



NEW ZEALAND
GOVERNMENT GAZETTE.
PROVINCE OF CANTERBURY.

Published by Authority.

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By His Honor's Command,

THOMAS WILLIAM MAUDE,

Provincial Secretary.

VOL. X.]

TUESDAY, DECEMBER 1, 1863.

[No. XXI.]

REPORT
OF THE
EDUCATION COMMISSION,
1863.

Report of the Commission appointed to enquire into the Existing System of Education in the Province, to report as to Future Requirements and as to the best provision for the Establishment and Maintenance of Schools.

The Commissioners appointed to enquire into and report upon the state of education in the province of Canterbury have the honor to submit the following report:—

The first steps taken by the commission were to examine the reports presented from time to time by the Inspector of Schools, and such other documents relating to the state of education in the province as were immediately available.

The information obtained from these sources was of a very incomplete nature, owing to the fact that the machinery hitherto employed has been of so complicated a character as to make it impossible to gather from any one source a definite or satisfactory knowledge of any branch of the subject.

It must be understood, however, that this observation refers more especially to matters connected

with the general administration of schools. So far as regards the subjects taught in the schools, the method of teaching, the proficiency of scholars, and other points peculiarly within the province of the Inspector, the commission desire to acknowledge the valuable assistance they have received from the reports as well as from the personal explanations made by that officer, and they take this opportunity of recording the high opinion they entertain of the zeal and diligence with which he discharges the duties of his office.

With a view to making themselves acquainted with the facts relating to the schools already established upon which the records available were not conclusive, the Commission adopted two modes of enquiry. In the first place they drew up a set of printed questions which they addressed to the teachers of the various schools receiving Government aid, and secondly, in order to gain any information which could not be conveniently conveyed in the form of answers to these questions, they made personal visits to the schools, which afforded them opportunities of making themselves familiar with the particular circumstances of each school, as well as of hearing and considering any remarks or suggestions of the masters.

With a view of obtaining information as to the requirements of the province generally, they addressed another circular of questions to persons whom they believed to be interested in the cause of popular education. This circular was compiled not in the expectation that any one person would

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answer all the questions contained in it, but with a hope that it would elicit facts and expressions of opinion on some one or more points from every one to whom it was addressed.

The Commission desire cordially to acknowledge the assistance which has been afforded them at a considerable expense of time and trouble on the part of those who have sent replies to their enquiries.

The Provincial Government applied, at the suggestion of the Commission, through the General Government, for copies of the Acts relating to education in operation in the different Australian colonies, together with reports of inspectors and such other documents as were calculated to throw light upon the subject.

The work of the Commission has been considerably impeded by the delay which has taken place on the part of those addressed in furnishing the various returns above alluded to, and moreover those furnished by the masters of the schools proved, on examination, so incomplete, and in many cases so obviously inaccurate, as to necessitate a further enquiry in other quarters. As an illustration of the nature of the inaccuracies which occur in these returns, the Commission may mention that in one case the average attendance of the children during the year is stated as greater than the whole number on the books for the same period.

The information applied for from the Australian colonies at the commencement of the enquiry in April only came in a complete form to the hands of the Commission at the commencement of July.

All these circumstances made the presentation of a final report which should deal with the whole subject previous to the session of the Provincial Council a matter of impossibility; the Commission have therefore presented an interim report adverting only to those points which they conceive require immediate attention.

Pending the delay which has necessarily taken place from the reasons above adverted to, the Commission have in the meantime employed themselves in endeavouring to gain a knowledge of the working of the various educational systems in other parts of the world by the study of such books as were accessible to them. Although these systems have a general bearing on the subject, and supply many valuable hints in relation to the various questions which occur, the Commission do not conceive it necessary to enter upon the details of this branch of their enquiry for the following reasons.

In the first place, it would have been altogether impossible to obtain accurate information upon the details of the European systems without an expenditure of money and a loss of time which would have extended the enquiry beyond all reasonable limits, and would have been after all incommensurate with the value of the results.

In the second place, the Commission considered that these systems are for the most part the growth of many generations, and so intimately connected

with the peculiar character of the people, and the social and political organization of the countries to which they belong, as to make them inapplicable as guides in framing the particular form of machinery most suitable to a new country.

Omitting, then, any detailed exposition of the Educational systems in operation in older and more distant countries, which from the scantiness of the available materials must have been necessarily incomplete, and therefore not improbably misleading, the enquiry has been confined to the state of education, and the mode in which it is administered, among communities nearer as to locality, more similar to our own as regards the tone and character and circumstances of the people, and with respect to which information was more readily obtainable.

As to the form of the report, it appears to the Commission that the most convenient mode of arranging the results at which they have arrived will be to divide their report under two principal heads, directing attention in the first instance to matters of fact, and secondly to draw such conclusions from these facts as may seem applicable to the circumstances of this province. It will be seen at once how desirable it is that this distinction should be carefully maintained, when the difference in the nature of the materials collected is considered. The statement of facts must always possess, as such, a certain value of its own, but the conclusions founded upon them, being matters of opinion, may or may not prove correct on examination. By keeping the two separate, the former may be made available in future enquiries quite independently of the weakness or incorrectness of the latter. Acting upon this view, the Commission have devoted the former division of the report, first, to a consideration of the different Educational systems of the Australian colonies, and of the chief of the other provinces of New Zealand, making such a digest of the principal points in these systems as shall give a tolerably accurate insight into the principles on which they are founded and of the spirit in which they are administered; after this, but with considerably greater detail, various facts relating to the state of education in this province have been introduced under three subdivisions,—

1st. An examination of some of the educational statistics of the province.

2nd. A review of the general state of education in Canterbury.

3rd. An exposition of facts more particularly connected with the religious aspect of the Educational Question.

It is conceived that a study of these different systems, and a knowledge of the plans adopted for solving the problem which presents itself every where in the same, or in a similar, form, would create a familiarity with the whole subject, and draw attention most effectually to the points which involve the real difficulties to be dealt with in organizing a new system.

The last division of the report contains the recommendations of the Commission as to the measure which they think, having regard to the circumstances of the Province, best calculated to place the Education on a sound and permanent footing.

The Commission refrain from entering into the details of these measures, or from attempting to frame a bill for the consideration of the Provincial Legislature, because they conceive that a work of this nature is one which could be more conveniently performed under professional advice, and by persons more competent than the Commission can pretend to be, to clothe in technical language the ideas which are intended to be conveyed.

The object of the Commission in considering the framework of their report has been, not so much to insist upon details, or even to make specific recommendations as to discuss general principles; to lay down general rules where they think that these are warranted by the experience of other communities or different systems; to present the whole question in its different aspects, and thus to furnish materials for arriving at a decision in conformity with the system which may appear best suited to the circumstances of this Province.

But while the Commission have taken this view of the duties imposed upon them,—while they have considered that their functions were more properly those of a Commission of Enquiry, they have not shrunk from expressing their own opinions, nor from making distinct recommendations, whether on points where a general agreement exists, or on those which have given rise to the greatest amount of controversy.

In taking this course their primary object has been to give as fair a view of the subject as possible. To state facts as they found them, and to draw attention to those views and those lines of reasoning which seem to bear upon these facts whether favourable or unfavourable to their own views. In short, they have endeavoured to place impartially the whole result of their enquiries before the Government, without, at the same time abandoning their own convictions.

The Commission have not attempted to deal with any questions not directly relating to elementary education. They are aware that various proposals have been made to introduce provisions into the Education Act for stimulating the acquisition of the higher branches of learning by founding scholarships which should secure to the holder the advantages of a course at one of the Universities in the mother country. While fully recognising the benefits which might arise from the adoption of some plan of this nature, the Commission are of opinion that this question is only remotely connected with the main question of elementary education, and have therefore neither alluded to it, nor, for the same reason, to some others, which have been at different times mooted in reference to education.

The Commission believe that the great object is to organize as perfect a system of elementary education as possible. This first step once gained, a foundation would be laid for future improvements,

and an impulse would be given which could not fail of itself to produce a further development in the required direction, whatever that might be.

In accordance with the plan here sketched out, the Commission proceed first to consider the system pursued in New South Wales.

— AUSTRALIAN SYSTEMS.

1.—NEW SOUTH WALES.

Legislative Enactments.

The Acts under which the Educational Department of New South Wales has hitherto been administered are the following:—

- 1st. The Act of 1848, which does no more than incorporate a Board of Commissioners of national education, not prescribing any duties, nor giving any specific powers to that body beyond those of making by-laws for the good government of the corporation, and for the management of its income and property.
- 2nd. The Act of 1852, which enables the Governor to appoint additional members.
- 3rd. A new Bill has been lately introduced into the Legislature, founded upon and very similar to the Act of Victoria, which will be mentioned below.

It will be more convenient to review the nature of this last measure when the system pursued in Victoria comes under consideration, the principle upon which it is founded having been there tried apparently with success, while in New South Wales its practical working is as yet a matter of speculation.

The rules and regulations for the conduct of the schools drawn up by the Board of Commissioners in this colony, constitute the real law upon the subject, and it is to them that the principal attention should be directed in order to gain an insight into the nature of the system.

Objects of the System.

“The object of the National System,” as set forth in an explanatory statement by the Commissioners, “is to afford facilities to persons of every denomination for the efficient education of their children in the same school, without prejudice to the conscientious convictions of any. National schools, therefore, are open upon equal terms to all, and adequate provision is made for supplying the two parts, secular and religious, of which a complete education consists.”

The schools supported by the Commissioners are divided into two principal classes, termed respectively vested and non-vested schools, differing from each other on some material points in their constitution and management.

Vested schools derive their name from the fact that the whole property of the school, the site, the buildings, furniture, &c., are vested in the Commissioners.

With non-vested schools, however, this is not the case. The aid granted to vested schools extends to their establishment as well as to their maintenance

after they have been established, while that to non-vested schools is limited to the part-payment of salaries, and the expenditure on books; and before any grant is made the managers or promoters of the non-vested school must have erected and furnished the necessary buildings, and also provided a well-qualified teacher.

In the establishment of vested schools the Commissioners contribute two-thirds of the cost of the site, if it is necessary to purchase one; but if there is Crown land available for the purpose, a sufficient piece of such land may be conveyed by the Executive.

The Commissioners also contribute in the same proportion to the cost of the buildings, furniture, and apparatus, providing also the whole of the first stock of books and maps.

On the other hand, the powers of the Board are greater in the case of vested than in that of non-vested schools, so far at least as regards the appointment of teachers. In the former the appointment and removal of teachers rests solely with the Commissioners, who, however, it is understood, will pay regard to representations from local authorities; while in non-vested schools this power rests with the local managers, the Board requiring to be satisfied with the character and competency of the teacher as the condition of the payment of his salary.

Establishment of new Schools—Initiatory Proceedings.

When it is proposed to establish a vested school, it is customary for the promoters of it to call a public meeting of the residents of the district, for the purpose of discussing the question, and for electing a Provisional Committee, whose functions are to collect subscriptions and make a preliminary application to the Board.

As soon as a sufficient amount has been subscribed, the Provisional Committee summon a meeting of the subscribers for the election of the local patrons for the new school.

If the Board approve of the application and confirm the election of the local patrons, and are satisfied with the plans of the buildings, the funds contributed locally must be deposited in the Bank, being not less in amount than one-third of the estimated cost; the Board will then instruct the local patrons to call for tenders, intimating at the same time the extent of aid, not exceeding two-thirds of the estimated cost, which they are disposed to grant.

Where grants of land for a site cannot be obtained from the Crown, the applicants are required to describe the site of the intended building, and the nature of the title, and to procure a conveyance in fee simple (or lease where specially agreed on,) to be made to the Board.

As a general rule the Board require before granting aid towards the establishment of a school, to be satisfied that there is a reasonable probability that the number of children in average attendance will be at least thirty.

Sites and Buildings.

In addition to the school building, towards which

the Board contribute two-thirds of the estimated cost, a residence for the master must be provided out of local contributions, and must contain not less than three decent rooms and a kitchen.

The school building must, besides the ordinary schoolroom, contain a room to be used for giving special religious instruction by ministers of religion, or other persons authorised to impart it.

The school buildings must not be used either for religious worship, or for political demonstrations. As a general rule the Board consider no plan of a schoolroom, suitable, in which a less width is assigned to the school-room than 16 feet where the school is small, than 18 feet, when the attendance is expected to exceed 50, and 20 feet in a larger school, an allowance of 8 square feet must be made for every child in average attendance.

Local Patrons Appointment.

The local patrons are originally appointed by the subscribers, but the Board has the power at any time to add to their number, and to remove any local patron where sufficient cause is shewn.

Qualifications.

Local patrons are expected to be persons of prudence and discretion, of temperate habits, and of good moral character, and to be able at least to read and write. It is desired that each of the leading denominations should be represented in the person of at least one local patron.

Duties.

The following are some of the more important matters falling within the province of the local patrons.

- (a.) To make due provision for keeping the school buildings in constant repair.
- (b.) To take care that they are not used for any purpose forbidden by the Board.
- (c.) To see that there is a proper provision made for furniture, apparatus, and books.
- (d.) To take precautions for excluding from the school, during school hours, all books not sanctioned by the Board.
- (e.) To inspect periodically the school registers and records, and to countersign the returns made to the Board.
- (f.) To use their influence with parents to induce them to send their children regularly to school.
- (h.) To fix the rate of fees (within limits specified below, and subject to the approval of the Board), and to determine the mode of payment, whether weekly or quarterly, whether in advance or otherwise.
- (i.) To see that the school is open on all the usual school days, and that the teacher is present.
- (k.) To report at the end of every year upon the condition of the school, and the conduct of the teacher.
- (l.) To conduct all correspondence on behalf of the school.

Teachers.

The appointment of teachers rests solely with the Commissioners, who, however, pay regard to recommendations made by local patrons, but no minister of religion, or person acting in public as a religious instructor, can be appointed or allowed to remain as a teacher.

Teachers must, in every case, pass a satisfactory examination in all the subjects taught in national schools. Although it is not incumbent on them to submit themselves to an examination in the higher branches of instruction, yet unless they do so they will be deprived of many advantages held out to more competent teachers.

Thus teachers are divided into two divisions.

1st. Those who only pass an examination in elementary subjects.

2nd. Those who have mastered the higher branches of instruction.

The elementary subjects are: Reading, writing, arithmetic, grammar and geography.

The higher branches of instruction are:

- (a.) *The art of Teaching*, including the knowledge of the organization and discipline of schools, and the best methods of imparting instruction.
- (b.) *Literature*, including a critical knowledge of the English language and literature; the classical languages or the modern languages, as French and German.
- (c.) *The exact sciences*—Geometry, trigonometry, and mathematics generally.
- (d.) *The natural sciences*—Zoology, botany, &c.
- (e.) *The experimental sciences*—Chemistry, &c.
- (f.) *Art*—Drawing and music.

The teachers are classified according to the results of an examination, and after an inspection of their schools (as a means of judging of their efficiency), into three classes, each subdivided into two sections. Their salaries from the Government grant are fixed as follows:—

Class I., section A.,	salary	£144	per annum.
Class I., " B.,	"	£132	" "
Class II., " A.,	"	£120	" "
Class II., " B.,	"	£108	" "
Class III., " A.,	"	£96	" "
Class III., " B.,	"	£84	" "

Those teachers who do not submit themselves to an examination in the higher branches above mentioned, are placed in the lowest of these subdivisions.

The emoluments of teachers are derived from two sources—

- 1st. The salaries paid by the Board according to the above scale.
- 2nd. The school fees, a proportion of which are applied in augmentation of the payment from the Board.

Besides this, the teacher is entitled to a residence free of rent.

The above scale of remuneration is a joint salary for husband and wife. For single men and single women the salary is in each case diminished by £12 per annum

Assistant Teachers.

Assistant teachers, male and female, are also divided into three classes again, subdivided into two sections with salaries, as follows:—

Class I., section A., salary, (male) £84, (female) £72 per annum.

Class I., section B., salary, (male) £78, (female) £66 per annum.

Class II., section A., salary, (male) £72, (female) £60 per annum.

Class II., section B., salary, (male) £66, (female) £54 per annum.

Class III., section A., salary, (male) £60, (female) £48 per annum.

Class III., section B., salary, (male) £54, (female) £42 per annum.

The salaries of assistant teachers are likewise augmented by a proportionate share of the school fees.

Assistant teachers may be appointed to schools where the number of children in average daily attendance exceeds 70.

Fees.

The fees range from one penny to one shilling per week, as may be fixed by the local patrons.

Besides the ordinary fee, each child is required to pay one halfpenny a week towards the school-book fund, to be expended by the local patrons in the purchase of books to be used only in the school.

Religious Instruction.

The religious instruction given in the schools is of two kinds, general and special. The general religious instruction is given by the teacher to all the children whose parents do not object, and is of such a character that all Christians may receive it without offence. It is intended that special religious instruction should be given by clergymen or other approved religious teachers to the children of their respective persuasions, and every facility is given for this arrangement by setting apart a separate room for the purpose, and by fixing a certain hour in each day for the imparting of religious instruction by a special instructor to those children whose parents desire it; while of those who have no special instructor, all the children able to read, and whose parents do not object, are employed during this hour on Scripture lessons compiled for the general use of the national schools.

II.—VICTORIA.

Legislative Enactments.

The Act now in force in the colony of Victoria, passed in the year 1862, deals with two separate subjects. In the first place it alters the constitution of the governing body itself, by repealing the Act of 1852, and by substituting one uniform system of management for the previously existing double government, by a National and Denominational Board.

In the second place it prescribes detailed rules for the management of the schools, a function which by the former Act was left to the Board. At the same time, however, it gives to the Board the power of supplementing these rules by regulations, which after being approved by the Governor in Council acquire apparently the same validity as the provisions of the Act itself.

The Board constituted by the present Act is incorporated, and possesses the ordinary powers of a corporation. This corporation consists of five laymen, appointed by the Governor in Council, no two of whom are to be of the same religious denomination, and the duration of whose tenure of office is limited to five years unless re-appointed.

