

RETURN

To an Address of the Honorable the Legislative Assembly, dated 22nd April, 1863, for a Copy of the Report of the Superintendent of Education for Lower Canada in relation to the Inspectors of Schools.

By Command.

J. O. BUREAU,
Secretary.

SECRETARY'S OFFICE,
Quebec, 23rd April, 1863.

EDUCATION OFFICE, }
Montreal, 2nd January, 1863. }

Honorable T. D. McGee,
President of the Executive Council, and
Acting Provincial Secretary.

SIR,—I have the honor to acknowledge receipt of your letter, dated 17th November last, in which you require of me, for the information of His Excellency the Governor General in Council, a Report on the following questions respecting the inspection of schools in Lower Canada :—

1st. On the system of inspection at present followed, and its efficacy in relation to the wants and requirements of our society ;

2nd. On the possibility of reducing the number of Inspection Districts, and the cost and efficacy of such a system as compared with the present system ;

3rd. On the question of the possibility and desirability of relieving the Department of Public Instruction of the trouble and expense of the inspection of schools, in whole or in part, by leaving it to the municipal authorities, as is the practice in Upper Canada.

I.

The important subject included in the foregoing questions has already, on several occasions, attracted my attention, and I think that I cannot do better than quote here a passage from my Report for 1857, in which it is considered at some length :—

“ The inspection of the schools falls short of what is desirable to be done, and it is generally thought that the inspectors are negligent in the performance of their duty. Hasty visits, unattended by the School Commissioners, statistics imperfectly collected, reports written in some cases by hearsay, many municipalities neglected and unvisited for several years, form a state of things which was represented to me with reference to the functionaries in question, as really prevailing when I entered on my office. Unfortunately I became convinced that the picture, though unfair to many, and overcharged with respect to most of the inspectors, was not devoid of truth in its general coloring. I exerted myself to remedy the evil, as far as lay in my power, and the dismissal of two proved that the Government were earnest in their determination, that those persons who had voluntarily assumed the important task, should acquit themselves of it in a suitable manner. Unfortunately also, certain circumstances render the superintendence which I endeavoured to exercise over these officers very difficult. It is evident that while parties confine themselves to general complaints against the Inspectors, without specifying particular derelictions of duty in any, it will always be difficult for the department to find out, and to punish their neglect. Now, the very persons who go so far as to demand the abolition of the office, are often the last to specify to the authorities the misconduct and irregular proceed

ings of the officers impeached, which they seek to deprive the country of an institution which is absolutely necessary, to ensure the working of any system of public instruction. No doubt a noble feeling deters many honorable citizens from any act which might seem to belong to the trade of the informer, but it seems to me that the civil courage shewn in simply denouncing the culpable neglect of a public officer, in whose hands are the destinies of the youth of our country, should not be repugnant to the most delicate mind.

"However this may be, the great extent of the districts of inspection, as I observed in my first report, by rendering the frequent and proper inspection of the schools impracticable, affords an excellent excuse for the Inspectors, of which they avail themselves when they are accused. It is very difficult for the Department to ascertain whether they do all that is possible to be done when it is clearly known that they cannot perfectly fulfill all the duties incumbent on them. The majority have from one hundred to two hundred schools to visit twice a year, and to travel over districts comprising on an average between 400,000 and 500,000 acres of settled country; some of the districts contain as much as 800,000 acres of inhabited land, and extend over nearly 200 superficial leagues. It is certain that were it not for the hospitality afforded gratuitously to the Inspectors by the friends of education in some localities, their salaries, averaging £200, and never exceeding £250, would be almost entirely absorbed by their travelling expenses. The consequence of this is, that the office can be generally accepted only by persons exercising other professions, and who make a secondary affair of that which ought to be their only and exclusive occupation.

"Are we to conclude from the preceding remarks that the office of Inspector ought to be abolished, thus effecting a reduction of £4000 in the expenses of the Department? In the first place I doubt much whether this reduction of the expenditure would be a *saving*. It is to the action of the Inspectors, however imperfect, that we are indebted for the remarkable increase which has every year taken place in the assessments; and by glancing over the reports of my predecessor, it will readily be seen that that increase became considerable, dating only from the same period as the establishment of the office of Inspectors. There is great reason to fear that the suppression of the inspection of schools, account books and Commissioner's records, would have the immediate effect of diminishing, to a considerable extent, the amount of the assessments and contributions. Without going further we may state as certain that the Inspectors have detected, stopped or prevented defalcations of the Secretary-Treasurers to an amount in the aggregate, far exceeding their salaries.

"When we have admitted that the inspection of schools is necessary, it seems to me that in Lower Canada at least, it would be difficult to carry it into effect otherwise than by officers appointed and paid by the Government. In France, in Belgium, in Prussia, in England and in Ireland, they have Inspectors appointed by the Government. In nearly all the States of the Union there are County Superintendents who are nothing but Inspectors under the jurisdiction of the Superintendent-General of the State. In England, although there is, properly speaking, no system of public instruction, regularly organized at the expense of the State, the inspection of schools is considered an object of the highest importance, and the sum of £10,000 sterling is annually devoted to pay for it, being a very considerable portion of the appropriation for public instruction. In New Brunswick a system of inspection has recently been established, and in Nova Scotia the Superintendent of Education insists on the appointment of Inspectors, and declares that it is impossible to make the system work without these important auxiliaries. The following extract from the report of Mr. Forester, on this head will interest the reader:

"Without Inspectors" he says, "it is impossible for me to acquit myself of my duties; and the labor of my office would exceed my powers, moral and physical. Moreover, by delaying the appointment of those officers a large portion of my usefulness is destroyed. It is an acknowledged fact that many countries in Europe are unable to dispense with their services. There is more reason to consider them as indispensable in this country, where the means of communication between the various localities scattered over the country are much more rare. Their duties are of two kinds: 1. The diffusion throughout the most remote settlements of a knowledge of the various laws relating to public instruction, and the execution of the orders issued from time to time by the Superintendent. 2. The excitement of emulation among the ratepayers of the places which they visit, and the consequent promotion of the interests of education."

"In Upper Canada there are not less than 300 Inspectors. They are paid by the municipalities, and the appointment of them is entrusted to the municipal authorities. Their salaries vary from \$4 to \$6 for each visit to a school.

"Independently of all other considerations, it is evident that in the present state of the municipal system of Lower Canada it would be impossible to secure the efficient inspection of schools under such an arrangement. Moreover, it appears to me very doubtful in principle whether the officer who should control the direction exercised by the Commissioners and Trustees over the schools, ought to be appointed and paid by any local authority rather than by the Department of Public Instruction.

"What remains to be done, therefore, is, as I suggested in a former Report, to reduce the excessive extent of the districts of inspection, and, as often as may be practicable, to appoint men to be Inspectors who have been teachers. This measure would necessarily involve an increase of expense, but on this head, as on many others, we must be content to represent to the Legislature and the Government what we say every day to the rate-payers: that it is better to spend a little more and obtain a result, than to spend a smaller amount to no purpose. Moreover we might organize new districts, so as to render an effective inspection of all the schools twice in the year physically possible. This arrangement would not require more than six or seven additional Inspectors, and a part of their salaries might be derived from a slight deduction from the salaries of those Inspectors whose districts may have been diminished in a considerable degree, and the latter would be gainers by the change.

"It would then become very easy to regulate the length of the visits, and the forms to be observed in making them; and, in short, to prescribe to the Inspectors a mode of proceeding from which they could not deviate. In other countries the Inspector is bound to draw up a *procès-verbal* of his visits during its continuance. This is countersigned by the teacher and by those persons who represent the local authorities, and who are bound to attend. The Government functionary can receive his salary only on the production of all the *procès-verbaux*.

