson, Carleton County, Ottawa; Prof. H. T. J. Coleman, Faculty of Education, Queen's University of Kingston, Ont.; W. W. Nichol, Esq., Superintendent of Education for Returned Soldiers, Soldiers' Aid Commission, Toronto, Ont.; Prof. Sinclair Laird, Head of Teachers' Training at the Macdonald College, Ste. Anne de Bellevue, P.Q.; Major D. M. Duncan, Assistant Superintendent of Schools, Winnipeg, Man.; Dr. W. A. McIntyre, Principal

of Normal School, Winnipeg, Man.; J. P. Hoag, Esq., Inspector of Ontario Continuation Schools, Toronto, Ont.; Dr. W. S. Carter, Superintendent of Education for New Brunswick, Fredericton, N.B.; W. J. Summerby, Esq., Inspector of Ontario Bilingual Schools, Paris, Ont.; A. H. Leake, Esq., Ontario Inspector of Manual Training and Household Science Classes, Toronto, Ont.; Dr. J. F. White, Principal of Normal School, Ottawa, Ont.; G. F. McNally, Esq., Chief Inspector of Schools for Alberta, Edmonton, Alta.; Dr. Alexander Robinson, Superintendent of Education for British Columbia, Victoria, B.C.; Honorable Sydney Fisher, Protestant Committee of the Council of Public Instruction for Quebec, Ottawa, Ont.; Honorable Cyrille Delâge, Superintendent of Public Instruction for the Province of Quebec, Quebec, P.Q.; J. N. Miller, Esq., French Secretary of Public Instruction for the Province of Quebec, Quebec, P.Q.; R. H. Cowley, Esq., Chief Inspector of Public Schools, Toronto, Ont.; Inspector Craig, County of Grenville, Kemptville, Ont.; Dr. F. W. Merchant, Director of Technical Education for Ontario, Toronto, Ont.; Dr. G. W. Parmelee, English Secretary of Public Instruction for the Province of Quebec, Quebec, P.Q.; D. P. McColl, Esq., Superintendent of Education for Saskatchewan, Regina, Sask.; H. A. Honeyman, Esq., Inspector of Schools, Hull, P.Q.; Dr. J. H. Putman, Senior Inspector of Public Schools, Ottawa, Ont.; Dr. J. B. Dandeno, Inspector of Elementary Agricultural Classes for Ontario, Toronto, Ont.

The President explained that owing to illness in family, Dr. Claxton, Commissioner of Education for the United States would be unable to be present.

The Secretary presented a printed copy of the Minutes and Proceedings of the Dominion Educational Association for the 1917 meeting. On motion it was agreed to accept these proceedings as correct.

President Carter, after welcoming the delegates and expressing the hope that pleasure and profit would result from the present meeting, read the following address:

ADDRESS.

DR. W. S. CARTER, PRESIDENT DOM. EDUCATION ASSOCIATION.

The setting of this meeting is unique. Never before has Education been so much in the public eye; never before has there been so much criticism of methods and results, some constructive, more destructive. Schemes of Education are devised over night for consummation the next day.

Our inimitable controversial novelist, Mr. H. G. Wells, would undo the past and do for the masses in six months, what Sir Thomas Moore, Mr. Samuel Butler and others have done for a comparatively few thousand people, through many years and editions.

After all has been said in five or six hundred pages, Joan and Peter are perhaps just such products as we should feel proud of under any system of Education.

We shall never reach a stage, I hope, when our systems of education shall reach the stationary state, like the Chinese. Education (I use the general term) is most susceptible to change and is yet most conservative. It is a process of evolution, and what has been accomplished in the past makes possible what we propose for the present and future.

History usually affords us parallels for our guidance and instruction, but my reading of history affords none for the consistent and intensive instruction of an entire nation for half a century with the ideal of world dominance and hatred of its competitors. Cato's denunciation of Carthage and its entire destruction in the third Punic War is the most closely allied.

I can find no parallels in history for real conquest and assimilation by means of teachers, as was done in the Philippines, Porto Rico and South Africa. Nor can we find any for reconstruction and re-education being made and partially at least

carried into effect, while the greatest struggle in all time was being engaged in. May we claim at least that this outcome has been the result of the education of the past.

Is it too much also to claim for our civilization and culture that no former war has brought forth greater manifestations of humanity, philanthropy, self-sacrifice and virility than that just ended? I shall not make any comparisons in these respects with our opponents, but I think it is not too much to say that our education has not failed us.

So much for the past.

What problems lie before us at present and for the future? What has already been attempted, and what may fairly be expected of us?

I can not in a short address, such as this is intended to be, do more than merely indicate a few, and give one or two opinions of those better qualified to speak than I am.

It would not be an easy task to indicate any year, in recent history, during which so much has been done as in the past twelve months to search out the foundations of education and to propose large plans for the reconstruction of school systems. The first element in industrial and civic progress is co-operation, and this gives special point to those words of President Wilson, addressed to the universities, colleges and secondary schools of the United States, in which he urges an increase in the time and the attention devoted to the instruction bearing directly upon the problems of community and national life.

Indeed, there has been a marked tendency to obliterate the dividing lines between primary, and secondary education, or, as Dr. Sadler expresses it, the new types of schools are working away from a curriculum adapted to a small and specialized class toward one which is truly representative of the needs and conditions of a democratic community. Far the most hopeful sign for the future of Germany, is the pressure which was brought to bear this year in the debate on the education estimates in the Prussian Lower House, for the establishment of a type of school

which shall be free, undenominational, and uniform for the whole empire. This demand has been strongly impressed by the German Teachers' Association, and has been supported by the Democrats; the university professors, however, strongly oppose such a plan.

Mr. Herbert Fisher, Minister of Education in England, has proposals for almost a revolutionary change in the educational scheme. I need not enlarge upon this bill which has attracted so much attention throughout the world. Mr. Fisher's scheme proposes part-time schooling up to eighteen; France, for continuation schools up to twenty, and in Germany up to twenty-one years of age. America, also, is stirring in this matter, though no such general proposals are possible there as here, under individualistic state treatment of education. I understand, however, that in the United States a National Council of Education has been formed. The Smith-Hughes bill now provides special subsidies for technical education, and it is noticeable that in other ways the demand for centralization is making itself heard. Canada, which should have led along these lines, has not even followed, and up to this time, no action has been taken by the Federal Government to give effect to the Report of the Royal Commission made before the war began.

During the past year, it has been my privilege to visit all the Provinces of Canada, with the exception of Prince Edward Island, and to obtain a superficial view of a few of the ends that are being attempted in each of them. I should like to take this opportunity to thank those present who in those Provinces which I visited, helped to make my stay there instructive and pleasant. I can testify to the progressiveness of every one of them, and I envy the many aspects of their work, that it is not possible for a poorer Province to participate in. I should like, with Dr. MacKay's permission, to quote a paragraph or two from an admirable address which he gave at the Maritime Teachers' Convention at Moncton.

“Our schools, already too weakly staffed as pointed out, with courses of study marked out for the professional classes for which schools were first established, have superadded courses for

the more clamant needs of the masses. In addition to all this, duties once assumed to be sacredly attended to by parents, are being added. We have to give general moral if not religious training. We are about to be held responsible for their physical training and their mental and bodily health. And we are given as teachers mostly young girls who are not able to earn the wages even of the working women classes.

The clergy would have us teach the true religion. The temperance reformers would have us to train every one to eschew alcohol, tobacco and other fascinating drugs. The politicians ask us to make every pupil a thoughtful statesman ready to vote every time for a wise public policy. The military expect us to develop 30 per cent. of men who will not be rejected for war service on account of the neglect of the general laws of health and common sense. The dentists beg us to save the teeth of the young in spite of the child's ignorance and the parent's carelessness. The doctors call for the medical inspection of all children at school. The farmers want the love of agriculture to be developed. The horticulturists do not want their side of industry to be overlooked. The forestry men ask us to teach the children how to take care of picnic fires. The fisherman is now putting in his claim for attention. The shopman insists on a finished accountant for his cheap clerkships. Some want modern or ancient languages for university or professional requirements. We have provided fairly well for our blind, our deaf, and in some places for our incorrigibles, and all desire us to segregate retarded, slow and feeble-minded pupils for their more special care and betterment, and the relief of the common schools from their retarding presence. And some people desire to produce scholars who will know what to read, and who can write what can be read. All these things and many more we are asked to do, and shall be executed for if we don't do with the generally cheap workmen and women with which we have hitherto been allowed to be supplied by the ratepayer.

All these things we must attempt to do, even before we can develop the conditions which may enable us to do them well. We shall all be interested in studying the suggestions about

to be made to us by those who have had most success in doing most of the impossibles at present demanded of us. We must cultivate hopefulness, and exert ourselves to do the best possible; for perseverance with intelligence and hopefulness are constantly changing impossibilities into accomplishments."

In addition to the problems which many of you are dealing with admirably, mentioned in the address of Dr. MacKay, we shall have to take up that of military training. I am quite sure you all do not agree with me, when I state that I am in favour of some such plans for that purpose, as have been adopted in Australia. I would like to believe that there will be no more wars. I do not think that this one would have taken place if there had been greater preparedness in the British Empire. Physical and Military Training does not necessarily bring about war if it be given during the school life of a boy. It does not necessarily mean standing armies and the interference with the industrial life of the country.

In the matter of the re-education of returned soldiers, I think the United States have been wiser than we, in that they have brought it under civil control instead of military.

Mr. C. V. Corless in an unusually thoughtful paper upon "Technical Education; Its Importance and Its Defects," read June, 1918, in Toronto, before the Canadian Pulp and Paper Association, says:—

"Scientific and industrial research, state-aided, will certainly add to the nation's wealth and is therefore highly important. Widespread and intensified vocational training will add enormously to industrial efficiency, and therefore to national wealth, hence is to be encouraged to the utmost. Conservation of our natural resources, the lessening of national waste, is again conducive to the same end and is therefore fundamental to our prosperity. But will all of these great movements, though of vast importance, strike at the root of the matter? Consider a moment. Was it not industrial advance, based on scientific research, that has resulted in present social conditions—the extremes of wealth and poverty, the segregation of large populations into small spaces, the continual war of labor and capital,

the false ideals, with the attendant evils of all of these? Has not the engineering training of our vocational colleges merely accelerated the industrial advance, without assisting to correct the resulting social conditions? Are not scientific and industrial research, vocational training, conservation and all other similar movements, of vast importance as they are, all in a direction merely to increase material wealth without improving its distribution? Unless "pari passu" with these advances, we improve in other respects, shall we not merely further widen the chasm that already yawns between the two extremes of wealth and poverty and thus intensify the evils of the existing and increasing social stratification, with the labor antagonisms and other evil by-products engendered by it? All these advances are but parts of a mighty economic engine constructed by society for the production of material wealth. But they do not provide the engine with an effective governor. An engine so built and so run will merely race to its own destruction. If, parallel with vocational training, we introduce into our educational programs an effective compulsory course in social (including economic) training, we shall at the same time perfect a governor for the engine, and, in place of racing, our engine, under proper control, will become a most efficient instrument of service to society as a whole. Some preparation will thus be made for meeting the menace of uncontrolled distribution of the wealth produced by human energy.

"As stated above, we admit the importance of scientific mobilization of our material resources for material advancement, also for defence. There is no contention against this; rather the reverse. But we do maintain that great emphasis on the ways and means of securing material progress only, unless accompanied by equally great emphasis on those planned to secure social progress, will not only fail of the highest material results, but will prove to develop, along with such material progress, the forces that will affect its own disintegration and final destruction. Strikes and lock-outs are manifestations of these forces. We do maintain that scientific and industrial research, vocational training and conservation of natural resources, taken alone, are insufficient to attain true national progress. Vocational training has its eye on material advance. Social training has its eye on

human welfare. Both are necessary for the highest results from either. Each is necessary for the best results from the other. If we make our educational system responsible for the one, why should we not make it equally responsible for the other? Why should we allow these complementary aspects of a well balanced educational program to become divorced?"

At a meeting of the Annual Conference of the Imperial Union of Teachers, July 20, 1917, Hon. W. A. Holman, Premier of N. S. Wales, Chairman.

Speaker, Rev. Wm. Temple, late Head Master Repton, Subject,—The Anglo-Saxon Ideal—Justice and Liberty.

The Chairman said that he was in hearty agreement with what Mr. Temple had said in regard to the political side of affairs. But he dissented from his views on the question of education, and he did so from the point of view of a man engaged in affairs who saw what the products of the present educational system actually were. Those who lived in the world sometimes had more opportunities than recognized experts on education of knowing whether or not the education given had entirely succeeded in its object. He had grave personal doubt as to whether the present state of things was so entirely satisfactory as it should be, even when all allowance was made for those intellectual deficiencies which had been so admirably touched upon by Mr. Temple. The ideals of education in Great Britain had turned out men of high character, of honour, of unselfishness and disinterestedness in public affairs who had been governing the country for many years past. Was that enough by itself? Were they to go on to the end of the chapter "suffering fools gladly" because they had all those moral qualities? He thought not. In addition to those great qualities a good deal of saving common sense was also required. If he had been one of the soldiers engaged on the Mesopotamia expedition, it would not have consoled him to know that the men dealing with the medical equipment were of unblemished character, he would have required that they should also remember the bandages. He was disposed to feel that we were apt to ignore those practical questions. England for the first time for many hundreds

of years was exposed to definite and tangible perils, such, for instance, as the danger from air raids and of its supplies being cut off by the submarine campaign. A layman like myself naturally looked to the old and famous educational institutions to see what sort of men they were turning out to cope with such practical problems. Coming face to face with the question of our own scientific equipment for meeting these perils, he found that the country was depending wholly upon imported ideas. The idea of the flying machine came from the Smithsonian Institute in America; the idea of wireless telegraphy came from Italy, and the idea of the quick-firing guns used to try to bring down the flying machines came from France. These new ideas had revolutionized warfare, and had made the war of to-day utterly unlike the war of a hundred years ago. These questions had to be faced in a spirit of practical common sense illuminated by a full knowledge of what science had to contribute towards the affairs of to-day. It seemed to him that our present educational system failed in that respect. We were confronted with problems upon which the academic processes of instruction threw very little light indeed. The present century was unlike other centuries in many respects. The study of recent history, even of Napoleonic history, threw only a limited illumination upon the problems of our war leaders at the present moment; in the same way he was driven to the conclusion that the study of classics and the history of past ages illuminated even less the problems which would continue to confront the nation on the declaration of peace. He accepted Mr. Temple's statement that the latest history was the most useful, but even when that limitation was imposed a stage had arrived in the development of mankind at which certain problems had emerged upon which history cast practically no illumination at all. Those problems must be faced by the next, if not by the present, generation in a spirit of mastery. The aircraft and submarine menace were simply examples of a thousand such difficulties which beset us at the present time.

Education in the past had undoubtedly turned out admirable administrators. There was in England to-day, as the result of past educational methods, a body of leisured public men devoting themselves to the management of public affairs, who had

helped to create a public spirit which was lacking to a greater or less extent in less favoured countries. All that was so much to the good, but it was necessary to go further. The country was at a definite parting of the ways. It might happen that an invention of a new machine for detecting submarines, or a method of stabilising aircraft, or some other purely mechanical device to which great minds had not devoted attention, would be a decisive factor in regard to what the future of England was to be. We should not "muddle through" this war as our ancestors have done through many a war before.

That seemed to him to be the weakness of the present scheme of education to which he drew Mr. Temple's attention. It was perfectly true to say that the schools were not instituted to turn out inventors, and the universities were not technical colleges. Yet the schools and universities must create an atmosphere which enabled the students to understand what were the decisive factors in the world to-day. He held that Liberty and Justice could be maintained and protected by the employment of weapons which came into the same category as the weapons which were now being so unscrupulously used to destroy it, and suggested that, in addition to the noble ideals to which Mr. Temple had directed attention, there should be added the ideal of a fuller knowledge and a stronger grasp of the material problems which surround us.

I am glad to greet such an influential body of Educators as I see before me, representing, as they do, every Province in Canada. I regret, as no doubt all here do, the absence of Hon. Dr. Cody, the Minister of Education for Ontario. From his distinguished career in the past, we are looking for leadership from him in the future.

Following Dr. Carter's Address the programme provided for the following topics:—

The Improvement of School Administration and its Dependence on Changes in School Legislation.

The first part of this topic, "The Fisher Bill of England," had been assigned to Prof. Dale of McGill University.

The Secretary explained that an unexpected visit to Europe prevented Prof. Dale from attending.

Dr. F. W. Merchant kindly consented to give a résumé of the Fisher Bill, especially those features of it relating to vocational and continuation classes.

ADDRESS BY DR. MERCHANT

Without preparation, it is difficult to present anything of value in a subject demanding fullness and accuracy in the information given. But, fortunately, I have had placed in my hands by the Secretary a copy of Bulletin No. 19 on "Part-Time Trade and Industrial Education," issued by the Federal Board for Vocational Education, Washington. This Bulletin contains, as Appendix B, a brief summary of the Fisher Bill. After referring briefly to the conditions which make such legislation necessary, I shall make free use of this Bulletin in placing before you the provisions of the bill in concise form for discussion.

In the discussions of the question of reconstruction to meet after war conditions, changes in educational systems have occupied an important place, especially in Great Britain, France, and America. Accordingly, educational systems and the means for improvement are being carefully examined. In the conclusions arrived at there has been singular unanimity in recognizing that the important ends, so well described by the President in his address, can be attained only by extending the period of education of the youth. It is recognized that no system of education at present in existence, or no system that is possible, will bring about the results desired if the training for the majority of the children is to be confined to the period from five to fourteen years of age. It is evident that some plan for continuing the education of the child during the years of adolescence is absolutely necessary in any scheme of education that aims at the development of the social and moral sides of his nature and, at the same time, provides adequately for a life career in industrial, commercial, or agricultural employments. We may take it for granted that any system which deals only with the control and training of the child up to fourteen years of age, however perfect it may be within its limits, is defective. How shall the period of the education of all children be extended? This is one of the leading problems that educators have had to face in the last ten

years. Several solutions have been proposed and various experiments have been undertaken, roughly speaking these solutions and experiments fall into two classes: First, voluntary plans; second, compulsory schemes for extending the period for full-time or part-time schooling beyond the present limitations. The Fisher Bill provides for such an extension of education through the second of these plans. It is evident that Mr. Fisher and his advisers after a full study of the situation became convinced that no system of voluntary education could meet the exigencies of the situation; it would appear that they were well advised in coming to this conclusion. The results of the efforts in Canada and the United States to raise the percentage of those who were to continue their courses beyond fourteen years of age would appear to show that progress through any system depending on voluntary attendance is likely to be exceedingly slow. These efforts have been directed along two lines: We have enriched the curriculum of our elementary schools by introducing typical forms of the activities of social life, and adding interest to the traditional subjects by connecting them up more closely with these activities. We have also made an effort to bridge the gap which exists between the elementary schools and employments by the organization of vocational schools. In these two ways, by vitalizing the curriculum and by the organization of vocational schools, we have endeavoured to attract a larger proportion of the children to extend the period of their education. Now these schemes, as far as I am aware, have been exceedingly slow in their operation. In fact, the voluntary plan may be said to have failed. Take the United States, for example. Eight or ten years ago, as you know, there was a movement throughout the Eastern and middle states to organize vocational schools, just as there had been a few years previously a movement to organize manual training departments. A great many vocational schools, mainly of an industrial character, were organized. Six years ago I visited such schools at Rochester, Albany, Springfield and other centres in the Eastern States. These vocational schools were heralded as organizations which would reconstruct education by providing, what everybody for years had demanded, a practical form of school education which would connect the schools more directly with vocations and, at the same time, pro-

vide a means for extending the education of a much larger proportion of children beyond the limits of the elementary school. Last year I paid another visit to some of the same schools and I found that, while excellent instruction was being given in all schools, in most cases there had been no real increase in attendance; in fact, that in some schools, the attendance had dropped. In every case the number of pupils enrolled, when compared with the attendance at High Schools in the same centres, was discouragingly low. Efforts are now being made to attract a larger proportion of attendance by modifying somewhat the character of the courses and by applying the popular name of High School to the schools concerned. This movement for the so-called Junior High School, which has taken definite shape in Rochester and certain other centres in the United States, may be instrumental in continuing the training of a small fraction of children; as a means of giving an extended education to all children, it will, I am convinced, be doomed to failure. The reasons are more or less obvious and are not particularly relevant to the present discussion.

The Fisher Bill, therefore, is of importance because it is the first attempt in an English speaking country to deal effectively in a large way with the extension of the education of the youth throughout the period of adolescence along general and vocational lines. The effects of its operation will be watched with a great deal of interest and much concern.

Provisions of the Bill.

The bill provides for—

1. The development of education in public elementary schools.
2. The establishment of continuation schools.
3. A comprehensive system of school administration.
4. Government grants in aid of schools.

The provisions of the bill as they affect elementary education:

The bill provides for compulsory full-time education to fourteen years of age; a local educational authority may by by-law substitute fifteen years for fourteen years as the maximum age. Previously, the corresponding years were thirteen and fourteen. Local boards are to grant exemptions as they see fit between the ages of fourteen and fifteen years. This provision is intended to do away with the part-time attendance provision existing in some industrial centres, according to which children of from twelve to fourteen years work half the day. No child shall be allowed to leave school on attaining the statutory age. He must complete the full term. No child under twelve years of age shall be employed. A child over twelve years may not be employed on any day on which he is required to attend school before the close of school hours or before six a.m. or after 8 p.m. You will note that this permits of the labour of children over twelve on Saturdays, Sundays, and holidays.

By this act all fees in public elementary schools are abolished.

The act provides for the establishment of nursery schools for children under five years of age.

Dr. Carter—They do not call them kindergartens ?

Dr. Merchant—They do not. This provision has reference, I take it, mainly to the establishment of special schools in congested centres of population. When in England I had an opportunity of observing the work of such special schools, which provide for the care and the instruction of very young children. In the poorer districts of large cities many of these children have no proper care at home. The parents may, or may not, be degenerates. In many cases both father and mother are compelled to work. The very young children are brought together during the day and cared for by school authorities in nursery or infant schools. In many cases, the children are given meals, and exercises of an educational character are provided. In Liverpool, the Montessori method, which was being experimented with in England at the time, was being introduced into the nursery schools. I understand that the schools are not to be compulsory,

but that in the larger centres the opportunity is to be given for the care and the training of children under five years of age.

Dr. Carter—These schools then would be what we call day nurseries ?

Dr. Merchant—Yes, something of the sort, but, at the same time, educational in their nature.

The provisions of the bill as they affect the organization of continuation schools:

1. In relation to school attendance—

Young persons up to the age of eighteen shall attend continuation schools during the day time for 320 hours a year; that is, eight hours a week for forty weeks. After five years, the Board of Education may order an increase in the number of hours per week. The period for school attendance is not to be taken during holidays or half holidays. Local education authorities may require that on the day that attendance is required at a continuation school, the pupil's employment shall be suspended, not only during the period for which he is required to attend school, but also for such additional time, not exceeding two hours, necessary that the pupil may be in a fit mental and physical condition to receive full benefit from school attendance. Minister of Education we should give him authority to form a part of the inspector. The system to me is all wrong. I am quite sure. Part of this education is to be physical. A fine of five shillings may be imposed on a young person who fails to attend and a fine, not exceeding five pounds, on a parent who attempts to evade the act.