The powers of the Board are:—

I. To frame general regulations subject to the Act.

(a.) For the distribution of funds granted by the Legislature.

(b.) To determine, subject to the Act, the localities in which schools shall be established or maintained.

(c.) For the inspection of schools.

(d.) For the examination and classification of teachers.

II. To determine the course of secular instruction.

III. To fix and from time to time to alter the school fees.

IV. To appoint and remove local committees with the consent of the Governor in Council.

V. To prescribe the conditions under which children whose parents are either altogether destitute or too poor to pay the whole of the required school fees, shall be admitted into any school.

VI. To sanction the appointment or dismissal of any teacher.

VII. Generally to perform all such acts as may be necessary for carrying into effect the intentions of the Legislature.

The limitations to the power of the Board to grant aid to any school are:—

I. No school may receive aid unless it is under the management of at least five persons approved of by the Board.

II. No school may receive aid (except a school for the deaf and dumb), unless during the preceding twelve months there shall have been an average daily attendance of at least twenty children.

III. No school situated within a municipal district, in which the average attendance is less than sixty, may receive aid, unless it be at a distance of at least two miles from the nearest school receiving aid, or unless some natural obstacle shall intervene between the two schools, or unless one of the two schools be for boys alone and the other for girls alone,

or unless one of the two schools shall be an infant school.

IV. Subject to the same provisos, no school situated outside a municipal district, within a distance of two miles from another school receiving aid, may receive aid, at which the average attendance is less than forty.

V. No aid may be granted towards the establishment of a new school within two miles of a school already receiving aid, unless the parents of such a number of children, as together with the children attending the school already established, make an aggregate of two hundred, shall undertake in writing to send their children to the proposed new school, unless some natural obstacle intervenes, or unless one of the schools is for boys alone, and the other for girls alone, or unless one of the two schools shall be an infant school.

VI. No money may be given in aid of buildings, or repairs of any school, unless the site has been previously vested in the Board.

The Board constituted under this Act have, it appears, been engaged in framing the regulations therein contemplated, and though no official copy has come to the hands of the Commission, a draft has been obtained from the newspapers, which may be considered as representing the general features of the plan, which is likely to be finally adopted.

These regulations establish the following additional provisions:—

Sites and Buildings.

No aid will be granted to any school until the site has been vested in the Board. In the case of new buildings, the Board will require—

(a.) That the school-room contains at least a space of eight square feet for every child in average attendance.

(b.) The walls to be of a height of at least ten feet to the eaves.

(c.) The room to be properly warmed and ventilated.

(d.) Provisions to be made for separate offices for both sexes.

(e.) That there be a play-ground or other sufficient provision for physical exercise.

(f.) That the room be sufficiently supplied with school furniture, apparatus, books, maps, &c.

Local Committees.

The following are to be the duties of local committees, as constituted under the act:—

(a.) To appoint the necessary number of teachers required for the schools, to enter into agreements with them, and when necessary to remove them, subject, however, to the condition that before a teacher can be appointed his qualification must have been approved by the Board, and before he can be finally dismissed, his dismissal must receive the sanc-

tion of the Board. The intention of the local committee to dismiss any teacher must be communicated to the Board, as well as to the teacher himself, at least twenty-one days before the dismissal actually takes effect, though in extreme cases the local committee may suspend him during this period.

- (b.) To regulate the rate of fees payable by the children within certain limits.
- (c.) To apportion the fees between the head teacher and assistant teacher, and to determine what portion shall be devoted to other objects.
- (d.) To keep full and correct accounts of the school, and to produce them when called for by the Inspector.
- (e.) To visit the schools at short intervals, and report the results.
- (f.) To hold periodical examinations of the schools.
- (g.) To grant certificates to parents unable to pay the fees
- (h.) To pay the teachers according to the terms of their agreement, out of moneys received from the Board.

Teachers.

The appointment and dismissal of teachers is to be the act of the Local Committee, though no person can be appointed who has not obtained a certificate of competency from the Board, nor can any teacher be dismissed without the sanction of that body.

Examinations of candidates for the office are to be held periodically at Melbourne, or some other central place, and those may be examined for a certificate of competency who can produce satisfactory testimonials of moral character either from a clergyman or from the chairman of some local committee, or from a Justice of the Peace.

All teachers (except sewing mistresses) will be required to bind themselves by a written agreement to conform to all regulations issued either by the Central or Local Board, and not to resign without giving one month's notice.

There are to be two classes of persons in training for teachers, designated respectively—teachers in training, and pupil teachers.

Teachers in Training.

Schools in Melbourne or its vicinity where the Local Committees have made sufficient provision for the lodging, boarding, and moral discipline of teachers in training, may, on application, be declared training schools, and licensed to receive a specified number of male or female, or both male and female teachers in training.

A school so licensed is entitled to special grants from the Board, as follows:—

- (a.) £200 per annum, in aid of the salary of the Superintendent of male teachers in training.
- (b.) £100 per annum in aid of the salary of the Superintendent of female teachers in training.

(c.) £45 per annum for each male teacher in training, passing the prescribed examination.

(d.) £10 for each teacher in training, obtaining a teacher's certificate.

Every male teacher in training is required to contribute towards his own maintenance, a sum to be fixed by the Local Committee, not exceeding £25 per annum. In order to be admitted, he must be 18 years of age, must produce to the Board a certificate of moral conduct, must be of sound health, and must obtain, on examination a certificate of proficiency.

The terms on which a female teacher in training may be admitted, are similar to those on which a male teacher is admitted, except that her contribution is limited to £20 instead of £25, and that the age of admission is 17 instead of 18.

Pupil teachers of five years standing have the advantage over ordinary candidates, that their contributions are paid by the Board, and their admission may take place one year earlier.

An examination of all teachers in training is to be held half yearly, and those who are not found to have made sufficient progress, or who fail to present themselves for four successive examinations forfeit all claim to further support.

A teacher in training may obtain at any of these examinations a teachers's certificate.

Pupil Teachers.

Pupil teachers may be appointed by local committees in any schools, and will become entitled to salaries from the Board as specified below, if the following regulations have been complied with.

- (a.) The inspector must report that the teacher of the school to which it is proposed to appoint a pupil teacher is competent, or may fairly be expected to qualify himself to pass an examination every year on such subjects as the pupil teachers under his charge may be expected to master in the year next ensuing.
- (b.) The inspector must report that there is proper discipline, efficiency and arrangement in the school.
- (c.) There must be an average attendance of at least thirty-five.
- (d.) The pupil teachers appointed must be of a sound and healthy constitution, and free from any physical defect likely to impair their efficiency as teachers.
- (e.) They must on admission be at least sufficiently advanced to be placed in the lowest of the four classes into which pupil teachers are classified.

The teachers in charge of pupil teachers are bound to give six hours instruction a week to their pupil teachers out of school hours.

Pupil teachers are to be divided into four classes according to the results of a general examination to be held at the end of every year, and at which all must attend on pain of forfeiting their salaries.

Their salaries will also be forfeited by those who fail to advance, at least by one class, for two of these annual examinations.

The salaries of pupil teachers are fixed according to the following scale:—

4th class (highest),	male	£50,	female	£40
3rd	„	40,	„	30
2nd	„	30,	„	25
1st	„	25,	„	20

It may be useful to mention the subjects of examination for admission to the four classes of pupil teachers, in order to obtain an idea of the standard of attainments, and the course of study required by those who are eventually to take charge of the schools.

Every pupil teacher must pass an examination on the following subjects for admission into the

1ST (OR LOWEST) CLASS.

- I. *Reading*.—To read fluently the Irish National Board's third book, or some equivalent to it.
- II. *Writing and Composition*.—To write out neatly in small hand, with correct spelling, any passage dictated from the third book or its equivalent.
- III. *Grammar*.—To point out the parts of speech in a simple sentence.
- IV. *Geography*.—To have a knowledge of the elements of geography and the outlines of the map of the world.
- V. *Arithmetic*.—To write from dictation sums in the first rules of arithmetic, simple and compound, work them correctly, and know the tables of weights and measures.
- VI. *Needlework*.—(For female pupil teachers) to sew neatly and knit.

2ND CLASS.

- I.—*Reading*.—To read the Irish National Board's fourth book, or its equivalent, and be acquainted with the subjects contained in the third book, or its equivalent, with the exception of stories, fables, and poetry.
- II. *Writing and Composition*.—To write from dictation neatly, and in a small hand, with correct spelling and proper punctuation, any passage from the Fourth Book, or its equivalent.
- III. *Grammar*.—To know the substance of the large print of Sullivan's English Grammar to page 98, or its equivalent.
- IV. *Geography*.—The Geography of Australia.
- V. *Arithmetic*.—Arithmetic to simple proportion and practice, with the elements of mental arithmetic.
- VI. *Art of Teaching*.—To exhibit ability to give a class a reading lesson, and conduct it through exercises necessary for preserving order.
- VII. *Needlework*.—To instruct the younger girls in sewing and knitting.

3RD CLASS.

- I. *Reading*.—To read with fluency and proper emphasis. To know the subjects contained in the Fourth Book.

II. *Writing and Composition*.—To write from memory neatly, and in a small hand, with correct grammar, spelling and punctuation, the substance of a narrative read.

III. *Grammar*.—To know the substance of Sullivan's Grammar to the end of etymology and the elements of parsing.

IV. *Geography*.—The geography of Europe and the first four chapters of Sullivan's Geography generalized, or its equivalent.

V. *Arithmetic*.—As far as vulgar fractions, decimals and interest, and mental arithmetic.

VI. *Art of Teaching*.—To teach a class grammar and arithmetic, and keep the class in attention, order, and activity.

VII. *Needlework*.—To exhibit increased skill in needlework.

4TH CLASS.

I. *Reading*.—To read with ease and expression either prose or poetry, and to know the first three sections of the fifth book, or its equivalent.

II. *Writing and Composition*.—To write from memory, neatly, and in a small hand, with correct grammar, spelling, and punctuation, the substance of an essay previously read.

III. *Grammar*.—To have a good knowledge of syntax.

IV. *Geography*.—The geography of the rest of the world, and the first fourteen chapters of Sullivan's Geography, generalized, or its equivalent.

V. *Arithmetic*.—All the subjects contained in the Irish National Board's, small work on arithmetic, with the elements of book-keeping.

VI. *Art of Teaching*.—To teach a class grammar, geography, and arithmetic on slates, and to manage it properly.

VII. *Geometry*.—The first book of Euclid.

VIII. *Algebra*.—As far as division.

IX. *Needlework*.—To exhibit some skill in fancy work, and do plain work well.

Conditions of Aid.

The conditions on which aid is to be granted are of two kinds, either aid is granted towards the establishment of a new school, or for the maintenance of a school already established.

Those of the former class have already been mentioned as laid down in the Act, the latter are mostly additional regulations laid down by the Board.

The conditions as to buildings have already been specified under the head "Sites and Buildings."

The conditions as to local committees are laid down in the Act.

The conditions as to the number of children in average attendance which entitles the school to aid are also laid down in the Act.

School Fees.

The rate of school fees is determined for each school by the local committee, but must not exceed

10s a month, or 2s 6d a week, and must not be less than 4s a month, and 1s a week; when however more than one child attends from the same family, the fee may be reduced to ninepence, and in infant schools the ordinary fee may be reduced to sixpence. In addition to these conditions the Board require further:—

- (a.) That the head teacher shall have received a certificate of qualification from the Board.
- (b.) Upon the report of the inspector that these requirements have been fulfilled, and that any further regulations which may have been made from time to time by the Board have been complied with, aid will be granted according to the following scale, not exceeding however the sum raised by fees and local subscriptions.

At the end of each half year the undermentioned allowances may be claimed by schools:—

- I. 7s. 6d. for every scholar in average attendance during the preceding six months, without regard to proficiency.
- II. 5s. for every scholar in average attendance at evening meetings of the school throughout the year, also without any conditions as to proficiency.
- III. 24s. for every scholar above seven years of age who has attended more than a hundred meetings of the school both morning and afternoon, and who is able to pass an examination. 8s. of this grant will however be forfeited, if the scholar on whose behalf it is claimed fails to satisfy the inspector in reading, a similar sum if he fails in writing, and a similar sum if he fails in arithmetic.
- IV. 15s. for every scholar under seven years of age who has attended more than a hundred morning and afternoon meetings of the school, subject to the report of the inspector that such scholar is instructed suitably to his age.
- V. 20s. for every evening scholar of 12 years of age or upwards who has attended sixty meetings of an evening school connected with the boys' school; but of this there will be forfeited for failure to satisfy the inspector, in reading, 6s. 8d.; in writing, 6s. 8d.; in arithmetic, 6s. 8d.

Every scholar (except as above excepted) for whom grants are claimed, must pass an examination in one of the standards of proficiency to be hereafter prescribed, but cannot be presented a second time for examination according to the same or a lower standard.

The inspector is instructed not to proceed with the examination unless he has previously ascertained that the condition of the school does not of itself require that the grant should be withheld.

The above grants may be reduced by a sum not less than one-tenth, nor more than one-half, upon the report of the inspector that there are faults of instruction or a want of discipline in the school, or

if after one month's notice the local committee fail to remedy any defect in the premises seriously interfering with the efficiency of the school, or if they fail to provide proper furniture, books, and apparatus.

The Act itself, as well as the whole of the rules under which it is administered, appear to point exclusively to the regulation of secular instruction, the only provision at all relating to religion being that which prescribes that no two members of the Board may be of the same religious denomination.

III.—SOUTH AUSTRALIA.

Legislative Enactment.

There is one Act in South Australia relating to education, which has been in force since 1852, entitled "an Act to Promote Education in South Australia, by Aid towards the Erection of Schools and the payment of Stipends to Teachers." The object of this Act, as expressed in the second clause, is "to introduce and maintain good secular instruction, based on the Christian Religion, apart from all theological and controversial difference on discipline and doctrine;" and in accordance with this view, the use of denominational catechisms, as well as any other proceeding calculated to influence or disturb the peculiar tenets of any religious sect, are forbidden.

It was intended that the system should, as far as possible, be self-supporting, and with this view gratuitous instruction is absolutely forbidden; nevertheless, in order to meet the case of children whose parents are destitute, it is provided that their school fees shall be paid out of the public treasury.

There is a Board established by the Act apparently not incorporated, consisting of not more than seven in number, appointed by the Governor in Council, and selected without reference to party politics indifferently from the different religious bodies, but no minister of religion is qualified for a seat.

Local Management.

The local management of the schools is not vested in any body specially created for the purpose, but in District Councils, the functions and constitution of which are not given in the documents relating to education in the possession of the Commission. These District Councils are not apparently chosen with any reference to their qualification for watching over the interests of schools. In districts where such councils are not in existence their duties may be performed by any two justices of the peace.

The functions of the District Councils, or of two justices of the peace, as the case may be, are with regard to schools:—

- (a.) To visit and report to the Central Board upon the several schools within their respective districts.
- (b.) To submit to the Central Board plans, estimates, and specifications for the erection and furnishing of district schools.
- (c.) To nominate teachers for licenses to teach.
- (d.) To decide in case of doubt on the validity of claims made on behalf of children for instruction at the public expense on account of their destitution.

Sites and Buildings.

On approval by the Central Board of the plans, estimates, and specifications submitted to it by the District Council, a sum not exceeding one half of the cost of erecting and furnishing the school will be granted by the Central Board in money, books, school apparatus, or material, provided that the amount of aid so granted do not exceed £200.

The buildings, however, must be erected on freehold land conveyed to trustees, and held by them on such conditions as will allow of their executing a declaration of trust to the Central Board.

The one-half of the sum granted for the erection of the building is paid over by the Central Board to these trustees as soon as the District Council have certified that the moiety of the cost has been raised locally, and expended on the building.

The remaining half will be paid when it is certified to the Central Board by the District Council that the building is completed according to specification.

The conditions on which grants for buildings are made are:—

- (a.) That the intended schoolroom contain an area of at least six hundred superficial feet.
- (b.) That the walls be at least twelve feet in height.
- (c.) That provision be made in the specification for suitable desks and fittings.
- (d.) That the proposed new school be not situated nearer to any other district school than three miles in ordinary cases, but in thinly populated districts to be at a greater distance.
- (e.) That the site be vested as above-mentioned in trustees, on such a declaration of trust as will allow of their executing a conveyance to the Central Board.

Teachers.

Teachers in order to receive a grant must be licensed by the Board, and their license only applies to a specified locality, and lapses as soon as the teacher removes from it.

All licenses expire on the 30th June, in each year, and in order to entitle the licensee to a continuance of his remuneration, must be renewed previous to that day for the following year.

The salaries of teachers paid by the Board, range from the minimum of £40 per annum, to the maximum of £100 per annum, exclusive of school fees.

Newly licensed teachers are called "probationers," and receive the minimum salary of £40 per annum. After passing an examination as to their educational attainments, and the practical results of their teaching, this salary may be raised in proportion to the increase in the number of scholars, and the general efficiency of the school.

The teachers receive the whole of the school fees.

No teacher is allowed to hold any office, the duties of which may in any way interfere with the time to be allotted to the teaching in the school.

Teachers may not take any prominent part in

political contests or party movements, nor do any act which has a tendency to identify the school with any particular denomination, party, or section in their respective localities.

Normal School.

The Act provides for the establishment of a Normal School for the training of male and female teachers, but attendance at it is not made a condition of a license.

The students in the Normal school must be at least fourteen years of age, and must, before admission, have acquired some proficiency in reading, writing, and arithmetic.

The course of instruction includes grammar, logic, elocution, geography, history, geometry, mechanics, mathematics, natural philosophy, drawing, and music.

A grant is made by the Act of a sum not exceeding two thousand pounds for the first expenses, after which the institution is intended to be self-supporting.

School Fees.

The school fees for instruction in those branches which are considered to form the basis of an English education are fixed by the teacher, but may not exceed thirteen shillings per quarter, four shillings per month, or one shilling per week.