"It would be necessary, in this country, to compel School Commissioners and their Secretary-Treasurers, by a penalty, to attend the Inspectors in their visits. It may be seen, by the Reports of the latter, that they have the greatest difficulty in obtaining the attendance of Commissioners and Trustees, and even in finding them together, so as to procure from them the necessary explanations, and to convey to them the advice which is needful to guide them in the performance of their duties.

"Teachers ought, all other things being equal, to be preferred to all other candidates, and when the Normal Schools shall have been longer in operation, it would be just to provide that the office of Inspector shall be given to none but professors and teachers of a certain number of years standing. This would be one of the most powerful means of procuring and retaining the services of young persons of merit as teachers, and of securing functionaries who will attend exclusively to their duties."

The Government acted upon the suggestion contained in this report, and all the Inspectors appointed after that date, with the exception of two, have been old teachers. These two exceptions were made in favor of Mr. Thomas McCord, Advocate, appointed Inspector for the Counties of Ottawa and Pontiac, and Mr. William Hamilton, trader, appointed to replace Mr. McCord, for the Protestant part of that district only. A perfect knowledge of both languages, the general esteem of those who were to be under his authority, both Protestants and Catholics, and legal knowledge, valuable in a new district containing many poor and backward localities, were the grounds which caused Mr. McCord's appointment to be decided upon. He, however, very soon perceived that with so small a salary, and being subject to heavy travelling expenses, he could not on the one hand entirely give up the practice of his profession, nor, on the other, follow it profitably without failing to do justice to his new duties, and of his own accord he honorably tendered his resignation. He was replaced in the Catholic part of his inspection district (the Protestants having asked for a separation, which was subsequently granted them) by Mr. Rouleau, who was at the time a teacher at the Aylmer Catholic Academy; he had been formerly a pupil at the Laval Normal School and holds an Academy diploma, which he obtained at that institution; and in the Protestant part, as I have just said, by Mr. Hamilton.

Other Inspectors having resigned their offices, several vacancies occurred, in addition

to those resulting from deaths. The following teachers have accordingly been promoted to the office of Inspector :

Mr. Leroux, for the Counties of Bagot, Rouville and St. Hyacinth; Mr. Boivin, (formerly a pupil of the Laval Normal School, at which he obtained a Model School diploma) for the Counties of Saguenay and Charlevoix; Mr. Grondin, for the Counties of Beauharnois, Laprairie and Chateauguay; Mr. Hubbard, for the Counties of Stanstead, Richmond, Compton and Wolf; Mr. Caron, for the Counties of Napierville, Iberville and St. Johns; Mr. Juneau (Model School Teacher, attached to the Laval Normal School) for the Counties of Lévis and Dorchester; Mr. Béchard, for the County of Gaspé. The latter has been promoted to the offices of French Corresponding Clerk, Librarian to this Department and Assistant Editor of the *Journal de l'Instruction Publique*. Mr. Tremblay, also a teacher, has succeeded Mr. Béchard.

In other words, within the space of four years no less than nine teachers have been promoted to the office of Inspector, one of them being subsequently called to fill an office in this Department. As there were already among the Inspectors five former teachers, the number of those who have experience in imparting instruction now amounts to 13 out of 27.

All the new Inspectors, taken from the class of teachers, have performed their task in a satisfactory manner; and if some of them have made enemies, it has perhaps resulted from excess of zeal, but most probably from the impartiality and firmness with which they have fulfilled their duty. I may remark that their activity and ability have been appreciated by those who are the best qualified to judge of them. On several occasions I have received, both from the clergy and from Members of Parliament and from teachers in their respective districts, the most flattering testimony respecting them. They have all, without an exception, regularly travelled through their inspection districts; they have visited the schools intrusted to their care; they have promulgated the best systems of instruction; they have entered with zeal and energy into the measures recommended by the Department; they have courageously striven against the fatal disposition of the Commissioners to grant only insufficient remuneration to the teachers; they have put a stop to and diminished the defalcations of the Secretary-Treasurers, and have caused to be substituted almost universally the system of assessment for that of voluntary contribution.

The Government took advantage moreover of the vacancies which took place to inaugurate a better division of the Inspectorships and to form new ones. This was managed without any great increase of expense by assigning to the new inspectors, salaries of rather smaller amount than those given to the former incumbents, and making a slight reduction in the remuneration of those inspectors whose duties were diminished.

In accordance with this principle, in April, 1859, on the decease of Mr. L'Espérance, school inspector of Cap Chatte and St. Anne des-Monts, that district which was of small extent, and the inspector of which received \$250 per annum, was suppressed or rather united to a new district of greater extent, formed by dividing that of Mr. Inspector Meagher, which consisted of the Counties of Bonaventure and Gaspé, and for which he received \$1,000 salary. His salary was reduced to \$700, and his duties were limited to the County of Bonaventure, and the new Inspector, Mr. Béchard, to whom the County of Gaspé was assigned, received only \$600, which did not increase the aggregate of expense by more than \$50.

On the 2nd December, 1859, Mr. Béland's district was divided: Mr. Juneau was appointed to the Inspectorship of the counties of Dorchester and Lévis; Mr. Béland retaining the Counties of Beauce and Lotbinière; they each receive \$700. As Mr. Béland had previously received \$875, this made an increase of \$525.

On 7th March, 1860, Mr. Inspector Lanctot having resigned, his district was divided into two. To one of the new districts were added portions of the Districts of Messrs. Leroux and Parmelee, Mr. Leroux's district receiving an accession of a part of Mr. Archambeault's, whose salary was slightly reduced. The new Inspectors, Messrs. Grondin and Carou, had therefore under their charge,—the former Laprairie, Beauharnois and Chateauguay, the latter—Napierville, St. John's and Iberville, and they received each \$700, instead of \$884, which had been Mr. Lanctot's salary. Thus the aggregate of increase, if we deduct from it \$84, taken from Mr. Archambeault's salary was no more than \$432.

Finally, on 8th June, 1861, as I before said, the Inspectorship of Mr. McCord, comprising the Counties of Ottawa and Pontiac, was divided into two, and given to two Inspectors,

Mr. Rouleau and Mr. Hamilton, the former having charge of the Catholic and the latter of the Protestant schools, and each receiving \$500, whereas Mr. McCord's salary was \$884; the increase did not therefore exceed \$216.

Thus, four large districts were divided, and the Inspectors increased in number from 24 to 27, involving an increase of \$1,223 only, or about \$400 to each new Inspector.

Actuated by the same spirit, on 29th February last, in a report respecting the complaints brought against Mr. Inspector Parmelee, I recommended the appointment of a new Inspector, to have the charge of the Catholic schools in the Inspection Districts of Messrs. Hubbard and Parmelee, with the exception of those in the County of Missisquoi, which I proposed to add to the Inspectorship of Mr. Caron. This new arrangement would involve an increase not exceeding \$600. This report is still under consideration.

I thought it right to begin with this short account of my proceedings hitherto. It includes a portion of my answer to the first question relative to the working of the present system.

I do not intend to deny that the system as it now exists has many opponents, and that, judging by appearances, the plan of inspection, as now carried on, is far from being popular; but if we look closely into the motives of such opposition we shall find:—

1st. That many of the opponents of the present system are equally adverse to any system of inspection, not perceiving the utility of it.

2nd. That many others think that the sums absorbed by the School Inspectors would be more profitably applied to the maintenance of the schools themselves, and would serve to lessen by so much the school tax in each locality.