2. In relation to mental and physical care—

The local educational authority on the report of the school medical officer may prohibit the employment of a young person or may attach such conditions as it sees fit to such employment if the authority is satisfied that the child is being employed in a manner prejudicial to his health. Local educational authorities may maintain—

1. Holiday or school camps for continuation school pupils. (Not military camps).

2. Centres and equipment for physical training, playing fields, school baths, and swimming baths.

3. Other facilities for social and physical training.

The provisions of the bill as they affect school administration :

The Board of Education, which corresponds to our Provincial Departments of Education, has final supervision. The local educational authorities, either separately, or in co-operation with other local educational authorities, are authorized to establish and maintain free continuation schools with suitable courses of instruction and physical training. These authorities, after such consultation with persons or bodies interested as they consider desirable, shall submit to the Board of Education schemes for the progressive organization of a system of continuation schools and the Board of Education may make such alterations as they see fit. The Board of Education also may provide for the establishment of provisional associations for such areas as the Board may direct. Such schemes shall be made after consultation with the authorities appearing to the Board to be concerned and shall provide for the representation of such authorities and for co-operation of persons interested in the administration or educational work of the areas involved. The latter provision is made with the intention of securing the assistance and co-operation of universities and employers' and workers' associations.

The provisions of the bill respecting Government grants :

The Board of Education, in accordance with the regulations to be made, shall provide for the payment to local education authorities out of moneys provided by Parliament of annual substantive grants in aid of education of such amount and subject to such conditions and limitations as may be prescribed in the regulations, and nothing in any Act of Parliament shall prevent the Board of Education from paying grants to an authority

in respect of any expenditure which the authority may lawfully incur.

The results which this bill is expected to affect are well described in Mr. Fisher's speeches in Parliament and in his educational campaigns. I would advise anyone interested in the question of compulsory continuation schools to read these speeches. They have been collected and published in pamphlet form, under the title "Educational Reform Speeches," by the Clarendon Press. Mr. Fisher's attitude to the whole question is concisely expressed in the following paragraphs, taken from a brief summary of his speech in Parliament in introducing the bill.

"The bill is prompted by deficiencies which have been revealed by the war—the industrial pressure upon the child life of the country. These conditions reveal the absolute necessity that physical education be included in continuation school work. The school attendance provision amounts to this: That young persons who are not undergoing full-time instruction will be liberated from industrial toil for the equivalent of three one-half days a week during forty weeks—two half-days to be spent in school, while one will be a half holiday.

Under the terms of the bill the local authorities are compelled to consult industrial and other interests and to establish a variety of types of schools.

The schools are to continue the general education on the foundations of the public elementary schools, and to give it an additional vocational bias with the aim to produce good citizens.

Are eight hours a week for forty weeks sufficient? Having regard to the practical objections that it would be difficult to provide teachers of ability, that it would require large expenditures and a disturbance in the juvenile labour market, I came to the conclusion that eight hours per week would be the practical starting point. At the same time, I should not like it to go abroad that I gave the period of eight hours a week as an ideal. Young people should be regarded as subjects of education and not as parts of the industrial machine. The bill makes provision for the extension of hours at some later time.

Industrial efficiency will be increased and the employers will get their return in the development of the industrial character of the people.”

Now what bearing may the Fisher Bill have on education in Canada? As the President has suggested, conditions are somewhat different in this country from those in Great Britain and the terms of the bill could not be made to apply directly to meet educational needs in any Province in the Dominion. This much, at any rate, we have in common with the situation in Great Britain; we need a more complete education for all our youth and it is evident that we shall find it necessary to adopt some form of compulsory attendance in order to carry out any comprehensive scheme. The Fisher Bill, accordingly, can be used effectively by educational leaders as an example in their efforts to convince our people of the necessity of extending the period of education and to illustrate the fact that the only adequate means of providing for such an education is through compulsory laws.

A study of the campaign which led up to the passage of the bill will also be of value to us, because it will give us some idea of the forces that may be expected to oppose the movement and of the best means of dealing with these forces. The objections that were urged against the bill in England will be urged against the adoption of compulsory continuation schools in this country; but one of these objections, at least, will have less force with us. I have reference, of course, to the question of child labour. I have made investigations, not at all exhaustive, but sufficiently comprehensive, to persuade me that it is not altogether economic conditions that cause children to drop out of school at the expiration of our limit of compulsory attendance. Distaste for school on the part of children and the desire for the independence which employment gives, the carelessness of parents, and, to a certain extent, the failure of teachers to recognize fully the importance of education during the period of adolescence have been causes which have operated more strongly possibly than economic pressure. But even in Canada opposition will, doubtless be encountered to any law which interferes with the general organization of industries employing youths between

the ages of fourteen and eighteen. I have already met with such opposition in advocating part-time education in some of our industrial centres. For example, I found it specially desirable to organize part-time classes in household science for young girls who are engaged at work in the textile industries, because many of them have had no opportunities of acquiring any adequate that consolidation is not possible. I believe that consolidation interested in ni Ontario, and I believe in any country, is the knowledge of housekeeping in their homes and are likely, in the order of things, to get married and to become home breakers rather than home makers. Nor can you ask such girls who are working nine or ten hours a day to attend evening school. When I have approached the heads of factories in certain textile centres I have been told that it would be inconvenient or impossible so to change the conditions of employment as to provide for the attendance of such girls during working hours at part-time classes.

In carrying on, therefore, a campaign for advanced compulsory legislation, we must be prepared to deal adequately with our own situation.

The second part of the topic, "The Adolescent School Attendance Act of Ontario," was then presented by R. H. Cowley, Esq., Chief Inspector of Schools, Toronto.

THE PROVISIONS OF THE ADOLESCENT SCHOOL ATTENDANCE ACT OF ONTARIO.

Mr. President, Ladies and Gentlemen, I am to speak to you for a short time on the provisions of the Adolescent School Attendance Act of the Province of Ontario. There are a number of representatives here from the Province of Ontario and probably some of them will be as interested as outsiders in hearing for the first time some of the main provisions of that Act. Though the Act was placed on the Statute Books about six years ago, no Board in the Province has yet put it into force. The Act contains many of the important provisions of the British Education Act of 1918. I shall not touch upon all points in connection with it, but will give you some of the main provisions.

Some General Provisions.

In the first place, it gives powers to school boards in the villages, in the towns, and in the cities of the Province. It does not apply to rural school boards. It gives powers to public and separate school boards, high school boards, and boards of education in the urban centres of the Province to provide additional education to persons between the ages of fourteen and seventeen years of age, and in some cases to persons under fourteen years of age. That additional education may be of the ordinary elementary school nature, it may be of the secondary school nature, or it may be a special education for those engaged in industrial and commercial occupations of various kinds. A pupil who has passed the entrance examination to high schools, or who has completed an equivalent course in the public schools, comes under this Act if that pupil has not gone so far in education as a course that might be regarded as the equivalent at least of one year of high school education. A person under fourteen years of age who has passed the High School Entrance examination, or who has completed the public school course is brought under this Act if a Board of Education so decides.

Mode of Adopting the Act.

The Act is brought into force by means of a by-law. The by-law must be published in a local paper at least weekly for four consecutive weeks. The by-law should set forth definitely the object and exactly what the Board of Education proposes to provide in the way of education, giving in detail the conditions proposed. The by-law must be considered at a special meeting called for the purpose, of which due notice has been given, and there must be given to the ratepayers supporting this school full opportunity to discuss the subject and to present their views. If the by-law is passed an appeal may be lodged by at least ten per cent. of the ratepayers, and on a petition of at least ten per cent. of the ratepayers the Board of Education must submit the by-law to a vote of the people at the first regular opportunity. If the by-law is ultimately passed it comes into operation at the expiration of a period of thirty days.

Time and Length of Courses.

The School Board may provide courses to be conducted during the day or in the evening. These courses may be provided also at special seasons of the year, or throughout the year. The board has power to fix certain hours and days in which these courses will be conducted.

Notice by Employers.

Employers of adolescents must within ten days after the passing of the by-law give notice to the board as to the adolescents in their employ, as to the number of hours and the hours during which these persons are employed. If these persons were required by the board to attend certain courses within the hours of employment, the hours of employment together with the hours of compulsory attendance at the courses must not exceed the legal number of hours for the employment of such young persons.

Exemption From Attendance.

There are reasonable provisions for exemption from attendance. Exemption from attendance may be provided by pro-

visions in the by-law to which I have referred. Exemption from attendance may be granted by authority of the board itself, and exemption must be granted in the case of persons who for physical or other reasons are unable to avail themselves of the course.

Penalties for Evasion and Neglect.

Penalties are provided for employers who do not give notice to the board of the number of adolescents in their employ, or employers who retain adolescents in their employ during the hours in which they should be present at the classes. Parents and guardians are also liable to penalties for evasion or for neglect which in any way contributes to delinquency of any adolescent who fails in required attendance.

Approval of Courses.

I have already referred to the courses. There is a great deal of elasticity provided as to their character. There is this condition attached—that the courses drafted by the board, the courses which the board desires to take up, are first to be approved—they must obtain the approval of the Department of Education. That is a reasonable provision.

Effective Features of the British Act.

As no board of education in the Province of Ontario has as yet availed itself of the provisions of this Act, apparently it is in advance of local public opinion. There are two important provisions attaching to the British Education Act of 1918 which might be suggested in connection with bringing this Act into effect in the Province of Ontario. One of these provisions is that the Department of Education, or the Board of Education, as it is called in England, intends to hold local boards to account for the degree to which they avail themselves of these empowering provisions in the Education Act. Would it be autocratic on the part of the Department of Education of the Province of Ontario to require boards in certain urban centres of Ontario to submit courses for adolescents and to say to such boards, "You must bring this Act into force"? The Depart-

ment of Education is one of the Departments of a Provincial Government which is responsible directly to the Legislature. The latter is constituted by the people of the Province of Ontario. It is representative of the will of the whole people. A board of education in any particular urban centre is representative of a small part of the people, or the people in one municipality. It seems that it would be perfectly consistent with popular and representative government were such an Education Act in the Province of Ontario to go as far as the British Education Act of 1918 goes in this respect. An Act under such conditions would not remain a dead letter. The provisions of the British Act respecting education cannot remain a dead letter.

Then there is another inducement to be found in connection with the British Act, namely the very large provision for financial aid. Under the British Act a local board may receive annually from Government as much as half the cost of the total scheme to the district which introduces it. No doubt if the Adolescent School Attendance Act had been brought into force anywhere in the Province of Ontario, reasonably liberal grants would have been provided. This Act was brought to the attention of the Board of Education in Toronto some three years ago when the Board of Education went so far as to pass a resolution in favour of introducing it into Toronto, and to direct that a suitable by-law be drafted. At that stage it was held over for further consideration as members of the Board realized that it might mean a very large addition under the war conditions to the cost of education in the city. Now that peace seems assured the Board has appointed a Special Committee to consider practical steps. Thus it appears that permissive legislation, if it is only permissive, is likely to remain unavailed of for a long time even in the progressive Provinces of the Dominion of Canada unless there is some impelling force at the back of it including aggressive co-operation on the part of the Provincial Educational authority.

Certainly systematic provision for discussion of educational measures throughout such a Province as ours would help a great

deal to acquaint the people with their character and aim, and also to encourage them to avail themselves of the advantages which such legislation offers.

The third part of the topic, "Rural School Administration, What Reforms are Necessary," was then presented by Dr. J. H. Putman, Senior Inspector of Public Schools, Ottawa.

RURAL SCHOOL ADMINISTRATION—WHAT IMPROVEMENTS ARE NECESSARY ?

I am not going to read a paper and I wish to say that I took this subject only because I could not find anybody who was willing to do it. The subject that I am to talk upon is "Rural School Administration—What Improvements are Necessary."

It is a true saying that educators are ready to talk upon a subject that they do not know much about. For many years I have had nothing to do with the administration of rural schools and perhaps that is the reason that I am venturesome enough to talk upon this subject. I quite appreciate the fact that there are a number of gentlemen in the room who do know something of this subject from actual experience. Therefore, I quite expect that a great many things I may say will be sharply criticized before the meeting is over.

Now, let me review for a minute what the actual conditions are in the rural school. Let me make it quite clear that I speak of the rural schools of Ontario. I am not in a position to say to what extent conditions that obtain in Ontario are general throughout the Provinces of Canada. Let us take a typical county of Ontario, a county that might be said to be largely rural, and there are yet in Ontario several counties that are under the administration of one school inspector, who perhaps has one hundred small schools in his inspectorate. Included in that hundred might be a town of two or three thousand people, and there might be incorporated villages, but there are many counties where seventy-five per cent. of the schools in the county under the county inspector would be one-roomed rural schools. If I am not misinformed, there are many of these schools where the average attendance for the past year is less than fifteen children. There are counties where the average attendance for all the rural schools in the county would be under twenty. There

are schools where the average attendance throughout the year is not more than seven or eight children. These one-roomed schools are under local boards of trustees, three trustees elected by the people of the section, each trustee elected for a period of three years, one trustee retiring each year. It is not different I think in an incorporated village, but in a town there would be a larger board elected by the people.

There is at least one county which has not a single high school. I am not prepared to say that there is any county where there is not a continuation school, but there are a great many local districts, a great many townships consisting of groups of six, eight, or ten schools where there is no provision whatever for the education of the child beyond the elementary school.

Most of these one-roomed schools, I am not prepared to give the exact proportion, but certainly more than eighty per cent. are taught by comparatively young girls, the majority of whom are graduates of the Normal School, but a great many of whom are not.

The county inspector very often has to deal with three hundred different school administrators in charge of one hundred school boards. It is said, I am not prepared to vouch for the truth of it, that the county inspector has very little beyond liberal instructions from headquarters in Toronto as to what he is to do. I am sure that in many cases no matter how high his ideals may be, he finds he is not able to accomplish very much, partly because of the fact that he has to deal with so many different administrators of schools, partly because of the fact that his schools are largely in charge of very young teachers, who change very frequently, and partly because of the fact that the school attendance in any particular section is very small. Now, I am not for a moment trying to make out that the child in rural Ontario has not a great many school advantages. I am only trying to point out that there are a great many difficulties and that a better plan of administration should be adopted. Practically, we have in Ontario the same rural school districts that we had sixty years ago when Dr. Ryerson began his work. Sixty years ago no other plan was possible. Transportation then

was a difficult problem, and this system of dividing up the county or the township into a great many small sections and having very small schools was the only way in which the children of the people could get any education.

Now, it seems to me, looking at it from the outside, as one who attended one of these schools, who taught one for many years, but has had nothing to do with the administration of them, that the rural school in Ontario, in spite of all the efforts of the Department of Education and the officials at the Department and the county inspectors, in spite of all their best efforts is hampered and has been hampered because of a bad system of administration. What I think would be a reasonable thing to do would be to create county boards of education. I know that is a very radical change, a very radical change indeed, to abolish the system of management, by which the schools are under two or three hundred administrators and put them under five, or six, or seven administrators, but it seems to me, ladies and gentlemen, that only through some radical move like that can the rural school in Ontario be elevated to a higher point, and the school serve the public as it ought to do. Under the present system we have very small schools and a great waste of effort. We have a great number of immature teachers doing their best, but not doing what ought to be done because of their immaturity and lack of experience. We have three hundred trustees in one county, where I think we ought to have a less number of administrators. In spite of what may be the content of the curriculum, we have a narrow curriculum, as it works out, with these young teachers, who are not able to teach the lessons in literature, history, and geography, and do the work that was spoken of by Dr. Merchant this afternoon. It is impossible for a young man or young woman to give the instruction in civil government and literature and history that these young boys and girls ought to have. We are expecting from young teachers what they cannot do.

Another thing that very much hampers the work of the county inspector is irregular attendance. I understand the average attendance is very low throughout the Province. What may we expect in the way of change if we should have a county

board? I would like to see a county board, consisting of not less than five and not more than seven members, elected by the people, by the system of proportional representation, because under that method it would be easy for the township to have a representative were a suitable representative available. By the system of a single transferable vote if there were seven townships in the county and seven members elected, it would be very easy for each township to be represented.

Under our present conditions the county superintendent is appointed by the county council. With all respect to the appointments which have been made during the past forty years and to the many eminent and worthy men who have been appointed, everybody who knows anything about it knows that many appointments have been made that ought not to have been made. And while these appointments are made in the first instance by the county council from men who are licensed school inspectors these appointments have to be approved of by the Lieutenant-Governor in Council at a later date, or they become null and void. The Department of Education ought, I think, to exercise a great deal of control over the inspectors. They pay the major portion of their salaries. I think it would be a great step in advance if all the county inspectors were appointed directly by the Minister of Education. I cannot see any objections to such a plan. I think the counties would be quite willing if the Province paid all the salaries.

If we had a board of five or seven members elected by the people, I would like to see that county board of education given a great deal more power than any board of trustees now has. I should like to see in every county a local Department of Education, which would give scope for the development of local initiative. I think it is a bad plan for the people of any part of the Province of Ontario to feel that everything is done for them. I do not think it is necessary by any means that the schools in the County of Kent in Western Ontario, a rich agricultural district growing sugar beets, beans, wheat and corn, should be exactly like the schools in the County of Glengarry, which is

chiefly a dairying district. I can conceive of unity of purpose in education without having uniformity of administration and I think after all it is the former that we want. Now, I think with county boards given more powers that we would secure from the people greatly increased effort. I should like to see this county board of education manage all schools within the county of every description, elementary, high, technical, industrial, and all other schools, even if it were necessary to have corrective schools for incorrigibles. I should like to see all these schools under the county board of education, and I am not sure that the management of public libraries might not also be very well added to the duties of the county board of education.

If you had a county board consisting of five or seven men or women specially fitted for that work, it would, of course, be necessary that their expenses be paid by the county. It might even be necessary to pay them as members of county councils are paid. I see no objection to that, but I do not think it is absolutely necessary. I do not think there is a county in the Province of Ontario where you would not find men and women ready to give their services to the cause of education.

I would give this county board complete power of taxation for school purposes. What is the present condition regarding taxation throughout a community in rural Ontario? It would be possible to find a school section in some county paying a rate as low as three mills for education, and it would be possible to find in the same county some poor village paying a rate as high as eleven mills. I am subject to correction if these statements are not true, but I know they were true twenty-five years ago. Is that fair? Is it right that a number of rich men in a wealthy community owning hundreds of thousands of dollars of property should be taxed for school purposes three mills on the dollar and in a village perhaps not more than three miles away, where the people are comparatively poor, they should be taxed so greatly. Under a system of county administration we should have a levelling up of taxation, and I am sure you would be willing to admit education, is something that ought not to be parochial, that serving all the people in the county it ought to be a com-

mon burden, and under this system it would be very easy to equalize this burden.

Then, how easy it would be for a county board to consolidate schools. I understand that at the present time it is most difficult to bring about consolidation. Three trustees living at Brown's Corners and three trustees living in Plum Valley never can come together. If they were wiped out of existence and a county board instituted in their stead in a great many cases consolidated schools would be the result. Now, we are nearing a period when we expect to spend millions to improve our methods of transportation. The automobile is going to work a revolution in transportation in Canada. It is a missionary urging people to build better roads. Every man who drives a car becomes an advocate of good roads. Within ten years we shall have trunk lines, perhaps a great Federal highway stretching from Halifax to Vancouver. There will be county highways linked up with provincial highways, and in the course of ten years we shall have a system of good roads. How easy that will make it to consolidate schools. How much the problem of school administration would be simplified if we might have twenty or twenty-five instead of one hundred schools. I do not think that every one-roomed school could be closed up, but I believe that with a proper system of administration a great many could be.

Now, granted that you could have county administration of schools and a larger measure of consolidation, what could we give the people of the county in the way of better education? It seems to me, ladies and gentlemen, that the problem is a simple one. It seems to me that if in a county you could have twenty or twenty-five schools, twenty of them consolidated schools, two or three of them doing high school work, perhaps half a dozen of them doing high school work, and every one-roomed school linked up with a consolidated school, with a good system of transporting the children to school; if we could give the people a new type of school I firmly believe they would think it worth while to keep their children longer at school than they do now. Comparatively few children receive education after they are fourteen years of age. Some are sent to a continuation school or high school in a neighboring town. The mass of them do not

receive education after they are fourteen; the mass of them are not brought into contact with a mature man or woman as a teacher.

Now, how easy it would be to give the pupil a great many things with a consolidated school that are impossible with the one-roomed, one teacher school. Let me illustrate. I have never had anything to do with any addition of studies to the programme from a purely educational point of view that I feel afforded the pupils better results than the work that is being done in the city in manual training and domestic science. The country school cannot have this work. I know they have some elementary agriculture, but more of that could be done if we could have a consolidated school. It would be easy to add manual training and domestic science to the courses in these consolidated schools. How easy it would be to have a better school library? How easy it would be to secure more mature men and women as principals of these schools? Because if you have a large school—by a large school in the country I mean one of four, five, or six rooms—it is reasonable to assume that the people could afford and would afford to pay a salary from twelve hundred to fifteen hundred dollars to the principal. There would be no trouble whatever in this Province to get bright young men to enter the teaching profession if there was any possibility that they would be provided with a decent living.

Let us also consider how much could be saved in the way of school supplies. I know that the people in Ontario have had cheap textbooks, and by textbooks we mean arithmetics, readers, grammars, and all those books that are a part of the programme authorized by the Department at Toronto. They have had them cheap partly because the original expense has been borne by the Province, the preparation of the book has been paid for out of the Provincial Treasury. But that is only a very small part of the necessary school equipment. Supplementary reading and stationery and work books and drawing books and equipment for drawing cost a great deal more than the regular textbooks, and the children who now get these things in the rural schools pay for them more than three times as much as is

paid for the same supplies by the boards of education in Toronto and Ottawa simply because the boards of education in Toronto and Ottawa buy these supplies from the manufacturers and wholesale dealers in large quantities and at a very low cost. I know positively that all these things can be bought at from twenty-five to fifty per cent. of the cost that the people in the rural communities now pay for them and they do not get them in the rural communities of good quality, or of an even quality; one child receives one thing, another has a different kind, and the work of the school is hampered. Now, think what a saving would be effected if you could have a county board to supply these to the people as they are supplied now by the boards of education in the cities. Think how easy and how much more effective the work of the county school inspector would be if he had to deal with five or seven intelligent men and women and work with them as their adviser and go about with them throughout the county keeping the schools in order. He would not have to be spending his time in filling reports and beating the air as he does now, visiting the school in June and going back in October to find a different teacher there.

I spoke only of manual training and domestic science. I should like to see music and art work and medical and dental inspection and a number of those other advantages that ought to be found in every modern school. All these would be possible if you had a county system of administration.

It seems to me that the only objection that can be urged against this plan of county administration is the possible difficulty of securing legislation to put it into effect. Can the Minister of Education persuade the members of the Assembly to take the forward step?

The legislator is often very timid. He wants to be quite sure before he votes for a certain proposition that it is not going to have a storm of opposition in the various municipalities. I was born in the country and lived in the country, and taught in the country. I have kept in close touch with the country schools, and I believe it only needs a campaign of education and a bit of courage and the whole thing may be done. Because

after all the people of this country are more interested in the education of their children than they are in any other thing, and if you could persuade the people of this country that you are going to give their children a better education under this plan, they would be heartily in favour of it.

I have been told that it would not be as democratic as our present plan. Surely it is just as democratic that the people of a county should elect a county board of education and manage their own affairs as if they elected a hundred boards of education.

DISCUSSION ON CHANGES IN SCHOOL ADMINISTRATION.

Rev. James Buchanan:—Will Dr. Merchant tell me if the Fisher Bill applies to Scotland as well as to England ?

Dr. Merchant:—It applies only to England and Wales.

Mr. Buchanan:—The second question is, How does the Fisher Bill provide for the payment of grants ?

Dr. Merchant:—I cannot give you a definite answer because I have not the Bill before me.