These branches consist of reading, writing, arithmetic, grammar, geography, and history.

Teachers are, however, at liberty to make an extra charge for instruction in any other than the above-named subjects.

They may also receive a higher fee for the ordinary instruction, where voluntarily paid by the parents or guardians of any children.

Religious Instruction.

Portions of the Old and New Testament (either the authorised or Douay version) are to be read daily during school hours by such scholars as can read fluently and intelligently, or, if none such be present, by the teacher, care being taken to maintain the reverence due to the Sacred Volume.

The Scriptures must not be used as a substitute for other books in teaching children to read.

No denominational catechism may be taught in the schools. Children whose parents request it are allowed to be absent during the Scripture reading.

Funds.

A scheme for raising funds for the erection of schools on redeemable bonds forms part of the Act of South Australia; it would, however, appear that the prescribed time for taking action in the matter has been allowed to elapse, and that assistance is granted to schools out of the ordinary revenue of the colony.

It may be well, however, to mention the chief features of the plan.

The Board to be entitled to issue bonds bearing six per cent. interest to the aggregate amount of £10,000 for sums varying from ten pounds to one thousand.

The Colonial Treasurer to pay yearly a sum equal to ten per cent. on the money so raised, in order to meet the accruing interest, as well as to form a sinking fund for the redemption of the bonds. In any case the bonds to be redeemed within fifteen years after the passing of the Act.

Report of a Select Committee of the House of Assembly on the best means of promoting Education.

Report of Select Committee.

A Select Committee was appointed in 1861 to enquire into the operation of the Act, apparently with the view of enquiring into the expediency of modifying the system.

First: The cost of the department had been gradually becoming so heavy as to make the diminution of the expenditure a matter of importance, and with this view it appears that a proposal was made to economise the funds by withdrawing aid altogether from schools situated in centres of population.

Secondly: Representations appear to have been made in certain quarters that the system, contrary to the intention of its framers, had been worked in such a manner as to have been made by certain teachers a means of proselytism.

Thirdly: it was said that persons in good circumstances were availing themselves of the cheaper education afforded by the schools assisted by the Government, and that so the advantage of Government aid was enjoyed by persons who could well afford to defray the whole expense of educating their children.

The Committee reported against the first proposal to withdraw assistance from schools established in the centres of population, principally because it would so lower the stipends of teachers, that either no inducement would be offered to qualified persons to seek the office, or else it would lead them to demand higher fees as a compensation for the loss of the Government grant, and thus oblige many parents to withdraw their children from school altogether.

2nd. In reference to the objection that the religious instruction imparted in the schools violated the conscientious scruples of some persons, the Committee was quite satisfied that the complaint was altogether groundless, and that no well-founded statement had been made which could even bear such a construction.

3rd. With regard to the third point, the Committee was of opinion that it would be desirable so to modify the system as to prevent those able to pay for a suitable education for their children from availing themselves of the low scale of fees sanctioned by the Board.

And they propose that the ability or otherwise of parents to pay higher fees should be ascertained by the amount of rates paid by the parent, and that children whose parents were rated above a certain sum should not enter into the calculations in apportioning Government aid.

Upon the whole, the Committee report that the general result of the evidence had been to show that the effects of the system had been satisfactory.

IV.—QUEENSLAND.

Legislative Enactments.

There are two separate Acts relating to Education in Queensland, both of which became law on the 7th September, 1860.

1st. "An Act to provide for the Establishment of Grammar Schools in Queensland."

2nd. "An Act to provide for Primary Education in Queensland."

The former of these Acts has for its object the establishment of schools of a higher class, where a liberal education may be received.

Whenever a sum of one thousand pounds has been raised in any district towards the establishment of a grammar school, and the plans, specifications, and site of the intended school have been approved of by the Governor in Council, a sum equal to twice the sum subscribed may be issued by the Governor in Council to seven persons acting as trustees, four of whom are to be appointed by the Governor, and three others to be nominated by subscribers of five pounds, and approved of by the Governor. The whole sum made up of grant and contributions to be expended in the erection of the necessary buildings, and in making provision for other objects connected with the permanent establishment of the institution.

The current expenses of the institution are to be met partly by local contributions guaranteed by responsible persons for a period of at least three years, and partly from the Government Grant.

It is further proposed to grant land to these schools as a permanent endowment, in which case the trustees are required to send in a yearly return of the value of the endowment, as well as of the profits received from it during the year. A sum equal to the profits so received is deducted from the amount to be granted, and the grant ceases as soon as the profits reach that amount.

The Trustees appointed as above are incorporated. It does not appear from the papers before the Commission whether this measure has ever been acted on, nor, if so, how it has worked in practice.

The second Act, relating to education, is that for the establishment of primary schools.

The chief object of this Act is to constitute a Central Board, and to define and limit its powers.

The Board is a corporation consisting of six persons, five appointed and removable by the Governor in Council, and whose term of office expires in five years, unless re-appointed.

In addition to these five members, a Minister representing the Government in one of the Houses of Parliament is to be *ex officio* Chairman of the Board.

The powers of the Board are to administer the funds available for education, and to make rules and by-laws as to all matters connected with schools, which, on being approved of by the Governor in

Council, and published in the 'Government Gazette,' are to be deemed part of the Act, subject, however, to the following limitation:—

1st. The board may not make any such rules or by-laws inconsistent with the spirit of the New South Wales system of education.

2nd. No aid may be granted towards the building or repair of any school building, unless vested in the Board in fee simple.

3rd. No rule of the Board may extend to authorise the inspector to interfere with the religious instruction given in any school during the hours set apart for that purpose.

4th. The Board may make grants for exhibitions at some grammar school in the colony, but these grants must not exceed five per cent. of the whole amount at their disposal. Further, the board may devote a portion of the funds at their disposal to the establishment of normal training schools, or industrial schools, either in connection with primary schools or otherwise. The rules issued by the Board are for the most part identical with those issued by the Board of New South Wales, already adverted to, and it will consequently only be necessary to notice the points in which they differ substantially.

In the first place, while the aid granted by the Board in New South Wales towards the erection of school buildings is one-half of the estimated cost, in Queensland it is only one-third.

Secondly, the scale of salaries of teachers is higher in Queensland than in New South Wales, as will be seen by the following tables:—

		SALARIES.	
Section.		Queensland	New South Wales.
Class I.	A	£200	£144
	B	180	132
Class II.	A	150	120
	B	130	108
Class III.	A	110	96
	B	100	84

Thirdly, there is no provision in Queensland, as there is in New South Wales, for a separate apartment for special religious instruction, which, in the former, may not be given during ordinary school hours, while in the latter it forms a part of the regular course of instruction.

V.—TASMANIA.

Legislative Enactment.

The only Act of the Legislature of Tasmania relating to education which the Commission have been enabled to obtain is one not dealing in any way with elementary schools, but making provision for the endowment of scholarships from the general revenue, to be applied to the support of successful candidates at some university in the United Kingdom, having power by law to confer degrees in arts, law, and medicine.

By this Act a Council of Education is constituted, consisting of fifteen members, appointed in the first instance by the Governor in Council, vacancies being supplied by a majority of the votes of the members themselves. Eight scholarships are founded of the

value of £200 per annum, tenable for four years, two of which are open each year.

The duty of the Council is to supervise the details necessary for carrying out the plan; to administer the funds; to satisfy themselves that the conditions of the Act have been complied with, and to appoint examiners.

Regulations.

The regulations for the conduct of schools are with some difference of detail identical with those already mentioned as applicable to New South Wales.

It appears, however, that an entire change of system is in contemplation, as, owing to the falling off in the revenue of the colony, the present scale of expenditure cannot be maintained; and, with a view of meeting this difficulty, it is proposed to throw a much larger share of the cost of schools upon the districts, at the same time entrusting to local management a proportion of that authority which is now vested in the Central Board.

PROVINCES OF NEW ZEALAND.

I.—AUCKLAND.

Legislative Enactment.

The Act now in operation in the province of Auckland was passed in the year 1857, and lays down in detail the system upon which the funds voted from time to time by the Provincial Council shall be administered.

The general regulation of all matters connected with schools is entrusted to a Board of Commissioners, consisting of not less than five nor more than nine persons, appointed by the Superintendent.

Conditions on which Aid is Granted.

The provisions of the Act relate almost exclusively to the mode in which funds are to be applied, and the conditions upon which aid may be granted, leaving the regulation of all matters of detail to the local managers.

Grants made by the Board may moreover be made only in aid of teachers' salaries; all other expenses, such as the first establishment of a school, the acquisition of a site, the erection of buildings, the purchase of books and apparatus, and incidental expenses, must be defrayed out of the fees or local contributions.

The conditions on which aid may be granted are:

- (a.) That a sum not less than the amount granted by the Board shall be raised by children's payments or otherwise.
- (b.) That school fees shall not exceed one shilling per week.
- (c.) A sufficiently large and well-ventilated school-house, supplied with the necessary furniture, requisite outbuildings, and an open space attached for a play-ground, must be provided.
- (d.) The Board must be satisfied with the teachers' moral character and fitness to conduct a school.

Amount of Aid.

The amount of aid given by the Board in ordinary cases is determined by the number of scholars in

average attendance at the school, and consists of a sum of £2 per annum for every such scholar up to the maximum, as hereafter specified; but in districts where, from the paucity of inhabitants, or from any other cause, this grant may be insufficient to support a school, a grant may be made of an additional £2 for every child up to the limit of £30, or, as the case may be, up to the limit of the highest scale of contribution allowed out of the revenue towards the teachers' salary.

If the average attendance in any school exceeds forty, or in infant schools sixty, £2 per annum is given for every scholar beyond that number up to £30; and if the average attendance exceeds eighty, or in infant schools 120, then also £2 may be given for every additional scholar up to £30, provided that those payments are devoted to the payment of assistant teachers.

Teachers.

Teachers are appointed by the local managers.

Before any school can be aided, the teacher must have received a certificate from the Board.

There are two kinds of certificates, named respectively, certificates of the first degree, and certificates of the second degree.

The maximum allowed by the Board towards the salaries of teachers is:—

For masters of 1st degree,	£75	per annum.
For " 2nd "	£50	" "
For mistress of 1st "	£50	" "
For " 2nd "	£35	" "

In order to give a claim to the first of these sums, at least thirty-eight scholars must be in average attendance; to the second, twenty-five; to the third, twenty-five; and to the fourth, eighteen, for whom £2 each will be paid up to the specified maximum.

In thinly peopled districts, however, as above stated, an additional sum may be granted up to £30, or up to the maximum salary.

These contributions by the Board, however, with the exception of the last, must be supplemented from fees or otherwise by an equal amount.

As an illustration of the working of this scheme, let us suppose a teacher holding a certificate of the first degree to be in charge of a school with an average attendance of thirty-eight children, he would receive—

From the Board, £2 per child (up to £75) ...	£75
Equivalent from managers	75
Total salary	£150

Again: Suppose the case of a teacher of the same degree in charge of a school in a thinly populated district, with an average attendance of only fifteen, entitled to the additional grant applicable to such a district, he would receive—

Ordinary grant from Board at £2 per child ...	£30
Equivalent from managers	30
The Board then might give an additional grant of £2 per child; in this case reaching the maximum of	30
Total salary	90

And the managers might, as before-mentioned, be required by the Board to raise something additional, in order to receive the extra grant.

Supposing, however, that he has twenty-five children in average attendance, then if he were allowed from the Board £2 for every child in addition to the ordinary grant of £2 per average scholar, the grant from the Board would amount to £100, or £25 more than the fixed maximum; the extra grant would, therefore, be reduced, so as not to exceed that maximum, and the items of his salary would stand thus:—

On account of 25 children at £2 per child	£50
Equivalent from managers	50
Extra grant from Board of £2 up to £25	25
	£125

Which must be increased by the managers if the Board think fit.

In the same way the salaries of assistant teachers, where the number of scholars require such an appointment, are paid at the rate of £2 for every scholar above the number already mentioned, up to the maximum of £30 by the Board, with an equivalent from the managers.

With a view of encouraging persons qualified to undertake the duties of teachers to settle in the province, a clause has been introduced into the Waste Lands Regulations, providing that any person producing a certificate signed by the Chairman of the Board, that he is qualified to teach reading, writing, arithmetic, and English grammar, shall be entitled to receive a land order for 80 acres of land, for which, however, a grant will issue only after the lapse of five years, on his being able to satisfy the Superintendent that he has been engaged during the whole of that period in teaching in some school in connection with the Board.

Sites and Buildings.

The Board has no property in the sites or buildings of the schools, but refuses aid where these are insufficient or unsuited, or where they are not kept in proper repair, and where the school apparatus is deficient. The appropriation of sites, however, for the purposes of the Board seems to be contemplated in the future, as a clause in the Waste Land Regulations gives power to the Superintendent to make reserves for sites of schools as well as of land for their permanent endowment.

Religious Instruction.

The Board has no power of either prescribing or prohibiting religious instruction; the responsibility of dealing with this question is left entirely with the managers.

II.—WELLINGTON.

Legislative Enactments.

The law relating to education in the province of Wellington consists of three short Acts, the principal object of the two first being to establish schools in the various districts of the province, and that of the last to provide for the management of lands which

have been or may hereafter be set apart for educational purposes.

These Acts were passed respectively in the years 1855, 1857, and 1862, and are entitled:—

1st. "An Act to Promote the Establishment of Common Schools in the province of Wellington."

2nd. "An Act to amend an Act of the second session of the Provincial Council," intituled "An Act to Promote the Establishment of Common Schools in the province of Wellington."

3rd. "An Act to Provide for the Management of Educational Reserves."

The first of these Acts prescribes the system on which the schools supported by public funds are to be conducted.

The province is, by proclamation of the Superintendent, to be divided into convenient districts, the boundaries of which may from time to time be altered as circumstances may require.

The initiation of all proceedings relating to schools is left to the direction of the registered voters in each district, any six of whom may call a meeting of such voters to make provision for the establishment and maintenance of common schools within the district.

Further proceedings are then handed over to general meetings of householders, though it does not clearly appear how these meetings are originated, or in what way the preliminary meeting of the voters affects subsequent proceedings.

It is, however, to the householders, who are the ratepayers of the district, that the substantial power is given.

School Committees.

A general meeting of rate-payers must be held every year for the transaction of business generally, and more particularly for the election of a school committee for the management of the schools in the district.

The general meeting may assess a rate not exceeding one pound on every house in the district, to be expended for the purposes of the Act.

The Superintendent may supplement the rates or voluntary contributions, out of moneys appropriated by the Provincial Council.

Religious Instruction.

This Act expressly prohibits religious instruction being given in any school maintained wholly or in part by moneys raised under the powers here given; and also prohibits ministers of religion from teaching or otherwise interfering in the conduct or management of any such school, unless in his capacity as a member of the school committee. It appears, however, to have become necessary to relax the stringency of this rule, and, with this object, the second act above-mentioned was passed, allowing instruction to be given in the Bible, but without notes, comments, or doctrinal or sectarian teaching, either before or after the hours appointed for secular instruction, and this only by the special authority of the school committee, to be given in writing, and a notice to that

effect must be posted at the door of the school, in order that any child whose parents desire it may be withdrawn.

The third Act vests certain educational reserves in the Superintendent and his Executive Council, who are empowered to grant leases for any term not exceeding 21 years. The proceeds, after deducting expenses, to be applied towards educational purposes within the province, as may be directed by the Provincial Council.

III.—NELSON.

Legislative Enactments.

There are four Acts of the Nelson Province relating to education.

1st. An ordinance passed in February, 1855, authorising the Superintendent to appoint a Commission to enquire into and consider what system of education should be adopted for the province.

2nd. The original Education Act, passed in March, 1856, based upon the report of the Commissioners appointed under the first Act, and prescribing rules for the management of the schools.

3rd. The Education Amendment Act, altering the Education Act in certain particulars, and passed in the year 1858.

4th. A second Amendment Act, passed in July, 1862, making further provisions for the appointment of Local Boards.

In pursuance of the authority given to the Superintendent by the first of these Acts, it appears that a Commission was appointed, who, after careful consideration, presented a very able report upon all the circumstances affecting the education of the province, embodying in the form of resolutions their recommendations, and adding an explanatory memorandum of the considerations which had weighed with them in arriving at these conclusions.

The original Education Act, passed in the following year, adopted the suggestions made by the Commission, and their nature will be perceived in the following summary of the provisions of the Act.

School Districts.

The Superintendent may constitute school districts within the province.

Rates.

The Act prescribes the levying of a rate of one pound on every householder in the province, and a further sum of five shillings for every child between the ages of five and fourteen years, if there are not more than four children in the house, no rate being levied on account of any children beyond that number.

Thus the maximum amount receivable from each householder is two pounds, the minimum one pound.

The collection of the rate is effected by making it obligatory on every householder to pay his assessment at a time and place fixed by the Board, and of which at least twenty-one days' notice must be given in some newspaper of the province. In case of default, the amount may be recovered in a summary way before any Justice of the Peace.

Local Boards.

The householders in each district are to meet once a year, to elect the School Committee for superintending the schools in the district.

Their special powers are to select masters from persons holding a certificate from the Central Board, and subject to the sanction of the Inspector to prescribe the general course of instruction in the schools.

Central Board.

The Central Board is formed of representatives of the Local Boards, with whom is associated one member of the Executive, appointed by the Superintendent; each of the Local Boards deputing one person as a member of the Central Board.

The powers of the Central Board are—

- 1st. To constitute new districts, or alter the boundaries of existing districts.
- 2nd. To distribute the funds available for education.
- 3rd. To appoint teachers where any Local Board may neglect to do so.
- 4th. To appoint teachers to schools not included within an educational district.
- 5th. To grant certificates of competency, provided the candidate is of good moral character.
- 6th. To make by-laws, subject to the approval of the Superintendent.

Religious Instruction.