3rd. That the Inspectors, like all other public functionaries, create enemies, either by their fault, or even their extreme zeal and impartiality.

4th. To the above we must add what I have already said: that some of the Inspectors do not make their visits as useful as they might, either because their districts are too extensive, or because, having other occupations, they fulfil their duties negligently and carelessly. As concerning this last point, however, I must repeat that rarely have precise and circumstantial complaints been alleged against the present Inspectors, and that generally the Inspectors have been able to show that they were unfounded and the result of malicious feelings.

1. With respect to the first mentioned cause of opposition, the very terms of your letter would excuse me from replying to it, if such a reply was not already given very sufficiently by the extract from my report of 1857, relative to the necessity of some system of inspection. To the instances already cited I might add those of Austria, Italy and Greece, which, like other countries, have made provision for the frequent inspection of all their educational institutions. In fact, I know of no state in which the Government provides for the education of the people without having a numerous staff of Superintendents whose expenses form no inconsiderable part of the budget. The many and exact regulations applicable to the performance of this function, which is, in many countries exercised by the priesthood and possesses a different class of officials for each grade of schools, speak more eloquently in favor of it than the most labored dissertations. If we find no discussion on this head in the works on public education, it is no doubt because the question has never been mooted in any country but Canada. But the almost universal provision made by law on this subject, has the support of some statesmen who have affirmed most energetically the necessity of inspection. "I have not hesitated" says Mr. Guizot (in his report for 1840), "to propose to Your Majesty an increase in the number of primary sub-Inspectors, as I am satisfied that no expense was more effectual for the improvement of schools." Let me observe that the Inspectors of primary schools were at that time already 168 in number, and that they have been frequently increased since then will be seen hereafter.

The school inspections were in fact at first a sort of general inquiry into the working of the educational system, an exceptional proceeding, which became by the force of circumstances a permanent institution. In the third volume of his Memoirs, published in 1860, Mr. Guizot gives the history of the institution, and expresses his satisfaction that he had been the father of it.

"Another plan, unforeseen and difficult of execution, appeared to me necessary in order to establish relations with the teachers dispersed throughout France, to know them really and to act upon them in other ways than by casual and empty words. One month after,

the promulgation of the new law, I ordered a general inspection of all the elementary schools in the kingdom, public or private. I desired not only to verify the external and material facts which usually form the object of statistical inquiries on the question of primary instruction,—such as the number of schools and scholars, their classification, their age, and the incidental expenses of the service,—but I particularly directed the Inspector, to study the interior economy of the schools, the aptitude, zeal, and conduct of the teachers, their relations with the pupils, the families, and the local authorities, civil and religious; in a word, the moral state of that branch of education, and its results. Facts of this nature cannot be ascertained at a distance, by means of correspondence, or descriptions. Special visits, personal communication, and a close examination of men and things, are indispensable to this just estimate and understanding. Four hundred and ninety persons, the greater number of whom were functionaries of every order in the university, gave themselves up during four months to this arduous investigation. Thirty-three thousand four hundred and fifty-six schools were actually visited, and morally described in the Reports addressed to me by the Inspectors. One amongst the number, with whose rare ability and indefatigable zeal I had long been familiar, Mr. Lorain, now an honorary rector, drew up from these collected Reports a table of elementary instructions in France in 1833, even more remarkable for the moral and practicable views therein developed, than for the number and variety the facts comprised. This laborious undertaking not only had the effect of giving me a more complete and precise knowledge of the condition and real necessities of elementary instruction, but it furnished the public, in the most remote corners of the country, with a living instance of the active solicitude of the Government for popular education. At the same time it powerfully stimulated the teachers, by impressing on them a sense of the interest attached to their office, and of the vigilance with which they were overlooked.

“Two years later, on my proposition, a Royal decree transformed this casual and single inspection of the Elementary Schools into a permanent arrangement. In every district an Inspector was appointed to visit the schools at stated periods, and to communicate fully to the Minister, the Rectors, the Prefects, and the General and Municipal Councils their condition and wants.

“Since that time, and throughout repeated debates, whether in the Chambers or in the Local and Elective Councils, the utility of this institution has become so apparent, that, at the request of a majority of the councils, an Inspector has been established in every district, and the periodical inspection of Elementary Schools has taken its place in the administration of public instruction as one of the most effective guarantees of their sufficiency and progress.”

In discussing the law relative to common school education (*l'instruction moyenne*) in 1850, Mr. Rogier, Minister of the Interior and of Public Instruction in Belgium, expressed himself in these terms: “Inspection is the soul of education, and must never be lost sight of; we might as well give up State education as suppress inspection, for inspection is the only effectual method by which the Government can ascertain the manner of communicating instruction in the State establishments.” It is proper to observe that the discussion turned on the mere question of the number of inspectors to be appointed, and that Mr. Rogier's remarks were not made as offering any subject of debate, but as an axiom on which he founded his arguments in support of the number of inspectors whom he wished to be appointed. We must further take notice that this was no question of the inspection of primary schools, but of schools of a class of teachers which in this country are supported out of the grant for superior education, and the greater part of which are not subject to inspection at all.

“In Germany, as well as in France, says Mr. Rendu, and *in accordance with necessities arising from the very nature of things*, there are two kinds of inspection of schools: the one essentially local, the other serving as a bond between the municipality and the central authority.” This was precisely the intention of our own Government when they established in the first instance, as visitors *ex officio*, in each locality, the curé, the mayor, and various other public functionaries, and then added to such local inspectors, officers who are a bond between the municipality and the central authority. In no way could they have expressed more philosophically the necessity of such functionaries than by saying, as Mr. Rendu did, that it “arises from the very nature of things.”

A more lengthened justification of the application of that portion of the public expen-

diture which goes to remunerate those modest but useful functionaries will be found in the following passage of Mr. Salvandy's Report for the year 1843: "Their mission requires that they shou'd possess qualities seldom found combined in the same person. They must have a thorough knowledge of all methods of tuition; must be able to examine the pupils in all branches included in the programme of the school; must keep up a constant correspondence with the committees and the teachers themselves; must send in reports to the superior authorities, well sustained by facts, and far from substituting their own action for that of the committees, must do their best to second the decisions of the latter. They must, moreover, when in presence of the individuals who belong to those bodies, maintain the independence of their opinions without derogating from the respect due to the disinterested zeal of those honorable citizens. These are difficult tasks, and such as few but men of mark can accomplish; and here, as in other departments of the service of primary education, a great disproportion exists between the importance of the duty and the emoluments attached to it."

But no where, if we judge by the place it holds in the scale of pecuniary aid afforded by the State for the purposes of public instruction, is the inspection of schools more highly appreciated than in England. "Such," says Mr. Rendu, with great truth, "is in this country the respect for independent power of action, that we may fairly say, *the nation is the principle, the State an accident.*" Nevertheless, such being the order of things that the initiative of the State is generally a matter of small account, provision has been made for the inspection not only of those institutions which receive aid from the State, but even of perfectly independent schools. True, the latter may choose whether they will submit to such jurisdiction or not, but (what shows how favorable public opinion in England is to inspection) numbers of independent schools do apply to be inspected, and the number of such is yearly increasing. Government does not, in short, interfere in public education, save by according grants of money to schools and taking care that they shall be inspected.

I shall cite one more extract from a work of Mr. Rendu's (on primary instruction in London). In this it will be observed, that although the salaries of the English inspectors are very high, they seem to him barely competent, and that he is far from looking upon the great cost of publishing their reports *in extenso* as thrown away:—

"The right of inspection, we find, is strictly attached to the grant of aid; and the exercise of this right is the second means of action placed by the English Government in the hands of the Committee of Council.