Mr. Buchanan:—I would like to ask Mr. Cowley a question. Mr. Cowley made the astounding statement that the Adolescent School Attendance Act, which came into force six years ago, has never been adopted by any school board in the Province of Ontario. Is that correct ?

Mr. Cowley:—Yes. As far as I know.

Mr. Merchant:—I might possibly make a correction there. It was adopted by the School Board of the City of London, but never put into operation.

Mr. Buchanan:—Why mention it under those circumstances ?

Dr. Merchant:—The real reason why that Act has not been adopted by more municipalities is because the municipalities have not had the accommodation and the equipment to take care of the children. London had a different reason for adopting it. They thought that if they could adopt the Bill and begin to apply it, it might be a means by which they could get their school accommodation increased.

Mr. Buchanan:—Mr. Cowley is the Chief Inspector of the City of Toronto and is not charged with the administration of this Act, but the Department at Toronto is charged with the administration of the Adolescent School Attendance Act. Did

the Department ever institute any educational work to let the people of Ontario know that they had such an Act ?

Dr. Merchant:—Mr. Chairman, I may answer that question because I am in a position to answer it. I may say, Yes, that I have personally discussed the Adolescent School Attendance Act with practically every school board in every large industrial centre in the Province of Ontario. I may name Galt and Guelph as examples.

Mr. Buchanan:—The cities and towns probably represent about twenty per cent. of the Province. I am not sure that these figures are absolutely correct, but I think, that about twenty per cent. of the Province is incorporated with the cities and the larger towns, and eighty per cent. of the Province is incorporated in the rural schools. That leads me to the next point in connection with rural schools. I have listened with very great interest to Dr. Putman's address. The question that Dr. Putman so ably dealt with was, "Rural School Administration, What Improvements are Necessary." Well, I would not improve it, I would so absolutely change it that there would be no need of any improvements. I would not cut it off by the tail, I would cut it off by the head. I have lived for a good number of years in the Province of Ontario. Rural school administration as I understand it, begins first of all with the Provincial Education Department. That is the first item of the administration. The second item is that the department makes the rules and regulations. These rules and regulations are presented I believe to the Lieutenant-Governor in Council and they become the law of the Province. The inspector has to carry out the Acts and Regulations of the Department. That is his business. I am ready for correction. I want to know if I am wrong, but in my judgment it is true. Furthermore, it is the belief of all the trustees in the Province of Ontario.

Then in the rural school, there are three trustees. These three trustees are elected—the Lord knows how they are elected—I have never been able to find out. I know school trustees who cannot write their own names. I know school trustees who live for but one purpose—to cut down expenditure. The Gov-

ernment gives no authority to the school trustee except to cut down expenditure. That is all their business, or to increase the payments if the trustees decide to.

A town that is large enough may have six trustees, and they may have a board for a continuation school or high school. That is as I understand it. The rural school trustees and the thing that they administer is in all cases the financing, and in no case do they administer the curriculum. They have no say as to what the curriculum shall be. The administration is in the hands of the teacher. The teacher is supposed to carry out the Rules and Regulations of the Department under the guidance of the inspector. The system to me is all wrong. I am quite willing to submit in a democratic country that if we elect a Minister of Education we should give him authority to frame a curriculum and to carry out the policy of that Department, but in consultation with boards at all times, and so in the administration there should be a closer consultation at all times between the Department in Toronto and the boards of trustees.

I am thoroughly agreed with Dr. Putman in his argument with regard to the rural trustee. I do not agree with him in his statement that consolidation is not possible. I believe that consolidation is absolutely possible. I am quite sure that if it is gone about in a proper way we can get consolidation, and what we have at present is not the best way. Consolidation is adopted in the Western Provinces and in many States of the Union, and simply requires a strong Department. Now, when I say a strong Department I do not mean a Department of kaisers. We have too much of that at present. We want more freedom and more liberty. How does freedom and liberty come? It comes by consultation with the people. Consolidation means this—that the Department of Education instead of having a system of Inspectors should have a great system of Inspirers, a great body of men who undertake the work of education in the Province and encourage its adoption.

It is a very small thing for an inspector to come and consult with three men in a rural district who can hardly write their own names. If we had a county board then we would get five, seven or eleven men, and the inspector could come and inspire

these men, to undertake a great campaign in the interests of education. The Education Department in Ontario, I do not know for the other Provinces, has never undertaken, as far as I know, any such campaign. I am aware the inspectors from the Department go to the Teachers' Institutes, but I am not aware that a great educational campaign has ever been instituted in any of the Provinces of the Dominion of Canada, and I do not know whether it has been undertaken in the Province of Ontario.

Dr. Putman well said that the subject the people are most interested in Ontario, and I believe in any country, is the education of their children, but the people do not know what they want. They do not know how to get it. They are looking for guidance and advice. Where should they get it if not from the Provincial Department and the inspector? There is a man in Western Algoma, up in Northern Ontario, with one hundred and forty-five schools. That man has to inspect one hundred and forty-five schools, and he is away from home the most of the year. How many hours can that inspector give to consulting with the school board? How can he meet with the teacher, a half-baked teacher? Most of the teachers are half-baked there. We have to change that. How can he meet to inspire these teachers, so that they can do better work? How can he meet with these trustees so that they will take a deeper interest in the education of the community?

I was glad to hear of the Adolescent Act. I was glad to hear of the suggestion that was made for cities and so forth. The curriculum can be adopted. The trustees are not able to make a curriculum of their own. They have to look to the inspectors, to the men who are engaged in this particular business. I know a great many inspectors and they are the best type of man I know, but they are under the Department and they have to carry out the laws of the Department. I know school board after school board and I have always found that the trustees have the feeling that the administration broke down in Toronto because it did not come to inspire, it comes to order, it does not come to discuss, it comes with a mandate. I know that Dr. John Seath will say that your curriculum is not mandated, it is constructed. The board will say, "We have to take it." In

the administration we have to do away first of all with the matter of the Department of Education in Ontario. We have to do away with the job of inspector. The man himself is a splendid man, and I know many of them, good friends of mine, some of them are Presbyterian elders like myself, and they are most excellent fellows, ready to try almost anything.

Why should we not have a Research Committee with regard to husbandry? Why should there be twenty or thirty different subjects for a young half-baked teacher to teach and that teacher does not know, has not an opportunity, cannot carry out the various subjects. You know how the Department, (Dr. Cody was in England at the time), passed that Regulation to the effect that history was to be brought back upon the curriculum and it was to be taught in every school. A score of teachers came to me and said, "It cannot be done." We have not the foundation, we have not the background." There are hardly any men in the towns to-day who can sit down and carry out the requirements of that Regulation, but certainly not the boys and the girls who were supposed to be taught the subject of history and that was to be put upon the curriculum for the ensuing year. You must make provision for the boys and girls in your Regulations suitable for their age and their ability. Up in Owen Sound the teachers passed a resolution asking the Department to withdraw that Regulation about history. They said it could not be taught.

I have communicated with a large number of educated men, men all over the Province. Yesterday, I had a very interesting letter from the Chief Librarian of the City of Toronto, Mr. Geo. A. Locke. I was glad to hear what Dr. Putman said about libraries. Dr. Locke asked why it was that he had not been consulted in the letter which I sent out to the educationists in the Province. He asked me if I knew that he was dealing with three hundred and sixty thousand boys and girls, that he had fourteen assistants in order to do this, that he was dealing with educationists all over the Province, and if the educationists in the Province did not consider that the librarians had a place in the education of the Province. I looked up the Blue Book and I saw that there was a reference to the Department Library. I saw that there were some references, two pages, I think 270 and 271, with regard to the

rural libraries. Now, my suggestion is this, that what we want in the Province of Ontario above everything else is to increase our education. We have men who are able speakers in the Department, we have men who are mediocre speakers in the Department, and we have men who are poor speakers in the Department, but all of them could do splendid service by going all over the Province and awakening the Province in connection with the subject we are dealing with to-day. I am glad to have the privilege of coming to the Dominion Educational Association and meeting with all the men dealing with that work.

I happened to be taught in Scotland. I am a graduate in Arts in Glasgow University, but when I was eight years of age I was able to bake bread, when I was eleven years of age I was able to cut a board straight and square, when I was fourteen years of age, I could tell you whether that line back there was level. I have gone through the City of Toronto within the last month and I have found that the children could not tell whether that line in that corner is plumb or not. Now, I declare that our system of education is absolutely lacking in that respect.

Mr. Cowley, I must confess, opened my eyes. I have not been satisfied, but I am much more dissatisfied after what Mr. Cowley told me to-day, that the Department in Toronto is making no effort at all to introduce the Adolescent School Attendance Act anywhere except in London, where it has been adopted, but not used, so that adolescent children are not being cared for.

My last question is this, and there will be no answer, Why do you let your children from six years of age to fourteen years of age never get any education, and how can it be given to them from fourteen to seventeen ?

Dr. Carter:—I would like to give just a little warning—that we must not confine ourselves in our discussions to the education of any particular Province, although it is all very interesting. This is the Dominion Educational Association and I do not think that we had better discuss any of our Provincial difficulties here.

Dr. Waugh:—I was very greatly interested and inspired by the address of my friend, Mr. Buchanan. His address is refreshing in one particular—that, after having reviewed the course of education in the Province of Ontario for the last forty years he could find nothing to praise. Now, I have no time to correct all the misstatements that he made, but do wish to make one correction now, viz.: that the condition which he describes in Northern Ontario, where there was an overloaded inspectorate, is being remedied by relieving the inspector. That is the only correction I want to make.

Dr. Bruce Taylor:—I have come as a new-comer in the educational field and on the subject of the curriculum I am especially interested in the returned soldier. But what Dr. Merchant said about the Fisher Bill seemed to me to be extremely interesting and full of hope and full of progress. The difficulty in England has really been the religious difficulty. You see there have been these two classes of schools that have absolutely nothing in common. There has been the public school, which is not a public school. Now, that is the kind of school I was in myself. It is just the school of the squire's son, and where the most rigid conservatism of thought prevails, where you learn nothing except Latin and Greek. You learn them extremely thoroughly. You do get a sense of sport and a sense of honour. Then there are these other schools, which have been divided by the religious point, the national school, which is Church of England, and the public school, the board school, which is undenominational. Now, if Mr. Fisher's Bill gets past that religious difficulty, it will do a vast deal for England, where the division has not been wholly religious, but social as well. And so there has been this distinction between the Church of England school and the ordinary poor school. If the Fisher Bill can overcome that difficulty it will do more than anything that has been done in three centuries. Not that any one in any way abases the Church of England, but the fact is that they had the monopoly of the high class education to this extent—that everything else was regarded as secondary.

I was also greatly interested in the question that was raised with regard to these rural schools. I really know nothing about

them in Canada, but I did know a great deal about them in Scotland, where there was a great deal of happy-go-lucky about them.

If anybody is to put the love of learning in the community, it is the ministers. Every man to his job and it is the job of the clergymen of the country to provide the inspiration. It is the job of the inspector to inspect.

Hon. Sidney Fisher:—I only came in here to hear what was going on and try to get some information about this Dominion Conference. I have not anything that I can say in this Conference which would be of any value to it. I hope to get something of value before to-morrow night. I hope to attend the Conference during its further sessions.

Mr. McIntyre:—I think we should not be too pessimistic. I had the good fortune to be born and bred in this good Province of Ontario, and the rural school is not altogether hopeless.

Now, I have lived in the West for thirty years and I want to say what can be done. I want to take my own city. I have nothing to do with the administration of education in the city, therefore, I can speak freely. A few years ago when the City of Winnipeg was growing, they determined they must do something for the boys of fourteen to sixteen years of age. They built three large technical high schools. They cost about four hundred thousand dollars. They teach there during the day some thirteen or fourteen different trades, some for the boys, some for the girls. At night about three thousand pupils attend the schools. As an illustration a course in printing will be offered just as soon as the "flu" ban is raised, with three hundred young people already in the printing trade, taking the lessons. They must get instruction some place. If you leave it to a community to work out its own salvation it will do it.

I have had nothing to do with consolidation except in the very early days. There are in the Province something like seventy consolidated schools. I will give you the exact figures to-morrow. In most of these schools manual training, domestic science and sewing are taught. Some of the children come from

seven to nine miles to school, but it is as easy to drive seven or nine miles as it is to walk three. The attendance has increased from seventy-five to ninety per cent. Now, consolidation is a good thing, but we had to begin consolidation as an experiment, or we would not have it at all. It was started by the trustees of one community, then a second community tried it, a third, and so on, So the movement grew. The natural beginning, as stated by Dr. Putman, is the institution of a municipal school board. Everything will follow from that.

I was immensely interested in what was said about the Fisher Bill. I was particularly interested in the matter of adolescent education, the saving for the child of the waste in his time from fourteen to seventeen years. With all due respect to the last speaker, I would say that the greatest inspirational force in a community is not the preacher, but the teacher. I can remember in this old Province of Ontario when the inspector collected the people together and gave them an address on education. The man who inspires may be a teacher, or he may be a trustee. The Association of School Trustees is the greatest educational force we have in Manitoba to-day.

Dr. Carter:—May I ask, have you had a special organization to promote consolidation in Manitoba ?

Dr. McIntyre:—No and yes. At first we never advocated it. We presented the advantages and disadvantages to a district and asked them, "Will it suit you ?"

They settled it themselves in every district. We have an organizer for schools in unorganized districts. That is a different thing. There has been a great campaign for consolidation, and there is a greater campaign now for the municipal school board by the trustees, and by the Minister of Education himself. As soon as we have a consolidated school the small sections vanish and we have one larger school board of five members. It may be that a town will take in three or four sections around it. There is in Manitoba the largest school district in the world—approximately 115 sections.

I am not advocating general consolidation, because the sys-

tem works well sometimes and sometimes it is not a good thing.

Dr. Merchant:—From your experience what would you advise in putting this thing into operation in Ontario? We are agreed more or less on the advisability of consolidation under limitations. What do you advise to bring this thing about?

Dr. McIntyre:—My judgment would be this—get the men who have tried consolidation into your midst and find out what they have done. You cannot do better than we did in this respect. We took one man from a consolidated district and let him loose. I believe there is a quicker way than that for Ontario, and perhaps the best way is to appoint municipal school boards and let them solve the problem. It costs money, but I would just like time to say a word about that. I was in a district a short time ago. The wealth of the district was about eight thousand bushels to the section, roughly speaking sixteen thousand dollars. The cost of running the school did not amount to a fraction of one per cent. of the income of the district. Is that all the children are worth?

Dr. Merchant:—From your experience what would you recommend as a unit for taxation?

Dr. McIntyre:—You would have to go to the Minister of Education himself for that. I take it that the municipality would be the best unit.

Mr. McNally:—With regard to that matter of securing interest on the part of the people in the organization of consolidated schools that somebody asked about a short while ago. We have a Supervisor and Organizer of Consolidated Schools. His work is similar to that described by Dr. McIntyre. We believe that that is an affair of the people themselves, and the interest should grow up in the district itself. Now, we have at the present time sixty consolidated schools in Alberta, and the last report that I heard was that there were one hundred and twenty places asking for this man or his assistant to come and discuss the question of consolidation with them. The thing is simply organizing itself almost more rapidly than the Department can handle it, because the people are so enthusiastic about this type of school. But I do not want anybody to get the im-

pression that there is no difficulty, even after the consolidation has taken place.

Dr. Carter:—Is the cost of consolidation very much greater than the present cost ?

Mr. McNally:—Yes, in most cases it is. We shall have to adopt a leaf from the Manitoba plan. After this the contracts for vans will be approved by the Minister. We have not had this before. Some of the boards have gone to extremes in the matter of expenditure. They seemed to think they could raise any amount of money that seemed to be required .

Dr. Carter:—What grants has the Government given to consolidated schools ?

Mr. McNally:—The Government has given a grant to the consolidated school equal to that which would have been earned by the several units if these districts had operated for two hundred days, and \$1.50 a day for each van during the time it is in operation. Very shortly the van contracts will have to be approved by the Minister.

Dr. Carter:—Is the curriculum for consolidated schools the same as an ordinary country school ?

Mr. McNally:—The curriculum is much the same. We have in connection with these consolidated schools manual training, domestic science and drawing, special subjects of that kind, which are now provided for small towns and larger towns.

Dr. Carter:—They are compulsory in consolidated schools ?

Mr. McNally:—No, they are not compulsory in consolidated schools. They are not compulsory in ordinary schools.

Dr. Robinson:—I should like to say a word or two. In most of the Provinces of Canada our laws make it compulsory that a child attend school until he can read and write fairly well. The age is from five or six to fourteen years. The older I grow in the administration of school affairs, the more am I convinced that the proper line to take in connection with Technical Education

is not to increase the compulsion period from fourteen to sixteen or seventeen years, but to differentiate our work at fourteen. I am quite sure that there is a great mass of effort lost through parents sending their boys and girls to the Universities, boys and girls who in many instances are not nearly fitted for a University education. But it is the custom for parents to say, "Well, I should like to see my boy or girl get a University Degree," not because a University Degree is the best thing possible for the boy or girl, but because the securing of a degree has now become fashionable. That is true of people of all classes in life, and as a result our boys and girls are forced into the Universities and at least half of our university effort is thrown away. If, however, at fourteen years of age the boy or girl finds that the school food that he has been getting is disagreeing with him, is it not an act of wisdom on the part of the authorities to change that food and to allow the trade school and the domestic science schools to take charge of these pupils ?

Dr. Merchant:—I quite agree with everything you have said, excepting this question of compulsion. I agree with every word you have said with regard to a change in the courses of study. It is a practical problem in the Province of Ontario to-day in at least six centres where schools of the type you speak of are very greatly needed. Our very great problem is to change the trend; the momentum in education is towards the Universities and the professional schools. What can we do to change this movement, to direct young people toward your type of school ? The teachers in our elementary schools, I find, especially in our large urban centres here have been in the habit of carrying their students through a regular course, and they approve of the type of education that leads directly toward the present type of high school. The parents are keen on giving their boys and girls what they call an education; by that they mean an education that will lead to a profession, and they are not favourable towards this newer type of school.

A prominent Principal of a Collegiate Institute said to me, "What is the good of these day technical and industrial schools that we have in the Province ? They have nothing ahead of them, they lead nowhere." His notion of something ahead of the

school was an examination that would lead to a university. What is to be done to change this condition of affairs in any measurable degree in our generation? If you can give me any solution to these problems apart from the application of compulsion I should like to have it.

Mr. McNally:—I believe the boys and girls are fond of this work. They started up a movement in our Province of Boys' and Girls' Clubs, each member raising a hog, or a cow, or chickens, some practical work in an attractive way. Twenty-five thousand members are in it. Now, children are interested in these things, but it is quite true, as Dr. Robinson says, that most of our high schools to-day teach only academic subjects. Fortunately, among the high school teachers there are many wonderful exceptions—teachers who are not wedded to the old idols. They are there to serve the people.

Dr. Carter:—You use the term "trade school".

Mr. McNally:—I would mean by trade school such a school as Dr. McIntyre has mentioned to us as established in Winnipeg. They would give a boy an opportunity of learning printing and all the various trades that are practised in the city.

Dr. Carter:—Would you have these schools under the control of the school board?

Mr. McNally:—I would certainly have them under the control of the school board.

Mr. Fraser:—I think the problem we have in our schools is to get the pupils interested in the work. I know of one young man who has but one regret in his life: "He became fourteen on Wednesday and he went to school until Friday." We are as much as urging them to take a course in colour when they are colour blind. I have the privilege of having a son who cannot tell one colour from another, and yet at the same time he may be all right in music or some other subject in which he may be a specialist. Now, we are trying to force every boy that we have along certain lines and if he is behind in one subject we deny him promotion and make him keep at it. The question is,

if we get our boys interested we will not need a compulsory education law. But when we have boys who can leave school and get ten and fifteen dollars a week, wherever it comes from, these dollars loom big in the boy's life and are a great attraction. The problem is to try to interest our boys and girls along certain lines of research—work in which they will do their part. Every individual is different, and so I do not think our curriculum should be as rigid as it is.

The Dominion Government has agreed to advance a certain sum of money and the leaders of the Provinces are meeting to-day. The subject of technical and industrial education is being discussed. Would it not be wise for us to appoint a committee to consider the question and report to-morrow, so that a large deputation of the whole of this Association should visit the Government and urge them to go on with the proposal, so that we shall have at least twenty million dollars given to us for technical and industrial education. I am sure the technical and industrial men will begin to work out the plans we have been threshing out this afternoon.

Dr. Carter:—We considered that this morning. I do not think it would be wise for us to do anything definite unless we receive definite information of what has been done. We have the report of the Royal Commission, which we had hoped would be adopted by the Government. Are you sure that it has been ?

Mr. Buchanan:—No, I am not sure, but I think I shall be sure by breakfast to-morrow.

UNIFORM TEXT-BOOKS FOR CANADIAN SCHOOLS.

DR. A. H. MACKAY OF NOVA SCOTIA.

The principal argument in favor of the same text-books as far as possible throughout the Dominion is the cheapness with which they can be supplied as compared with the preparation of different books for the schools of each Province. Secondly, there is a sentimental value possibly in our knowing what kind of teaching is done in each Province. For this reason the subject of history was the first considered. Could we not have the same History of Canada taught in every Province? In 1889 the Teachers' Association of Quebec formulated this problem. It was taken up in Nova Scotia, Prince Edward Island and Ontario the next year. It was at length dealt with at Toronto by the Dominion Educational Association, 1891, and finally at the Dominion Educational Association Convention in Montreal, 1892. In 1893, I think, every Province contributed to a total amount of two thousand dollars to cover the expense of offering prizes for persons who should write the best History. I think ninety candidates offered, but only forty-six persons were accepted as being qualified to write. The competition closed 1st of July, 1895, with fifteen MSS. The first prize was won by Mr. Clements of Toronto, and in 1897 that book was published, after being adopted by several of the Provinces. Next year it was adopted in Nova Scotia. We held it on our course for quite a number of years, because I wished to keep faith with the other Provinces of the Dominion. But when our new Advisory Board was appointed they were not impressed by these ancient efforts and the book is now off our course. I think it is off the courses of most of the schools of Canada to-day, so that our efforts had not been altogether successful.

We thought we could have the same text-book in every Province of Canada, but at the present time we cannot keep

the same text-book in Canadian history. Why need we have any different text-books in mathematics? There is not an Eastern mathematics and a Western mathematics. Classics are the same everywhere. History is the same everywhere, except the addition that might be made for each province.

I stop here now to tell you what we have done. When Sir James Whitney took charge of affairs in Ontario he wrote our Department, and I suppose every other Department of Education in Canada, asking if we would join in an attempt to secure common text-books throughout the schools of Canada. The Department of Ontario would be very happy to co-operate. But we had just prepared a set of readers issued the year before, and we were under contract for ten years. I told him what we had done. I was sorry the movement had not been made earlier, but as soon as the contract term was up I intimated we would be free to consider the proposal. About 1908, ten years later than the introduction of Clement's History, we began to introduce the Ontario text-books instead of our own, the great inducement being their cheapness. That appealed to the politicians very strongly. As Ontario at that time was Conservative and as our Opposition was Conservative, the Opposition criticised the Education Department for its expensive books as compared with Ontario, so the Liberal Government had a very easy time in adopting the Ontario text-books, thus closing the mouth of the political critics. So we took on the Readers and we have had them for some time. We have taken on the Health Reader, taken on the Arithmetic, very much inferior to our own, which is still used in New Brunswick and is the most modern Arithmetic in the Dominion of Canada, such an Arithmetic as every Province before very long will be using under the influence of the international movement stimulated by the war. I think nearly all our own common school text-books are now Ontario ones and the most of our high school books, so that we have been very largely Ontarioized.