Religious instruction must be free from all controversial character, and is to be imparted at such hours, that any parents objecting to it may be able to withdraw their children from the school at the time it is given.

Education Amendment Act.

The Education Amendment Act alters the original Act in the following particulars:—

- 1st. There is a relaxation of the provisions relating to the levying of the rate.
 - (a.) Instead of a rate being levied on every householder throughout the whole province, it is only levied on those resident within some proclaimed district.
 - (b.) Instead of the additional rate of five shillings being made payable on account of every child, it is only payable on children residing within three miles of some school established under the Act.
- 2nd. As to the mode of collecting the rate:—

The Superintendent is substituted for the Board as the person to fix the time and place of payment, and to appoint the person charged with the duty of collecting the rate. The Board may claim from any person not paying his rate the maximum of two pounds, and the proof that this is in excess of the sum due is to rest with the person sued.

3rd. As to the constitution of the Central Board:

- (a.) The local committee of any district may cancel the election of its representative in the Central Board.

(b.) The exact day on which the existence of one Board is to cease and the Board of the ensuing year is to enter on its duties, is prescribed, being the first Thursday in July in each year, when the old Board delivers over to its successor all books, papers, accounts, and balances of money in its possession.

(c.) The Central Board is incorporated, and may hold property, and may lease it for any term not exceeding fourteen years.

4th. As to the establishment of separate schools: Ratepayers in any district, contributing in rates fifty pounds, may establish a separate school under the following conditions:—

- (a.) They must have appointed a committee of five persons for the management of the proposed school.
- (b.) They must have provided a schoolroom approved by the Board.

They will then receive from the Central Board a sum equal to the rates paid by the applicants, less the expenses of collection.

The object of the second Education Amendment Act is to provide for the constitution of Local Boards where the ratepayers have neglected to elect one, in which case the Superintendent may appoint them.

IV.—OTAGO.

Legislative Enactment.

The Education Ordinance was passed in the year 1862, repealing the former Ordinance of 1856.

Central Board.

The Central Board consists of the Superintendent and his Executive Council, together with the Speaker of the Provincial Council.

The ordinary meetings of the Board take place only twice in the year, but special meetings may be called by the Secretary when he shall see occasion to do so, or when requested by the Superintendent or any two members.

The powers of the Board are:—

- (a.) To exercise a general superintendence over the public schools of the province.
- (b.) To promote the establishment of school districts.
- (c.) To define the limits of new districts, and those of districts already constituted.
- (d.) To administer the funds appropriated by the Provincial Council for educational purposes.
- (e.) To authorise the employment of assistant teachers.
- (f.) To authorise the employment of pupil teachers in any school.

Educational Districts.

Educational districts are constituted on a memorial being presented from any considerable portion of the inhabitants of any locality, praying that such locality be made an educational district.

On receiving such a memorial, the Board may, if circumstances require it, initiate proceedings by

calling a meeting of the owners and occupiers of land and householders. The Secretary of the Board being in attendance, to explain the provisions of the Ordinance, the question is put to the meeting whether the district should be formed into an Educational district. If the majority decide in favour of the proposal, and also declare their willingness to provide the proportion of the annual liabilities incurred by an educational district, the Board is to proclaim the district accordingly.

The liabilities of the school districts are to provide:—

- (a.) The whole of the teachers' salaries, with the exception of £50 per annum for each teacher from the Board.
- (b.) One half of the teachers' passage money.
- (c.) One half of the costs of keeping school buildings in repair, and of fencing the land annexed.
- (d.) The whole cost of insurance of school buildings.
- (e.) All the incidental expenses.

And these expenses are to be met out of school fees, donations, subscriptions, and, if necessary, out of rates to be levied by the district.

Should the estimated income for any year from fees or donations not be sufficient to defray all the estimated expenses of a district, a rate must be levied to supply the deficiency, to be assessed upon the net annual value of houses, shops, warehouses, barns, stables, mills, and other buildings, yards, and gardens; all enclosed or improved arable land outside towns being valued at an annual value of twenty shillings per acre, and unimproved or unenclosed lands at two shillings.

The properties exempted from this rate are—

- 1st. Farm buildings, where a rate is levied on the dwelling house on the farm to which they belong.
- 2nd. Public buildings, such as gaols, custom-houses, hospitals, police offices, court houses, or any other Government office or building.
- 3rd. Lands reserved for public purposes.
- 4th. Any description of property solely dedicated to religious or educational purposes.

District Committees.

At any meeting of the nature above described, where the owners and occupiers of land and householders in any district agree to assume the responsibilities devolving upon them, the District School Committee is elected, which holds office for the remainder of the then current year, and at its termination a similar meeting must be held to elect a new committee for the ensuing year.

The persons composing the district school committee must not be fewer in number than five nor more than nine, and the majority of them must be parents of families.

The powers of the district committee, subject however to the general superintendence and control of the central board, are:—

- (a.) To determine the number and description of the schools necessary for the district.
- (b.) To determine the extent and description of buildings required for educational purposes.
- (c.) To appoint teachers, but only those holding a certificate.
- (d.) To fix the salary of the teacher, so that the sum fixed for teachers of main schools be not lower than the minimum of one hundred pounds.
- (e.) To fix the rates of school fees.
- (f.) Generally to have the entire management of educational matters within the district.

Sites and Buildings.

The cost of the erection of buildings is defrayed by the central board out of any money appropriated for the purpose by the Provincial Council.

All buildings erected for school purposes must be erected in conformity with plans and specifications to be approved of by the Central Board.

As a general rule, there must be a teachers' house in connection with every main school, and a piece of land, not exceeding ten acres, for the use and occupation of the teacher, and for a playground.

In exceptional cases, however, where there is a difficulty in providing a residence for the teacher, the Board may give a yearly allowance in lieu of it.

Teachers.

No person may be appointed as teacher who is unable to produce a certificate of qualification from Her Majesty's Committee of Privy Council on Education, or who fails upon examination to obtain a certificate from the inspector of schools in the province, together with such other certificates of fitness as shall be required by any regulations to be made by the Board.

In cases, however, where no certificated teacher can be obtained, a person may be appointed temporarily.

As it may sometimes happen that, without any fault on the part of a teacher, it may be desirable to put an end to his employment without fixing upon him a stigma, it is provided that the engagement of every teacher, unless the contrary is particularly specified, shall be an engagement for a year only, renewable or not at the end of that time, so that in case the Board decline to renew it, the connection may be dissolved without explanation on the one side, and without offence on the other.

The school committee are not empowered, however, to allow any teacher's engagement to lapse, except with the express sanction of the Board.

The salary of every teacher of a main school, once fixed, may not be reduced without the consent of the Central Board.

Assistant Teachers.

In schools where the number of pupils in ordinary attendance is such as to warrant the employment of an assistant teacher, the District School Committee, after obtaining the sanction of the Cen-

tral Board, may appoint some person selected by the teacher.

Pupil Teachers.

In any well attended and efficiently conducted main school, a specified number of pupil teachers may be appointed by the Central Board, who may grant such moderate sums, not exceeding the sums contributed by the districts for that purpose, in aid of their maintenance and education.

These pupil teachers are boys or girls apprenticed to the head teacher for a term of years; they assist in the school during school hours, and receive about an hour's instruction each day, either before the school commences or after it is over.

Religious Instruction.

In every school the Holy Scriptures are to be read daily, and such further religious instruction given as the District School Committee may appoint, with the proviso that the doctrines taught shall not be at variance with those commonly known as the "Evangelical Protestant Doctrines."

The religious instruction and scripture reading may only be proceeded with at the opening or close of the school, as the teacher may fix, in order to allow of any child whose parents object to be withdrawn.

V. SOUTHLAND.

The province of Southland having originally formed part of the province of Otago, was, till the passing of the Ordinance of 1862, governed by that passed by the Legislature of the latter province in 1856.

The Southland Ordinance repeals that of 1856, and creates the following machinery:—

Central Board.

For the purpose of carrying out the new Ordinance, a Central Board is constituted under the designation of the Education Committee, consisting of the Superintendent and six other members, of whom three are appointed by the Superintendent and hold office during pleasure, and three, being members of the Provincial Council, are elected by that body, holding office until ten days after the first meeting of the next succeeding Provincial Council.

The duties of the Education Committee are:—

- (a.) To administer the funds appropriated by the Provincial Council for the purposes of education.
- (b.) To inspect and overlook the management of schools.
- (c.) To appoint a School Committee for any district neglecting to elect one.
- (d.) To withhold any grant from a school which is found in an unsatisfactory condition.
- (e.) To dismiss or suspend an inefficient teacher.
- (f.) To exercise a general control over the proceedings of the District Committees.

Local Administration.

The Superintendent is required to divide the province into Educational Districts, none of which may

have a radius of more than four miles; and when he may think it expedient to establish schools within any district, the boundaries must be defined by proclamation.

Within one month after the proclamation of any district, a meeting of the ratepayers must be held on some day to be fixed by the Secretary of the Education Committee (of which fourteen days' notice must be given) for electing members of the School Committee.

The School Committee consists of six persons, five of whom are elected by the ratepayers of the district and one is appointed by the Superintendent.

The elective members hold office for two years, the member appointed by the Superintendent during pleasure.

The Superintendent may remove any of the elective members on an address from the majority of the ratepayers of the district.

Any vacancy which may occur by the removal of an elective member is filled up by election by the remaining members.

The powers of the School Committee are subject to the control of the Education Committee.

- (a.) To determine the number and description of schools necessary for their district.
- (b.) To determine the extent and description of school buildings.
- (c.) To appoint teachers.
- (d.) To fix the salaries of the teachers subject to the prescribed minimum.
- (e.) To fix the rate of fees.
- (f.) To impose an assessment on the district or meeting the expenses of establishing and supporting the necessary schools.
- (g.) Generally, to have the management of every school established under the Ordinance within the district.

Sites and Buildings.

The expenses of erecting school-buildings are defrayed from three sources.

- 1st. From the revenue arising from educational reserves within the district.
- 2nd. From sums from time to time appropriated by the Provincial Council.
- 3rd. From assessments on the rate-payers.

If the first of these sources is exhausted, the duty of providing for the difference falls in equal shares on the two last. After the completion of the necessary buildings the ratepayers are bound to keep them in repair.

The plans of any school-buildings are furnished by the Provincial Engineer acting under the instructions of the Education Committee, but the task of directing their construction is the duty of the School Committee. The school-room must contain not less than eight feet superficial area for each pupil.

Rates.

The School Committee, after determining the expenditure required for the year on the erection of school-buildings, the salaries of teachers, and general expenses of management, may levy a rate on the district to cover the expenses not defrayed from other sources.

Rateable properties are divided into two classes—country lands alienated from the Crown, and lands and tenements situated in towns and villages. The former are assessed according to area, the latter, according to yearly value.

The waste lands of the Crown are also practically subject to a rate, inasmuch as the Provincial Treasurer is required to pay, out of sums voted for educational purposes by the Provincial Council, an amount which bears to the sum levied by assessment for salaries of teachers, the same proportion that the extent of the waste lands of the Crown within the district bears to the entire area of the district.

Teachers.

All engagements of teachers to be deemed yearly engagements, but may be terminated on either side by three months' notice, and further, the Education Committee may dismiss any teacher summarily who is guilty of any gross or notorious offence.

The minimum salary of the teacher of a main school is £150 per annum; for a teacher of a side school £120, it would appear inclusive of fees, as the teacher is bound to pay over any fees collected by him to the Treasurer of the District School Committee.

Religious Instruction.

The Holy Scriptures must be read daily in every school, and such religious instruction given as the District Committee may direct, provided it be not at variance with the doctrines commonly known as Evangelical Protestant doctrines.

The time for religious instruction and scripture reading to be at the opening or close of the school, and children whose parents object may be withdrawn during the hours set apart for this purpose.

PROVINCE OF CANTERBURY.

I.—EDUCATIONAL STATISTICS.

In entering upon the statistical part of their report, the Commissioners desire to point out a difficulty to which they have already alluded and which will prevent them from affording as accurate information as they could have wished.

The returns furnished from the various quarters to which they have applied are so inaccurate, incomplete, and in many cases contradictory, as to prevent them from arriving at more than general conclusions.

The last census having been compiled only up to the end of the year 1861, no official statistics exist as to the number of children to be educated, or as to other matters connected with the educational requirements of the province at the present time.

The great changes which have since then taken place in the numbers and circumstances of the popu-

lation render the census a very uncertain basis on which to calculate the present condition of education.

The method pursued by the Commission for arriving at an approximate estimate on these questions has been to adopt the census as a starting point, and by the help of returns supplied from the Immigration Office, to form an opinion as to the rate at which an increase has taken place.

The results here given therefore cannot be considered as anything more than an approximation to the truth, but they have been so far checked and verified by information derived from other sources as to lead the Commission to believe that they are upon the whole substantially correct.

1. It appears that the number of schools at present receiving Government aid is 37, distributed as follows:—

Christchurch	7	Prebbleton	1
Lyttelton	4	Lincoln	1
Governor's Bay	1	Upper Heathcote	2
Kaiapoi	1	Lower Heathcote	1
Kaiapoi Island... ..	2	Heathcote Valley	1
Rangiora	1	Papanui	2
Woodend	1	Harewood road... ..	1
Akaroa... ..	2	Purarakanuij	1
Okain's Bay	1	St. Albans	1
Little Akaloa	1	Oxford	1
Duvauchelle's Bay	1	Timaru	1
Riccarton	1	Arowenua	1

Of these 21 are in connection with the Church of England, distributed as follows:—

Christchurch	3	{ 1 boarding school and two day schools
Lyttelton	2	{ Day schools
Kaiapoi Island... ..	1	{ Day school
Rangiora	1	{ Boarding school
Akaroa	1	{ Day school
Okain's Bay	1	{ Boarding school
Little Akaloa	1	{ Day school
Duvauchelle's Bay	1	{ Day school
Riccarton	1	{ Day school
Prebbleton	1	{ Day school
Upper Heathcote	1	{ Day school (could take boarders for £30 if house repaired)
Lower Heathcote	1	{ Day school (Dame's school)
Heathcote Valley	1	{ Day school
Papanui... ..	1	{ Day school
Harewood road... ..	1	{ Day school
Purarakanui	1	{ Day school
Oxford	1	{ Day school
Timaru	1	{ Day school

9 in connection with the Presbyterian church.

Christchurch	3	{ 1 boarding and two day schools
Lyttelton	1	{ Day school
Governor's Bay	1	{ Boarding school (5 boarders £35 per annum, including washing)
Kaiapoi	1	{ Day school
Akaroa	1	{ Day school
Lincoln	1	{ Day school
Arowenua	1	{ Day school

The schools here designated boarding schools are such as receive boarders in addition to the ordinary day scholars.

7 in connection with the Wesleyan Church.

Christchurch	1	{ Day school
Lyttelton	1	{ Day school
Kaiapoi Island... ..	1	{ Day school
Woodend	1	{ Day school
Papanui	1	{ Day school
St. Alban's	1	{ Day school
Upper Heathcote	1	{ Day school (since closed)

There are 22 private schools, of which two are exclusively boy's schools; 6 are exclusively girls' schools, and 14 are mixed schools. 7 of these are

boarding schools, viz.: 2 boys, and 5 girls, distributed as follows :—

Christchurch	10	} Of which 4 are boarding and 6 day schools
Lyttelton	3	
Kaiapoi	3	
Rangiora	1	
Riccarton	1	
Woodend	1	
Geraldine	1	
Pigeon Bay	1	
Port Levy	1	Day school

There are 31 Sunday schools, distributed as follows :—

	Church of England.	Wesleyan.	Presbyterian.	Total.
Christchurch	2	1	1	4
Lyttelton	1	1	1	3
Governor's Bay	0	0	1	1
Kaiapoi	0	0	1	1
Kaiapoi, Island	1	1	0	2
* Rangiora	1	0	0	2
Woodend	0	1	0	1
Akaroa	0	0	1	1
Pigeon Bay	0	0	1	1
Okain's Bay	1	0	0	1
Little Akaloa	1	0	0	1
Duvauchelle's Bay	1	0	0	1
Riccarton	1	1	0	2
Upper Heathcote	1	0	0	1
Lower Heathcote	1	0	0	1
Heathcote Valley	1	0	0	1
Papanui	1	1	0	2
Harewood Road	1	0	0	1
Purarakanu	1	0	0	1
St. Alban's	0	1	0	1
Oxford	1	0	0	1
Timaru	1	0	0	1
	17	7	6	31

Thus it would appear that the whole number of schools in the province counting week-day schools and boarding schools, private and public, together with the Sunday schools is 90, of which there are :—

Public Boarding Schools	5
Private Boarding Schools	7
Public Day Schools only	32
Private Day Schools	15
Sunday Schools	31
	90

The week day schools may be further classified as superior, ordinary, and elementary. By the term superior schools, are meant schools where the ordinary branches of a liberal and commercial education in the case of boys, and in that of girls where modern languages, music, and other accomplishments form a part of the regular course, and in which a higher scale of fees is charged; by ordinary schools, those in which there are children above the age of seven, fairly proficient in reading, writing and arithmetic, and by elementary, such as consist mainly of children below the age of seven, and of the class generally called dames' or infant schools.

Under the first head may be classed among the public schools :—

Christ's College Grammar School*
Christchurch Academy
Lyttelton Presbyterian High School

* One Sunday school at Rangiora belongs to the United Methodist Free Church.

With 10 private schools, of which 2 are exclusively boys' schools, 6 exclusively girls' schools, and 2 mixed; making in all 13 superior schools.