"The interest of the Government is to bind men of merit to the performance of their duty by a respectable rate of remuneration. This rate would anywhere but in England seem to be excessive, the salary of an inspector being £720 sterling, exclusive of travelling expenses."

It is fitting, in this place, to make two remarks; and although with some hesitation, I shall introduce them. The amount of salary is doubtless not the measure of the moral value of a duty, but in a certain degree it is significant of it. Moreover, such amount is the measure, not perhaps exactly, but certainly approximatively, of the importance which the opinion of Government attaches to the duty. How does it happen then that aristocratic England assigns a much higher place in public estimation than France does to a mission on which the future education of the people so essentially depends? Then the present rate of salary allowed to inspectors in France being given, how can it be expected, I beg to be informed, that many men of solid worth should bind themselves to the service of primary education. Save a few, whose vocation has been decided by exceptional circumstances, where and how are we to find such men? And yet, the diversity of interests against which they have to contend, the antagonism of influences which it is their business to conciliate, the necessity of possessing a ready stock of rhetoric to maintain their ground in unforeseen emergencies, are difficulties, and perils, which beset an inspector of primary schools, more than any other public functionaries connected with the administrative part of education. * * * * *

We have observed that in England, the Inspectors refrain from interfering in any way with the discipline and management of the schools; and yet their influence over them is considerable, more so over the general interests of education, I can holdly affirm, than in France itself, where they exercise a direct jurisdiction over personal action. This is explained by a single word: *The judgments of the Inspectors are in England made public.*

The province of the Inspector is limited to ascertaining, comparing and discussing

results. True, but in evidence and as judge of appeal, he invokes, in confirmation of his judgment, the dreaded power—opinion. Every year, the reports of Her Majesty's Inspectors, addressed to the Committee of Council, are collected to be published, and presented, by Her Majesty's command, to the two Houses of Parliament.

Please to consider, Sir, the effect of such a publication of the Inspectors' reports.

In the first place, it supposes in the Inspectors sovereign impartiality, in the minds of the inspected absolute confidence in the justice of the Inspectors; and this two-fold sentiment elevates the functionary because it does honor to his office. Is it not clear that reports which are destined to be submitted to public opinion, and subjected to its animadversions, and to be laid before the highest court of jurisdiction in the country, must acquire an intrinsic value proportioned to the importance which is given to them? Between such reports and documents which are annually laid on the shelf to be covered with dust and remain unread, what comparison is possible? The former are matter of discussion in a Parliament, while the others are cut down by the writers of them to adapt them to the size of a deed-box.

I have before me a large volume of more than 1,000 pages, which contains the Report of 1850-51, and there in the reports of Mr. Moseley, Mr. Cook and others, I find in every page interesting discussions of principles, solutions of difficulties in the art of teaching, &c. In such reports there is no danger in storing their ideas; they are sure not to be lost."

The above should suffice, one would think, to refute very effectually the opinion entertained in principle that the inspection of schools is useless or nearly so; and on that opinion the opposition to the present system seems to be principally founded.

2. I now come to the second cause of opposition.

It is certain that whenever the people are convinced that no increase of the local aid, and therefore no chance of diminishing the school rate, would be brought about by an alteration of the mode of inspection, from that moment, I say, they would be better able to do justice to the system itself.

In this particular the opposition to inspection does not differ from the old opposition to the levying of the school-rate. Now any system of inspection, whether administered as heretofore by agents paid by the State, or by persons whose services are remunerated by local taxation in the municipality, will always stir up the same kind of dissatisfaction. Needless to add, that in the latter case the complaint would be the louder because the burthen would be nearer to the back that bears it.

3. The feelings of personal hostility which an Inspector is sure to bring down upon his head, either by his own fault, or without any fault of his, are very great; and in this, as in many other cases, people are ashamed to confess their enmity against the individual; nay, they sometimes disguise it even from themselves, and they make an onslaught directly on the institution without stopping to estimate its importance and its usefulness. The kind of duty imposed on the Inspector, consisting of the surveillance of other functionaries who are to enforce the law, with the task of reproving them when there is need, nay, even of denouncing their misdeeds to a superior authority, is not likely to beget any love in those who are the objects of his official care. As Mr. Rendu observes in the passage above quoted, these functionaries must be men of superior minds never to fail in point of tact or discretion—never to wound people's excessive, nay, their natural susceptibility, in the performance of duties which are as delicate as they are difficult. But not to speak of the ordinary superintendance which they are to exercise over schools and schoolmasters and all their appliances, and over Commissioners' and Secretary-Treasurers' accounts, the numberless and never-ending difficulties which are always occurring relative to the formation and division of school districts, and the choice of sites for school houses are generally settled by their enquiries and reports, as are those arising about the division or bounding of school municipalities; the claims for money consequent on such changes between different municipalities; the establishment of dissentient schools and the apportionment of the Government grant between Commissioners and Trustees; the possession of school-houses (often a subject of dispute between the two bodies when they exist in one locality); indemnity claimed by teachers who allege they have been unjustly dismissed; complaints of *Curés*, parents and rate-payers against Commissioners or teachers; the imposition of extraordinary rates to pay off debt or build school-houses; the apportionment of the school fund to different districts; the auditing and giving up their accounts by Secretary

Treasurers ; in short, about the inauguration and maintenance of Model Schools which are almost always unpopular at first. On all these matters the law has conferred on the Superintendent a jurisdiction in appeal from the decisions of the Commissioners, and a kind of administrative power of arbitration which, in case of need, finds its sanction in the confiscation of the Government Grant. All these questions, some of which may appear rather trivial at the first glance, are, nevertheless, very interesting in all places where they arise, but generally connected with the family and local heart-burnings and party quarrels which unhappily divide our parishes. They are also, as you may suppose, exaggerated by differences of religion, language and origin. None but those whose experience has taught them, can have an idea of the importance attached to triumph, and of the rancour which lingers in the breasts of the defeated party.

4. Finally, the inefficiency of the present Inspectors, in some districts, has added another ground of complaint to the prejudices and antipathies already existing, and confirmed, in a certain degree, the contempt into which the institution itself had fallen. I have stated the causes of that inefficiency, and pointed out some remedies which have been already applied where circumstances permitted it to be done.

I now resume my answer to the first question :

I. The present system of Inspection is similar to that which has been generally adopted in Europe. *It serves as a connecting tie between the central power and the local authority, and has rendered immense service to the cause of public instruction.*

II. It is imperfect in this, that some districts are still too extensive for the duties at present devolving on the Inspectors, and for the remuneration assigned to them, and also because some of them have other occupations which lead them to neglect the performance of their duties. Several of them visit as many as three schools in one day,—too many to allow of the duty being properly performed.

III. To remedy the inefficiency of the present system, it is necessary,

Firstly. To subdivide three or four of the districts which appear to be still too large for the requirements of the system and for the remuneration assigned to the Inspectors.

Secondly. To continue to appoint none but teachers to the office of Inspector.

Thirdly. To make a regulation providing minutely for the execution of the duties of Inspectors, prescribing the exact length of their visits and the manner of conducting them ; obliging them to be present at the conferences of the teachers a certain number of times in the year, and to visit the Normal and Model Schools, in order that they may keep up their knowledge of the progress made in them, and promulgate the spirit of improvement in their several districts.