When the politicians begin to knock us for this relegation of our book-making to Ontario, there may be two principal lines

of attack. One is the line of attack carried on by some people against great houses such as Eaton's. They say, "Here, Toronto is going to produce books for all of Canada, going to produce everything that the farmer and the public need. Great warehouses will rise in Toronto, great wealth will accumulate there. A great Babylon will rise on the shore of the Lake, and in the Provinces, in the fringes of the Dominion, the business of the warehouses will grow leaner and leaner, the cities poorer and poorer, and much of the local taxes will thus go to the enrichment of the Ontario city, and our country will be so much poorer. Our people will owe money, if not also allegiance to the powers outside of the Province altogether. Provincial progress will to some extent disappear." Non-politicians will say, "Why cannot Nova Scotia do something as well? Cannot these things be designed and manufactured there?" Why should Nova Scotians in school be fed on Ontario pride-producing literature? I have no objection to some unification of this kind and I would like to see it go a little further. Sometimes we try to appease these patriotic complainers. But I think if we are to get to a state of equilibrium our Province fairly should contribute its share, or at least have a say, be represented in the production of books, if an arrangement of this kind could be made between the Education Departments requiring only some editorial combination or co-operation. Medism became unpopular in Greece. Ontarioism will become unpopular ultimately in Nova Scotia, I fear. A great many of our people also feel this way. They say, "If the Toronto people can give us goods cheaper than we can get them in our own town, we will go to Toronto." The fact of the matter is that these people do not like our own towns. They say, "We go into our towns and we do not get very good prices for our farm produce. A person from Ontario then comes and gives us something cheaper than our own merchant. Why should we not deal with him?" I do not know myself which side I should take if we are to have a fight over it. But somehow or other I can hardly resist the argument that if things can be produced more cheaply at a point outside the Province, perhaps we should have it produced there, especially if we can do anything to calm the people—to show that there is some consideration or advantage on the whole or some reciprocity.

Dr. Carter:—You are a free trader, Doctor ?

Mr. MacKay:—Perhaps it is the simplest kind of policy to have, because if you are an ultra protectionist you may have to plan down in a great many degrees until you come down ultimately to your own town and perhaps to your own family. My assigned task was to show what we did, and to show how some of us feel about things. I should now be very glad to see how people in the other Provinces feel under similar conditions, and how they would propose to produce books which might be better, and therefore, cheaper, without creating any antagonism in the smaller Provinces, which perhaps could not be expected to have any very great share in the work, although, of course, consulted. The less the share the more they should be consulted perhaps. I think the problem might be smoothly solved in that way.

Dr. Parmelee:—I was rather glad to hear Dr. MacKay say that his mind was in doubt about something. It is a sort of feeling a good many people have at different times and the sort of feeling I have very often unless I am allowed to make what modifications I wish to make through some general principles that are laid down. It seems to me that the question of a uniformity of text-books throughout the Dominion of Canada is one which should appeal from economic reasons, and so far as I am concerned I see almost no other reason for securing uniformity of text-books throughout the whole of the Dominion of Canada except perhaps this, which is secondary, it means the same thing, that if we have the uniformity throughout the whole Dominion we shall have a stabilizing effect in regard to the changes that take place sometimes because of the whims of publishers, sometimes because of the whims of people who authorize the text-books. These are the only two reasons why I should favour in any particular way the uniformity of text-books throughout the Dominion, because after all every Province in this Dominion is jealous of its own autonomy, and it will not surrender its right to control education, to control the choice of text-books, or to control any scheme which is left by the British North America Act to the Province to control.

Further, in a meeting of this sort we can do nothing more than to suggest general lines of conduct, and the Provinces must carry them out. Now, making that statement, I should be strongly in favour of some attempt to secure a uniformity of text-books throughout the Dominion of Canada. I might say that I ought to make two exceptions to that general statement, one exception I must make. That is the exception in regard to the French people of the Province of Quebec. They speak another language, they always will, and they teach that language in their schools, and they always will, therefore, we cannot use their text-books, nor can they use ours. For even if we do use French books in our own English schools, they are books which are prepared to teach French to English pupils. That exception must, of course, be made. The other exception which I think ought to be made is the exception of Ontario. Now, I am not going to perpetrate any joke at the expense of Ontario, but Ontario has the good fortune of being a reverse of conditions in the Province of Quebec. That is, it is a large Province. It can be entirely independent if it wishes to be and say to us, as Foch said to the Germans, "Well, this is what we are doing, take it or leave it." They are in a position which is entirely different from the position of the smaller Provinces. The position of the Province of Quebec has been a very unfortunate one in regard to English text-books, and a great deal of care has been given by a Text-book Committee of the Council of Public Instruction in the choice of text-books, but we have always found a sort of difficulty. It may be a matter of discussion, but we will not admit it. But we do admit this—that no publisher will publish a text-book for 250,000 pupils, and when we have succeeded in getting pretty good books in years past by we simply found this difficulty—that the publisher says, "I cannot get this authorized in Ontario." And Ontario adopted the policy many years ago of producing every one of their own text-books in their own borders. Now, the publisher says, "We cannot invade Ontario, and the other Provinces are rather small. We cannot publish for you." For example, I remember a geography we had which was completely out of date, and I went to the Lovell's and said to them, "We must have a new geography, or this must be completely revised." Mr. Lovell showed me in a few minutes that

if they undertook the making of the new book, it would cost them more to do it than the profits of ten years would amount to. Now, that is the position we are in. I can give many illustrations of it. We do propose to do something of this sort—that we can authorize a book which is authorized in Ontario. Now, if that book has been in use in Ontario schools very long it has pretty nearly reached the end of its usefulness and it is thrown out of the Ontario schools.

Now, these are the difficulties which I think must present themselves in the smaller Provinces—the economical principle, and the question of the greatest utility in regard to the books. If we have a uniformity of that sort it would not be an entire uniformity. We cannot have that, but we can make a reasonable approach to it, if we cannot have it entirely. Some Provinces have their own ideas in regard to certain things that really concern their own condition. Now, in the Province of Quebec, the French language in the English schools must occupy a position that it will not occupy in any other part of the Dominion, for we give far more time to the study of French in our schools than can be given in any other Province. We must have our own books adapted to our own needs. History has been spoken of. That may not be so difficult a subject, although we do not have such a uniformity in the Province itself. The great City of Montreal with a population of seven hundred thousand does not look upon itself as having an interest in the rural parts of the Province in recent years. A step toward vocational training along the lines of agriculture has been attempted. The city schools do not want, and say very distinctly that they do not want books bearing upon rural life, but they need to adapt other courses of study to commercial and industrial pursuits.

Now, I have nothing further to say except to repeat this—I do think that the Provinces, leaving out the French part of the Province of Quebec, and possibly of Ontario, would do a good thing if they got together and then so far as possible adopted the same text-books for the use of the schools, and if at the same time they could have their period for authorization running concurrently, then we should have a very great advantage in reduced

cost, in better arrangements with our publishers, and various other advantages of that sort.

Mr. J. T. Ross was the next speaker called for on the programme, but he was not present, nor was there anybody to take his place.

Mr. McNally :—Dr. Robinson is very familiar with the situation as regards the movement for the uniformity of text-books in the Western Provinces and he will speak.

Dr. Robinson :—I am very sorry I did not hear the introduction to this discussion by Dr. MacKay, and I unfortunately only heard a little of Dr. Parmelee's address, but I do not know from what Dr. Parmelee said that it is necessary for me to add a single word.

The advantages or disadvantages in connection with the adoption of a uniform system of text-books are already being experienced in the four Western Provinces, because some three or four years ago we began work along these lines, and with the exception, I think, of a geography, an arithmetic, and one or two others, we have virtually settled on the list of books. The compelling force that induced us to go into that question in the four Western Provinces was this—that families were continually changing from the Prairie Provinces to the Pacific and from the Pacific to the Prairie Provinces, and these children were compelled to buy, for example, a set of books in Alberta and as soon as they went to British Columbia to buy a different set. Now, would it not be possible, if a set of books is found good for Manitoba, for the other three Provinces to take the same book ? If the Manitoba people have given care in the selection of these books, why should we not take these books ?

Now, we have had three or four meetings, and on my return to the Pacific Coast I am to remain over in Winnipeg for three days and with the Deputy Ministers of the other three Prairie Provinces to finally decide on the remaining text-books.

That is all I have to say. There is no use my going over the question of the advisability of this. It has already been touched

on by Dr. Parmelee, but I see no reason why the principle of a uniform series of text-books for the whole of the Dominion of Canada cannot be accepted, at any rate for the more important subjects. Of course, there are local modifications which might make it necessary for Ontario to have a different text-book from Nova Scotia, but in the subjects of Grammar, Arithmetic, Geography, and Composition, and the other standard text-books, uniform text-books could be accepted. I would welcome the day when one text-book and the best of its kind is accepted in each of these subjects by each Province of Canada.

Dr. Noble:—I hope you will excuse me, and I will be brief as possible. I am not an inspector, nor a teacher, nor a Government official. I am simply a layman, and I may say that yesterday there were some pamphlets distributed here through the kindness of one of the members containing fourteen commandments that are not in the Bible, and these were my sentiments, and they are my sentiments yet. With regard to this subject I was sorry to hear so much discussion on dollars and cents. In educational matters they leave dollars and cents out and look at it from a purely educational standpoint.

According to the press reports Saskatchewan was actually pro-German and anti-British in her education.

Now, I think the Dominion Government should have some power to control such an element as that. I do not care whether it is a Province or a township. Now, I am also credibly informed that in Québec there are many text-books that are more anti-British than anything else. Now, that should be looked after, and that is the reason why I advocate that the Dominion Government should take some steps along these lines. I think the great curse of education is preparing pupils for examinations, and the great object of text-books is to help the teacher to prepare the pupil for the examination. And the next worse thing is to confine the child to one text-book. Let us have fifty text-books, or better still, no text-books at all, and let the teachers and pupils dig up their information, because we should educate for the purpose of making pupils think, not for the purpose of passing an examination. As regards the text-book, one text-

book, if you must have one, would do. In Nova Scotia they might want to teach fishing, mining, etc., the Prairie Provinces might want to teach something peculiar to prairie work; in British Columbia it would be fishing again, and timber. In connection with this in Toronto we are trying to get moving pictures. The Ontario Government has spent an immense amount of money and our aim in education is to have moving pictures in each of the Provinces and have an interchange of these, so that the pupils of Ontario would know all about the industries of Nova Scotia, or British Columbia.

I think that would be a unification, but I would like to see the Dominion Government by some means or other take some hand in this, so as to unify our education throughout the Dominion.

Hon. Sidney Fisher:—I did not intend to take any part in this discussion, but the remarks of the gentleman who has just spoken have brought me to my feet. I can only speak for the Province of Quebec; he may be correct as to Saskatchewan, but if his information from the press in regard to Saskatchewan is no better than his information from Quebec, he has no justification whatever to say what he has. I fear from his remarks that he has based his charge on the press of Toronto. I have not any great opinion of the accuracy of the press in any place, but I fear from his remarks that the press of Toronto is very inaccurate in these matters.

I would just add another word. We in the Province of Quebec are dealing with the Protestant and English education. The French education is in the hands of the French people and they deal with it according to their desires and their opinions, and their views. As Dr. Parmelee has so well expressed it, we are a small community, and we have difficulties in getting text-books such as we desire. We have periods of authorization of text-books and just at the present time one of these periods is drawing to a close. We are searching very carefully and with great earnestness to find the best text-books we can for our purpose for authorization in the future. I do not think that we in any way care where these text-books come from. We want the best,

and whether they are published in Toronto, in Halifax, in England, or elsewhere, we do not care. We look for books entirely with that view and only with that view. For purposes of economy we have to take into consideration their price. One of our difficulties is that we are criticized for the prices of our text-books in comparison with the prices of the same text-books in Ontario. We have found that in a great many cases text-books are supplied to the pupils in Ontario at prices lower than we can get the same text-books. It is an arrangement between the Government of Ontario and the publishers, but it interferes with us in our choice of text-books. We do use a good many text-books that you use in Ontario. If we could arrange some uniformity of text-books with the other English-speaking Provinces, it would be a very great advantage to us. We would be glad to co-operate or consult with other Provinces with that object, in view regarding any of the text-books that are used in the Dominion of Canada.

I believe that our education in this country ought to tend toward a national spirit. Provincialism is far too rampant in Canada to-day and until it is done away with Canada will not reach that status as a nation which she deserves to have. If we could have our boys and girls in New Brunswick, in Ontario, and in the West learning out of the same text-books, and all, therefore, imbued with the same Canadian spirit, it would tend very much to the creation and fostering of that national spirit which I think is one of the necessities of Canada in the future.

Dr. White:—I think one of the most important things that we have to secure would be either a series of readers, or rather of books containing suitable literature selections which would be placed in the hands of the children to foster a spirit of real patriotism, of real love of Canada. In the case of a book like geography, it might be that the Maritime Provinces would need to have it supplemented on a somewhat different basis from the Middle West, or the extreme west of Canada. This matter is very important from three considerations—one is the problem of cheapness. We do not refuse to buy boots and shoes because they are made in Quebec. It is a consideration for the parents

as to how much money they have to pay. Next, it is a more important consideration for the child as to whether he is taught from the best books or not. Lastly, it would be of value to teachers changing from one Province to another. There is a movement of teachers to the Western Provinces. There may be a still greater movement in time to come. Teachers becoming familiar with one particular book may be able to use that book better than any other text.

There is no reason why the Provinces should not have an Advisory Board which should decide, from time to time, the books for general use in our country. The Maritime Provinces might want to emphasize certain things that the Western Provinces might not wish to emphasize. I think it will help a great deal in making us all one people if our children learn much the same literature, particularly that breathing a spirit of Canadianism. We shall then have Canadians rather than Ontario people, or Quebec people, or New Brunswick people. This, I think, would be the greatest value of some uniformity of books.

Dr. Waugh:—I did not intend to interfere in this discussion on text-books at all, because the Minister of Education for Ontario has already very clearly stated his own attitude and said that he is strongly in favour of the nationalization of text-books. I was very strongly impressed and I think everyone else must have been with the stirring words said by my friend from Quebec, in which he said that provincialism must be avoided. There is no more serious menace to the progress of the country at large in building up a great national spirit than just that Provincial sentiment which succeeds too often in cropping up even in gatherings of this kind. I am sorry that all the references to Toronto and all the references to Ontario are not regarded as mere jocular teasing of the big brother, but I want to say to you that as far as educational matters are concerned that the Province of Ontario has always been ready to co-operate in the matter of text-books at any rate. When some years ago the Readers were being prepared in the Province of Ontario, Professor Murray came from Nova Scotia, looked over our Readers, highly approved of them, was anxious to have them introduced in Nova Scotia, and we personally went with Professor Murray, showed him the

method of manufacturing the text-books, and suggested to him that we might take out a whole section of the Canadian Readers and put in a Nova Scotia section instead.

In the matter of supplying teachers to the sister Provinces, Ontario has been in the past and is still able to assist in supplying teachers to the other Provinces of the Dominion and recognizes her responsibility in forwarding the general march of education, not only in the Province of Ontario itself, but elsewhere, and so far as I am personally concerned, I hope you will not hear I am at any time endeavoring to set up any sort of Provincialism. Ontario has been, is now, and continues to be the benign mother of learning to all the other Provinces of the Dominion.

Mr. McColl:—I happen to be from Saskatchewan and have been there since the establishment of the Province. I was a little surprised to hear the statements made by the previous speaker as to the conditions prevailing in the Province of Saskatchewan. It is passing strange that a person has to go out of Saskatchewan to find out the difficulties that we appear to be laboring under. With regard to what is contained in these press reports, which I have not seen, I may say we have our own difficulties to face, but the statements as made by the previous speaker is news to me. As I have said, we have our difficulties to face, but I think Saskatchewan will prove itself quite capable or working out its own salvation in its own way.

Miss Boulton:—I have with a great deal of diffidence got up to say two or three words to you. But since women have just recently been admitted as representatives to these various assemblies, I think that a woman ought to say a word, and my friend here and I are the only two representatives of the women I have seen in this assembly. I do distinctly detest any criticism of any Province of Canada by any one in or out of that particular Province. I would like to say to every one here that at least I know this with regard to the women—we are interested in education, that we desire above all things a national spirit in Canada, a national spirit which is maintained by the uniformity in the educational ideas of our country, and I wish to say this—that we

are hearing, and I heard it in Toronto and everywhere, that no matter what branch of education is discussed the matter of dollars and cents obtains a very much too prominent position in the discussion.

I maintain that the leading men and women of the different parts of Canada could surely get together without interfering with the autonomy of any Province, and arrive at some solution of this great question, which is fundamental to everything in our country, that of a uniform national spirit to be produced in our children and to grow up with their work. Surely, gentlemen, we have got to come to that, and that is the thing that we women hope to use our influence for and are working for in any position we may hold, however small it may be in educational affairs of our country.

Mr. Miller:—First, I must protest against what has been said about school books in Quebec being anti-British. If there is something anti-British it must be in the Protestant schools.

It seems to be advocated by everyone here that uniformity of text-books is the best thing to have. That is not my own opinion. If it was such a good thing, if it was the best thing to have, do you not think that countries that are the most advanced in education in the world would have accepted uniformity. France has not uniformity. On the contrary, there is no country in the world where there are so many books used in the schools, and I think that the education given to the boys of France, which has been proved by the past war, is the best that can be given. They have so many books that one of my friends went to Paris a few years ago and he said to a book-seller, "Will you give me all the French grammars that are used in the French schools of France." My friend would not have had enough money to buy all those books. The question of saving money is the only reason that I see why we are trying to have uniformity. In Belgium they have not uniformity, in Switzerland they have not uniformity.

Well, I think the best thing is to leave to each Province of this country the question of deciding for itself what is best to be done, but I think that, speaking for the Province of Quebec,

and the Catholic side, we are opposed to that uniformity, and we are willing to leave it to the Council of Public Instruction to decide what books are to be used in the schools of the Province of Quebec.

Dr. Parmelee:—Mr. Miller and I have been acquaintances for twenty-eight years, and it seems that some trouble is to arise for the first time between us on account of the text-books of the Province of Quebec. If, he says, anything is pro-German in the Province of Quebec is must be in our text-books. Now, I can very well say what this gentleman from Toronto cannot say for himself. He may say, "Now, you have got into a pretty pickle of trouble by saying that certain text-books in Quebec are anti-British in tone." I was just going to say this, that there is a series of text-books still in use in the Province of Quebec, which was published thirty or forty years ago and in recent weeks I have heard objections to the pro-German character of these books, and the people who object give the page and the line. In the first place the references that were made were simply casual references to Germany. One was the story of a needle, which was made in Germany. Here was another thing that was objected to, which was in this book. An English general at Gibraltar was passing a sentry, who had been a German soldier and who failed to salute. He said, "My fingers have been shot off." The general said to the sentry, "Why do you not go to have them attended to?" "I would not dare to go without orders in Germany," replied the sentry. A lesson is to be drawn from this, a lesson of obedience, but worse is to come. The British general said, "Go and have your hand attended to, and I will remain until you send a sentry." Is it such an awful lesson for our school children to hear about, the attitude of these two ?

Months ago it was decided to replace these books and another set of books is now under consideration.

Dr. McIntyre:—We are getting away to matters Provincial. This is the question—if we had a system of uniform text-books throughout Canada would the children fare so well? Would the children fare as well as they do to-day? Under a system of

uniform text-books, would the teacher feel the same freedom? Would there be any spirit at all after a while if the same teachers were all doling out the same material day after day? That is the first thing of all to aim at—a uniform spirit throughout Canada rather than a uniform text. The most unfortunate thing in the world is for a teacher to have to use a text-book when she has not any sympathy with the book. It would be very fine to have a set of readers as was proposed by Dr. White over and above the ordinary reader. In a subject such as penmanship uniformity would work out all right. In the question of arithmetic things are changing so much that what will suit one Province will not suit another, and with us the application must be to agricultural pursuits. In the field of history, I think we are probably quite ready for some uniformity.

There are a great many problems. The first thing is to aim at a uniformity of spirit, and I am very glad that Dr. Robinson said that the four Western Provinces got together and tried to find out the difficulties and the advantages of a uniform series of books.

The next subject on the programme, "The Relation of Technical to Complete Education," was introduced by the Secretary reading a paper written by J. N. Stephenson, Esq., of Montreal, Editor of the Pulp and Paper Magazine.

THE RELATION OF TECHNICAL TO COMPLETE EDUCATION.

BY J. N. STEPHENSON

(Editor of the Pulp and Paper Magazine of Canada.)

The statement of the subject inferentially accepts some technical instruction as a part of a complete education. That point is important from both sides. Some educators are inclined to overlook the need of the technical part and some are inclined to over-emphasize it.

How great should be the proportion of the technical subjects and the nature of this instruction is an important problem. The solution must take into consideration the character of the pupil and the character of the community. It seems that Manual Training and Mechanical Drawing for boys and Dress-making and Domestic Science for girls should be the first steps in technical education and that they should be required in some degree of every student. In an agricultural community succeeding courses would naturally be connected with the soil, in a wooded section with the forest and its products, in a mining section with minerals and metals, and in a manufacturing centre with the important industries of the locality. One of the primary objects of the technical part of an education is to connect the school life and lessons with the productive labors of the student, and to introduce into that school life such a knowledge of productive processes in whatever line, that the student on entering a business career will simply be taking a forward step in his education. To accomplish this end it will be necessary to plan very carefully for the technical subjects and the teaching of them.

Men will always be the principal producers of things, so the discussion may be focused on the education of the boy, remembering that the education of the girl is parallel and largely identical.

Every boy should be able to use his hands as well as his head and by proper practice learn to use both together. Manual

training is one of the best aids in this effort but it can be overdone. A boy is likely to become engrossed in his interesting achievements to the neglect of other work. A possible corrective is to connect this with other school work by making the table or chest in the work-shop or the new house down the street the subject of numerous examples in arithmetic, of themes for essays and stories and a source of words for spelling. This might be called a form of laboratory instruction in what are generally just paper and pencil problems. We must not neglect the three R's, in fact we should lay greater stress on these subjects. A deficiency in this respect is an almost insurmountable handicap. The necessity for such knowledge would be brought home in time to many a boy if he could be taken through a factory and shown how the pulleys and belts have to be measured, how the materials used have to be calculated and how the operation of the whole factory is directed and controlled through the reports that come in from the foreman and workmen and the orders and directions that go from the office. The boy would soon see that the men who can only do the things he is shown how to do and cannot study out problems and direct the work of others, will always stay at the bottom of the ladder. No amount of manual skill can write a report or read the blue-prints of a machine.

An early introduction of the boy to common tools and perhaps simple machinery will show whether he has any aptitude for mechanical work and visits to local plants will arouse any latent interest in industrial life. It is often worth while to know what one does not want. After the boy has begun his Manual Training and shown an inclination for such work, he may be given further opportunities along this line and should be encouraged and inspired to apply himself to the industrial sciences, mathematics, and the use of the English language. Chemistry, Physics, Mechanics, Electricity and Mathematics are as fundamental to our industrial structure as wood, concrete and iron. The boy who must leave school with only the foundation of a general education, and no boy should be permitted to leave without such a foundation, should have an opportunity of continuing his studies through extension schools, night classes or correspondence instruction.