Under the head of Ordinary Schools may be classed the following public schools :—

Name of School.	Whether Boys, Girls, Infants, or Mixed.	Where Situate.	Religious Denominations.
St. Michael's ...	boys	Christchurch	Ch. England
St. Michael's ...	girls	"	"
Christchurch Wesleyan	mixed	"	Wesleyan
N. Christchurch Presbyterian	boys	"	Presbyterian
S. Christchurch Presbyterian	girls & infants	"	"
Lyttelton Church	mixed	Lyttelton	Ch. England
" Wesleyan	"	"	Wesleyan
Governor's Bay ...	"	Governor's Bay	Presbyterian
Kaiapoi ...	"	Kaiapoi	"
Kaiapoi, Island Church	"	Do., Island	Ch. England
Kaiapoi, Island Wesleyan	"	"	Wesleyan
Rangiora ...	boys	Rangiora	Ch. England
Rangiora ...	girls	"	"
Woodend ...	mixed	Woodend	Wesleyan
Akaroa Church ...	"	Akaroa	Ch. England
Akaroa Presbyterian	"	"	Presbyterian
Okain's Bay ...	"	Okain's Bay	Ch. England
Little Akaloa ...	"	Little Akaloa	"
Duvauchelle's Bay	"	Duvauchelle's Bay	"
Riccarton ...	"	Riccarton	"
Prebbleton ...	"	Prebbleton	"
Lincoln ...	"	Lincoln	Presbyterian
Upper Heathcote	"	Watercress Bridge, Lincoln Road	Ch. England
Upper Heathcote Wesleyan	"	Lincoln Road	Wesleyan
Heathcote Valley	"	Heathcote Valley	Ch. England
Papanui Church	"	Papanui	"
Papanui Wesleyan	"	"	Wesleyan
Harewood Road ...	"	Harewood Road, Papanui	Ch. England
Purarakanu ...	"	North Road, 7 mile peg	"
St. Alban's ...	"	St. Alban's	Wesleyan
Oxford ...	"	Oxford	Ch. England
Timaru ...	"	Timaru	"
Arowenua ...	"	Arowenua	Presbyterian

To which may be added seven private schools, making 40 ordinary schools.

The elementary public schools are:—

Name of School.	Whether Boys, Girls, Infants, or Mixed.	Where Situate.	Religious Denominations.
St. Luke's School	Infant	Christchurch	Ch. Eng.
Lyttelton Infant School	Infant	Lyttelton	Ch. Eng.
Lower Heathcote School	Mixed	Ferry Road	Ch. Eng.

and five elementary private schools, making in all eight elementary public and private schools.

The whole number of children on the books at the end of April last, appears to have been—

In public schools	1651
In private ditto	452
Total	2103

It is difficult from returns accessible to the Commission to estimate the proportion which these

numbers bear to the whole number of children of an age to be at school.

The census returns only give the ages of children under 6 years, and between 6 and 16 respectively; the ordinary school age may be taken as that between 4 and 14, as both these are periods of 10 years, the numbers which have been ascertained as true in the one case may not unreasonably be assumed as substantially true in the other.

At the last census it appears that there were 3139 children between the ages of 6 and 16; assuming this number to represent approximately the number of children of a school age, and adding the number which have since arrived from England, some idea may be formed of the number requiring instruction.

Thus—

Children between the ages of four and 14	3139
Children of the same age, introduced since the census, about	600
Total of a school age	3739

But of these it appears from the above statement that only about 2100 are at any school, and that therefore there are about 1600 attending no school at all. In estimating, however, the number under instruction, it is necessary to take into account those who are taught at home. It is impossible to estimate with any approach to exactness how far such cases affect the above calculation; but after making allowance for these and checking the result by facts which have come under the notice of the Commission, they consider that there are considerably more than a thousand children of a school age in the province receiving no secular instruction of any kind. [There remain the numbers attending Sunday schools, 1755, of whom only 235 attend no day school.]

There are, in addition to the schools already enumerated, four night-schools, with an attendance of 31 scholars.

With regard to the income and expenditure of existing schools, it appears from the materials supplied to the Commission, with the exceptions noted below, by the heads of denominations, that—

1st. Schools in connection with the Church of England have received the following sums during the year ending 31st December, 1862:—

	£	s.	d.
Government Grant	2,563	7	2
School fees	1,690	8	8
Voluntary contribution	123	2	11
Total	£4,376	18	9

It should perhaps be mentioned that there appears to be some doubt with regard to the last item of £123 2s 11d, specified as voluntary contributions, inasmuch as there is a difference of opinion as to the objects for which this money was subscribed, some saying that the contributors gave their subscriptions towards the erection of a church, while others maintain that they were intended for the establishment of a school. The real facts of the case appear to be

that the object was understood by the contributors to be of a mixed nature. The building having been intended by its originators to serve the double purpose of a place of worship and a school-room. It seems clear that the private subscriptions were given in some cases at least for the building of a church.

It is intended to obtain the consent of such subscribers to an alteration of their original intention, whereby the building should be devoted exclusively to school purposes. These are the grounds, as it would appear, for placing the sum so subscribed among the receipts on account of schools.

The expenditure during the period above mentioned was as follows:—

	£	s.	d.
Salaries of teachers	3,476	0	8
Rent	76	5	0
General charges, fuel, &c.	14	5	6
Buildings	682	11	1
Furniture (desks, &c.)... ..	42	2	8
Total	£4,291	4	11

During the same period there were 1,437 children at one time or other attending Church of England schools.

The receipts of schools in connection with the Presbyterian Church were:

	£	s.	d.
Grant	670	0	0
Fees	767	15	10
Voluntary contributions	71	10	0
Total	£1,509	5	10

And the expenditure—

	£	s.	d.
Salaries of Teachers	1,392	15	10
Rent	60	0	0
Insurance	3	0	0
Building, &c.	38	9	1
Furniture, desks, &c.	28	15	11
Total	£1,523	0	10

The sums here given are not, as in the other cases, compiled from returns made by the acting head of the Presbyterian Church, but from returns furnished by the teachers of the several schools calculated for the year ending March 31, 1863.

The Commission applied for returns to correspond with those furnished by the other denominations but have failed to obtain them, and can therefore only make an estimate based upon information relating to a period not exactly coincident.

The number of children attending these schools was 445.

The receipts of schools in connection with the Wesleyan Church, during the same period were:

	£	s.	d.
Grant	500	10	0
Fees	414	0	8
Voluntary contributions	210	0	0
Total	£1,124	10	8

	£	s.	d.
Expenditure—Salaries of teachers ...	939	10	8
Buildings and repairs ...	740	0	0
Furniture and books ...	110	0	0
Fuel, &c. ...	18	15	0
	<hr/>		
	£1,808	5	8

The number of children attending these schools was 577.

From the above figures it will be found:

1st. That the fees, together with the Government Grant, have reached an aggregate considerably more than sufficient for defraying the salaries of the teachers; the former amounting to the sum of £6,606 2s 4d, while the sums paid in the form of salaries amounts only to £5,808 7s 2d, leaving a balance available for other purposes of £797 15s 2d.

2nd. That in Church of England schools 1,437 children attended at a cost of £4291 4s 11d, or about £3 for each child.

In Presbyterian schools 445 children at a cost of £1,523 0s 10d, or a little more than £3 8s each.

In Wesleyan schools 577 children at a cost of £1,808 5s 8d, or a little more than £3 2s each.

Thus * 2459 children have attended the public schools of the province at a cost of £7,622 11s 5d, or an average of £3 2s for each child.

Taking however the average attendance during the same period which was 994, the cost of educating each child would appear to be about £7 13s.

The cost of education for each average scholar:

	Cost to Government.		Cost including fees.	
In England ...	£0	18 1	...	£1 10 0
In Victoria ...	2	7 11	...	3 12 6
In New South Wales ...	1	10 2	...	2 7 10
In South Australia ...	1	6 7	...	2 9 7
In Tasmania ...	2	0 1	...	2 19 1

Such would appear to be substantially the results obtained from the returns furnished by the recipients of educational funds, but when these returns are tested by others furnished from an independent source, considerable doubt is thrown on their accuracy.

It appears for instance, from a return furnished to the Commission by the Provincial Treasurer, that the amounts paid out of the Provincial Treasury, to the different denominations on account of the Educational Grant, were:

For the Church of England, £2675; instead of £2563 7s. 2d., as given above.

For the Presbyterian Church, £887 10s; instead of £670.

For the Wesleyan Church, £812 10s; instead of £500 10s.—A difference, in the first case, of £111 12s. 10d.; second, £217 10s.; third, £312: in all, £641 2s. 10d.

* NOTE.—2,459 includes all the children whose names were on the books during the year ending 31st December, 1863, which is greater than the number in attendance at any particular date.

Thus the expenditure of the schools given above as amounting to £7622 11s. 5d., should be increased by £641 2s. 10d. to £8263 14s. 3d.; raising the cost of the education of each child in average attendance from £7 13s. to about £3 4s.

There is still a third source of information, from which results are arrived at differing from either of those already mentioned.

From returns furnished by the Inspector of Schools it would appear that the total income of all schools receiving Government aid during the same period, exclusive of private subscriptions, that is from fees and Government grant, amounted to £7763 15s. 7½d., of which £3051 5s. 7½d. was derived from school fees, and the remainder, £4712 10s., from the Government grant.

Thus the three different statements as to the same fact, would stand as follows:—

I.—BY THE SCHOOL AUTHORITIES:

GOVERNMENT GRANT.

Church of England ...	£2563	7	2
Presbyterian Church ...	670	0	0
Wesleyan Church ...	500	10	0
	<hr/>		
	£3733	17	2

II.—BY THE PROVINCIAL TREASURER:

Church of England ...	£2675	0	0
Presbyterian Church ...	887	10	0
Wesleyan Church ...	812	10	0
	<hr/>		
	£4375	0	0

III.—BY THE GOVERNMENT INSPECTOR:

Total by Denominations... .. £4712 10 0

The fees received during the same period, according to the statement, as given above, of the school authorities, amounted to £2872 5s. 2d; according to the Inspector, £3051 5s. 7½d.

The Commission will not attempt to reconcile these conflicting statements, but it may perhaps be desirable to present shortly the results to be arrived at with regard to the income and principal item of expenditure, the salaries of teachers, in the schools now in existence.

The present grant from the Provincial Council is £5450, of which £350 forms the salary of the Inspector, and the remainder—£5100—is available for the maintenance of the schools.

The school fees amounted, according to the lowest of the statements given above, to £2872 during the year ending 31st December, 1862.

These two sums, forming a total of £7972, are then available for the maintenance of schools.

The salaries of teachers, as given above, amount in the aggregate to only £5808.

The difference between the receipts and aggregate of salaries—£2164—is the balance available for general purposes.

This calculation, however, does not represent the present state of the income, the amount received in fees having considerably increased since the period to which it applies, and therefore the balance would be greater in proportion.

It must of course be remembered that the above is only the result in the aggregate, which would be

considerably modified by a separate list of the items of income and expenditure of each individual school.

The whole number of teachers, male and female, employed in schools receiving Government aid, exclusive of the four masters of Christ's College Grammar school, is 46, distributed as follows:—

Schools.	Males.	Females.	Total.
Church of England ...	16	9	25
Presbyterian ...	9	1	10
Wesleyan ...	5	6	11
			46

Of these only 7 hold certificates of some kind from the United Kingdom—6 males and 1 female, the last being first class probation certificate of the Committee of Privy Council on Education. One master holds a certificate from Frederick Town, British North America.

Five of the certificates from the United Kingdom are held by masters in connection with the Presbyterian Church, while the certificated mistress and one master are the only certificated teachers in connection with the Church of England. The Frederick Town certificate is held by a master in connection with the Wesleyan Church.

Twelve teachers, 9 masters and 3 mistresses though holding no certificate have received a greater or less amount of special training. The period during which they were trained varying from ten weeks to two years; under this head is included a teacher who attended no training institution, but received instruction under a certificated master, and was accustomed to teaching in England.

The remainder, 26 in number, have received no special training of any kind, but some of them have had experience in teaching, previous to their appointment in Canterbury.

The masters of Christ's College Grammar School are not included in the above summary, as the subjects taught, the scale of fees paid by the pupils, as well as the general system pursued there are somewhat different from those in any other school in the province. The course of instruction is that adopted in grammar schools in England, and the qualifications required in the masters are of a different order from those required in masters of other schools. Two of the masters are graduates in arts of the universities of Oxford and Cambridge respectively, a third master is more particularly engaged in giving instruction in mathematics, while other general subjects of an English education are taught by a master trained at Cheltenham Training College, who holds a first-class Government certificate.

As to the remuneration received by the teachers, it appears that there are different plans in operation; in some schools, the whole of the fees in addition to a fixed sum in aid derived from the grant, form his salary. In others, the amount paid out of the grant varies according to the average attendance, while in others a fixed salary is given independently of attendance or fees.

There are 37 buildings used for school purposes, 10 of these are buildings built expressly as school-

rooms; 16 are buildings used for the double purpose of religious worship and school teaching; 3 schools are held in buildings belonging to the Municipal Council in Lyttelton; 1 is held in a dwelling house purchased with the view of being adapted to the purpose of a school building; 4 are held in private houses, rented for the purpose, and 3 in private houses where the accommodation is given gratuitously.

There are 13 teachers' houses built originally as such, of which 10 are detached from the school-room, and 3 where the school is held in the same building; provision for the teachers' accommodation exists in the case of 8 other schools which either are or have been private dwellings, and serve the double purpose of school-room and teacher's house.

One of these has been purchased, four are rented, and the use of three is a matter of private arrangement, no direct payment being made in the form of rent.

Two of the teachers' residences included in the above summary form part of the buildings belonging to Christ's College Grammar School, and are here given under the head of separate dwellings, although the class rooms form part of the masters houses, and the principal school-room now in course of erection is a separate building.

The ten school buildings mentioned above as having been built primarily for school purposes, are the following:—

1st. Christ's College Grammar School, consisting of two masters' residences, with one large school-room, 40 x 27, and two class-rooms, 27 x 16 and 30 x 15, respectively, included in these buildings, besides a new building in course of erection, 60 x 30.

The whole cost of the buildings in connection with this school appears to be about £5,300, inclusive of the cost of the new school-room not yet completed. The sources from which this amount was derived are as follows:—

	£	s.	d.
Endowment	500	0	0
Subscription from England, about ...	2,000	0	0
Government Grant in 1858	500	0	0
Ditto ditto in 1863	1,000	0	0
Compensation for Cathedral square ...	1,200	0	0
To be raised	100	0	0
	£5,300	0	0

In explanation of the last item of £100 it should be mentioned that the Government Grant for the erection of the new school-room amounted only to £1,000, while the actual cost will, it is supposed, reach nearly £1,100, thus leaving the sum of £100 to be provided in some other manner.

The nett income of the school from endowments is about £270 per annum.

The site on which the buildings stand is ten acres in extent, and was conveyed by the Provincial Government to a corporation entitled Christ's College, Canterbury, consisting of the warden, sub-warden, and fellows of Christ's College, in trust for

a college and grammar school in connection with the Church of England.

The number on the books is 74.

2nd. Christchurch Academy (high school), for boys. The building contains one room, 37 x 17½, originally built in 1858, and added to in 1862. The whole cost of the building was £330, arising partly from a special Government Grant, partly from the general school building grant and fees. The site consists of one-third of an acre granted by the Government, and vested in trustees named by the Presbyterian congregation, the buildings having been formerly under the control of the Minister, and deacons court of the congregation, now under that of a Board of Directors of which the Minister is Chairman. It is proposed shortly to erect a larger and more complete building under the designation of Christchurch High School, on a more extensive site.

The number on the books is 91. The master holds a certificate—1st division, 3rd class—gained at the end of the first session at the Free Church Training College, Edinburgh.

3rd. St. Michael's, Church of England, boys' and girls' school. The buildings consist of a schoolroom and class-room, together with a master's residence, under the same roof. The dimensions of the schoolroom are 37 x 25, of the class-room 14 x 10. The building was erected in the year 1859, at a cost of about £750 out of the grant appropriated by the Provincial Council for school buildings in connection with the Church of England on land set apart in perpetuity for church purposes. The site is about three roods in extent, and was obtained by purchase by the Canterbury Association, on account of the Ecclesiastical and Educational Fund, and forms part of a reserve for the double purpose of church, parsonage, and schools, both the site and the buildings are under the control of the Church Property Trustees. The number on the books is 133.

4th. Christchurch Wesleyan Day School for boys and girls. The buildings here consist of two schoolrooms, the dimensions of which are respectively 36 by 20 and 30 by 18, built in the years 1853 and 1862, together with two class-rooms, each 12 by 10, built in the year 1857. The whole of these buildings were erected at a cost of about £800 or £900, of which £300 was apportioned from the Government Grant, and the remainder was raised principally by private subscription, the deficiency being made up from a reserve of school fees. The site of this school is about one-eighth of an acre, a private donation to the Wesleyan Church, vested according to the provisions of the Wesleyan Methodist model deed, in trustees appointed by the Superintendent Minister of the Wesleyan Church, to whom, together with the said minister, the control over the buildings belongs. Number on the books, 132.

5th. Kaiapoi Island Church of England School for boys and girls. There are two buildings in connection with this school, a schoolroom, and a master's residence, detached. These buildings were erected in the years 1858 and 1859,

at a cost of £349 13s 9d, of this sum £56 was raised by voluntary subscriptions, and £299 13s 9d was apportioned from the Government Grant for the building of a school in connection with the Church of England on land set apart in perpetuity for school purposes, the site consists of two roods vested in the warden, sub-warden, and fellows of Christ's College, and appropriated by them as a site for a school.

The schoolroom is in an unfinished state and requires lining, Number on the books 73. The average attendance has increased under the present master from 25 to 45.

6th. Kaiapoi Island Wesleyan school for boys and girls. This school is held in a room attached to the Wesleyan Church, its dimensions are 18 x 17, built in the year 1860 at an expense of about £150, of which £100 was raised by voluntary subscriptions and £50 was apportioned out of the Government Grant; this room, although attached to the church, is used for no other than school purposes, and stands together with the church on half-an-acre of land, one half of which was a private donation, and the other half acquired by purchase, and vested in trustees as mentioned in the case of Christchurch Wesleyan school. Number on the books 41.