Fourthly. To compel the School Commissioners by legal enactment, under a penalty, to attend when the Inspector visits the school, and to sign his report. Were this duly attended to, it would speedily open the eyes of the Commissioners to the importance of the office of an Inspector, and would secure the obedience of the latter to the regulation, and would be a protective measure for those Inspectors who discharge their duties, and are nevertheless exposed to unjust animadversions, which they have no evidence to repel. The visitors *ex officio* might also be required to make use, at least when at home, of the privilege accorded to them by law, under the penalty of forfeiting the privilege by *non user*.

Fifthly. To exact from Inspectors the employment of their whole time in the exercise of their functions. Those who might not think fit to give up their other occupations, and might not find it advantageous to do so, might imitate the example already set them, by tendering their resignation. There would be no lack of teachers ready to accept the vacant offices for the salaries attached to them, and to discharge all the duties of them very practically and scrupulously.

Sixthly. To furnish each School Corporation with printed registers to serve as journals in which the Inspector should enter the report of his visit. Commissioners and Trustees have been again and again enjoined to procure such registers for the teachers ; but the recommendation has been sometimes unheeded. Though the expense of printing and distributing those registers by the department, as it is done in Upper Canada, might be considerable, I believe it would be a useful measure as furnishing the means of procuring information which is not to be had otherwise in a connected form, and likely to be influential with the inspectors and visitors of the schools.

II.

My remark, in my answer to the first question relative to the too great extent of their districts, shews clearly that the present number of Inspectors could not be diminished without a corresponding modification of the amount and even the character of their duties.

In fact, from the 365 days in the year, we must deduct at least 60 days' holiday (the law allows a greater number, inasmuch as the right of a school to share in the grant depends only on its being kept open eight months in the year,) 62 Sundays and feast days; about 50 other holidays, and finally about 50 other days occupied in travelling, or in special missions, or in auditing accounts, which leaves 140 days. However, as several of the days deducted belong to two of the categories mentioned, and holidays need not be a hindrance if the teacher be forewarned of the Inspector's visit (not, by the bye, always possible,) we may say that on an average, the number of days which an inspector may devote to the special duty of visiting the schools is 180. Now there are 3000 schools under control; but as the inspectors are instructed to visit the independent schools, when invited to do so, we may state the number of schools to be visited in the year at 3,200. As the number of inspectors is at present 27 this, if we suppose two visits to each school in the year, would give nearly one visit and a half per day; but this arithmetical average is not the true one, inasmuch as three or four of the districts have but few schools, but on the other hand contain a vast area to be travelled over, and considerable difficulties to be surmounted in the imperfect means of communication and the severity of the climate. The other districts contain a much larger number of schools.

I subjoin to this report a table marked A, shewing: 1. The extent of each Inspector's district; 2. The number of inhabitants; 3. The number of schools under control; 4. The number of scholars; 5. The salary of the Inspector.

It will be seen by this table, that, allowing 180 days occupied in visiting, two of the Inspectors have on an average about three schools to visit in a day, and ten others nearly two schools, counting two visits in the year. If to these be added the independent schools, we shall find that, in the time allowed, the Inspectors have, on an average and in round numbers, four of them four, others three, and some two schools to visit in one day.

If, therefore, we reduce the number of Inspectors to 10, assuming 3,200 as the number of schools to be visited, and 180 days as the time applicable for the performance of the duty, we shall find (reckoning two visits in the year) nearly four schools to be visited in each day; if the number were reduced to six, it would be very nearly six schools per day.

From all which it necessarily results, that if we intend to reduce the number of Inspectors to 10, they must make only one visit in the year.

I have drawn up a table, marked B, containing a plan of inspection, on the footing of 10 districts only, and comprising, approximately, the same heads of information with respect to them as the other table does for the old districts. I believe that it would be utterly impracticable to throw the country into larger districts than are comprised in this table, even if the number of visits were reduced to one in the year. We might, indeed, further reduce the number of districts to eight, if we disregarded the difference between Catholic and Protestant communities; but I could not, in this respect, recommend a deviation from the system introduced, and by me sought to be extended. The aim of our educational legislation is to give the most, the best possible guarantees to religious minorities in the education of their children. We have Separate Schools, separate Boards of Examiners as far as practicable, and it seems to me that, as nearly as may be, we ought to have separate Inspectors. In Prussia and everywhere else throughout Germany, the Inspectors are even members of the respective clerical bodies. In England and Scotland there are Inspectors for each religious denomination; and provision is even made, by Order in Council, that the heads of the different religious bodies shall have a voice in the choice of them.

On the head of salaries for the Inspectors there is a question of some difficulty, and the same question arose when the present system was first introduced.

The Inspectors have no allowance for travelling expenses, even when engaged in the special missions too often imposed on them by the Department. Would it not be better to allow them travelling charges, and would not that be a further guarantee for their activity and

vigilance? On the other hand, it may be asked whether such allowance might not give occasion to innumerable difficulties—nay, even to many abuses.

In the table which I have prepared, I have taken it for granted that the present system is to continue. If it were resolved to grant the travelling expenses, the rate of salary should be as follows:—Instead of \$1,400, \$1,000; instead of \$1,600, \$1,200; instead of \$1,800, \$1,400. The aggregate amount of the salaries recommended in the table is \$16,400; and as there would be more likelihood of that sum being exceeded, than there is of its being found more than sufficient, if the other plan be adopted—that of giving smaller fixed salaries with allowances for travelling charges and particular missions—it appears to be but little likely that the saving would exceed \$4,000 of the present expenditure, which does not quite reach \$20,000. We must observe that the great extent of the districts will probably prevent the Inspectors from always acquitting themselves of those particular missions, the nature of which I have already explained, and that in such cases I shall have to employ the officers of my own Department, involving an increase in the staff of the office, with a corresponding increase of the contingent disbursements for travelling expenses.

Let us now examine in detail the new division, bearing in mind throughout, that the table does not take into account the independent schools.

District No. 1 comprises the Judicial Districts of Gaspé and Rimouski, less the Protestant schools of the first of these districts. It is the Gulf Electoral Division for the Legislative Council, and is a vast territory to travel over, replete with difficulties of every kind, which far outweigh the small number of primary schools under control, which is only 88. I need not add that it would be impossible to travel over this district twice in the course of one year.

The same remarks apply to District of Inspection No. 2, which would consist of the Judicial Districts of Saguenay and Chicoutimi. In these two Inspection Districts the number of schools will increase considerably within the next few years.

District No. 3 comprises the Judicial Districts of Kamouraska, Montmagny, Quebec, and Beauce, and not less than 652 schools, which would give the Inspector four schools a day, or thereabouts, to visit if he made but one visit during the year. It is true that the means of communication, throughout a portion of this district, are varying; but it is very doubtful whether this Inspector can visit regularly all the schools of his district.

District No. 4 comprises the Judicial Districts of Arthabaska, Three Rivers, and Richelieu. It contains 439 schools under control; but the number of those in the District of Arthabaska cannot fail to increase rapidly. This district, for a single visit, would give a little over two schools a day. The extent of territory to be travelled over is considerable, and the northern part of the Districts of Three Rivers and of Richelieu is susceptible of a rapid increase.

District No. 4 comprises the Protestant schools of the Judicial Districts of St. François and Bedford, and contains about 300 schools, which would give, for a single visit, a fraction over one school a day. There is here a vast district to be travelled over, and the means of communication are throughout a portion of it not very easy.

District No. 6, comprising the judicial districts of St. Hyacinthe and Iberville, together with the Catholic schools of the districts of Bedford and St. François, would be of very great extent, and would include a very large number of schools under control, (539), or, on an average, three schools a day; and in a district increasing so fast, it is doubtful whether 180 days, which we have adopted as the rule, could be devoted to visits. Besides, the Catholic schools of the districts of Bedford and St. François must go on increasing rapidly. This district (No. 6) could not, therefore, remain long without being subdivided.