Each community should see to it that while in school, the boy should be made acquainted with the possibilities connected with employment in the industries centered in that place. The work given in school can hardly hope to take the place of actual experience in a mill factory or field but sufficient of elementary principles can be taught so that the student leaves school with some idea of what his next step in life will be like. Too many of our boys step from the known experience of class room and play-ground to the darkness of unknown conditions and labors in mill or factory. The paper mill town through the school should make students familiar with the principles on which the processes are founded and by means of small scale experiments be permitted to perform some of the many interesting operations illustrating manufacturing processes. So also the boy in the town where textiles are manufactured can learn many things about the mill by means of class room and laboratory courses. The same thing is true of many other manufacturing industries. The details of such courses must, of course, be worked out by a school board on which is represented the manufacturing and other business interests of the town and not left to worthy but worn-out citizens who are appointed out of sympathy or for political reasons.

Another important point in connection with technical education is to have a committee of vocational advisers who could guide the future of boys and girls, and assist them in finding the place in the work of the world for which they are best fitted, or into further school experience.

A phase of technical education that has not received the attention it deserves is in the provision for study on the part of those who have had to leave school at an early age or whose school work has not included those scientific or technical studies which are fundamental to progress in industrial life. There should be a national policy in this regard and a community of effort in attaining the desired result. The programme would include the extension class in centres where school facilities can be afforded and correspondence instruction where the population is too small to support a school of high school rank. Dominion forces and resources should be united in extending technical education

throughout Canada and provincial authorities can do their constituents no better service than by encouraging and supporting a Dominion-wide movement for better facilities for technical education. Perhaps one of the greatest needs in connection with the development of a programme for technical education is to make sure that a proper proportion of time is devoted to subjects which, while not essentially technical, are absolutely necessary to an intelligent educated individual, such subjects as English, mathematics and above all the silver thread through the whole programme of the opportunities and obligations of loyal citizenship to our country, consecrated to Christian ideals.

Professor Goodwin of Queen's University of Kingston, followed.

Professor Goodwin:—It is with some diffidence that I undertake to address this assembly of professional educationists. Although I have been a teacher for some forty-five years, yet I have never given that intensive study to the subject of pedagogy which must have occupied a great many of those who are present. In the course of my experience I might have come upon one or two ideas which may be useful to you, as those directing the administration of educational affairs in the various Provinces of the Dominion.

The subject which is set for our discussion at this time has already been introduced by Mr. Stephenson's paper just read; and, as he has pointed out, the very topic implies that there is such a thing as complete education, also that technical education is not that complete education. I, myself, ever since I came to the status of a university professor, have been engaged really in technical education, so that you may expect me to be an advocate of technical education as the be-all of education in general. You may expect that, but you may perhaps find that you are mistaken. I would if I were called upon to define the main characteristics of complete education say that it consists of two parts, first, character development, and second, vocational training, both of these being interpreted in the broadest and most general sense possible. Now, you notice that I put character development first, and that is because I consider that it is the

more important of the two. Character development is to my mind the characteristic of complete education without which education may be worth something, but without which it may become such an instrument of wrong and evil as we have seen in the case of that nation which we have just defeated. If we want to see what the effect is of the wrong kind of character development, all we have to do is to examine the results of the most perfect system of technical education, vocational training, call it what you will,—training for the activities of life,—the most perfect, strenuous, and intensive that the world has ever seen. I lived in Germany for a year and saw some of it. It has been developed far beyond what I saw then. It has been developed to such perfection that it is hard really to suggest any improvement in the technical characteristics of the German system of technical education. And that it is very perfect, Mr. Chairman, Ladies and Gentlemen, has been shown by the results which have been achieved by it. But at the same time that this system is a very perfect system of training for the activities of life, another thing is going on which was not essential, did not belong at all to the technical education, namely a determined propaganda for a whole generation developing the wrong kind of character; and as a consequence of this, even with the extremely wrought-out, most perfect system of technical education developing the activities of the nation to a point of efficiency which we hope to equal, which we may even hope to surpass,—even with that we find this nation now morally and materially bankrupt. So that rings the death knell, of course, of technical education, does it not? Well, if it does, it rings the death knell of all education. There is no criminal so dangerous as the educated criminal. There is no burglar that we fear so much as the skilled mechanic who has taken the wrong turn, but we are not going to stop making mechanics, and we are not going to stop educating people because of these things. This example before us is due to the lack of completeness in the education, accompanied by a feature which we shall probably never have to deal with, namely, the wrong kind of character development.

Now, to look at the other side, the development of character. It seems to me that I cannot do better than just to refer to

a case with which you are all familiar, namely, the great British Public Schools, Rugby, Eton, Edinboro Academy, and dozens of others, the great British Public Schools, which everybody knows are not public schools in our sense of the word, but are the great schools to which the select children of the nation are sent for their education. Now, it is very easy to pick holes in the picture presented to us in such books as "Tom Brown at Rugby", "Stalky & Co.", etc., and I think no one is more sensible of the weaknesses of these schools than I am; but look at the results obtained in them. There has been trained there a body of men who are the rulers and administrators of the great British Empire, not because they know so much; (I will come to that in a minute), that is not it at all. It is because of what they are essentially, and what they are more competent authorities than I am tell us they owe very largely to the British Public School. Some people would say it is because of the large amount of Latin and Greek that they have absorbed. Some people would ascribe it to other causes. I do not agree with any of these solutions of what we see before us. It is because of the prevailing atmosphere into which these boys go when they go to these great Public Schools. It is because of the teachers and their influence, their personal influence, upon them. It is because the boys are disciplined in the principles of honour, and honesty, and of courage and resourcefulness, of service, and obedience—that is the secret of it.

I intend, Mr. Chairman, in this connection, to read you what perhaps is familiar to all of you, a few stanzas from a poem of Kipling's, that it seems to me put the thing better than I could possibly do it. This poem is in praise of the great Public School, and of its teachers, and an explanation of the effect upon the students. After some introductory verses describing the school, its teachers, "famous men of little showing," and its graduates scattered far and wide, he writes of the latter:—

“And they all praise famous men,
 Ancients of the college,
 For they taught us common sense,
 Tried to teach us common sense,
 Truth and God’s own common sense
 Which is more than knowledge.

“This we learned from famous men
 Knowing not the uses,
 When they showed in daily work,
 Man must finish off his work,
 Right or wrong, his daily work,
 And without excuses.

“This we learned from famous men
 Teaching in our borders,
 Who declared it was best,
 Safest, easiest, and best,
 Expeditious, wise, and best,
 To obey your orders.

“Some beneath the further stars
 Bear the greater burden,
 Set to serve the lands they rule,
 (Save he serve, no man may rule),
 Serve and love the lands they rule,
 Seeking praise nor guerdon.

“This we learned from famous men,
 Knowing not we learned it,
 Only as the years went by,
 Lonely as the years went by,
 Far from help, as years went by,
 Plainer we discerned it.”

Now, that is the result of the English Public Schools, the character building side of them. Let us look at them from the side of technical education, and we shall find that we have to qualify a great deal. We cannot do without that characteristic of education. I am afraid that we are dreadfully weak on that side. I should like to be reassured on that point. We cannot do without it, but if we examine the product of the great British Public Schools from the point of view of technical education in its broadest sense—I am not thinking now of what some of my

English friends would call "the educated plumber"—I am using the word **technical** in the broadest sense, as direct, definite training for the productive activities of life, and if you examine that standpoint you will find this state of affairs,—a state of affairs which has been accentuated very markedly and with good results during the past four years. You find that these great men with their magnificent development of character have acquired an attitude towards the activities of life other than those with which they are directly concerned, viz., the administration of affairs and so forth, an attitude which is partly a good natured contempt or tolerance, partly an actual state of skepticism, with regard to the value of the intensive, exact, up-to-date training for the activities of the people. As a consequence of this the great leaders in Great Britain did not at the beginning of the struggle that has just been terminated take advantage of the advice which was ready for them in that country from the finest army of scientific men that you could get together in the world. They refused, actually refused to take advice and you all know the consequence, the result of the neglect of this technical side. The British nation was found, not only unprepared with an army large enough to cope with the situation,—an army of fighting men,—but unprepared with that other army which our enemies had already in countless numbers, an army of technical men to produce the material, to take charge of the investigations which had to be carried on as the war progressed. We were threatened with disaster, not only from the smallness of our fighting army, but with the smallness of our army behind the lines, the technical men, and the trained skilled producers. I call to mind one instance to accentuate that situation, and to show the weakness of the system of education in the old country up to that time, that is in its effect upon the great leaders of the nation, the public men who were guiding the nation through the throes of the struggle. Sir William Ramsay advised that cotton should be made contraband of war. He advised this very early in the war and he urged it again and again. I had a letter from him when the war was about eighteen months old in which he wrote with much discouragement about the situation gathered from his experience in this connection. He advised that cotton should be made contraband of war. His ad-

vice was refused and the Germans had the opportunity of getting in large quantities of cotton before finally these great Public School men began to see the practical side of the situation and cotton was made contraband of war.

I must not take up too much time in this discussion, but I should like to suggest for consideration some practical measures which would have a bearing upon the schools from both points of view, the point of view of character building, and the point of view of the activities of life; and the first is the status of the teacher. I have already said that I believe in the British Public Schools. The whole result they attain is the atmosphere created by the teacher. Now we all know about our weaknesses in that respect. We all know that we pay our teachers such salaries that we have driven the profession into the ground largely. We have made it so unattractive that there are hardly any men left in it, and it is left almost altogether to the women. Now, there are ladies here to represent their sex in that respect, and I am not going to say anything that would hurt their feelings, or that would in the least put the situation in a false light. But it is a misfortune, particularly for the training of boys, that they do not come more into contact with their own sex as teachers. Most of the men have been driven out of the profession simply because of the salaries paid. It is a question of money. One or two of the speakers have deprecated the bringing of money into these discussions. Why, bless my soul, the whole thing is a question of money! If we are not willing to spend enough money to pay the best people in the country to teach, then we are not going to get the best people in the country to teach, and we must content ourselves with getting third-rate, fourth-rate, and fifth-rate teachers. That is the common sense that Kipling talks about. Although there has been some improvement and there will not be a sufficiently rapid rate of improvement in that respect until we are convinced, and convinced so effectually, that we will act, and pay our teachers at least as well as we pay those who build our houses, make our clothes and carry our coal. We should make it impossible for any set of educational administrators to close the schools to save coal, as was done lately in some of our cities. Everything ought to go in the way of piano factories and tobacco shops and moving picture houses and

other non-essentials, before we stop the process of educating the future man and woman.

The next thing I have to advocate is the beginning at once of a Dominion-wide system of technical schools, of schools with the direct purpose of training our young people to a better knowledge of and a more interested attitude towards the occupations in which they are going to engage. The very key to education is interest, and I am afraid a good many of our attempts at education are calculated to destroy rather than to cultivate interest. These technical schools should be distributed in such a way as to have the vocational or technical school in a district suited to the activities of that district; for example, agricultural schools in farming districts, textile schools in places where there are such manufactures, and so on. I am earthly enough to believe that you cannot have properly developed civilization without provision for material progress. I believe that unless you put our young people in a position to compete with the most highly trained population in the world we will lose, not only in our industries, but in our very self-respect. A feeling of inferiority will come to us when we find ourselves up against those who are more highly trained than we are. So I say let us have a Dominion-wide campaign of this sort at once. For this purpose again,—for technical schools,—we have got to spend money, barrels of money, and if the Provinces cannot do it alone, then the Dominion must open her coffers,—and here a word about the British North America Act. My friend, Dr. McKay, has told us about the troubles they have with politicians down in Nova Scotia. I have never been much afraid of politicians, and I am getting less and less afraid of them as I am getting older, and I would like to tell Dr. McKay that in the more Western part we have really brought our politicians somewhat into order, so that they do not bother us quite so much about these things. “The British North America Act is in our way,” some of them will tell us. Now, let us take this thing courageously. We have an example to the south of us in the United States. They have a Constitution there. They have driven a cart and horse through their Constitution half a dozen times, where the people were all agreed upon it that it was to the best interests of the nation. We could, if necessary, do the

same with the British North America Act, but we do not need to do it in this case. All that is necessary is to take our courage in our hands and to see that there is nothing in the British North America Act to prevent the Dominion Government from handing over money to the Provinces to be expended for purposes of technical education. The Dominion Government is already aiding certain kinds of technical education all over the Dominion. All it needs to do is to extend this, make it a nationwide expenditure, so that all the Provinces may be put in funds. That is a matter for the financier. I do not know whether they need, it, but if they need it they should get it.

Then, the next practical measure is larger units of educational administration. I think this applies particularly to the rural districts. I think that one of the great difficulties we have is because each rural school, with thirty or forty pupils and a third-class teacher getting two or three hundred dollars a year, or even four or five hundred, is so small. Everything tends to become small about it. There is a contracted view of life, in every respect. Further, our rural communities are suffering from being so scattered. This is a subject for very careful consideration. In a large part of our country there is no sort of chance for social community life, and no decent chance for proper education. I would suggest that we should take in hand a survey of all the unoccupied lands of the Dominion with a view to mapping out rural communities in such a way that there would be a chance for social life, that this should be Dominion wide, and that we should allow no private or corporate interest to deter us from expropriating lands that are being held for speculative purposes. This is necessary in order to make this mapping of rural communities possible.

Again, I would suggest as a practical measure that we should see if we cannot fill these rural communities with books and with magazines—a grand system of libraries passing around from school to school. Why do we teach children to read? In order that they may read. Then let us see that they get plenty to read, and of the right kind. Every child should have access to all kinds of informing, inspiring, interesting books and other reading matter, such as magazines and popular science

journals. I do not know how much of that kind of thing is done, but it should be general and not sporadic.

With regard to Dominion uniformity of text-books, I was glad that this subject was so fully discussed. I do not approve of the general idea of uniformity. It is too apt to exclude initiative and originality. But one difficulty that was suggested seems to be not a difficulty but rather an opportunity. In an agricultural district some books, at any rate, should deal with agricultural matters. In a fishing community there should be books about fishing, and so on. If all the Provinces join together they can put these special technical books into the communities at a cheaper rate.

My conclusion is—Canada's greatest national asset is young Canada, and if we now have things going with a swing in all other respects, let us see that they go with a swing in educational matters, and that we take advantage of the situation to inaugurate at this time such requirements and improvements in our educational system as shall abolish any distinction between technical and complete education, because you cannot shut them off into water-tight compartments. The two things go together. No education is complete unless it is technical.

Mr. Cowley:—At this juncture and before there is further discussion or adjournment, I suggest that you allow me to present a resolution on this subject which has been drafted by the Committee appointed for the purpose.

Dr. Carter:—We shall have to have the approval of the meeting for that.

The meeting approved of Mr. Cowley presenting the resolution.

Moved by R. H. Cowley, seconded by Dr. Alexander Robinson:—

THAT the members of the Dominion Educational Association assembled in this their tenth general meeting constituted of representatives of education from all the Provinces of Canada hereby record their conviction that education is the most effective agency in creating and sustain-

ing a national spirit and in developing and increasing the human and material resources of a country.

THAT in the judgment of this Association National Education must be a matter of vital and engaging interest to the members of the Federal Government and the Parliament of Canada at this time of reconstruction.

THAT this Association commends most respectfully and most earnestly to the Government and Parliament of Canada immediate initiative and co-operative steps of a nationally comprehensive character in respect to technical, industrial and vocational education.

Mr. Buchanan:—I have listened for thirty-five minutes to Dr. Goodwin, and I would like to speak for five minutes on a subject that is on my soul, that I have given a great degree of attention to from my childhood, because before I became a preacher I was a foreman in the largest engineering shop in the old land. I thoroughly approve of this resolution, but I would like to add to it this suggestion—that a deputation of this Association should proceed at a convenient time to meet the Government and press this very important work upon the Department, and demand twenty million dollars. Dr. Robinson has suggested three million dollars. Why, that is not a drop in the bucket. Twenty millions is only the beginning. Dr. Goodwin said we wanted more, why, we should have far more. I approve of most of the suggestions he has made, but Dr. Goodwin is an old teacher. He has boosted the great Public Schools of Great Britain. These Schools belong to society, to the ruling classes. In Canada not ten per cent. of our young people go to the university—that is true at least in Ontario, I want to be corrected with regard to all the other Provinces, but I believe it is true all over the Dominion.

When the British Education Commission came to Canada recently there was not a working man or a representative of the labor element among these men. They were all dyed-in-the-wool Conservative educationists, who know very little about the subject that we are talking about this morning.

I would like to direct the attention of these members to-day to this fact, that all that the great British schools did was to make administrators and rulers, that the younger members of the ruling families in Great Britain were not equipped for the

battle of life, but that these young men had to be supported in the old land. But to their eternal credit when the time came, the sons of the nobility, the young men who have gone to the great Public Schools, were able to go and fight. They were wasters until the war broke out, and they died very largely at the war. The best thing they ever did was to die on the battle field for their native country.

That is the great thing that the great Public Schools have done—to make wonderfully equipped administrators. I wish you would read Donald Hankey, the student in Arms. He tells us about the costermonger in one of the most magnificent pieces of literature that has been written in the present century. Nothing more grand has been written than what Donald Hankey writes about the costermonger, the man who had hardly any education, but he did what the educated classes, what the sons of society did, he went out to fight and he laid down his life for his country. And Donald Hankey tells us that rain could not damp them, thunder could not frighten them, lightning could not strike them, the terrors of the Germans never hurt them. And when they were gassed and when their lives were of no value, or again when death came before them they lay down upon the battlefield and with a smile upon their faces they looked up toward God and they thanked God that they had something to give for the grand old Empire. The Public School did not do that, the British school did not do that. It is the British spirit that has come to us from the Church, that our friend, Dr. Goodwin, told us might well be closed instead of the schools. We cannot close it for coal, or anything that is under Heaven. The Church and the public schools should go hand in hand to build up what Dr. Goodwin magnificently called “character.”

There are two or three things that we want in connection with complete education—we want an education of the hand, we want an education of the head, we want an education of the heart. The most important, as Dr. Goodwin splendidly said, was the education of the heart, but after that the education of the hand. You gentlemen are engaged in educating the head, and you are doing a splendid service, but the head can be taught

without what we call a complete education, and a complete education is an education that goes towards the making of citizenship. A good citizen, Mr. Chairman, is necessarily under our present system of education a man who is thoroughly and completely educated in the head. If we want to have a complete system of education we must destroy the present system of education of the whole Dominion and make it simply part of education. Our education leads to the university. I would propose, as I proposed yesterday in the Toronto Globe, that we organize in the whole Dominion a new system of education, that we have in every Province a Technical and Industrial University with all the university powers that they can possess, an Agricultural University of the same character, able to grant degrees without reference to "the" university, with the emphasis upon the "the." There should not be a university to teach art subjects only. Let us have a great business system, and a great commercial university, and other universities if you think fit. We do not need a university for the preaching profession, for the teaching profession, for the journalist profession. They can all go through the university to the arts course, then let them branch off to their own special school. Teachers and preachers are non-producers and they are living on the producers, and this ten per cent. who are non-producers should be working for the well-being of the producers. And we should aim in our system of education so to organize from the fourth year through the kindergarten. The children should have hand work every day. They should have it every part of the school year. There should be an Advisory Council and we should find out what the boys and girls are qualified to do, so that the findings of this Advisory Council will come to the boy or girl before he is fourteen years of age, and then from fourteen have a constructive curriculum, so that these boys will be fitted for something useful. They will have a degree, a plumber's diploma, and there is far more in discussing the plumbing of a house than there is in reading the text-books of some of your Provinces. But if you learn something about plumbing or something about the construction of a house, and other things of that description, then you are beginning to teach your boys and girls to have a good character, to be good citizens, to be producers, to be men and women in the country who are building up the

Dominion, and re-constructing.

We have to get out of the rut, the teachers have to be educated. We have to get out of the old scholastic system of thinking that the whole of education is centred in the head. We have to educate the hand as well as the eye.

Dr. Noble:—The last speaker has proposed that a deputation go to the Dominion Government. I wish that this meeting would agree to that. Let us try and do something practical. I would like if this meeting would take some step that would bear fruit. Now, I see that the Hon. Sir George E. Foster is to be here at eleven o'clock to-morrow. Is that right?

Dr. Carter:—No.

Dr. Noble (continuing):—Then I was thinking that at twelve o'clock suppose you and others would make arrangements with the Minister of Finance, and make a date to meet him and put before him the reasons why the Dominion Government should grant this twenty millions, or whatever they see fit for this technical education. I think the Dominion Government before the war broke out had promised Ontario three millions, but the war came on and so the whole matter went by the board. Now technical education is more needed than it ever was in the history of Canada. Let us go at twelve o'clock to-morrow and make our demands, and I think they will be granted.

Hon. Sidney Fisher:—I would like to draw attention to the fact that nine years ago, I think, there was a Commission appointed for the investigation and study of technical education in the Dominion. I think it was in 1913 that the report of that Commission was presented to the Dominion Parliament. That Commission obtained a vast mass of the most valuable information with regard to technical education, I may say in all the countries of the world. It tabulated that information and it drew up a scheme of assistance to technical education throughout the Dominion. That Report has been in existence for something like five years. So far nothing whatever has been done. I do not think it worth our while going before the Government.

Mrs. Cortice:—I wish to make a protest to begin with against the paper which was the basis of this discussion, owing to the fact that it said technical education is essentially suitable for boys only. I wonder where Mr. Stephenson has been, especially during the war. Does he not know of the marvellous work that has been done by women in the department of ship-building in Great Britain, in munition factories of the different countries, in many departments where technical skill was required. The women had no technical skill to begin with, but have made themselves extraordinary successful in the work they have undertaken. I hope you will not separate the boys from the girls in any educational question which you are discussing. Technical education is absolutely as necessary for women as for men, and it is fundamental to many problems of our social life. And I would like to say that the first step towards that technical education, in my opinion, is domestic science and manual training. Domestic science is fundamental to our national life because it means the keeping together, the beautifying, and the uplifting of the home, because it means home-making, and I speak of this because it is fundamental to technical education, especially with regard to women, and I beg to submit that women should be taught through the eye, and head, and hand exactly in the same manner as men are taught. Our whole country will benefit by it.

Mr. Buchanan:—I move that a deputation be appointed to interview the Government and present our recommendation and that we ask for at least twenty million dollars. I may say that the manufacturers have seen the Cabinet. The Rotary Club and the Canadian Club have seen the Cabinet and to-day the Government is ready to listen to what we have got to say, and if we emphasize it as representatives of the Dominion of Canada I believe that the Government before many days will give us the grant, and we shall have a foundation to work upon. I beg to move that a deputation be appointed, to be named either by the Chairman, or a committee.

Dr. Noble:—I second the motion.

Mr. Fraser:—I always fear that a deputation will spoil

things. We want money, they know we want it. I think the best thing to do is for the Secretary to forward a copy of this Resolution to the Government.

Dr. McIntyre:—The success that has attended deputations in the last five years in Canada would suggest that they are very effective. I think the only business way to put this matter before the authorities is to name a deputation to wait on the Government. I would suggest that one representative from each Province form the deputation.

Dr. Merchant:—This is the situation as I see it. I am not fearing at the present time that we shall not have aid for vocational and technical education. I am not fearing that. Our resolution covers the ground. Our stand is expressed there. This is what I fear—that the aid will be given under such conditions as will not meet the requirements of the individual Provinces. I think we are interested practically in that question. Take the point that was raised by the Hon. Mr. Fisher a few minutes ago. However, the conditions or provisions of the Royal Commission's report might have suited Ontario five years ago, they will not suit Ontario to-day, and the acceptance of that Commission's report would not meet our needs. They may meet the needs of other Provinces.