7th. Rangiora Church of England school for boys and girls. There are two buildings in connection with this school, one for boys 36 x 18, the other for girls 24 x 12, the former built in 1861, the latter in 1854, at a total cost of £345; the smaller room was erected at a cost of £200, chiefly raised in England, but the other appears to have been built by the master with money placed at his disposal by a private individual amounting to £145, this sum it is represented is to be repaid by the Bishop of Christchurch to the master.

The master's house, with additions, appears to have been erected at a cost of £280 paid for in the first instance, out of money provided by the master to be refunded by the Bishop.

The master has still a claim of £60 on account of this, making with the sum of £145 advanced for the erection of the larger schoolroom a total claim of £205. The extent of the site forming the actual school-ground, appears not to be accurately defined, the schoolhouse and school buildings stand on a piece of land five acres in extent, being a private donation for church and school purposes combined; of this the school site itself is said to be 1a. 2r. 22p., though it does not appear that any special dedication of land has been made for this object.

The whole piece of land is vested in the Bishop of Christchurch and his successors, in trust for a school in connection with the Church of England, and for other church purposes. On the other hand it appears that the funds supplied out of the Government grant, and employed in refunding to the master the original outlay, were granted for the building of schools on land set apart in perpetuity for school purposes. Number on the books 70. The room requires lining, and there is a deficiency in apparatus generally.

8th. Akaroa Church of England boys' and girls' school.—There is one building consisting of a school-room 30 by 16½, and a master's residence, containing 4 rooms, built in 1859, at an outlay of £400, out of the Government grant.

The site is about two roods in extent, reserved by the Provincial Council for a school, and vested in the Superintendent under the Public Reserves Act, 1854. The building was erected for the purposes of a school, in connection with the Church of England. The schoolroom requires lining and other repairs; the furniture is in a bad state; there is only one desk in the centre of the room, unfit for school use, a very insufficient supply of books, slates, and apparatus. The attainment of the pupils is very low, the master having had no previous experience in teaching; the number of pupils is decreasing, and altogether the school cannot be said to be in a satisfactory condition; the number on the books only 18.

9th. Riccarton Church of England School for Boys and Girls.—The buildings consist of a school-room 32 x 16, and a master's residence under the same roof, containing five rooms, erected in the year 1859, at a cost of £450, of which £100 was obtained from private subscriptions, and £350 from the Government grant for a school in connection with the Church of England, on land set apart in perpetuity for school purposes. The site consists of one acre, private donation, vested in the Bishop of Christchurch, and his successors in trust for a school in connection with the Church of England. The schoolroom is in tolerable repair, though in a somewhat unfinished state. There are 28 children on the books.

10th. Papanui Church of England School for boys and girls.—There is one room built for the purposes of a school-room, 30 x 20, built in the year 1859, at a cost of £180, out of the Government grant for a school in connection with the Church of England on land set apart in perpetuity for school purposes. The site contains half an acre, being part of a block of 10 acres given by a private individual for church and school purposes in connection with the Church of England, and vested, as well as the building, in the Church Property Trustees. The schoolroom requires lining, the floor is improperly laid, and the teachers and children suffer much from cold, which causes irregularity of attendance and otherwise interferes with the proper conduct of the school. The number of children on the books is 60.

The sixteen buildings used for the double purpose of religious worship and school-teaching are the following:—

1st. St. Luke's Church of England infant school (with some elder girls).—This school is held partly in St. Luke's Church and partly in the vestry; it is composed principally of young children, and is under the management of a mistress. The building is utterly unfit for the purpose of a school, being generally unlined, and there being no fireplace. The approach to the school is such as to render attendance in wet weather almost impracticable, there being no formed road leading to it.

The attendance has consequently been much interrupted in winter, and the mistress resides at such a distance as to prevent her from attending punctually in bad weather. It is in contemplation however to erect a new school-room on part of a reserve purchased by the Canterbury Association on account of the ecclesiastical and educational fund, and vested in the Church property Trustees as a site for a church, parsonage, and school. There is here a general deficiency of school furniture and educational appliances. The number on the books is 48.

2nd. Kaiapoi Presbyterian Boys' School.—The school is held in the Presbyterian Church, a room 34 x 18, now in the course of being lined, erected in the year 1860, at a cost of £120 of which £60 was raised by private subscription, and £60 was apportioned out of the Government Grant.

There is a great deficiency of school apparatus. The site is a quarter of an acre in extent, vested in trustees for Church and school purposes in connection with the Presbyterian Church.

The building is under the control of the minister and local committee. Number on the books 13.

3rd. Woodend Wesleyan Mixed School.—The school is held in a room 22 x 17, built in the year 1860 at a cost of £55, the whole raised by voluntary subscription. The site upon which the building stands is only about 20 yards square, a private donation not yet conveyed to trustees, but placed under the control of the Superintendent Minister according to the provisions of the Wesleyan Methodist model trust deed. The room is unlined and not properly ventilated. The number of children on the books is 35.

4th. Akaroa Presbyterian School for Boys and Girls.—The school is held in a building newly erected as a church from funds partly raised by subscription and partly from Government grant, the site is one-third of an acre granted by the Provincial Government for church and school purposes, vested in the Superintendent in trust for the Presbyterian Church. It is in contemplation to erect a separate building for school purposes on the same site. The master holds a certificate from the Free Church Training College, Edinburgh, 2nd class of the first year. The school was only established at the latter end of April last. Number on the books, 14.

5th. Okain's Bay Church of England mixed school. There are two buildings separated from each other by a distance of about half a mile. The school-room, built originally for a church and school combined, under the designation of a chapel school, 30 x 15, and a master's house. These buildings were erected in 1860, the former at an assumed cost of £300, partly out of the Government Grant for educational purposes, partly from that for church purposes, on a piece of land three acres in extent, and held in trust by the Superintendent for church and school purposes. The latter upon a Government reserve of ten acres, likewise vested in the Superintendent for school purposes. The number of pupils on the books is 36. Until lately

the means of warming the room have been very insufficient, a fireplace and chimney have now been put up at an outlay of £10, only £7 of which have been raised by private subscription. The deficiency seems likely to fall upon the master. The school-room admits rain from the south-west, in consequence of the imperfect way in which the building was put together. Other previous expenses have been met in the same way in carrying out works which would otherwise have remained incomplete, and without which the school could not have been effectively carried on. The present arrangement, by which the same building is made to serve the purposes of both church and school, is only a temporary one. A new church is being erected on the church reserve; when this is complete the original building becomes a schoolroom. The master's house is represented as being badly constructed, and additions have been made to it at the master's own expense. There appears to have been some understanding come to with regard to these additions between the master and the Bishop, to the effect that whenever the former gives up his present charge, he should be at liberty to take that part of the house added by him. It should be mentioned that the master is also the clergyman of the district, but occupies the house in virtue of the former office—an arrangement which would of course necessarily terminate whenever the two offices come to be held by different persons.

6th. Little Akaloa Church of England Mixed School.—The school is held in a room 24 x 12, which serves as the residence of the master, and for religious worship. It was built in the year 1858 at an outlay of £60, half of which was supplied by voluntary contributions, partly in material and partly in money, and the other half was obtained from the Government grant.

The building stands upon a site half-an-acre in extent, purchased by the Government for the sum of £20. The school building was originally erected on a Government reserve of 10 acres, which was considered unsuited for the purpose, and was therefore removed to its present position, the new site having been purchased by the Government for the above-mentioned sum for a school in connection with the Church of England, and vested in the Bishop of Christchurch and his successors. It is proposed to build a chapel school on the same site, and to make the present school building the master's house. The number of scholars on the books is 25.

7th. Duvauchelle's Bay Church of England Mixed School.—There are two buildings connected with this school—the one a chapel school 20 x 15, the other a master's house containing two rooms; both were erected in the year 1860, at a cost of £108 for the two, the whole sum raised by voluntary subscriptions, with the exception of £15 out of the Government grant. The schoolroom is not lined, and has no fireplace; the master's house is not weather-proof, and is otherwise in a very unfinished state. The site consists of one acre given by Lord Lyttelton, but not yet conveyed, for a church and school in connection with the Church of England, to be

vested in the Bishop of Christchurch and his successors. The master has been compelled till very recently to eke out his income by manual labor during half the day, his wife taking charge of the school meanwhile. This income has, however, lately been increased, which has been the means of putting an end to this state of things. Number on the books, 17.

8th. Prebbleton Church of England mixed school.—This is a chapel school, consisting of a church and vestry, the former 32 x 16, the latter 10 feet square, erected in the year 1862, at a cost of £260, of which £100 was raised by voluntary subscriptions, and £150 provided out of the Government Grant for Church Building.—It stands upon a site of six acres, one acre of which has been appropriated for the purposes of a school. The whole piece of land is a private donation vested in the Bishop, and his successors, for a church school and parsonage, in connection with the Church of England. The walls require to be made weather-tight. The master lives in a one-roomed hut, at a distance of about a mile from the school. The number on the books is 18.

9th. Upper Heathcote Church of England Mixed School.—There are two buildings, the one a chapel school 21 x 13, the other a teacher's residence, containing 4 rooms, and a loft, erected in 1858; the schoolroom at a cost of £150, from the Government grant. The site is half-an-acre in extent, forming part of the Jackson Trust Estate. It was leased with the adjoining land to a tenant, who agreed to surrender the portion on which the school stands on condition of its being fenced off from the rest. The fencing has been completed at a cost of £40, but the surrender of the lease affecting the land surrendered has not yet been completed. The schoolroom requires lining, and the schoolhouse is imperfectly finished. The number on the books is 29; taught by a mistress.

10th. Upper Heathcote Wesleyan Mixed School.—A chapel school, 24 x 13, erected in the year 1862, at a cost of about £200, raised by private subscription, built upon a site one quarter of an acre in extent, purchased by voluntary contributions, vested according to the provisions of the Wesleyan Methodist model deed in a body of trustees, the building being under the control of the Superintendent Minister. The school is about to be discontinued, the expenditure required for its maintenance being disproportionate to the number of scholars under instruction. The number on the books is 31.

11th. Papanui Wesleyan Girls' and Infant School.—There are two buildings here, one room used for school purposes and for religious worship, about 20 x 12, erected in the year 1860, at a cost of £114, raised by voluntary subscriptions, standing on a site of one acre, also purchased with funds raised by private contributions, and vested in trustees. The schoolroom is cold and uncomfortable from want of lining; there is a great deficiency of school furniture and educational appliances generally. The number on the books is 39, taught by a mistress.

12th. Purarakanui, or North Road Church of England Mixed School.—There are two buildings in connection with this school, the one a chapel-school 26 x 16, the other a master's house, built in the year 1859, partly out of the Government grant for educational, and partly out of that for church-building purposes, on a site of one acre, being part of a piece of land reserved by the Government for church and school purposes in connection with the Church of England, and vested in the Superintendent, under the Public Reserves Act, 1854. The parents complain of the coldness of the building, which may probably explain the paucity of the scholars. The master's house is in an unfinished state. The number on the books is 11.

13th. Harewood Road, Wairarapa Church of England Mixed School.—This is a chapel-school, consisting of church and vestry; the former 27 x 18, the latter 9 x 8; erected in the year 1862, at a cost of £274 1s 9d, of which £100 was raised by private subscription, £150 provided by the Government grant, and the remaining £24 1s 9d arose from sources not specified. It stands on a site of 5 acres reserved by the Government for church and school purposes in connection with the Church of England. It is in contemplation to build a separate schoolhouse on one acre of this reserve. The present building has no fire-place, and requires to be lined; the floor is badly laid, and upon the whole the building is unfit for school purposes in bad weather. The number on the books is 11.

14th. St. Albans Wesleyan Mixed School.—The school is held in a building consisting of a room built in 1859, with an addition built in 1862; the dimensions of the former are 24 by 14, and of the latter 20 by 14. The cost of the whole was about £300, of which £100 was provided from the Government grant, and £200 by voluntary contributions; the building stands on a site a quarter of an acre in extent, a private donation, vested in local trustees, according to the provisions of Wesleyan Methodist model deed. The original building requires lining. Number on the books, 65.

15th. Oxford, Church of England, Mixed School.—There are two buildings connected with this school. The one a chapel school, 24 x 12; the other a master's house, containing six rooms, both erected in 1862, the former at a cost of about £110, the latter at a cost of £215 7s 6d, making a total of £325 7s 6d., of which £150 was provided from the Church Building grant, £52 4s 7d, out of the Educational grant, and £123 2s 11d from private subscriptions. It is stated that the last of these sums was subscribed for the building of a church and school, but it would appear that a portion of it, that is to say the difference between £123 2s 11d and £110, the cost of the chapel-school, or £13 2s 4d, is a part of the sum expended in the erection of the master's dwelling; according to this statement, the £150 contributed from the Church Building grant, instead of being devoted to the purpose for which it was available, has also been expended in the erection of a master's house. In any case it appears that the sum of £273 2s 11d, made up of the above sums

of £150 from the Church-building Grant, and £123 2s 11d from subscriptions to a church and school, were not available for the building of a master's house, although the greater portion of it would appear to have been used for this purpose. These buildings stand on a Government reserve of five acres, vested in the Superintendent in trust for church and school purposes in connection with the Church of England. The school-house is in a very unfinished state. It has been found impossible from various causes to secure a proper attendance at the school while held at the chapel-school, and for this reason the school has been removed to a building belonging to a private individual, said to have been built for religious purposes other than those of the Church of England, and open to Evangelical ministers of all denominations. It is held from week to week at a nominal rent of 6d per week. This is only a temporary arrangement; it is in contemplation to remove the chapel-school to a site lately given by a private individual, considered more central as regards the present population. A church will then be erected on a site now occupied by the chapel-school, and it is intended to obtain the consent to this arrangement of such persons as subscribed to the original building on the understanding that it was to be used as a church. The building is not lined, and there is a great deficiency in school furniture. Number on the books, 28.

16th. Lyttelton Presbyterian High School, for Boys and Girls.—The school is held in a building used also for the purpose of religious worship, 40 x 20, erected in the year 1859, at a cost of £475 0s 4d, of this £246 4s 3d was raised by voluntary subscriptions, and £228 16s 1d was provided out of the Government grant. The building stands on a site of a quarter of an acre, purchased from funds raised by voluntary subscriptions, for the sum of £85, and held by trustees for the Presbyterian Church in Canterbury, the building being under the control of the minister and local trustees. Number on the books, 88.

The three schools held in buildings belonging to the Municipal Council of Lyttelton, are:—

1st. Lyttelton Church of England Boys' and Girls' School.—This school is held in a part of the buildings erected by the Canterbury Association, originally used as immigration barracks, and subsequently made over to the Municipal Council of Lyttelton. The dimensions are 33 x 22; the room is badly lighted, and there is no ventilation. There are no out-door offices, the drainage runs under the schoolroom, rendering the building most unwholesome for school purposes; the master represents that the children suffer severely in health, especially during the warm weather, from the foul state of the atmosphere; the room is badly lighted, and altogether unfit for a schoolroom. The school furniture is very inferior; number of children on the books 61, of which only 9 are girls; the probable reason of this is, that there is no mistress and no provision for instruction in needlework. From 15 to 20 girls have lately been withdrawn from this school, who now attend the Wesleyan school, in charge of a

mistress. The school buildings are held on a six months' tenure, renewable at the option of the Municipal Council without payment of rent. It has been in contemplation to build a new school on a site conveyed to the Bishop of Christchurch and his successors, in trust for a school in connection with the Church of England.

2nd. Lyttelton Church of England Infant School.—This school is also held in the barrack-square, in another part of the class of buildings mentioned above, and is held on the same tenure; the number on the books is 36. The building is cold, draughty, and admits the rain. Hooping cough was said to prevail to a considerable extent among the children. The room immediately adjoins the immigration barracks; when the Commissioners visited the school, the clothes of the immigrants were hanging out to dry immediately in front of the door and window.

3rd. Lyttelton Wesleyan Girl's School (with some little boys.)—This school is also held in the barrack-square, in a part of the building used as the Town Hall; the room is 20 x 18; it is used for various other purposes besides those of a schoolroom, and appears generally to be at the disposal of the Municipal Council. On one occasion, as represented by the mistress, it was necessary to dismiss the children for half a day, as the room was required for the purposes of a kitchen. The roof lets in the rain, and is otherwise, equally with the infant school, open to the same objections as to drainage and out-door offices as mentioned in the case of the first of these schools. Number on the books, 54. The committee of this school have purchased a section of land one-quarter of an acre in extent in Winchester street, on which they purpose to erect a school-building intended to accommodate from 120 to 150 children.

The school, held in a building originally erected as a private dwelling-house, is:—

North Christchurch Presbyterian Boys' School.—The house contains four rooms, two on the ground floor and two above. The school is held in one of the lower rooms, the dimensions of which are 15 x 11, the remaining part of the house being used as a master's residence. The building and the site was bought for the sum of £200 from the Government grant, and is vested in the trustees of St. Andrew's Church for a parish school in connection with that church. The present building is insufficient and ill adapted for the purposes of a school, and the number of children attending is at least three times greater than could be properly accommodated with due regard to their health. The number of children on the books is 68, whereas the available space is only sufficient for about 20. The ventilation is bad and the drainage defective: there is stagnant water on two sides of the building, with no outlet. The site, being only one-eighth of an acre in extent, is too limited to admit of a school-building being erected such as would meet the wants of the district. The school has greatly increased in numbers since the present master has had charge of it—a fact which would indicate the expediency of providing as quickly as possible some

other site of an extent capable of affording sufficient space for a school-room, proper out-door offices, and a play ground.

The four schools held in private houses rented for the purpose are:—

1st. South Christchurch Presbyterian Girls' School.—This school is held in a house leased from year to year, at a rental of £40. There are four rooms in the house. The building is ill adapted for school purposes. The room used for teaching in is low, dark, and ill-ventilated, and there appear to be no out-door offices. Number on the books, 26.