District No. 7 would comprise the judicial districts of Montreal, Joliette, and Beauharnois, less the Protestant schools of the City of Montreal, of the Counties of Jacques-Cartier and Hochelaga, and of the district of Beauharnois. There would be 504 schools to visit, that is to say, about three a day; but the number of days, 180, might possibly be increased, in view of the facilities of communication. Nevertheless, the rear of the district of Joliette is difficult to travel over, and this portion of District No. 7 is also liable to an increase. It must also be stated, that the District of Montreal contains a large number of independent schools, which are not taken into account, and which the inspectors have always been in the habit of visiting.

District No. 8 would comprise the judicial Districts of Terrebonne and Outaouais, less

the Protestant schools of the Counties of Argenteuil, Outaouais, and Pontiac. Here, as in Nos. 1 and 2, the vast extent of territory compensates for the comparatively small number of schools, which, besides, must rapidly increase.

I have endeavoured to combine in Districts Nos. 9 and 10 the leading groups of the Protestant population of the eastern portion of Lower Canada. These groups are greatly isolated one from another. The inspector might visit, during the winter, the schools in the vicinity of Quebec and those of Megantic, and in the summer, those of the District of Gaspé. If, however, the latter should be found to be too great a tax, the proposed salary might be reduced, and one of two courses adopted: either to appoint a Protestant inspector for the Protestant schools of the District of Gaspé, or else to leave these schools under the control of the Catholic inspector, as they are at present.

District No. 10 contains a pretty large number of schools under control, to which must be added a considerable number of independent schools, which freely submit to the inspection. So that the number of schools to be visited would be greater than it appears from the table. Some few Protestant establishments will still remain under the inspection of Catholic inspectors (the inspectors of Nos. 5, 9, and 10 are to be Protestants); but this is unavoidable for the present, without a large increase of expenditure.

As may naturally be supposed, I considered several other plans before deciding upon the present one; and notwithstanding that it still presents difficulties, more particularly on account of the excessive number of schools contained in Districts Nos. 3, 6, and 7, it is nevertheless the best I have been able to discover. The adoption of twelve as the number of districts would perhaps give better results; but it would then be necessary to abandon one or other of the objects in view.

The plan summed up in table B would therefore have the following advantages:—

1. A more suitable remuneration of the inspectors;
2. A reduction in expenditure of about \$4,000.

It would present, however, on the other hand, several serious drawbacks:—

1. the reducing of the number of visits to but one a year.

It is of the utmost advantage to have the schools, or at all events the greater part of them, visited twice a year; the inspector should meet the commissioners and the secretary-treasurer twice a year. It is the only means of ascertaining the progress made in teaching; of knowing whether the recommendations made during the first visit, whether to the teachers, to the commissioners, or to the secretary-treasurer have been carried out. The two visits are all the more needed from the fact that in many localities the schools are rarely if ever visited by the commissioners or by visitors, with the exception of the parish priests, and the latter are sometimes unable, owing to the extent of their parishes and the importance of their other duties, to visit them as often as they would wish.

2. Inasmuch as the school inspector has not only to visit the schools, but as he has, moreover, to examine the accounts of the secretary-treasurer, frequent special missions, two semi-annual reports to prepare including several statistical tables, special reports, and a very active correspondence with the various school corporations and the Department, in fact a great deal of writing, it is greatly to be feared that the extent of the districts, and the large number of schools to be visited, would interfere with the discharge of these duties, which our present state of transition in the matter of public instruction renders highly important.

3. It must necessarily happen under this system that a pretty large number of schools will remain unvisited. This is the case already under the present system, and if the inspector goes over his district but once a year, any accident which may prevent him from visiting a particular school, cannot be remedied during the remainder of the year. Moreover it would be very difficult for the inspectors to visit any but the schools under the control of the commissioners, and yet it is very important that they should be in a position to accept the invitations frequently made to them to visit other institutions, more particularly those which are subsidized out of the fund for Superior Education.

4. In fine, I fear that the result of the reduction of the number of inspectors would be a complete modification of their functions; that they would come to be satisfied with visiting the model schools and perhaps one of the elementary schools in each parish; with a hasty conference with the school commissioners relative to their affairs, and a mere glance at the accounts presented by the secretary-treasurer. The rapid increase in the number

of schools, and the vast extent of the districts, would furnish an excellent reason for acting thus. It will, perhaps, be expected on the other hand, that it will only be necessary to increase the number of inspectors in proportion to the increase in the number of schools; but, with the high salaries which would be given, this would not perhaps be granted without difficulty, and, in any case, would be attended with a great deal of delay. Such a system of inspection by well paid functionaries, men of high capacity, whose inspection would have for its object, more especially, general observation and encouragement, would imply the co-existence of a subordinate system of inspection, more immediate and more minute. It is not for me to say whether the country is in a position to inaugurate a double system of this kind; I will merely state that it would be either more imperfect still than the present system, or else far more costly.

I will now give a few details relative to the systems of inspection prevailing in France and in England, as regards, more especially, the number of inspectors and their salaries. It will be seen that the number of inspectors, taking into account the vast extent of Lower Canada, the difficulties which still exist in consequence of the state of the roads in certain parts of our country, is at the least as large in France and in England as in Canada, if it be not larger.

Mr. Jourdain, in a work entitled, "*Le budget de l'instruction publique (en France) depuis la fondation de l'université impériale jusqu'à nos jours*," gives some interesting details on the subject of inspection. While the amounts of the salaries, which he rightly considers very small, may to us appear to be absurd, it must be remembered that the value of money in France is very different from what it is in Canada, and that the salaries attached to all public offices in that country are small. It must also be remembered that the travelling expenses of the inspectors are defrayed by the State.

"After the 1st of September 1850," says Mr. Jourdain, "the sub-inspectors disappeared; but the number of inspectors was raised to three hundred; it might have been raised to three hundred and forty-three, had the Government adhered to the letter of the 20th section of the law of the 15th March, 1850, which created an inspection in each section. The inspectors were divided into classes; those of Paris received 4,000 fr.; those of the Departments 2,000 fr., 1,800 fr., 1,500 fr., and 1,200 fr. The total expenditure, in 1851, was 748,006 fr. 85c.; of which 455,738 fr. 57c. for salaries, and 292,268 fr. 28c. for incidental expenses. In 1852, it was still 741,132 fr. 93c. A certain number of vacancies and of delays occurring in making inspections, reduced it in 1853 to 715,884 fr. 39c.; in 1854, to 706,721 fr. 61c.; in 1855, to 707,982 fr. 73c.

"No doubt these figures are high, and yet upon a careful examination of the position of the inspectors, it is easy to see that the small salary they received is out of proportion with the importance of the functions entrusted to them, and the duties imposed upon them by the rank they occupy in the State. What position can be more distressing than that of an inspector—the father of a family—without personal means, who receives from the State 1,200 fr., reduced by monthly deductions to 1,140 fr., whose duties prohibit him from engaging in any other kind of business; and who, nevertheless, is compelled to make a certain appearance. It is of the utmost importance that this state of things should cease to exist, and that the *minimum* of the salaries should be raised to 1,800 fr. This would, it is true, be an additional expenditure of 200,000 fr., and some persons would, perhaps, prefer to abolish the service, but the sorry saving thereby secured would inevitably result in the ruin of primary instruction. If during the past twenty-five years, popular education has made any progress amongst us; if the schools are better conducted; if the communes consent to make the sacrifices necessary to their support, it is in a great degree to the primary inspectors that the result is due. The best judges in such matters have always looked upon inspection as the mainspring of the system, as they have always asked that it should be entrusted to special men.