Now, it seems to me that we should go to work in an intelligent way in discussing this question. If we were to have a deputation to meet the Government we should press upon the Government something more than simply Federal aid to technical education. We should be prepared, after due thought as to the requirements, to propose some form in which it should be taken. I fear that at the present moment when the Government is tuned up to the point of accepting different schemes for reconstruction, that this question of technical education will be supported in such a way as not to meet the individual needs of these Provinces, because those in charge in connection with the Federal Government are not familiar with the actual conditions in the various Provinces.

Now, I think we should do something, either now or later,

to bring clearly before the Federal Government the actual needs of the various Provinces and to have some scheme that would meet the conditions. The Royal Commission's report will not meet conditions with us.

Mr. Cowley:—I move that this meeting be adjourned and the discussion resumed this afternoon.

Dr. Waugh:—I second the motion.

The meeting adjourned.

THURSDAY AFTERNOON SESSION.

The meeting was called to order at 2.30, with President Carter in the chair.

It was moved by Dr. John Noble and seconded by Mr. C. G. Fraser, that the discussion of Technical Education be continued for thirty minutes.

The motion was adopted.

After a brief and general discussion, on motion of C. G. Fraser, Sr., seconded by C. G. Fraser, Jr., a resolution was adopted appointing the following committee to wait on the Dominion Government to urge that Federal aid be granted for Technical Education:

Miss Constance Boulton.
 Dr. F. W. Merchant.
 Rev. James Buchanan.
 Dr. A. H. McKay.
 Dr. W. S. Carter.
 F. Peacock, Esq.
 Dr. McIntyre.

Major Duncan.
 D. P. McColl, Esq.
 Lieut. Col. Perrott.
 Dr. Alex. Robinson.
 H. H. Shaw, Esq.
 Dr. Parmelee.
 I. N. Miller, Esq.
 The President to be elected.

The next order of business was the discussion of the new Constitution. The draft prepared by a special committee was presented by Prof. Coleman. Amendments were made and the new Constitution as printed in the preface of these Proceedings adopted.

On motion of Dr. John Noble, seconded by Mr. C. G. Fraser, Dr. A. H. McKay, Dr. J. F. White, Mr. G. F. McNally and Mrs. Courtice were appointed a committee to make nominations for officers of the Association.

On motion of Prof. Coleman, seconded by Dr. Noble, Messrs. Robinson and Parmelee were appointed a committee on honorary members.

The auditors, Messrs. Silver, Peacock and McNally, reported that they had examined the Secretary-Treasurer's accounts, that they found them correct and that they showed a balance in the bank to the credit of the Association of \$1419.97.

Dr. John Noble gave notice of motion for discussion on Friday of a plan to make a fuller use of school accommodation in cities and towns.

The Association adjourned.

FRIDAY, NOVEMBER 22nd.

The meeting came to order with President Carter in the chair.

The Thursday minutes were read and approved.

Dr. Waugh:—I saw the Minister of Finance last night with regard to a meeting. He asked me to say to you that the matter had been engaging his attention for some years. He was entirely sympathetic toward the proposal. He was at present very seriously engaged with the Provincial Premiers, and it would be impossible to give more than a hurried hearing if any at all to the delegation to-day. He hoped in the near future to make an arrangement to give due consideration to any reports made by us. Sir Thos. White received me very cordially and assured me of the entire sympathy of the Government with the proposal of the delegation. Whilst I am not prepared to say he exactly stated their wishes would be carried into effect, he led me to believe that everything would be done that was possible to meet so pressing a need at the present time as the need of technical education.

Mr. Buchanan:—The reply of the Acting Premier is that he will be glad at a future time to receive that delegation. I do not know the management of the affairs here, but is it worth while for this Association to spend money to bring that delegation back again so that it may wait on the Prime Minister ?

Dr. Noble:—Could we not appoint a Committee on this ? They ought to make a report before we take this up.

Dr. Carter:—If there is any report from the Committee I shall be glad to hear it.

Dr. Merchant:—May I report that the Committee was not organized.

Dr. McIntyre:—I move that the President-elect and the Secretary be a Committee to present this matter to the Government.

Dr. McKay:—I second the motion. In doing so I might explain when I allowed myself to be appointed on that Committee I was very much afraid that our hurried appearance before the Government might have a weakening instead of a strengthening effect. Dr. Waugh has, I think, filled the gap admirably in getting in touch with the Minister and giving him to understand that we were burning with desire to get at them to help them to carry on this work in an effective manner. So I think Dr. Waugh's incidental presentation of our case is really stronger than if we had had a hurried meeting with the Minister and presented rather ineffective arguments as compared with the arguments we would like to make had we more time to deliberate. I think we can accept Dr. Waugh's assurance that the Premier will consult with all the authorities on technical education in each one of the Provinces.

Mr. Buchanan:—The motion is that the President-elect and the Secretary present this to the Government. Well, I do not think that that is of much use. Dr. Merchant has said that he is opposed to this unless the Dominion Government give it to the Province of Ontario without a string at all, just so they can do as they like with it.

Dr. Merchant:—That is not a fair representation of what I said.

Dr. Noble:—It is quite fair. We are giving over a very important duty to the President and the Secretary, and we have a right to know what the President-elect's views are on it. My views are that the Dominion Government is giving a gift to each of the Provinces and the Dominion Government should certainly say how the money should be spent. Now, if any Province says, 'We will not take it if you are going to tell us how to spend it,' that Province should not get it. We should not look a gift horse in the mouth. If each Province is going to get four million dollars out of this it should get instructions on how to spend it for the education of the producing classes in this country. Is it going to be spent for agriculture? I think not. It is only going to be spent for manufacturing, I think, for technical education. Every Province should accept openly and

let the Dominion Government put any terms they see fit upon it.

Dr. Carter:—I would like to speak, not as Chairman, but as representing one of the Provinces. If it is your pleasure to hear what the sentiments of Dr. Merchant are, which have been called into question, you shall say whether he may explain it or not. As a representative of New Brunswick I would be very much averse to trusting that commission to two men from Ontario without knowing their attitude. Is it your pleasure that Dr. Merchant should explain his attitude if he is willing ?

Dr. Noble:—I think it would be well if he would.

Mr. Cowley:—I move that Dr. Merchant explain his attitude.

Dr. Merchant:—I thank you very much for your confidence in electing me as President of the Association. I can assure you that I did not want this commission that you are endeavouring to give me. I prefer not to act. The fact of the matter is that I feel like rejecting the offer. I feel that conditions are such that there will be no real necessity of pressing this matter on the Government. My attitude is just this—that I believe we want money for technical education. In every Province we need Dominion aid. We all agree on that. What I said yesterday was this—that I did not wish to see the money voted by the Government so tied up that it would not be of use in every Province of the Dominion, and in order that we might make certain that no hurried action would be taken I believe that representatives of the Departments of Education of all the Provinces should meet to confer, and if asked to do so by the Government endeavour to work out some comprehensive scheme which would meet the needs of each and every Province in the Dominion. I am willing to press the first thing if you think I am wrong about the second, but I am quite convinced from action that has been taken in other departments that here is a real danger in voting money in such a way that it would not be available for just exactly the purposes for which it might be needed in the West or the East. The men who really know the situation in these various Provinces should be got together to confer before any cut and dried scheme is proposed by the Government.

Dr. Noble:—I think that is all right, Mr. President. Dr. Merchant should take it for granted that the Dominion Government are not all fools. Surely the first thing that they would do would be to consult the Premiers and Ministers of Education of each of the Provinces and say, "What are the best conditions under which we can give you this money? We must take it for granted that we are dealing with human beings and business men. What we want to do is to urge them to give the money—that it is needed. No matter what they may think, academic education has got to let the other education come alongside of it. That time has come now. The teaching of the individual from the chin up has got to continue, but we have got to teach him from the chin down just as well, and whether academic high school teachers want this or do not want it is a matter of indifference.

Dr. Carter:—I propose that Dr. Merchant, the newly-elected President, take the chair.

Dr. Merchant:—I am very sorry to say that just a few minutes ago the Minister of Labour called me up and made an appointment for eleven o'clock. I would be very glad if you would excuse me from taking the chair.

Dr. Carter:—Is it the pleasure of the meeting that I continue President this afternoon?

The meeting unanimously approved.

Dr. Putman:—Our programme did not provide space for general business. It was not intended that this should be considered a complete programme. It was a programme showing only the papers that were to be presented. I think it is necessary that in all gatherings of this kind there should be a space for general business, and I think if there is any general business to be disposed of it should come now. I think we should have that resolution of Dr. Noble's at this stage.

Dr. Carter:—I think unless you wish otherwise that we should have Mr. Nichol's address. This election of officers was

fixed by the Association and anything that is fixed by the Association cannot be moved. Of course, Mr. Nichol's address may be postponed if you wish, but I do not think it would be quite courteous to put it aside.

Dr. Noble agreed to hold over his resolution in favour of Mr. Nichol's address.

Mr. Nicol read his address.

THE RETURNED SOLDIER—WHAT CAN WE DO FOR HIM ?

BY W. W. NICHOL, ESQ.

Through the recent utterances of financial experts and other public men as to the conditions that will obtain in Canada during her period of re-construction, there runs a dominating note of optimism. It is conceded by all that while the problems requiring solution will no doubt be many and complicated, and require the highest quality of constructive statesmanship, the country that can raise over a billion and half dollars for national loans and a half million men for service, will not flinch at the task.

One of the most difficult of these problems is the Returned Soldier—what can we do for him ? It is the educational phase of this problem which I have the honour to draw to the attention of your Association.

Already hundreds of our men have returned bearing on their bruised and broken bodies the scarlet scars of service. They left our shores strong and capable; they return sadly stricken and maimed. The type-setter with the crippled hand, the line-man who has lost his leg, the telegraph operator deprived of his hearing. None of these can go back to their old occupations. What can be done for them ? Our industrial life will be sapped if these men are unable to find employment or if required to do work in which they are not producing to their full capacity.

Pensions will help but they cannot entirely meet the need, being given on the basis of physical handicap and having no necessary relations to earning power. If pensions were sufficiently large to enable men to live without industry, a monstrous burden would be laid on the nation, while at the same time, a premium would be set on idleness, resulting in personal deterioration.

Medical skill and the tender ministry of nurses have restored these men to life, but life is more than mere existence. The greatest benefit that can be given to any man is to fit him to earn

his livelihood. The sense of freedom and independence which is inseparable from manhood, belongs only to those who are competent.

The soldier who returns industrially handicapped—and these handicaps take a thousand different forms—and who is unable to resume his pre-war occupation must be trained to do new work suited to his disability. In order to carry on this training, a comprehensive system of elementary, commercial, technical and agricultural education was organized. The technical schools of the country, with their costly equipment, their carefully selected staffs of specialists accustomed to training this very class of student, their well organized courses and trade connection were put at the disposal of the authorities. High Schools, Trade Schools, Agricultural Schools, Universities, Business Colleges and other educational institutions under public and private management, were pressed into service..

It was also found necessary to establish additional schools in connection with the Military Convalescent Hospitals to meet new and special needs. Men were also placed for instruction in manufacturing plants and other establishments throughout the country. This kind of instruction requires to be supplemented and strengthened by preparatory or part-time training in the regular schools; otherwise the pupil will only become a routine operator, without outlook or opportunity for advancement, and this will breed discontent. This may also lead to exploitation. The best scheme would seem to be an arrangement whereby the student might spend part-time in school, part-time in the shop. For example, part-time in the Bell Telephone Co. learning installation and day office maintenance, the rest of the time at the Technical learning mathematics, drafting, and theory.

In this way a very wide range of courses has been made available, one hundred and ninety-six, in fact. Every legitimate wage-earning occupation has been provided for. The courses average six months in duration, during which period and for one month after the course has been successfully completed, the student receives pay and allowances for his family, according to scale.

Men eligible for Re-education courses have the advice of

experts in making a suitable choice of occupation. While their own wishes are taken into consideration, they have to be persuaded against unwise selection of their future trades. Trades in which men can carry on only by using specialized apparatus adapted to their deformities are precarious. Seasonal trades, boom trades, trades subject to occupational disease should be shunned. It is best on the whole, to direct men into the productive rather than the distributing and clerical trades and in all cases, to place them in occupations in which their old industrial experience will not require to be discarded. For example, if a railway man loses a limb in the war, his company may be glad to take him back as an operator, for he has an understanding of their system, their traffic rules and train orders and the personnel of the railway are friendly to him. The rule applies equally to other trades. A bricklayer or other building tradesman can be taught to read plans and take off quantities and make a very good inspector. In all this, the present status and trend of the labour market should be studied in order that men should not be placed in industries that have no future. Industrial surveys made during the times of war may turn out to be very faulty when the emergency has passed. One of the features, however, in the Vocational Guidance System in vogue is the presence on the board of a special medical officer who is supposed to be conversant with the conditions of industry in his particular district and would be able to advise what trades are appropriate to the disability of particular applicants, also can suggest precautions that must be observed during the course of their instruction.

Only those who come into daily contact with the soldiers can realize how far their war experience seems to revolutionize their lives. How, for instance, the man whose work was at the top of high buildings has a horror of going up a ladder; how the man who worked in the mine has a fear of the underground; men whose work was in the office have gotten a taste for the open and a liking for manual labour and vice-versa. The man from the city shrinks from its crowds and its noises; the man whose life was spent on the prairie craves the companionship he finds in the city.

The work so far described is for men who have been dis-

charged. No mention has been made of the very important classes carried on in connection with the hospitals themselves. During convalescence, the patients after long stay in hospitals are liable to become institutionalized. To offset this tendency and also to awaken initiative deadened by military routine, a carefully planned system of occupational training is in operation. This training has a distinctly therapeutic as well as educational value. The doctors find that men busily engaged in some form of congenial work make more rapid and complete recovery and there is an arrangement between the Medical and Vocational Departments that will insure as far as medical requirements permit, a continuous process of pre-vocational and vocational training. For these patients, classes in various Arts and Crafts, elementary subjects, shoe-repairing, telegraphy, music, commercial work, manual training, drafting, and gardening are in operation. Motor Mechanics and the mysteries of the combustion engine have a great fascination for many. Hundreds have learned to drive and care for a car.

At nearly every hospital centre in Ontario classes in music are flourishing. This is the outcome of a most successful experiment which was carried out in Toronto. It was thought that music might have a soothing and beneficial effect upon men who suffered from shellshock and other nervous troubles. At the request of the doctors, a class was formed under Lieut. J. B. Hunter, himself a returned man, and a highly trained musician. Individual instruction was provided in vocal and instrumental music, quartets and orchestra work, and the results have been most impressive. There have been remarkable cures of stammering, loss of speech and memory, and the classes have been a veritable godsend to patients suffering from various forms of mental depression.

During convalescence many have mastered new trades; have risen from the rank of the casual laborer to that of the skilled mechanic. Others have been able to remedy the defects of early education. Men have even learned to read and write and foreigners have learned to speak our language. The money spent on the training of these men will be more than repaid by the added wealth which as a result of their training, they will be able to return to the community. Many of these, before the war,

were young migratory workers who had not yet found themselves. Still others were drawn from unskilled and illpaid occupations which had little future for the able-bodied worker and almost none for the physically handicapped. There are too many who went to work at too early an age and to whom society had not given a fair chance. Now when they return from the front crippled for life and having made a great patriotic sacrifice, it is surely the duty of the state to repair as far as possible, the former inequality of opportunity and provide the best possible training.

Something ought to be done for the young men who entered the war direct from school or college. This is a phase of the problem which has not so far received due attention. The tragedy of this war is largely the tragedy of young manhood destroyed on the threshold of achievement, or losing years of preparation for the tasks of life which can never be recalled.

An investigation of the data accumulated would reveal much of permanent educational value. The need of vocational training and vocational guidance have been made tragically plain. The constructive methods adopted in the care and education of war cripples will no doubt in future be applied to the victims of industrial accident. There is a woeful dearth of professionally trained teachers in the industrial subjects. Teacher-training schools should be at once established and skilled workmen and shop foremen should be carefully selected to form the classes. There should be a widespread system of vocational guidance. The range of vocational courses now available in technical schools should be greatly extended and diversified. Methods of functional re-education successfully used in soldier training should be adapted to the training of children crippled from birth, or as the result of accident. Educators might note with profit the successes achieved by the use of music and other forms of occupation therapy in drawing out the powers of backward and nervous children. Many other points might be noted but the time will not permit.

Looking back over the experience of the past two years, we find that the success or failure of our efforts have been largely determined by what is known as the "personal equation." The

men who came to us had their characters already formed, and it was not to be expected that six months' training would alter the habits of a lifetime. There is a class of men who have been accustomed to outdoor labor of an unskilled type and have never taken the opportunity of developing into skilled workmen, being content with work of a routine character. Their main trouble is the lack of ambition. They are unwilling to apply themselves and they can only be trained in the most simple kinds of operation and in the majority of cases, refuse training. A second class is the competent but shiftless person who does not stay long at any one job or with any one employer. This type is incapable of self-discipline and will create a problem for the country. They will not succeed because they are unwilling to take the necessary pains. They are the kind that drop out of courses and take chance jobs.

The men who have succeeded in their previous occupations may come back maimed and discouraged, but it is possible to inspire them with new hope and to train them in entirely new fields. The habits of self-mastery which they already possess stand them in good stead and they are our outstanding successes. The case of Corporal Brieker should be mentioned. This young man while still convalescing, pursued his studies in Pharmacy. In spite of irregular attendance and frequent interruption of his course through illness, he never gave up the fight. He graduated at the head of his class and first in his year, winning the Ontario College of Pharmacy Gold Medal for general proficiency and the John Roberts prize. This was such an outstanding example of Canadian pluck as to be the subject of editorial comment. There are many examples of men whose wage earning powers have increased in spite of their disability. One, a boiler-maker, who actually lost his right arm is now making \$120.00 a month as a C.P.R. telegraph operator. There are many cases of the development of latent talent, especially along artistic lines. (Several instances were quoted).

These men have made tremendous sacrifices, they have endured much, nothing could be more heroic than their efforts to reinstate themselves in civil life. In the work of their rehabilitation the educator has the high privilege to share. No more fitting memorial could be raised to the fifty thousand who laid

down their lives in France and Flanders than the most sympathetic treatment and the provision of adequate education for their surviving companions.

FRIDAY, NOVEMBER 22nd.

Dr. Carter:—I wish to draw attention to the fact that we have not elected a Committee on Resolutions, which I think is an omission. It may be your wish not to have a Committee on Resolutions.

Dr. McKay:—I do not think that is necessary since we are dealing with each resolution as it comes up.

Mr. Buchanan:—Is it in order to make a Resolution with regard to the magnificent paper we have just heard. I would move that the thanks of this Association be given to Mr. Nichol, that we thank him very heartily for the very constructive way that he has presented the subject, of which I understand he is the head. The Secretary can put it into any particular form he chooses, but I would like simply to add this—it would be entirely out of my province, and I am sure out of the province of most of us here, to add anything to what Mr. Nichol has said. He has shown how vocational education can be done in the Dominion of Canada with returned soldiers. I do not know that Mr. Nichol said to us that many of these returned soldiers were practically in the boyish stage, that their cultural attainment was very much that of a boy of fourteen, but I thought, reading between the lines, that that was the thought he wanted to convey to us, and that that had been overcome in a marvellous way, as he suggested to us what was done by the boiler-maker. These men are usually simple men who use their hands and have very little education of any particular kind. The suggestion that has come to my mind is this—that here we have a constructive plan that has been splendidly carried out

with magnificent results in the Dominion of Canada. The directors of vocational training might take the hints that we have heard this morning and work it out in the subject that we are interested in—the subject of vocational and industrial training. My belief is that we should begin with the child when he is four years old and go on until the boy or girl finds the occupation for which they become fitted, and that has been shown to us in an exceptionally able manner this morning. The experience that Mr. Nichol and the others working with him have formulated over the Dominion of Canada might well be used by the directors of vocational and industrial education in the Dominion for the great scheme that is going to be the most important question in connection with education in the years to come. In the past it has been of very little value, and we have made some progress because we have men like Mr. Nichol who have been working on that scheme and others, who, in spite of a poor system of education, have attained to great things.

I move, therefore, that we thank Mr. Nichol for his very excellent paper and I hope, Mr. Chairman, that every word of it will be printed in our stenographical report.

Dr. Taylor:—I would like to second the motion. I have had a great deal to do with this vocational training at Queen's and know how enormously it has been helped and indeed made possible by the spirit that has been instilled into it by those who are chiefly responsible. Almost every one of these soldier problems is an individual question. These men have to be jollied along. A subject like telegraphy the first three weeks is an extremely hard one for men who are a little shaken. If you can get them to stick to it for the first three weeks they are well on the road. In Queen's in the beginning there was a certain measure of difficulty over this work, which was carried on altogether on a university plan. In the end Mr. Nichol and the representatives of the Soldiers' Aid Commission allowed us to appoint one of our own professors as the head of it. That has been a good thing. The man who was in touch with the instruction knew how to handle young men. We have been offering some twenty-seven different courses, civil service, all kinds of mechanical

training, all kinds of things. Anything a man wanted to learn we gave him.

Another kind of returned man is the boy who now wants to become the student. So many lads went away when they were in the second and third forms of high schools. They have forgotten practically everything that they knew in a technical way. We have these two kinds of men then as far as the university is concerned—the men who left when they were little more than mere lads and now come back as grown men. A man came into my office last Monday morning. He left the collegiate when he was little more than in the third form. That man, if you take him at his academic educational standing before the war, is little more than a child. As a matter of fact he is extremely mature. He was quite willing to go back to the collegiate, but it seemed to me ridiculous to have a man like that go back to school and sit among boys. The course we have adopted in Queen's—we count every returned man as over twenty-one years of age and we give him his Matriculation. Then, we have to bring that man up to the point where he will know enough to make use of the education the University can offer him. We have considerable funds available from various scholarships, and we are putting a special teacher on every man. We are giving this youngster back from the front his own tutor and it is the business of the tutor to bring that man up to the Matriculation standard. I do think that is going to do a lot for these boys. The financial end we can handle easily. After that with this extensive training a boy will do more in one year with a tutor than he could have done at school in two or three years.

Now, with regard to the man who has come back, and who had his Matriculation before going overseas, what are we going to do with him? If he comes back let us say before Christmas, while it would be a great thing, of course, to give him his first year, I do not think we could see our way to do that. He would go out into the world an untrained man and that would reflect upon his usefulness and on the standard of the University. We do not expect the standard for the next three years to be as high as it has been. We are going to do our best to induce that man to continue his course from the point at which

he comes in, but we do not want to give him the year. We are going to take him over the year where he left off.

My experience at the front has shown me that we were all a little bit off. The hammering and the shelling made men rattled and excitable, so that you had to see to believe. Well now, we have to get men steadied down, we have to allow for their personal peculiarities. The men who are coming in are as keen as mustard in getting back to their books. I did not expect this. I thought they would find concentration difficult. We do not find that at all. They are so anxious to get back to the line of life they had charted for themselves that they are sticking to it.

With regard to the paper we have just heard, with regard to Mr. Nichol's work, and with regard to the soldiers who have come to us in Queen's, nothing too good or too hearty can be said.