2nd. Heathcote Valley Church of England Mixed School.—The school is held in a house leased from year to year, at a rental of £30. The house contains four rooms, one of which, 15½ x 11½, is used as a school-room. There is no fireplace, the ventilation is bad, and generally the institution is altogether inadequate and unsuited to the wants of the district. The number of children actually on the books is 28, but it may reasonably be expected that the establishment of an efficient school would raise this number to about 100.

A site for a new school has, it is understood, been set apart by the Provincial Government.

3rd. Timaru Church of England Mixed School.—This school is held in a five-roomed house, originally used as a wool-shed. The room used as a school-room is 24 x 14. The house has been leased, at a yearly rental of £35, for a term of three years, now about to expire. The building is very unsuited for the purpose, not being weather-proof. The supply of school furniture and appliances generally is very insufficient. There is no proper playground; the children in the interval of school hours play about in the road. Number on the books, 48.

4th. Arowhenua Presbyterian Mixed School.—This school is held in a private house, the property of the son of the master, rented from year to year for the sum of £20 per annum. The house contains six rooms, one of which, 26 x 16, is used as a school-room. The school is situated on the forks of a stream formed by the Timuka and Opihi, a circumstance which prevents the regular attendance of the children living beyond these streams. The number on the books is 16. Another site has been obtained, vested in trustees for school purposes.

The three schools held in private houses where the accommodation is given gratuitously are:—

1st. Governor's Bay Presbyterian Mixed School.—This school is held in a private house, containing four rooms, of which one, 12 feet square, is used as a schoolroom, the remainder being used as a master's residence. The number on the books is 11.

The population of this district is considerable, but somewhat scattered, and the opening of stone quarries in the neighbourhood is calculated to attract still greater numbers. A site has been given for another school. A site of five acres has been granted by the Provincial Government for a new school and master's house.

2nd. Lower Heathcote Church of England

School (Ferry road).—This is a school held in a cottage belonging to the mistress, the schoolroom is 14 x 12, the number of children 41—a number considerably in excess of that which could properly be accommodated within the space. There is also a want of proper ventilation. A school somewhat superior to the present is wanted in this district, the present school, however, is a good one of its class, though hardly equal to the instruction of the older children.

3rd. Lincoln Presbyterian Mixed School.—This school is held in a private house, one room of which is used as a schoolroom; the master lodges with the owner of the house.

The school appears to have been originally established by the owner of the house for the benefit of his own children, but Government aid has been afforded on condition of the school being open to other children in the neighbourhood. The number on the books is 9, five of whom are from the neighbourhood, and four are the children of the owner.

A site of two acres at the outskirts of the town

of Lincoln has been given as a private donation to the Presbyterian Church.

II.—STATE OF EDUCATION.

In passing on to the second portion of the division of their report relating to this province, the Commission desire in the first place to submit the following tables bearing upon the general subject of education in Canterbury, which they have compiled from different sources:—

Table showing according to the Census of December, 1861:—

1. The population in each Census District.
2. The number under 16 years of age.
3. The number at school.
4. The proportion under 16 of the whole population.
5. The proportion at day schools of the whole population.
6. The proportion at day schools of the population under 16.

CENSUS DISTRICTS.	POPULATION.	NO. UNDER SIXTEEN YEARS OF AGE.	NUMBER AT SCHOOL.	PROPORTION OF POPULATION UNDER SIXTEEN YEARS.	PROPORTION OF POPULATION AT SCHOOL.	PROPORTION OF POPULATION UNDER SIXTEEN AT DAY SCHOOL.
Cheviot	1305	394	15	1 in 3.4	1 in 8.7	1 in 25.6
Kaipoi	2191	1149	284	1 in 1.9	1 in 7.7	1 in 4.
Christchurch ...	3205	1364	412	1 in 2.3	1 in 7.7	1 in 3.3
Avon	2181	1119	218	1 in 1.9	1 in 10.	1 in 5.
Heathcote	2119	950	232	1 in 2.2	1 in 9.1	1 in 4.
Ellesmere	481	206	29	1 in 2.3	1 in 16.6	1 in 7.
Lyttelton	1944	802	268	1 in 2.4	1 in 7.2	1 in 3.
Alarua	1031	504	88	1 in 2.	1 in 11.7	1 in 5.7
Timaru	1583	477	43	1 in 3.3	1 in 36.8	1 in 11.
Totals	18,040	6955	1589	1 in 2.3	1 in 10.	1 in 7.6

It may be worth while here to give the proportion of the population at school in the following countries :

In 1803, the proportion at school in England was	1 in 17.5
" 1808,	1 in 17.25
" 1833,	1 in 11.25
" 1851,	1 in 8.8
" 1858,	1 in 7.7
in Scotland	1 in 10.
" Prussia	1 in 6.27
" Holland	1 in 8.11
" France	1 in 9.
" Chili	1 in 45.
in other South American States	1 in 100.
In 1850, in the United States of America	1 in 5.7
in the New England States	1 in 4.
in New Brunswick	1 in 8.3
in Nova Scotia	1 in 9.1
in Prince Edward's Island	1 in 8.
In 1857, in New South Wales	1 in 10.
" 1862 (Sept.), in Otago	1 in 11.7

The following table exhibits the subjects taught in the several schools receiving Government aid, and the proportion of children receiving instruction in each subject:—

	Males.	Females.	Total.	P Cent.
Religious Instruction .	1010	572	1582	95.8
Reading	1006	558	1564	94.7
Writing	828	463	1291	78.2
Arithmetic	759	384	1123	68.0
Geography	502	234	736	44.5
Grammar	443	189	632	38.2
English History ...	351	125	476	28.8
Algebra	43	...	43	2.5
Euclid	53	...	53	3.2
Greek	45	...	45	2.7
Latin	108	...	108	6.5
Vocal Music	244	118	362	22.1
Drawing	101	37	138	8.3
Needlework ... ..	...	402	402	*66.4
Mechanics	16	...	...	...
Trigonometry	5	...	...	...

* Of girls: The total number of girls on the books being 605; of boys, 1046.

The following table gives the total number of children in all schools receiving Government aid, according to their ages:—

	Males.	Females.	Total.	P Cent.
Under 6 years... ..	149	141	290	17.5
From 6 to 9 inclusive..	430	243	673	41.0
" 9 to 12 "	322	169	491	29.7
Above 12 "	145	47	192	11.6
Total	1046	605	1651	...

Table shewing the total number of scholars on the books in all schools receiving Government aid, according to their religious denomination:—

Church of England	946 or 57.2 per cent.
Presbyterians	200 or 12.1 "
Wesleyans	376 or 22.7 "
Roman Catholics	38 or 2.3 "
Congregational Independents	9
Baptists	14
Plymouth Brethren	2
Unknown	66
	1651

In the table shewing the subjects taught, it will be observed that the numbers receiving religious instruction are given as being 95.8 per cent of the whole number attending school. The proportion not receiving such instruction may be accounted for by the fact that some children are sent to school to be kept out of the way, and are so young as to be hardly capable of receiving any instruction at all.

With regard to the three subjects of reading, writing, and arithmetic, the degree of attainment varies considerably in different schools. In the upper classes of the best schools the reading would do credit to children similarly placed in the best national schools in England. The children of the first class in some cases show more than ordinary intelligence in the way they write upon a given subject, and have attained a considerable facility of expressing themselves in grammatical English. In the same schools the children have an easy and natural style of reading. This result would be more generally obtained if learning by heart good selections of English poetry were more practised, care being taken that they were recited with due regard to proper emphasis and punctuation. The fault of some of the teachers in schools where the attainments of the scholars are otherwise above the average would seem to be, that they lay too much stress on imparting the greatest possible amount of what is called "useful knowledge," and cramming the mind with dry facts, too little on the cultivation and development of natural intelligence. In some instances this proceeds from no other motive than a natural and praiseworthy desire to communicate as much information as possible in the short time that children remain at school. In other cases, however, the Commission found that children were professedly learning subjects which on examination proved to be far beyond their comprehension, apparently from a desire on the part of the master to exhibit a showy programme of his pupils' attainments.

In one school the teacher complained that the inspector did not examine his scholars on the subjects taught; that the children were doing proportion, and the higher rules of arithmetic, and justice was not done by the inspector in not examining in those rules. The Commission found on examination that the children were entirely deficient in the ordinary rules of arithmetic.

In another case, Latin, Algebra, and Euclid were represented to form part of the school course; the boys, when questioned on these and other subjects, clearly shewed that time had been devoted to these higher subjects with no good results, and to the neglect of the more necessary and ordinary branches of instruction. The reason assigned was that the same subjects were professed to be taught in a neighbouring school (which is in connection with another religious denomination), and that the one school would suffer in point of numbers if the programme put forward by the other were not maintained. The case has a special significance in another point of view.

In some of the best schools the elder children exhibit a considerable proficiency in arithmetic, and are fairly acquainted with the reasons of the rules by which they work. In schools that fall below the standard of those mentioned above, the degrees of attainment of the scholars are as various as the qualifications of the teacher. Some of these are men working with most praiseworthy perseverance under considerable difficulties, and while the results of their teaching have fallen short of what ought to

be aimed at in elementary schools, the deficiency has been in the main the consequence of circumstances beyond their control, and such as time, improved appliances, and increased experience will remedy.

On the other hand instances are not wanting in which teachers have been appointed to schools who are wholly unfitted for their duties, and whose continuance in office has been most prejudicial to the schools in which they have been placed.

It would seem that hitherto far too little attention has been paid to the observations and suggestions of the inspector of schools. Frequent representations on his part have not resulted either in the improvement of the schools on whose management he has commented, or in the removal of the teachers in charge. The Commission, from the personal inspection they have made of all the schools in the province, are in a position, so far as their observations went, to testify to the accuracy and justice of the estimate the inspector has formed of the character of each individual school.

III.—RELIGIOUS ASPECT OF THE EDUCATIONAL QUESTION.

In proceeding to consider the working of the system hitherto pursued in Canterbury, in respect to religious teaching, the Commission wish, first of all, to draw attention to the numbers of children belonging to each denomination in schools receiving aid from the Government.

The total number of scholars on the books in all such schools at the time the Commissioners obtained their returns was 1,651; of this number 906 were receiving instruction in schools in connection with the Church of England, 348 in schools in connection with the Presbyterian Church, and 397 in schools in connection with the Wesleyan Church.

In schools in connection with the Church of England, including Christ's College Grammar School, 697 scholars, or about 76 per cent., were children of parents belonging to the Church of England, leaving about 24 per cent. of the scholars in attendance whose denomination was either unknown or different from that of the school in which they received instruction. In one school in an outlying district the numbers of other denominations exceed those of the scholars whose parents belong to the Church of England.

In schools in connection with the Presbyterian Church, out of a total number of 348 scholars, 130, or about 37 per cent., were of parents belonging to the Presbyterian Church, 5 were unknown, and 213, or more than 61 per cent., belonged to other denominations than that with which the schools were connected.

One of these schools numbers 26 scholars, the teacher is a member of the Church of England, 19 scholars are returned as belonging to the Church of England, four are Wesleyans, and three are Roman Catholics. The Shorter Catechism is taught to all without any objection being raised by the parents. It is stated, however, that "upwards of 20 scholars have regularly attended St. Andrew's Presbyterian

Sunday School, and the Church occasionally with their parents."

In only two schools, each numbering 11 scholars, and receiving respectively £50 and £40 from the Government Grant, do the number of Presbyterians preponderate. The numbers in the one case are: Presbyterians, six; Church of England, five. In the other: Presbyterians, seven; Church of England, four.

In schools connected with the Wesleyan Church, out of 397 scholars, 254, or nearly 64 per cent, were children whose parents belonged to the Wesleyan Church; of the remaining, 36 per cent, about 23 per cent were children of members of the Church of England, and the rest were either unknown or belonged to different denominations.

In one school, which numbers 31 scholars, the parents of the children are stated to be with one or two exceptions members of the Church of England. In this case the religious instruction given consists chiefly in reading and explaining the Scriptures, the Wesleyan Catechism being taught once a week: the master is a member of the Church of England. In the case of two other schools connected with the Wesleyan Church, the numbers whose denomination is unknown or different from that to which the schools belong preponderate.

Summary.

An arrangement of the scholars on the books of all schools receiving Government aid, according to their religious denominations, gives the following results:—

946 or 57.2 per cent belong to the Church of England.

200 or 12.1 per cent are Presbyterians.

376 or 22.7 per cent are Wesleyans.

Of the remaining 8 per cent, the denomination of 66; or of more than 3 per cent is unknown, 38 or more than 2 per cent are Roman Catholics, 9 are Congregational Independents, 14 are Baptists, and 2 are Plymouth Brethren.

From this it will be seen that the number of scholars belonging to the Church of England distributed through the schools of the several denominations is somewhat in excess of the total number belonging to all denominations educated in Church of England schools.

There are only 200 Presbyterians in all the schools receiving Government aid, while the number of scholars in Presbyterian schools is 348.

The number educated in the Wesleyan schools exceeds the number of Wesleyans in all schools by 21.

The facts given above show that a plan which would apportion the Government grant, according to the census returns of the numbers belonging to each denomination, proceeds on a faulty basis of calculation.

£5100 in aid of schools was last year apportioned as follows:—

Church of England...	...	...	£3000
Presbyterians	...	...	£1100
Wesleyans	..	...	£1000

A division of funds which does not correspond either with the numbers educated in the schools of each several denomination, or with the numbers of each denomination distributed through all the schools.

In the next place the Commission would draw attention to such details of organization and management in the schools of the different denominations as spring immediately from their connection with religious bodies, and may therefore be supposed in a greater or less degree to affect the character of the religious teaching in the several schools.

The schools in connection with the Church of England are subject to certain resolutions adopted in the Synod of that body. These resolutions provide: That all schools of the nature of Parochial Schools shall be under the management of a committee, to consist of not fewer than five communicants of the church, the curate and churchwarden to be *ex officio* members, and the curate to be *ex officio* chairman.

With these bodies rests the appointment and dismissal of teachers, subject to the approval of the curate, and the ultimate sanction of the Bishop. In case of dispute between the curate and committee, an appeal lies to the Bishop, whose decision is final. The office of master is regarded as a church office, the teachers holding it under license from the Bishop; and the teaching of the young is, in some instances, considered a fitting probation for the Diaconate. The resolutions of the Synod further provide that "the religious teaching shall be exclusively under the control of the curate of the parish;" while, to the committee, belong "the fixing the amount, and the apportionment of school fees, and the disposal of the Government grant, subject to an appeal to the Bishop."

The Bishop states in a communication to the Commission that—"It is among the duties of the clergy to promote the education of the children within their cure, hence schools will be found in nearly all the districts, which are under the charge of clergymen, and in most instances such schools have been established through their suggestions and exertions, and are well attended, or otherwise, in proportion to the interest taken by them in the education of the children, and to their personal influence among the parents."

The regulations of the Synod as to the appointment of teachers by local committees have not generally been carried out; the appointments in the majority of instances have been made by the Bishop of Christchurch. In eleven instances no local committees exist, and in several instances they exist only in name.

With regard to supervision of the schools by the clergy, only two instances have come under the notice of the Commission in which clergymen of the Church of England regularly visit the schools in their parishes, for the purpose of giving religious or

other instruction. In these instances the visits are paid once a week.

In six other schools the minister is stated to pay casual or occasional visits, and to take part in the religious instruction.

In a few instances the master conducts a religious service on Sundays, and in nine cases teachers in the week-day schools are teachers in Sunday schools.

In one case the school is taught by the clergyman of the parish.

The arrangements with regard to schools in connection with the Presbyterian Church, contemplate the management of schools by local committees, appointed by the congregation in their different localities, subject to the general regulations of a central committee presided over by the acting head of the denomination.

In only two instances do the local committees appear to take any active part in the management of the schools in their respective districts; the appointment of teachers has for the most part rested practically with the acting head of the denomination.

The regulation of religious teaching in these schools has been left to the teachers. In no instance does it appear that the ministers of religion take any part in the religious teaching. In two instances the master conducts a religious service on Sundays. The master in one of these cases is a member of the Church of England, and the service is attended by members of different religious communities.

In four cases the master teaches in the Sunday school as well as in the day school. Out of nine schools in connection with the Presbyterian Church, three are conducted by members of another denomination.

In the arrangements for the management of schools in connection with the Wesleyan Church, provision is made for the constitution of local sub-committees of management; while the general control rests with a central committee appointed by the quarterly meeting of the Wesleyan Church, the Superintendent Minister being chairman.

In one case a local committee has the entire management of their school, receiving from the central committee their portion of the government grant. In two cases there appear to be local sub-committees with powers very ill defined, and in two or three instances no local committees appear to have been appointed.

The appointment of teachers and other matters of administration rest with the central committee. No part is taken by the ministers of religion in the imparting or controlling of the religious teaching given in the schools in connection with the Wesleyan Church.

The committee satisfy themselves as to the religious and moral character of the teachers they appoint, and leave the adjustment of details to the judgment of the teachers.

Of ten teachers employed in teaching in Wesleyan schools, six are of other denominations than that with which the schools are connected. In three in-

stances the masters conduct occasionally a religious service on Sundays and one teaches in a Sunday school.

It remains to consider, in the third place, what has been the character of the religious teaching under a system based upon the recognition of the claims of rival religious sects, with a view to ascertain how far the religious teaching, as it exists in the present schools, is owing to that system, and how far it is in accordance with the principles on which it was originated.

The religious teaching in the week-day schools does not appear in any case to have assumed so controversial a character, or to have been so far distinctive as to offend the conscientious convictions of those parents who belong to other religious denominations than that of the teacher. In only one school have the Commission heard of offence being taken on conscientious grounds at the course of religious instruction given by the master. The grievance in this case was rather imaginary than real. Two children were removed on religious grounds without any intimation having been previously given as to the scruples of the parents.