"It is to be hoped that these ideas may prevail, and that far from weakening a useful institution, the government will endow it with resources indispensable to the welfare of the parties and the service."

In England there were, in 1859, 54 inspectors and 20 sub-inspectors, visiting 6,641 primary schools (forming 9384 divisions or departments), 38 normal schools, 539 charity schools, and 118 reformatory, ragged, or industrial schools; in all 7336 institutions. This is a greater number than 27 inspectors for 3200 schools, which is the case with us; and

if, on the one hand, the number of pupils in the schools in England is greater in proportion, on the other, the extent of country to be travelled is much smaller, and the communication is incomparably easier. A measure recently adopted in England will confer yet higher importance on the inspection of schools. The inspectors, under the authority of the *revised code of public education*, divide the pupils in the school into classes, according to the degree of knowledge possessed by them, and the number of pupils in each class regulates the amount of the Government grant to the schools which receive it. The inspectors may withdraw different proportions of the grant payable to each school, for various reasons, and their duties on this point and on every other are prescribed by Order in Council with the greatest care. Such a measure must tend to increase both the number of inspectors and the cost of inspection.

Should the Government decide in favor of the plan set forth in Table B, I would request to be permitted to make two suggestions.

The first is that the law should, in that case, provide that the office of Inspector shall not be given in future to any but teachers holding academy diplomas, who have taught in Lower Canada for at least five years, and who have, moreover, undergone an examination on the legislative enactments and regulations relative to public education. I consider it right to insist upon this point, because the office of Inspector, already very much coveted at the present time by men who have no experience in teaching nor any administrative ability, would be still more so under this new system both on account of the appointments being higher, and on account of their increased importance. Besides, a formal legislative enactment would be a species of compensation to the teachers for the diminution of the chances which are now offered to them, whilst at the same time the new office would be of itself a much more worthy object of emulation. In France the qualifications for the post of an inspector are that the candidate be a bachelor of arts, a director of a normal school, or a teacher of a superior class; that he have been a teacher five years, and that he have, moreover, undergone a special examination. One-third of the places as inspectors are reserved for teachers.

The second suggestion is that, if the government should find no means of indemnifying those inspectors now acting, who would, by the adoption of the new plan, be removed from office, it might be only gradually adopted and applied only as vacancies might occur.

III.

The local and municipal system is that which exists in Upper Canada. The number of Inspectors is 326. In the country parts they are appointed by the County Councils; in the cities by the Boards of Trustees. Each Inspector receives five dollars for each school visited. The great number of Inspectors required by such a system, and the small emolument accruing from the office have produced such a result in Upper Canada as might have been foreseen. Of the 326 Inspectors, 146, or nearly one-half, are members of the clergy.

In Lower Canada there would be the same necessity of having recourse to the clergy for the working of such a system. The teachers could not undertake it, because it would draw them from their occupation, neither would it afford them a competent remuneration. Besides these two classes of men, it would be difficult to find a large number with taste, aptitude and education enough, who would be willing, for such paltry fees, to set aside their other business engagements. Frequent changes and great irregularity would be the consequences.

With respect to the Catholic clergy of Lower Canada, it would probably be difficult to induce the ecclesiastical authorities to allow the Curés or a certain number of them to fill an elective office for which they are to be paid, in which they would be liable to receive orders and injunctions from the civil authorities, to take the character of Government partisans, and undergo election by a Municipal Council. The very nature of the duties of an Inspector in many parishes in which, law in hand, a constant war is to be waged with the local authorities, with men whose ill-will, whose views and tendencies are to be constantly combatted, would be a sufficient motive to deter a priest from undertaking a mission so different from his own. Under the present system the Curés are *ex officio* visitors; they may be elected to be Commissioners; they may have the selection of the books of religious instruction. They have done and daily do a great deal for education; but, in order to

avoid compromising their sacred office, and injuring interests of a still higher order, they have felt themselves and still feel themselves bound to use great prudence; even in some places they have not thought it consistent with their duty to accept the office of commissioner. It is emphatically as *curés*, and in some parishes as *curés* only, that they can render the greatest services to public education.

If, in order to give greater importance to the office, no more than one Inspector were to be appointed in a county, the remuneration must of necessity be slightly increased, and as one of the principal motives of opposition to the present Inspectors has been their salaries which they receive from the Government, that opposition would be much increased by the levying of the amount, by local taxation of the inhabitants of the county. Might we not apprehend that, in some places, it would fail to be provided for, and be raised in a very irregular way?

If the law did not restrict the choice of Inspectors to teachers, they might be regarded, under this system, as being virtually excluded, for influences much stronger than what any of them possess would be set to work in the County Council. If, on the other hand, the law restricted the choice to teachers, might we not apprehend that they would become, with a view to obtaining the office, partisans of one of the factions into which counties are generally divided, and so throw away in petty intrigues and degrading efforts, the time and the energy which they owe to the instruction of youth, together with what is of equal importance, the respect of the public?

Neither can I understand that Inspectors should not be removable. Will he be liable to periodical re-election by the County Council or only to dismissal in case of neglect or bad conduct? In either case he would be too dependent on local authority, nay, we may say he would be immediately dependent on each school municipality, seeing that the latter are generally the same as the rural municipalities, and the County Council is composed of the mayors of the same respectively. Will the Superintendent of Education be permitted to dismiss an Inspector who has been appointed by the County Council? In such a case, what a struggle will ensue for the ascendancy! Has not the Superintendent enough on his hands in contending with the School Commissioners, without bringing him also in collision with the County Councils?

A purely local and municipal system of inspection supposes, moreover, the existence of a population which has long enjoyed municipal institutions and had the benefit, for several generations, of a system of primary instruction. The Inspector is, in that case, less the agent of the central than of the local authority, and it is natural that he should be appointed and paid by the latter. But this system would still leave room to wish for the official agent of the central authority, as Mr. Rendu so well expresses it in the passage above quoted. Even these persons who would not have the inspection lodged in the hands of the central authority, who would wish to decentralize the direction of public education, must admit that in order to effect this, they must change our legislation.

Let us look back to the time when the present school system was inaugurated in Lower Canada, and we shall confess that the undertaking was at its outset apparently a moral impossibility. The establishment of a system of public instruction by the agency of local and municipal authorities, themselves elective amidst a population who had been always opposed to every system of direct taxation, among whom primary instruction had been, by a succession of occurrences ever to be regretted, almost completely interrupted for a period of ten years, was in truth asking men of no education to educate others—men who set their faces against all taxes to tax themselves for a purpose of the importance of which they were ignorant. The law, moreover, had only prescribed one restriction as regards the choice of Commissioners, and that restriction, however favorable to the rate-payers, was very far from being so to the establishment of schools. In order to be a Commissioner it was not necessary (nor indeed is it so now) to have any education whatsoever, to know even how to read or write; all that was required was to be a rate-payer as the owner of real property. There was nothing to prevent the election of five proprietors at once the most ignorant and the most hostile to taxes of any kind. And this used to be done, and unhappily is done still, though not so frequently. To attain the success, as we have, under such circumstances, was it not to prove the falsity of the keenest human foresight? It is true that on the one hand the law had enacted various penalties, and that on the other hand it counted on the efforts and zeal of educated men, at

the head of whom would naturally be found members of the clergy. It counted, moreover, (and this has not proved the least important element of its success) on the good sense, the spirit of order and the peaceful and pious habits of the population. But these penalties and restrictions had been valueless without the aid of the central authority to apply them. It was necessary that the zeal and the efforts of educated men should be seconded and sustained by an authority independent of that which it was intended to supervise, frequently even to control. In fact the good disposition of the Canadian people required to be stimulated and developed by men specially charged with that mission, and receiving fair remuneration for their struggles with men—educated men, unfortunately, but partizans of ignorance, with a view to the attainment of political ends. Thence arose the office of Inspector, and only since its creation has any progress been made.