Mrs. Courtice:—I want to say how much I have appreciated the speaker's paper and the fact that so many courses have been organized for the variety of men coming back. It is wonderful. It is showing to us the possibilities, not only for adult life, but for the elementary school life when we are learning to offer opportunities to our children. Then, added to this splendid paper of Mr. Nichol's, I would just like to draw attention to the part that the community may play, not only for the returned soldier himself, but for his whole family. I feel very keenly and I know many of us do that the school houses that are built with such tremendous expense and that belong to the people should be used by the people more than they are, and it seems to me there never was a time when these buildings could be used to better advantage than at the present time. Our soldiers are coming home and they are looking for the re-organization of their homes. The success of the soldier depends a great deal upon his home life. The success, the happiness, the health, and the usefulness of that home is going to make or mar his happiness, and so I think that it would be well if our schools were open as community schools where the whole family could gather together; instead of a club for the husband here and a club for the wife and mother there and another club

for the children elsewhere, we could have the school houses open for the whole family, for inspiration, for educational purposes, and for recreation. We perhaps overlook the fact that all classes of people require recreation and there is no place perhaps that could be better used than the school house itself, where the community spirit finds room for growth, it brings co-operation between the parents and children, it brings co-operation with the family, and it generally has a gathering together effect, which will hold together our home life, and that is one of the things we must do for our soldiers and their families. We must elevate the home life and link that up with the school life until we have a community life that will meet the requirements of our national standing.

Dr. Carter:—The motion expressing thanks is carried unanimously. Mr. Nichol, I have great pleasure in conveying to you the vote of thanks so ably moved, seconded, and spoken to. I am sure we all agree with the sentiments expressed, and I would like to take occasion to say that Mr. Nichol gave me one of his valuable days some time ago and showed me some of his work, and I would advise every man here if it is at all possible to visit Toronto and see what he is doing. If we are to have any success in vocational work we have to look after the practical side.

Mr. Nichol:—I must thank you and the members of your Association for your kind words. I would otherwise remain seated, but I take this opportunity of expressing my obligations to Dr. Taylor of Queen's University, and Mr. Baker, who has charge of the class there, for their very great co-operation and also to express my obligations in the presence of Toronto people to that veteran educator, Dr. McKay of the Toronto Technical School, who from the very first put at the disposal of our Commission what is probably the largest institution of its kind in America, and has freely given up of his time to co-operate with us and make the work there the success that it has been.

Dr. Carter:—I have a letter from Mr. Theodore Ross, one of the Directors, expressing his regret that he is not able to be present.

There was a suggestion made by Sir George Foster in regard to statistics on education which are only in their infancy, but which, I think, we all approve of. They have asked that we, if we approve—and we have had a great many discussions of this matter in our meetings—if we approve of it to pass a resolution, and they would be willing to appoint some man acquainted with schools to the staff of the Department in Ottawa in order that he might give them expert assistance and assist in filing such educational statistics as might be found desirable.

Dr. Robinson:—I beg to move that the Canadian Education Association record its appreciation of the action of the Hon. Sir Geo. E. Foster in gathering and publishing statistics and otherwise recording facts concerning the condition of education in the various Provinces in Canada. This Association also approves of the appointment of an expert educationist to the Department in Ottawa.

Mr. Cowley:—I second the motion.

The motion was unanimously adopted.

FRIDAY, NOVEMBER 22nd.

Dr. Putman:—I think our business as set forth in the programme for the morning session is practically finished. By extending our meeting to 12.30 we should have one hour and three-quarters. I propose that we take up the subject of the afternoon programme before we adjourn.

Dr. McKay:—I second the motion.

The motion was adopted.

Dr. Coleman:—Is it in order to present resolutions of courtesy at the present time.

Dr. Carter:—These resolutions should come some time. What is your wish ?

Dr. Coleman:—I would move that the thanks of this Association be extended to all those who contributed to the programme; to the President; to the Principal of the Ottawa Normal School for his kindness in providing accommodation for this meeting; and to the Departments of Education of the various Provinces for their grants in aid of the Dominion Educational Association.

The motion was carried unanimously.

REPORTS ON THE PROGRESS OF EDUCATION IN THE PROVINCES.

British Columbia.

Dr. Robinson:—I have nothing of importance to report with respect to education in my Province.

Alberta.

Mr. McNally:—I am unfortunately not much experienced in the matter of reporting on work in a conference of this sort. I have not attended meetings of this Association before, and it was originally arranged that the Minister of Education for Alberta should be present and address some remarks to the Dominion Educational Association to-day. It was necessary, however, for him to attend another conference. He asked me to take his place for a few minutes this morning.

I think one of the most important, if not the most important feature of this Conference should be the reports of the various Provinces. As a matter of fact I believe the Departments of Education in the Western Provinces send representatives at considerable expense to Ottawa to these meetings because of the definite information which they will get as to what is going on, what work is being undertaken in the various Provinces.

I am going to mention a few things which have been enacted in the shape of legislation in Alberta in the last few years, and will be brief. In the first place we have made some changes in the matter of medical inspection. We have had in the past a general permissive Act in the matter of medical inspection. At the last session medical inspection was made mandatory in all towns. Every town district must employ a medical inspector to make an inspection at least once each term, and then there are certain further provisions made for the employment of nurses in that connection. The term is the ordinary school term—twice a year.

Mr. Cowley:—Have you any dental inspection?

Mr. McNally:—Then there is a further provision that the boards of these towns and city districts have the option or the privilege of providing if they deem it desirable medical, dental, and surgical, not only inspection, but care, yes, and clinics. This change was brought about largely through the establishment of the Department of the Province, which at its inception was presided over by the present Minister of Education. In rural and village schools the Act is permissive, as it was formerly. There has been inaugurated in that Province a Municipal Hospital scheme. Where these Municipal Hospitals have been established the medical inspection is extended to the rural schools as well.

We have also made this change in connection with high school administration. I am not sure that this condition obtains to such an extent in the Eastern Provinces, although it may,—the high schools in small towns and in the cities have been heavily taxed during the past few years to provide accommodation for students who would offer from the rural districts round about. Frequently these high schools would be required and the boards having charge of these schools would be required to open additional rooms for pupils coming from outside their district. So an amendment to the Act has been passed whereby the districts from which these students come pay the cost, or pay a reasonable amount of the cost. The boards make a per capita charge of fifteen cents a day for each school day attended by these from outside. The cost is not borne by the individual, but is borne by the district.

We also invaded the field of minimum wage legislation last year and we have a minimum salary in the Province of Alberta of \$840 a year for every rural district. It only applies to rural districts. That \$840 a year represents about the average that was being paid in the best districts before this legislation took place. Where there is a district unable to raise a sufficient amount beyond the ordinary grant to meet that amount, there is permissive legislation enabling the Department of Education to make up the deficit, and on the recommendation of the inspector the Department does that.

The Department also has entered into an arrangement with

bonding houses for bonding of school secretaries, and thereby has been able to save the school districts a considerable sum of money. Formerly all the districts had to pay at the rate of one dollar per hundred for this bonding, and now the Department does the bonding and we have been able to get that for twenty-five cents a hundred, effecting a considerable saving. The matter is now attended to promptly and is always attended to, whereas formerly the districts sometimes omitted to do that.

We have also a provision not only making compulsory attendance a fact, but a provision making compulsory operation of the school a fact. School districts must report within three days of the opening of the term; if the school is not open when it should be open explain the reason and get the permission of the Minister of Education to continue, and must report again within five days after the school is open.

Since the last meeting of the Dominion Educational Association the Province of Alberta established a Board of Examinations which handles the whole question of examinations throughout the Province. This Board is made up of nine members, composed of four representatives of the University, and four representatives appointed by the Department of Education, with the Deputy Minister as Chairman. It has been working very successfully.

Provision is also made, this is something that I think is being done also in a number of other Provinces, for the direct method of teaching foreign languages, more particularly the French language, and giving at the end of the year as a test for Matriculation or standing in this language an oral test as well as a written test. Last year at the summer school a special course was given for the training of teachers in this direct method of teaching French. A French professor who had had considerable experience in teaching by the direct method was secured. We have now a considerable number of teachers in the Province of secondary school standing able to teach this language in the way it should be taught.

The summer school continues to be a success. Last year we had fifty courses offered and more than thirty instructors.

Last year also in the matter of compulsory attendance the Act was so changed as to read that every child must attend school until he has attained the full age of fifteen years. We have raised it a year, as you will observe. The Attendance Act is being enforced and being well-enforced and the results are correspondingly satisfactory.

Mr. Fraser:—At what minimum age, at what time do they begin ?

Mr. McNally:—The Act covers from seven to fifteen years of age. We admit children at six. The grants to consolidated schools were increased. We formerly paid a grant of eighty cents per van per day. That was increased at the last session of the Legislature to a dollar and a half. This will, we hope, work out to about a fifty-fifty basis. It does not mean this for us now, but our transportation charges are too high, but that will be righted as soon as possible.

Dr. Noble:—May I ask the speaker what he means by the “direct” method of teaching French ?

Mr. McNally:—Teaching French not as you teach Latin, Greek, or Hebrew, but teaching French as a living language. Conversational French, examinations in French, carry on instruction in French. You have to have the grammar too, but the main thing about it is that the instruction is carried on in the language itself. The grammar is incidental.

Dr. Buchanan:—Will you tell us about the Board of Examiners. You have a Board of Examiners of nine men.

Mr. McNally:—The examinations were all in the hands of the Department of Education previously. The Department established standards for matriculation, and the universities had standards for matriculation. Now the standards for matriculation are settled by this Board. The Board holds three examinations of matriculation in the year. One in May, the regular Departmental examinations in June, and the usual University Matriculation examinations in September. They are all set by

the Board of Examiners. The Board of Examiners appoints sub-examiners, who read the papers.

Mr. Buchanan:—So it is the old system, the teachers getting a share. The teachers get a share of the fund.

Mr. McNally:—Yes, the teachers are paid.

Dr. Putman:—Have you any written examination to admit children from an elementary school to a high school?

Mr. McNally:—Yes. Our High School Entrance examination is also under this Board. The President of the University appoints four members, the Minister of Education appoints four, with the Deputy Minister as Chairman. The representatives on the Board were the Superintendent of Schools in the City of Edmonton, the Inspector of the Calgary District, the Principal of the Camrose School, and the Director of Technical Education. There is no regulation as to the persons who shall constitute the Board. In general, the idea was to represent as far as possible different phases of education in the Province, the Normal schools, the inspection work, the technical work, and the city system. That was the original idea.

Saskatchewan.

Mr. McColl:—I do not know that I have anything of very special significance to state with regard to educational progress in Saskatchewan since the last meeting of the Association. There are a few points, however, which may be of interest to those present.

Since the last meeting of the Dominion Educational Association an Educational Survey of Saskatchewan was made by Harold W. Foght, Specialist in Rural Education for the Department of Education at Washington. Dr. Foght's report has already been printed and distributed, but no action has as yet been taken thereon. It will in all likelihood receive some attention at the coming session of the Legislature.

The Survey was largely the outcome of a speech made in

the Legislature in March, 1915, by the Hon. Walter Scott, then Minister of Education, who in making the statement that in his opinion we had in Saskatchewan a good system of education, still thought in some respects it was capable of improvement. As a result a great amount of publicity has been given during the past years to our educational system and the work of the Department, which I may say, has been the target for shells of every calibre.

In the matter of administration the work of the Department has increased very materially. The number of districts has grown from 864 in 1905, to 4,022 in December, 1917. Certain amendments of more or less importance were made at the last session of the Legislature. Special mention might be made of the School Attendance Act, Amendments to The School Grants Act, and to The School Assessment Act. I shall touch only on one of these, namely, The School Attendance Act. This Act was based largely on the one to which Mr. McNally referred in his report. So far as its operation in Saskatchewan is concerned it has already justified its being incorporated in the Statutes. In seven months of its operation the percentage of attendance has increased about seven per cent, and the increase in enrolment has been very marked. The administration of the Act is through a Chief Attendance Officer, assisted by local attendance officers at various centres.

In the matter of Household Science, substantial progress has been made. To assist the Director, three assistants for Extension Work have already been appointed. Steps are being taken to appoint in the near future at least two or three more. I am strongly of the opinion that the subject of household science has a part to play in our educational system quite equal to, if not greater than, the subject of agriculture..

In regard to School Hygiene, a Director and two assistants for Extension Work have been appointed. A survey of the Province has been made and through conferences with trustees, parents, and teachers good results are being obtained. It is altogether probable that at the next session of the Legislature a sum will be placed in the Estimates for the appointment of at least seven more. The Minister has in mind the desirability of

having a school nurse in every inspectorate in the Province, the number of which now totals 41.

In the matter of Agriculture, an Agricultural Instruction Committee was appointed for the Province. This Committee is composed of representatives from the Department of Education, the Agricultural College of the University, and the Department of Agriculture. Two Directors of Agriculture have been appointed, one for the north of the Province, the other for the south. In their work they are assisted during the summer months by persons holding special qualifications. Rural Educational Associations have been formed in a number of centres in the Province and these associations afford great possibilities for community work. The work of these Rural Educational Associations has been deemed of such importance that the Minister has seen fit to appoint a Director for this work.

I was especially interested in Mr. McNally's report in regard to the subject of Examinations. Our Department of Education has been doing as much as possible to lessen the number. It is now possible for a student to reach the Third Year of his high school course without having to undergo a single departmental examination. We have no reason to feel that as yet a retrograde step has been taken in this respect. I think the rank and file of our teachers can safely be entrusted to make such recommendations to the Department in the matter of the standing of students that action can with confidence be taken thereon. In rural schools, however, the examination requirements for admission to high schools and collegiate institutions still prevail. This, I may say, is necessary on account of the constant change of teachers and the difficulty that Saskatchewan is experiencing in filling the need.

So far as inspection of schools is concerned, the attitude of the Minister is to increase the number of Inspectors materially. In 1905 we had five. At the present time we have forty-one. Within the past two weeks an Inspector of High Schools has also been appointed whose duties will also include the inspection of Normal Schools.

One of the most important appointments recently made is

that of a Director of Education in non-English speaking districts. We have a large foreign-speaking element in the Province of Saskatchewan. I do not fear that any special difficulty will be encountered in these districts as remarkable progress has already been made. It was felt, however, that the appointment of a person who for many years has been an inspector in these districts might be of material assistance to the Department in helping to solve special problems that are bound to arise therein from time to time.

One other matter I feel I may with certain feeling of satisfaction allude to is the including in our Regulations of a provision by which a certificate in Music from accredited institutions is accepted as an alternative subject for the Middle and Senior Form examinations.

Mr. McNally:—Would you tell us please about what these Rural Educational Associations do. I am very much interested in that, and would like to know about the kind of work they are undertaking.

Mr. McColl:—I do not know that I can give you all the details in regard to the work. A circular is being prepared at the present time by the Directors explaining clearly the function and growth of the movement, and I shall see that you receive a copy.

Mr. McNally:—Have you a Trustees' Association?

Mr. McColl:—Yes.

Mr. McNally:—I have read that report of Foght's on the Saskatchewan schools and, in my opinion, it is one of the most notable documents in Canadian education. I would like to advertise it, but I am afraid to because I do not know how many they have got, and the Saskatchewan Department might be swamped. This report is worth the reading of any person who is interested in education in this Dominion. It is a Survey of Education in the Province of Saskatchewan.

Dr. Noble:—Did he recommend in Saskatchewan that the

local schools should be done away with and consolidation brought into effect ?

Mr. McNally:—Dr. Foght made a strong recommendation in the matter of the consolidation of schools.

Mr. Cowley: What are the relations existing between the public schools and the high schools as to recommendation of pupils for examination ? Are the recommendations of the principals accepted freely ?

Mr. McColl:—We have in Saskatchewan a high school system somewhat similar to what you have in Ontario. Wherever there is a high school centre the recommendation of the Superintendent or principal is all that is required by the Department in order to be granted admission to high schools. So far this policy has worked out satisfactorily.

Mr. McNally:—I want to say this—that that Examination Board was not set there for the purpose of perpetuating examinations. Since its inception the Board has done away with examinations greatly. A certificate from the teacher on those subjects which are continued in grade eleven is accepted in lieu of examinations. The Examination Board is not wedded to the old system of examinations. We had in the old days complete examinations in practically all the subjects at the end of grades eight, nine, and ten, to the end of the chapter—grade twelve. That is the old arrangement we had.

Dr. Noble:—I am particularly interested in hygiene—the appointment of doctors and nurses. I have always maintained that our teachers should be able to detect certain troubles the children have, such as hearing, seeing, enlarged tonsils, decayed teeth, and skin diseases. We do not suppose for a minute the teacher would know what they are, but she should be able to tell that something is wrong, and take note of it and report it to the doctor when he would come, and the nurse if you have one. There is a great deal of time lost by having the nurse arrange the pupils in rows and then examine them for any sign of these troubles. All this should be done by the teacher and no one should be allowed to teach unless they have had some pre-

liminary studies along this line. It would save a great amount of money and it would catch contagious diseases, such as scarlet fever, etc., a day or two sooner. I think this is a matter the Education Department of this Province should take up.

Dr. McKay:—I think all our Normal Schools attend to that.

Manitoba.

Dr. McIntyre:—We have heard from Alberta and Saskatchewan. They are true Western Provinces and are in the limelight to-day. Their growth is perhaps more rapid than ours. Still, there may be a few happenings in Manitoba's history that may interest you a little.

School Attendance.

Compulsory attendance is enforced; indeed, attendance is secured without much enforcement. The attendance in 1905 was 50 odd per cent., now the average attendance is 65 per cent. of the enrolment. The average number of days attended is 135. When you consider the number of outlying districts in Manitoba this is not such a very bad showing.

Sixty-one per cent. of our teachers have permanent certificates, and thirty-five per cent. temporary licenses. During the year it has been enacted that every teacher in Manitoba must be British by birth or naturalization. If a qualified teacher comes even from the United States he is licensed but for six months. The certificate must be renewed at the end of that time.

Residences.

During the year there have been erected for teachers twenty-five residences. There are now altogether one hundred and seventy-five residences erected in the Province.

Medical Inspection.

Two years ago a system of medical inspection of rural schools was instituted. It has been perfected somewhat during the year. Nurses have entered into three hundred and fifty rural communities. In Winnipeg there is very thorough system of medical inspection. I cannot speak too highly of the work

that has been done in rural schools. The response the nurses receive in the non-English speaking districts is very cheering. In the Normal Schools, of course, instruction is given in hygiene, and the Chief Medical Officer of the Province goes into all the Normal Schools and gives direct instruction to the teachers.

Manual Training.

In cities and towns manual training is carried on generally. This year and last year it was taught in forty-two rural districts. All teachers are taught at Normal School to conduct manual training, and some of them when they are through their professional training know enough of woodwork to begin it in their schools.

Sewing and Cooking.

Sewing is carried on in the cities and towns and in two hundred and sixty schools outside. I suppose that of the children old enough to take sewing, half of them are getting instruction regularly in the schools. All our teachers are trained for this work.

Cooking is carried on systematically in Winnipeg,, Teulon, Stonewall, Brandon and Virden, and in seventy-eight of the rural schools instruction is given regularly. Hot lunch was not served in the school very generally until two years ago. The children carried a cold lunch to school. But the hot lunch idea took hold of the people, and I find that last year two hundred and sixty of the rural schools have had hot lunches served up to the children. In the Normal Schools there are lunch rooms which the students manage themselves. In this way they are prepared to direct the movement in their own schools.

Night Schools.

In Winnipeg there are three thousand children attending night schools. In the elementary evening schools a great deal of attention is given to teaching English to the non-English. To the technical high schools the people are flocking the whole winter long. In the country districts there are night schools also but they are nearly all for the non-English. The people who attend these range from sixteen years up to sixty-two.

Twenty-eight night schools have been organized in rural districts, —six of them last year.

Consolidation.

At present we have seventy-four consolidated schools. The average size of one of these consolidated districts is six by seven miles, that is forty-two sections. This would make a district fifty-five miles square if all were put together. We are not going as rapidly as we did a few years ago in this matter, probably because we are going to face the problem in a more general way before long. The effect of consolidation is apparent in the increased attendance, which has grown from 55.6 to 71.9 per cent. Such is the effect of consolidation. Only fifty-three per cent. of our children in these rural schools used to attend over one hundred days. Last year seventy-four per cent. attended over one hundred days. The cost used to be fifty-five dollars per pupil. The cost under the new system is eighty-eight dollars. But the people will not have the old system. They will not have the cheap system because their children are of more value to them than anything else. To support these schools the Department of Education gives five hundred dollars as an initial grant. It gives half the cost of transportation to encourage this policy of consolidation.

High Schools.

In the city of Winnipeg there are three technical high schools. The city has pretty well decided that instead of having ordinary high schools and vocational high schools side by side, it will unite the two. There is not a high school board and a public school board. They are one and the same. This saves machinery and unifies effort. I think the best course in our high schools to-day is not the course leading to the university or the teachers' course, but what is called the "Practical Arts" course. Every student in the high schools in the city of Winnipeg takes some line of practical work.

University.

In the university an agitation is in progress to open the doors to more students. It is proposed to require from a student who contemplates taking the Art course a knowledge of only

one foreign language. Formerly they were asked to learn three foreign languages, then two. Now it is seen that there are people in the country who cannot or should not attempt two languages, but who would make admirable university students. They will be admitted to the university if they will benefit by the university. If the agitation is successful we shall probably find that we are outlawed by the older universities, but Saskatchewan and Alberta may recognize us still.

Normal Schools.

As to Normal Schools there is nothing much to report. A year's training is now given. That was not possible in the early days. In the course of time probably we shall approach the good old Province of Ontario.

Boys' and Girls' Clubs.

There have grown up in Manitoba boys' and girls' clubs. These are conducted by the Agricultural Extension Service and the Department of Education. There are thirty-five thousand children in these clubs, and they are all carrying on some project at home in connection with their school work. They had one hundred and seventy-five central shows last year and I cannot tell you how many thousands of people came to these shows to see the work of these children. Because of the clubs there is a keener interest in the schools. The children get a better knowledge of agriculture. They are getting into the country a good deal of foundation stock—good chickens, good hogs, and a good breed of cattle. The town and country are brought closer together. What is it that breeds this interest in the child? Sometimes it may be money. Sometimes it is the ambition of the child to do the best thing. We have boys out there who have gone to the agricultural fairs. They have taken their young pigs along and they have won from the farmers. When boys go into this for the sake of producing a good article, and when they do it for the sake of their school, and get habits of economy and thrift it is a good thing educationally. These clubs have been a pretty good thing, but we must not think they are all educational. It is possible they occasionally put too high a value on material prosperity.

Trustees' Association.

Now one thing more. There is a Trustees' Association in Manitoba. A few years ago it was just a gathering of the clans. There were from four to eight hundred trustees present at the conventions. After a while came organization. Branch associations sprang up all over the country, under the direction of the central authority. There is nothing much finer than the work of the Trustees' Association. There will be nothing done in education until the people are vitally interested. If they are interested everything else follows.

Mr. Buchanan:—Does the Government aid the Trustees' Association ?

Each District Pays a Fee by Law.

They do not need aid. Each district pays a fee by law.

School Journal.

Next we have a School Journal. Something ought to be said about that. It is not merely a Teachers' Journal. It is also the organ of the Trustees' Association and the Bulletin of the Department of Education. It goes into every school of the country free of charge, and it goes out to many of the trustees.

Libraries.

We have also done something during the year with regard to libraries. In the smallest district in the country at least ten dollars a year must be given to the library. Even in the small districts many say, "Won't you let us make it twenty or thirty dollars?" The libraries are not for children alone but for the community as well. Lists of books are carefully prepared by the Department and schools are helped in every way possible.

The Non-English.

The work among the non-English—that is an old problem. There have been placed in these districts teachers who are British subjects. Nearly all are English-speaking teachers. We found a few years ago that we had hives of non-English people who were crowded into small settlements, and we had little school rooms capable of holding thirty pupils where one hundred wished to attend. The people had not the money to put up

more schools. The Department has spent money in putting up schools and has made provision in the last five years for the schooling of 5,000 additional children. Where would we have been unless the central authority took the matter in hand? The central authority had to assume responsibility, had to spend money, had to provide for these children. You ask, "How can an English teacher get along in these schools?" A little girl came from England. She said, "I had a splendid knowledge of French. I would teach French to Canadian pupils." When she reached her school not one child could speak French or English. They all talked Indian. When the Inspector came around they laughed at him. She began to talk to them in English and used nothing but English. Incidentally she taught the pupils to sew and to cook. At the end of the year they all carried on a conversation in English. And they teach the language in their own homes. This is one of the interesting problems which perhaps does not mean so much to some of you.