Since that time the opposition to schools has not ceased to exist, but taken a fresh direction. It is no longer directed against taxation absolutely (although in many places there is still a predilection in favor of the illusory resource of voluntary subscription), but its aim is now to prevent the increase of teachers' salaries, to impede the establishment of Model Schools, and to oppose all improvements necessary to promote the progress of education. So well aware of this were the Legislature and the Government, that every succeeding Session has conferred new powers on the Department, to enable it to contend with these fatal proclivities. Now the powers thus assigned, and those which the law had already given, could be exercised only by the medium and aid of agents appointed by the Government, paid by the Government, and responsible to the Government.

In short, in both sections of the Province, the system of public instruction is both departmental and municipal, but in Upper Canada it partakes more of the latter than the former; and there is nothing surprising in the fact, that the same principle also predominates in the business of inspection. In Lower Canada the opposite is the true state of things, and those persons who wish to see the system of Upper Canada introduced, independently of any other consideration, should premise the assimilation of the two school codes, and provide for the relief of the Department from a hundred faculties and duties which it would become impossible to exercise and discharge.

I regret the great length to which this Report has grown. As the terms of your letter were made as comprehensive as possible, I thought it incumbent on me to omit no labor of research which might be necessary in order to complete the body of information required.

I recapitulate as follows:—

1. I should prefer some improvement of the present system to any actual change, as I have shewn at the close of the first section of this work.

2. The reduction of the number of inspectors, so as to increase the amount of remuneration and yet to diminish the actual expenditure, seems to me very difficult to be effected. Assuming such a reduction, I should recommend the plan set forth in table B. Twelve districts, instead of ten laid down in the table, would seem preferable, and afford room to diminish the extent of Districts 3, 6, and 7. But in that case it would be requisite either to lower the proposed rates of salaries, or otherwise to give up the hope of any saving. With twelve inspectors and the following scale of salaries, \$1,200, \$1,400, and \$1,600, we should reach \$16,300, and effect a saving of rather more than \$600. I fear the above rates of salary would be too low. It would be found necessary to turn to the consideration of another system of remuneration, that of allowing so much for fees for each school visitation, and so much for travelling expenses per day when absent from place of residence.

3. It does not appear to me practicable, in the present state of the municipal system of Lower Canada and of the law respecting public instruction, to relieve this department from the expense and labor of the inspection of schools, and it is my sincere conviction, that for a long time to come, no system of purely municipal inspection can be brought to work with advantage.

I have the honor to be, sir,

Your obedient servant,

PIERRE J. O. CHAUVEAU,
Superintendent of Education.

TABLE A.

NAMES OF 27 INSPECTORS.	Extent of the districts in superficial (acres).	Population in 1861.	Number of schools under control.	Number of scholars.	Salary of each inspector.
J. B. F. Painchaud.....		2,651	5	271	125
Joseph Meagher.....		13,092	30	2,662	700
Thomas Tremblay.....	241,340	11,426	21	905	600
V. Martin.....	69,669	10,478	28	1,116	500
G. Tanguay.....	584,092	60,473	181	7,961	875
S. Boivin.....	209,007	21,324	45	1,985	500
John Hume.....	214,121	26,232	83	3,340	750
F. E. Juneau.....	685,437	34,442	99	6,837	700
P. F. Béland.....		35,935	106	6,690	700
J. Crépault.....	386,134	41,748	138	6,534	750
P. M. Bardy.....	544,571	100,498	180	11,986	1,000
Rév. H. Pless.....		10,931	16	1,205	250
P. Hubert.....	443,909	51,956	122	7,000	750
G. A. Bourgeois.....	175,000	22,581	71	2,998	700
B. Mairault.....	333,482	37,608	112	6,075	750
H. Hubbard.....	484,143	47,033	284	9,868	800
R. Parmelee.....	380,704	49,813	246	8,107	875
J. N. A. Archambault.....		47,687	112	7,588	800
C. H. Leroux.....	931,219	55,945	172	10,547	800
Michel Caron.....		45,563	131	7,924	700
Louis Grondin.....	470,523	44,638	114	7,856	700
John Bruce.....	331,139	58,231	150	8,303	1,000
F. X. Valade.....	424,175	117,068	150	8,644	1,000
A. D. Dorval.....	630,003	72,885	193	10,432	875
C. Germain.....	393,584	49,398	133	7,476	750
C. B. Rouleau.....		27,148	45	1,796	550
Wm. Hamilton.....	826,227	13,866	39	1,692	550
Totals.....			3,004	157,748	19,050

M. Teefy,

Richmond Hill

TABLE B.

Districts of Inspection and Names of Judicial Districts contained in each.	Population of each District of Inspection.	Number of Schools under control.	Number of Scholars in each District of Inspection.	Proposed Salaries of Inspectors.
				\$ cts.
No. 1—Includes the Judicial Districts of Gaspé and Rimouski, except the Protestant Schools of the District of Gaspé.....	41,465	88	4,702	1,400 00
No. 2—Includes the Judicial Districts of Saguenay and Chicoutimi.....	31,802	71	3,651	1,400 00
No. 3—Includes the Judicial Districts of Kamouraska, Montmagny, Quebec and Beauce, except the Protestant Schools of the City and County of Quebec and of the County of Lévis.....	257,668	652	37,947	1,800 00
No. 4—Includes the Judicial Districts of Arthabaska, Three Rivers and Richelieu, except the Protestant Schools of the County of Mégantic....	162,646	439	23,486	1,600 00
No. 5—Includes the Judicial Districts of St. François and Bedford, except the Catholic Schools.....	58,174	294	9,975	1,600 00
No. 6—Includes the Judicial Districts of St. Hyacinthe and Iberville, besides the Catholic Schools of the Judicial Districts of St. François and Bedford.....	123,223	539	26,571	1,800 00
No. 7—Includes the Judicial Districts of Montreal, Joliette and Beauharnais, except the Protestant Schools of the City of Montreal and of the Counties of Jacques-Cartier, Hochelaga and Huntingdon.....	263,762	495	29,282	1,800 00
No. 8—Includes the Judicial Districts of Terrebonne and Ottawa, except the Protestant Schools of the Counties of Argenteuil, Ottawa and Pontiac.....	69,805	169	8,241	1,400 00
No. 9—Includes the Protestant Schools of the City and County of Quebec, of the Counties of Lévis and Mégantic, Gaspé and Bonaventure.....	22,008	61	3,559	1,800 00
No. 10—Includes the Protestant Schools of the City of Montreal and of the Counties of Hochelaga, Jacques-Cartier and Argenteuil, and also the Protestant Schools of the Judicial Districts of Beauharnais and Ottawa.....	58,849	196	10,834	1,800 00
Totals.....		3,064	157,748	16,400 00

2nd Session, 7th Parliament, 26 Victoria, 1863.

RETURN

To an Address dated 22nd April, 1863, for a
Copy of the Report of the Superintendent of
Education, for Lower Canada, in relation to
Inspectors of Schools.

ORDERED, by the LEGISLATIVE ASSEMBLY to
be printed, 27th April, 1863.

PRINTED, 1st May, 1863.

Hon. Mr. SICOTTE.

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