EDUCATION IN ONTARIO.

DR. WAUGH.

LADIES AND GENTLEMEN:—

The educational system of the Province of Ontario must be so familiar to nine-tenths of those whom I am addressing and the great advances which have been made in the progress of education in this Province must be so well known to most of you that I shall have some difficulty in selecting the facts that should be presented without being tiresome.

The problem of consolidation which has received so much attention in the other Provinces is being approached by the Province of Ontario from an entirely different angle to that from which it has been approached elsewhere. Before entering into this, let me recall to you the history of the movement in Ontario. Years ago an experimental consolidated school was erected at Guelph, which proved, as some of you are no doubt aware, to be something in the nature of a failure, with the result that the progress of consolidation in Ontario has been retarded. The failure of this initial experiment still embarrasses the educational reformer. The method of approaching the problem in the Province of Ontario has been, in the first place, to evolve a general scheme which would take account of conditions for the whole Province. With this in view, a preliminary survey has been made by the local Inspectors and it is hoped that with the facts before us it will be possible to plan a general scheme of consolidation which will gradually become operative and which will embrace every part of the Province in which consolidation is feasible and advantageous. I am told by those on whose experience I rely that the absence of such general comprehensive scheme at the outset has been adverse to the progress of consolidation elsewhere.

The ratepayers, whom I have had the privilege of addressing on the question of consolidation, have uniformly given the scheme their enthusiastic attention and will, I believe, give an enthusiastic support to the measures that the Government may introduce in regard to the scheme.

Closely connected with the movement for consolidation in Ontario is the community movement for the betterment of rural schools. I had the honour of addressing two of these community gatherings last summer. The aim of the movement is to bring the rural population into closer social relations. This forward community movement naturally lends itself to the wider organization of country life and has a very direct bearing upon the progress of the consolidated school movement. For, as is natural and proper, the consolidated school will become the centre of the community.

Still more closely linked up with the question of consolidation in the Province of Ontario is another question which has been touched upon by some of the speakers who have preceded me. The question, namely, of enlarging the unit of support for each school. I do not think that the statements made previously at this meeting regarding the unit of taxation in the Province of Ontario can be regarded as representing the actual facts of the case, as they practically overlook the fact that in addition to the school section unit, the burden of the support of every school in the Township is distributed, to some extent, over the whole Township by means of Township grants. Without going into particulars, I may remind you that the Township pays ordinarily \$300.00 to each Principal of a rural school, giving an additional \$200.00 for each Assistant employed therein. It should not be forgotten also that the County contributes a small quota to the maintenance of every rural school and that the Province gives additional assistance in the way of Government grants. The burden is further equalized by grants made from the Assisted School Fund to districts unable to maintain effective schools without additional aid; so you will see that at present only about half of the burden of maintenance lies upon the individual school sections and in some cases, much less. Notwithstanding these facts, I quite agree that in the best interests of education the local unit should be enlarged and that consolidation could be worked out much more easily if we could secure a larger unit as the main source of support. Even if we could only get the Township unit at first, it would be a very great advantage.

For many years there has been an Act on the Statute Book enabling Trustees to place all the schools of a Township under a Township Board. If the Statutory provisions of the Act had been carried out we should have had little difficulty to-day in securing the consolidation of schools.

I spoke a little while ago of the assistance given by the Province in the way of ordinary and special grants to the schools. In addition to these grants, the Province has also contributed liberally to the erection of school buildings in remote parts of the Province, where, owing to local conditions, it has been impossible for the local communities to erect their own school buildings.

So much then for the consolidation of schools. The next point I have to deal with is the inspection of schools. The educational authorities of the Province are strongly of the opinion that we are not going to get satisfactory and rapid progress in education until the inspection of schools is more adequate and efficient. This does not mean any reflection upon the body of Inspectors who are, in my opinion, amongst the ablest and most enthusiastic educational workers in the Province, and who are, indeed, doing inspirational work over the whole field of their activities. I cannot too fully recognize the great services which have been performed for education in this Province by men like some of those I see before me, the learned and able Principal of the Ottawa Normal School, my old and tried friend, Mr. Summerby, the judicious and painstaking Inspector for Grenville, and many others who have devoted themselves in the past and are still devoting themselves unsparingly to the cause of education. I cannot allow the occasion to pass without referring to Major Hamilton, the Inspector of Public Schools for the western portion of New Ontario, whose devotion to the cause of his country won for him the Military Cross you saw this morning and whose services in the cause of education have not been less or of less account than they were on the field of battle.

Notwithstanding all this, I say that we cannot expect to perfect our system except through the instrumentality of better

inspection. The educational authorities of the Province are fully alive to this condition. Within the last three or four months an Assistant Chief Inspector has been appointed by the Minister of Education. It may perhaps be found necessary to add still further to the staff supervising Inspectors. Two additional Inspectors have also been added to the Provincial staff and it is entirely probable that further additions will be made before the conclusion of the present school year. Four additional local Inspectors will, I hope and believe, be appointed in the very near future.

I must be allowed in this connection to direct your attention to the great work which has been done for education by Dr. Dandeno, the Director of Agricultural Education. No man in the Province has done more in the way of inspiring rural boards to a sense of their duties in connection with the teaching of Agriculture and in encouraging in general the cause of rural education and the elevation of country life. He was good enough to furnish me with some statistics which might be interesting to you. His report shows that the number of public and separate schools in Ontario in 1911, qualifying for grants in Agriculture, was thirty-three, in 1918 the number was twelve hundred. In these seven years the number of schools qualifying for Agricultural grants increased from thirty-three to twelve hundred. Five hundred of these schools are in charge of teachers with certificates in Elementary Agriculture, the others are in charge of teachers who have had due training in Agriculture as provided in the Normal Schools. I desire further to point out that within the last year the Province of Ontario has demanded that every Inspector of Schools for the Province shall be the holder of a certificate in Elementary Agriculture. I am under the impression that some seventy-nine or eighty Inspectors took a part of the course leading to this certificate at Guelph last year, and that as great or a greater number will, in all probability, continue the course next year.

What I have said to you about Agriculture I may also say for Domestic Science. I am afraid sometimes that in gatherings of this kind we are apt to forget to give the men who are working for the cause of education due credit and due praise. I am glad

to take this opportunity of referring to the work of Mr. Albert Leake, the Director of Domestic Science and Manual Training in the schools of the Province, who has, within the past two or three years, produced several books which have secured the approval, not only of the educational authorities in this Province, but of the United States as well. Mr. Leake has become a recognized authority in his own field over the Northern Continent of America. I was glad to see a notice in last night's newspapers showing that amongst the competitors for the essay in "Municipal Housing" Mr. Albert Leake was the winner of the much coveted prize, so that not only in the school room but throughout the whole country Mr. Leake's beneficent influence is felt. I am not going to tell you into how many schools Domestic Science has been introduced, but let me assure you that the work is being carried on with the same vigor, energy and success which he has displayed in his literary ventures.

Quebec.

Mr. Miller:—I am very sorry that Mr. Delâge is not here. He takes, as you know, a very great interest in this Association, and if he is not here to-day it is because he worked too hard for the Victory Loan in the City of Quebec and the counties around Quebec, and the consequence was that when I left to come here you could hardly hear him talk, and the doctor has ordered him to remain in bed.

Mr. Delâge said to me that perhaps you would be interested in knowing the exact organization of our Province. Before taking up the details of the school progress in the Province of Quebec, it may be well to give you the details of our organization.

Mr. Miller proceeded to read the report on Quebec.

Before taking up the details of school progress in the Province of Quebec it may be well to give a brief outline of our provincial organization with respect to education. The considerable differences between our system and the systems of the other provinces of Canada sometimes leads to mis-interpretation of the facts, or rather, I should say, that when the facts are stat-

ed in the terms of one system they are apt to be interpreted in the terms of other systems and thus to lose, perhaps, a good deal of their significance.

Legislative power with regard to education rests, of course, in Quebec as in the other provinces with the Provincial Legislature. The School Law proper is that body of law which the Legislature, deriving its powers from the British North America Act, enacts or amends from time to time. In the Government of the Province of Quebec, and in the Legislature, the interests of education are represented by the Honourable the Secretary of the Province. There is no Minister of Education.

The administration of the School Law is carried on by the Department of Public Instruction, of which the Superintendent of Public Instruction is the Head. The French Secretary and the English Secretary of the Department have each by law the rank of Deputy Ministers.

Thus far there is little difficulty in understanding our system. As elsewhere, the legislative power rests with the Legislature and the executive responsibilities with the Department of Public Instruction. But it is when we come to speak of the Council of Public Instruction and its two Committees—the one Roman Catholic and the other Protestant—that there is frequently some misapprehension of the meaning of the words. In one Province the council of public instruction may mean no more than the Government acting upon the advice of the Minister of Education; in another Province it may mean only some sort of advisory council which may be called upon from time to time to give its advice on special or technical subjects.

The functions of the Council of Public Instruction in the Province of Quebec, however, are quite different. Perhaps the clearest way to illustrate the difference is to refer to the subject of Regulations. In the other provinces the words "departmental regulations" have but one meaning. They are the Regulations concerning courses of study, text-books and the general administration of the schools advised by the Minister of Education and approved by the Lieutenant-Governor-in-Council. In the Province of Quebec the only Regulations are those framed by the Roman Catholic and Protestant Committees, for their res-

pective schools, approved by the Lieutenant-Governor-in-Council, and administered by the Department of Public Instruction. In the case of the text-books, indeed, the globes, maps and other requirements of the schools each Committee gives its approval, that is its authorization, and withdraws it, without reference to the Lieutenant-Governor-in-Council.

The Regulations of either Committee do not form part of the School Law, but they have all the force of law. For the full statement of the powers of the Council of Public Instruction and of its two Committees, as well as the method of appointment, I have to refer you to Arts 2539 to 2563 of the Revised Statutes of Quebec, but one article (2548) gives a good idea of the general scope of those powers. It reads:—

2548. The Roman Catholic or Protestant Committee, as the case may be, and as the provisions which concern them require, may, with the approval of the Lieutenant-Governor-in-Council, make regulations;

1. For the organization, administration and discipline of public schools;
2. For the division of the Province into inspection districts and for establishing the boundaries of such districts;
3. For the Government of Normal schools;
4. For the government of boards of examiners;
5. For the examination of candidates for the office of school Inspector;
6. For determining the holidays to be given in schools.

Such is Art. 2548. One term alone needs interpretation. The term "public school" in the Quebec School Law does not mean merely the elementary school, nor is it used in contradistinction to dissentient or "separate" school. With us it means the elementary, model or intermediate, and academy or high schools, whether under the local majority board of commissioners or the local minority board of trustees. In other words, the two Committees of the Council of Public Instruction make the Regulations for their respective schools of all kinds, frame the courses of study, choose the text-books and decide upon the methods of management generally.

I am sure that you will acquit me of any desire to claim any undue superiority for my Province in the matter of school organization. I appreciate to the full, indeed, the splendid work and organization of other provinces, and watch their progress with the deepest interest, but we of the Province of Quebec are proud of the freedom which this feature of our system accords to the two races and religions of Quebec.

Turning now to matters of special progress I shall refer first of all to the Revised Course of Study which is at the present moment occupying the attention of the Roman Catholic Committee. The needs of the hour in these days of Reconstruction in the matter of practical education are obvious to all, and the desire of the Roman Catholic Committee is to make the school courses fit the new conditions as closely as possible. In this, they have been largely helped by a body of suggestions presented by prominent citizens and by the Catholic teachers of Montreal. Realizing, however, that the special needs of rural education must also be taken into any general consideration, the Committee is also consulting successful rural teachers on this matter. It is probable that an entirely revised course will be in operation in our schools next year.

The Protestant Committee adopted a Revised Course of Study in 1915. The first seven Grades are taught in the Protestant elementary schools; the first nine Grades in the Model or intermediate schools, and the whole eleven Grades in the academies or high schools. This feature of having all the Grades, from the primary upwards, in a Superior or Secondary School, is, as you will observe, peculiar to our Province. We believe that the system has its advantages, particularly in rural centres, in affording expert supervision of the earlier grades.

Next let us glance for a moment at a few statistics which may serve to show the general progress of educational effort in the Province. Remembering that the older provinces of Canada do not increase in population by a rapid percentage, I think that the following figures are significant. They compare the year 1915-16 with the year 1905-06. The increase in the number of schools of all kinds is naturally not great. In 1905-06 there were

6,503 schools of all kinds; in 1915-16 the number was 7,288. This was an increase of only 785 in the ten years. But the number of pupils increased from 361,430 to 490,718 and the number of teachers from 12,575 to 17,284. In these three particulars the increases are normal, and such as might be expected from the natural increase in population. But when we come to the matter of expenditure upon the schools we have the unmistakable evidences of the progress which is taking place. In 1905-06 the total amount of the Government grants was \$536,150; in 1915-16 it was \$2,068,765. This splendid increase has been met by a corresponding increase in the contributions of the taxpayer. The total amount paid by the taxpayer in 1905-06 was \$3,802,402; in 1915-16 it was \$10,533,769. In the case of the Government grants they have nearly quadrupled; in the case of the contributions of the taxpayer they have nearly trebled. After all, a progressive spirit in the matter of paying for the service of education is a good measure of the actual progress achieved.

In the matter of teachers' salaries there has been a good advance of late, thanks largely to the educational Minimum Salary grants paid by Government to the village and rural boards which meet certain standards in this respect. These special grants now amount to \$225,000 per annum. We continue to urge progress in this matter. And here I wish to say that in order not to commit an injustice in comparing the salaries paid to the teachers in the Province of Quebec, with the salaries paid to the teachers of the other Provinces, it is necessary to take into consideration that Quebec has the great advantage of having a large number of excellent teachers, belonging to religious communities. In 1915-16, 1623 Brothers and 4666 Nuns taught in our schools, and as they all receive a good professional preparation in special normal schools of their own, they count among our best and our most successful teachers. As they devote their lives to teaching, not to earn money but through a higher motive, they accept a salary much inferior to what lay teachers require. This is one of the reasons why salaries are not so high in Quebec as elsewhere, though we believe that the teaching is not inferior. As a vivid example let me refer to the case of the late Mgr. Laflamme, of Laval University, whose admirable and original work in Geology was appreciated by the Geological Survey of

Canada and whose literary and scientific labours were well known not only to the Royal Society of Canada but in Europe also. Can you believe me when I tell you that Mgr. Laflamme taught all his life for a salary of \$100 a year? Truly, in taking account of us people of Quebec (statistically) it has to be remembered that in some respects we are very radical idealists.

Much work, however, is being done not only in urging better salaries for our lay teachers, but in recommending other means of progress, by the educational campaigns conducted from time to time throughout the Province. In the early days of educational organization both in Upper and Lower Canada this method met with much success. During the last ten years it has been quite a feature in the Province of Quebec. Members of school boards and others interested in the schools have the opportunity of meeting in suitable centres, and of discussing their particular problems with officials of the Department and with members of the Roman Catholic Committee, as the case may be. In the campaigns conducted under the auspices of the Protestant Committee, much emphasis has been placed upon the question of rural school consolidation, and with good results.

The progress in School Gardens in the Province has been very encouraging. Begun only a few years ago, there were in 1916-17 846 of these gardens, and the number of pupils engaged in the work was 21,217. They are under the supervision of a special officer of the Department of Agriculture, but the efforts in this direction are also very heartily and intelligently seconded by the rural inspectors of schools. The teaching of agriculture is, indeed, making rapid progress in the Province. One evidence of the interest taken in the subject by the teacher is the splendid response which they have made during two years to a request from the Provincial Statistician, Mr. Marquis, asking their co-operation in obtaining the statistics of agricultural production. This work, as a matter of fact, helped largely to arouse more interest in the matter of super-production called for by the needs of the war.

Here, too, I may add that the appeal to the schools for "Soldiers of the Soil" brought forth 14,888 young workers.

In conclusion, although this brief outline of conditions and problems in Quebec cannot sum up all the interesting lines of progress obtained or hoped for, I trust that sufficient has been said to indicate that we are moving forward on right lines, that the spirit of our people is in sympathy with sound educational ideals and that we are endeavouring to derive the best fruits from the school system which we have adopted and built up.

NOVA SCOTIA.

Mr. McKay:—I think I can do no better than to follow the example of my one time distinguished pupil, Dr. Robinson, from British Columbia. I need not repeat any of the details of our system, which was given here at our last meeting.

During the last year our attendance has increased, except in the high school, particularly the higher course of the high school, where there has been a diminution due to the demands of the war.

The two principal improvements in our Educational Laws, which we are this year revising and consolidating, are, first, the increase of the municipal fund rate from thirty-five cents per individual to fifty cents, which helps to distribute the burden of the smaller rural schools over a large district, equal to a whole county, half a county, or a third of the large counties; and second and last, we have made an effort to force our thrifty school districts to come up to a minimum salary, and so arranged that while we begin very democratically and conservatively this next year, we can afterwards in a very simple way increase it. I must not compare this with the splendid showing made by Alberta.

Prince Edward Island

BY SUPERINTENDENT SHAW

In reporting on Educational conditions in the Province of Prince Edward Island, I must confess at the outset, that, according to the usual standards, I am unable to report progress during the period of the war. It is true that up to the present year the attendance of pupils under 12 years of age has not decreased, but those over 12 years have continued to decrease with each successive year and I fear that this year the attendance of those under 12 years will also have fallen off. Under conditions such as have obtained in our Province I do not think any other result could have been procured. In the last census as you know our Province was the only one to show a loss in its population. This loss was in no way indicated by the figures of the statistics. The very cream of our population had emigrated from the Province and have contributed their part to the progress of the Western Provinces whither they had gone.

Shortly after the outbreak of the war the Superintendent of Education was selected to recruit a Battalion from our Province, the result was that our male teachers and students of military age and physically fit were enlisted and not only the best of the teachers in being but the best of those in training were drawn from our educational force. In spite of this handicap the schools have been well maintained and only three schools were without teachers up to the end of last year and even this year in spite of the fact that one-fifth of all our teachers have been allured to the west by the larger salaries offered there we have been able to keep nearly all our schools in operation. When we consider that eighty per cent. of the school population of our Province belongs to rural districts in which the attendance is invariably small in all the Provinces it is not surprising that with the great shortage of labor during the past year that our attendance even of the younger pupils could not be maintained.

Prince Edward Island has no disloyal element, but its people are nevertheless well aware that the success of the large manufacturing provinces and of the new western provinces has

largely been at the expense of the farming population of the eastern provinces. When our Public Schools' Act came into force about the time of the birth of the Dominion, liberal provision was made for the payment of teachers by the Provincial Government. The school districts were laid out with ample school population, and, with a normal degree of prosperity and success, this population should have increased and the schools become enlarged, but with the exodus of our young men and women on every harvest excursion to the prairie provinces the school population had to decline. At the same time our schools were sending forth so many students to the universities it was hard to combat the belief that we were educating our children off the farms and away from the Province and the tendency of withholding support from the schools soon became apparent, and it was not for some time that it was realized that the manufacturing industries organized in the larger centres were killing out all the individual factories with which our Province had once been dotted. We have seen the shops of carriage builders, harness makers, shoemakers and numerous other trades which were to be found at every cross roads corner closed up and many of the employees drawn to the larger factories where these industries could be successfully carried on. With the giving of free homesteads in the new provinces we could not hope to maintain even our farming population, hence the clear understanding to-day of the sacrifice that our Province has made for the benefit of the manufacturing centres of the larger provinces and the building up of the provinces in the west. It is no uncommon sight to see scattered all through the Province households consisting of old people alone whose chief source of comfort is the success of their sons and daughters in the west. As a consequence almost twenty per cent. of our school districts have a school population altogether too small for the maintenance of a successful school. In spite of these disadvantages the outlook is not without hope. Last year there was formed a Teachers' Union whose members bound themselves not to accept a school with less than a stated minimum salary, and our people generally recognize the justice of their claim and will, I believe, meet their demands, which will go far to keep the best of our teachers at home. Another result will be

the closing up of small schools incapable of doing even fair work in any of the grades and will tend towards the consolidating of these with other districts. To assist the portion of the population most interested in schools the Government has given the right to vote at schools meetings to all mothers of children of school age and in actual attendance at school whether they possess property or not, and I think that in this matter they have gone further than any of the other provinces. A more stringent compulsory attendance clause has been enacted which, however, has not been able to be enforced owing to the extraordinary labor conditions that have been prevailing. These results have been very generally acclaimed and parents of children through the Province are showing a more active interest and in some cases are thoroughly aroused to the necessity of providing for their children's education. A very considerable interest has been created by the holding of school fairs, of which upwards of thirty were successfully conducted this fall. If they serve no other purpose than to stimulate an interest among ratepayers in the work of the school children, they will fully justify their incorporation into the course of study.

Last year the course of study for the schools was revised, but its adoption has been delayed in the expectation that a uniform course might be agreed upon by the Maritime Provinces, if not by all the provinces, with a uniform system of text books of superior quality and at minimum cost, and we are hopeful that this association will yet be successful in bringing this about.

Miss Boulton:—I am very anxious to ask a few questions. I was very much interested with what Mr. McColl said about Domestic Science and about Manitoba and naturally all the other Provinces. Is Domestic Science in the Western Provinces compulsory ?

Mr. McColl:—I hardly know how to answer that question. What do you mean by being compulsory ?

Miss Bolton:—I mean, is every child required to take up Domestic Science ?

Mr. McColl:—Provision is made in the public and high schools in all the grades for this course. It is not absolutely compulsory in the teachers' course in the high schools, but it is an alternative subject, and has been for three years, in that respect being on the same basis as a foreign language, or agriculture. It is an optional subject as yet. I think in the course of a year or two it will be compulsory.

Miss Boulton:—I think the trustees in Toronto have gained a great deal of courage because of the great progress that has been made in these practical matters in the West. We are having our difficulties in Ontario. I would like here to pay a tribute to the Secretary of this Association. A prominent man connected with education told me the other day that there was not a more practical educationist in Ontario than Dr. Putman, and here in Ottawa Domestic Science is compulsory and every child in every grade takes some modified form of it.

Another question—have they a sufficient supply of British-born teachers for their schools in the Western Provinces?

Mr. McNally:—I should say, speaking generally, that we have not. You heard the requirements that they have in Manitoba, that no person is certificated now who is not a British subject, either by birth or naturalization. No person may have a certificate in Alberta without taking the oath of allegiance. In Saskatchewan Mr. McColl says it is necessary to issue provisional certificates. It is also necessary for us from time to time to issue provisional certificates, perhaps in equal numbers to Saskatchewan. At one time we may have a sufficient number of teachers and then at another time we may be very short of teachers. We are looking forward with a great deal of hope to the men who are coming back from the war.

Dr. Carter:—I would like to bring a matter to your notice. We do not admit pupils to the schools in New Brunswick until the age of six. From the fact that we admit pupil at the age of six we lose about twenty thousand in the census. Now, the census taker inquires whether the child has been at school at five years of age, and if they say he has been at school after five he

puts him down as literate, but if he has not been at school he is counted as illiterate, with the result that we rank among the highest among the Provinces of the Dominion regarding illiterates. Bear this in mind the next time you read the census.

The President declared the business of the Association finished.





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