In all cases, so far as the Commission could ascertain, the teachers have maintained a wise discretion in forbearing to give undue prominence to the distinctive doctrines of their denominations, and in abstaining from obtruding their own peculiar tenets upon those belonging to another religious persuasion. The schools have, for the most part, been opened with prayer, and the Bible has been read daily with such comments and questions as might be necessary to give an intelligible meaning to the text in the minds of the young children, without entering upon doctrinal teaching of a sectarian character.

In six schools in connection with the Church of England, the church catechism is not used on week-days. In one school it is said not to be used on Sundays, out of respect to the wishes of the owner of the room in which the school is held. In other schools where church catechism is taught, children of other denominations are either excused from attendance in class, or such an arrangement is made by the master as exempts them from learning those parts of it which contain matter on which the several bodies of Christians hold different views.

In five out of nine schools in connection with the Presbyterian Church, no catechism is used; in one of these five schools the teacher is a member of the Episcopal Church of Scotland, and in two cases the catechism of the denomination is taught by members of the Church of England.

With respect to the religious teaching in the Presbyterian schools, and the catechism in use, the following is a communication made by one of the principal members of the Presbyterian Church to the Commission:—

“In Scotland, the parish schools, where the Bible and shorter catechism are taught, have been attended by children of all religious denominations. The same is the case in the Free Church schools. I have never

in either case heard charges of proselytism. I have repeatedly known children of Roman Catholic parents attend the schools, and that without either tampering on the one hand or complaints on the other, religious scruples were always respected.

"In one district east of Edinburgh where dissent was very strong from the middle or end of last century, no schools existed till lately, except the parish schools; while dissent continued to maintain and develop itself.

"The parish school system in Scotland is at once national and christian. The catechism taught is not ecclesiastical nor denominational, but only doctrinal. The doctrines are in harmony with the articles of the Church of England, and of all the Reformed Churches."

In three books out of seven in connection with the Wesleyan Church, the catechism of the denomination is not used. In a fourth three different catechisms are taught to three several denominations by a teacher who is a member of the Church of England. In the fifth the catechism of the denomination is taught by a member of the Church of England.

The Commissioners have obtained returns of all books in use in the various schools receiving Government aid. The religious books, other than the catechism, where in use, are uniformly of an uncontroverted character. In thirty-two schools the books of the Irish National Society or Nelson's School Series are the text books in use.

A few books published by the Society for Promoting Christian Knowledge are used in some instances in Church of England schools.

SUGGESTIONS.

I.—CENTRAL ADMINISTRATION.

It will be seen by the sketch given of the different systems of education adopted in the various localities referred to in this report, that one of the great, if not the very greatest, difficulty with which their framers have had to contend, has been the feeling of jealousy and distrust which has existed on the part of the public. That fear lest the body charged with the administration of educational affairs should betray its trust and use its powers improperly. Whilst in other matters of the most vital concern to the community, all are willing to repose a certain amount of confidence in the ordinary action of the constitution; and while it is assumed that the safeguards thereby provided are, as a general rule, practically sufficient in ordinary cases, yet, as soon as it is sought to rely upon them in matters connected with education, they seem in the eyes of many to lose all their virtue. Thus the question of education has come to be considered as one, subject to laws different from those applicable to every other question of public interest, and it has been considered necessary to devise special machinery, and to lay down exceptional rules for the conduct of affairs relating to it.

This peculiarity, distinguishing as it does, questions connected with education from every other

question, is a peculiarity which requires more especially to be recognised and examined in considering the constitution of the body which is to be charged with the direction and general supervision of the education of the province. Any system which ignored this peculiarity, or which treated a law asserting itself so universally as though it did not exist, would be manifestly and in its very nature a system at variance with, and antagonistic to, the feelings of the people to whom it was to be applied.

It is worth while, therefore, shortly to examine how far this distrust of government in matters relating to education is reasonable, how far it is unreasonable, and how far its causes may be removed.

The reason of this distrust is as obvious as the fact itself. It is the fear of proselytism—the fear lest some particular form of religious truth should be presented to, and accepted by, the minds of the pupils to the exclusion of other truths still more important,—lest the exaggeration of the one, and the neglect of the other should result in dangerous error.

It would hardly have been necessary to insist upon this point, were it not that it suggests a view of education which is very often lost sight of, and not unfrequently denied altogether.

The very fact that fears of this nature prevail so generally, and have so great a bearing on all questions affecting education; the fact that so many and such various contrivances have been invented for preventing education from becoming the vehicle of religious doctrines obnoxious to any portion of the community, appears at least to establish this, that in the mind of the community at large there is a most intimate, and almost necessary connection between religion and education. It is remarkable that the only one of the Australian systems which proceeds on the assumption that the two are not necessarily connected, and professes to be a purely secular system, yet recognises this connection in fact by laying down rules for the constitution of the Central Board based upon the religious denomination to which its members belong. In the colony of Victoria the only provision contained in the Act limiting the power of the Governor in the appointment of the Board expressly relates to questions of religion. In the first place all the members must be laymen, and secondly, no two of them must belong to the same religious denomination.

It is said, on the other hand, that however truly this connection may exist in the minds of Englishmen, yet that it does not apply universally; for that other nations have succeeded in establishing purely secular education, and thus dissociating it altogether from religion. The system pursued in Prussia is a favorite illustration of this view of the case, and upon the assumption that religion has nothing to do with education in Prussia, opposite conclusions are drawn by reasoners on opposite sides as to the excellencies and defects of a purely secular system of education. On the one side there are those who point to the high state of mental culture in that

country as an argument in favor of a secular system, and on the other, there are those who attribute all the evils of the social condition of the people to the neglect of religion in the schools. It is curious that parties so antagonistic to each other in everything else should yet agree upon what in reality is a fallacy. So far is it from being true that the state education of Prussia is a purely secular education, that exactly the opposite is the case, the teaching of religion forming an essential part of it. So that here again that view which obtains so extensively among ourselves, so far from receiving a refutation from the circumstances of a country so often cited as an illustration of the working of a secular system, becomes, on the contrary, confirmed as soon as the real facts are more fully inquired into.

The object of the foregoing remarks is not to discuss how the relation between religion and education should be dealt with. It will suffice for the present if what has been said determines the antecedent fact that such a relation does in truth exist. That this relation is a natural and not merely accidental relation, and that any attempt to ignore it or to destroy it, would be doing violence to the instincts and feelings of the great mass of the people.

Admitting, however, for the sake of argument, that it is possible to exclude all religious influences from the schools; that such rules could be devised, for instance, as should debar a teacher, though in daily contact with his scholars, from giving their minds a bias on points connected with religion—supposing that there does not exist so close a connection between the mental and spiritual faculties as to defy all attempts to draw a clearly defined line of demarcation between them, still the Commission are not of opinion that the State should ignore the value of religious instruction. The great object which the State has in view, it will probably be admitted, in promoting education, is not so much to benefit the particular individual who receives it as to increase the well-being of the community of which he forms a part.

The State, as such, does not chiefly concern itself with the number of those who can read and write; but rather inquires whether those who can do so turn their acquirements to right ends; whether, with their book-learning, there has been implanted in them right principles, and whether they have been made good citizens, thereby raising the general tone of society, and making its members sensible of their duties and responsibilities. The mere commercial value of education—the advantage, that is, which its possessor acquires over those who are deprived of it, is rather a matter of private interest than of public concern, and is therefore peculiarly a matter of consideration for the individual; in short, the State looks rather to the indirect and impalpable advantages of education in its influence on the community as a whole, while the individual takes account of those advantages which are more personal and direct. Thus it being more especially the function of the State to render those educated under its auspices good citizens and good men, it would be obviously inconsistent to omit any of those precau-

tions which, on the admission of all, tend to produce this result.

On considerations such as these, the Commission are of opinion that it would be unwise to shrink from recognizing at once the natural relation between religion and education, or from frankly accepting the difficulty which springs from it. It is not intended to do more in this part of the report than to consider how the recognition of the principle here enunciated affects the functions of the Central Board.

It is necessary to enter shortly upon this part of the question here, because it has been frequently assumed that the Central Board is the body which should contain within itself the means of so acting upon the different schools as to regulate the nature of the religious instruction imparted in them. It does not, however, appear necessarily to follow, because the education is a religious education, that therefore the board should interfere in any way with questions arising out of religious differences; for though the whole system may be a religious system, yet the body entrusted with the supervision of it may be made to confine its action to matters purely secular. Though in the daily work of each particular school it is, if not impossible, at least very difficult to prevent religious influences from being brought to bear, it does not appear by any means difficult so to define the functions of the central authority as to restrain it from becoming a disseminator of any particular set of doctrines. It is not necessary for the proper discharge of its functions that the Board should take any direct part in the work of teaching, nor that it should have opportunities of itself assisting in the training of the children, or of influencing their minds in any other way. On the contrary, it is conceived that the functions of the Board, though administering a religious system, should be purely secular, so much so that it should not possess even that indirect influence over the mind of the schools which the power of appointing teachers would be calculated to give.

It should, in short, be an administrator so to speak of temporalities, not a director of consciences.

To ensure a faithful discharge of duty, the Commission cannot devise any better or more effective machinery than that which already exists, the controlling power of the Legislature.

This, after all, seems to be the only real check on abuse of power. It seems indeed to be generally the rule that exceptional checks and exceptional precautions have a tendency to defeat their own objects, and to necessitate at last that ultimate appeal to the Legislature which they were intended to supersede; in some cases they are absolutely mischievous—either on the one hand imposing unnecessary restrictions, and thus impairing efficiency, or on the other, creating a system of control found on trial to be illusory, and thus establishing a quasi-independent body. Thus, in the opinion of the Commission, an exceptional system of checks is not calculated to provide a more effective but rather a less effective security against abuse, and they would therefore recommend that reliance should be placed rather upon those

known and recognised means of control which have been tried and proved effectual in other departments of the public service, rather than on some untried experiment which, though giving promise of success, may from some unforeseen flaw result in failure.

It is in this respect, as the Commission believe, that the plan hitherto in operation has shewn itself most manifestly defective. The administration by heads of denominations having not only withdrawn the education of the province from the supervision of the state generally, but having also had the effect of practically abolishing that control over the expenditure of public money in particular which forms so essential a part of the functions of the Legislature. Two methods were devised by means of which it was intended that that control should be maintained. In the first place it was provided as one of the conditions of the grant that the arrangements connected with school fees and salaries of masters should only be made with the concurrence of the Executive; secondly, that detailed accounts should be furnished quarterly to the Superintendent, by the head of each denomination, of the expenditure of the grant received by each on behalf of his respective denomination.

From some cause or other practical difficulties appear to have made compliance with these conditions impossible, and they have consequently become a dead letter. Whether the difficulties encountered were in reality so insurmountable as they were assumed to be is not a question requiring discussion here; but the fact itself is worthy of note, because the mode in which those difficulties were disposed of appears to furnish a fair illustration of the ease with which the most stringent rules may be set aside by a body not directly accountable to the Legislature for its proceedings.

In the present case the practical result has been not only the creation of an authority independent of the Legislature, but also of one incapable, in its very organisation, of acting harmoniously within itself. Instead of one body shaping its measures on one regular and well understood plan, there have been three bodies all independent of the Legislature, each pursuing a line of its own and adopting a separate plan of operations. In the organization of the schools, in the choice of sites, in the conditions on which aid is granted, in the remuneration of teachers, and in many other matters of a similar nature no certain or uniform principle has obtained.

It is of course not desirable that this evil should be corrected by one of an opposite nature. A rigid uniformity would be no less mischievous, but perhaps more mischievous than the present entire absence of system. The differences which exist in the circumstances of the different schools seem sufficiently great to negative any scheme which should apply the same unbending rule to all. It is, however, by no means inconsistent with this to endeavor to establish some general unity of design to carry out some general principle which, however its application may be varied to suit the varying cir-

cumstances of particular cases, shall be directed to the attainment of the same end.

It was as the first step towards effecting the objects here pointed out—first the subjection of the department of education to the direct influence and control of those who represent the mind of the community, secondly the organization of the educational resources of the province—that the Commission recommended the formation of a Board directly responsible to the Executive, and through the Executive to the Legislature for all its proceedings—bound to justify its past acts to the satisfaction of the Provincial Council, and to obtain the consent of that body to measures proposed for the future.

This general accountability to the representatives of the whole community would, it is conceived, be a much greater security against partiality or injustice than any of those special contrivances which have in some cases been adopted for attaining this end, and which have mostly taken the form of rules for determining the elements of which the Central Board may be composed. That special qualifications for an office exist in certain classes, and special disqualifications in other classes is a maxim which has long been found false as applied to individuals, and likely to lead to inconvenient results. If the Executive is restricted in its power of appointment and thereby precluded from employing the services of those best fitted for discharging the required duties, it follows, as a matter of course, that the administration must become weak and inefficient, while, if the choice is free, it may be reasonably anticipated that any Government accountable for its acts to the Legislature, would select those most likely to give satisfaction, to whatever class they might belong. On these grounds it is considered better, upon the whole, that the power of appointing the members of the Board should be left with the Executive, in the reasonable confidence of those being selected who appear the fittest for carrying out the duties, irrespective of class or denomination.

It is recommended that at first, and as the most natural means of organizing the machinery, the functions of the Board should be as general as possible, so as to enable it to correct any abuse as it arises. The change from the present system to one hitherto untried, may be expected at first to create anomalies and incongruities in detail impossible to be foreseen or provided against by mere theoretical rules. As soon as the new system, however, begins to work harmoniously, this action from the centre should gradually make itself less and less felt, till the whole practical power passes into the hands of those locally interested, when the Central Board would become virtually the organ of the various localities, though still retaining the right, subject of course, to an appeal to the Legislature, of putting its veto on any act (such, for instance, as the appointment of a manifestly improper person to the charge of a school) which might seem to call for this exercise of its powers. It should, however, be understood that as soon as the system is fairly at work, this power of the veto should only be exercised in extreme cases.

II.—LOCAL ADMINISTRATION.

Contemplating the gradual transfer of powers from the Central Board to the several local bodies, the Commission recommended the introduction into the Act which constituted that Board, of provisions assigning certain functions to local committees.

As already mentioned, it is the opinion of the Commission that the direct influence of the Central Board in matters affecting particular schools should be only temporary, to continue only until that state of transition shall have been passed which is inevitable in every change of system, and that the new system should be worked principally through the local committees.

The Commission are of opinion that this localization of power should become a very prominent feature in any future general plan of education, as likely to produce all those advantages which are peculiar to local administration, without the corresponding evils generally found to accompany it. In the first place it is reasonable to suppose that the persons most familiar with local circumstances will be those most capable of adopting the measures best suited to local wants, and secondly that the possession of local power over schools will call forth a corresponding local interest in their efficiency.

As regards the local organizations already in existence connected with the respective religious denominations, it is considered that it would be unwise for several reasons to attempt any sudden or violent changes, and thus, so far as these are concerned, the Act does not interfere further than to confirm arrangements already made, and to give a recognized existence to bodies whose powers seem hitherto to have rested rather upon sufferance than upon any well-defined right. In the first place it may be supposed that the mere fact that these bodies are in existence, and that they have already been in operation for some time, gives to them a certain value which could not be hastily ignored. But, besides this, their peculiar relation to the respective religious bodies would be an obstacle to their being brought under regulations affecting schools established by the State for the benefit of the community in general.

Indeed, the existing local committees cannot be properly termed local organizations at all. None are connected primarily with any particular locality. Their sphere of action is not local, but denominational. The property which they administer is held not so much for the benefit of any given locality as for that of a certain section of the community resident in that locality, and thus the local committees, as now existing, may be considered as the representatives not so much of local wants as of denominational interests.

It is proposed that this principle should, in the establishment of future local committees, be reversed, and that the limits of their jurisdiction should be determined by divisions of territory rather than by distinctions of creed. Besides, the objections already stated to the application of this principle to denominational committees, the possession of the sites gives to each denomination a power of refusing to

bring the management of its schools under the control of a body not appointed exclusively from its own members. Indeed, most of the sites are held on a tenure which would forbid their being used in a manner calculated to obliterate their denominational character.

While, on the one hand, the difficulty, if not the impossibility, is recognised of adapting existing local committees more fully to local circumstances; on the other hand the Commission are anxious to insist as strongly as possible upon the desirability of making a change in this direction in all future arrangements.

It need hardly be urged as an objection to the present denominational organization, that its natural tendency is unduly to multiply schools. Abstract justice on the denominational principle would require that, inasmuch as members of various denominations are connected with the different localities, each should have an organisation of its own in each of those localities; and though this has not been generally the result in practice, yet in some instances a tendency in this direction has manifested itself. While there are some districts in which as yet no school exists, though one is required, there are others where, though a single school would suffice, two or more have been established in close proximity to each other.

The most obvious objection to this state of things is that it creates a waste of public funds; but there is another and more important objection, that it causes a waste of educational power, making each of the schools less efficient than it otherwise would be. Each of these different schools is attended by children of different ages and different capacities, divided roughly into classes, all taught by one master, without reference either to his own qualifications or to the different attainments of his pupils. The neighbouring school is almost an exact counterpart of the former. Here, too, the master has the charge of the same number of classes, each of which can only receive a limited portion of his attention. It is evident that, in such a case as this, if the two schools were amalgamated, the expense of maintaining two separate establishments would be reduced by one half, while from the fact that each master would be able to devote twice the amount of attention to each class under his charge, the teaching power would be doubled.

Then, as regards the masters themselves, it is not to be supposed that with their attention constantly distracted by the wide range of subjects in which they are expected to give instruction, they can perform their duties with any great satisfaction to themselves; while, if they could concentrate their efforts on the task of teaching any particular subject or group of subjects, they would not only acquire an additional interest in the work, but would also do that work more effectually. It appears natural to suppose at least that this constant change from one kind of teaching to another, this continual transition from the merest rudiments to higher branches, and again from the higher branches to

the merest rudiments would impair the teacher's efficiency in all.

Thus the present system is beneficial neither to the teachers nor to the scholars; in the case of the former, it is calculated to spoil an able teacher, and to present obstacles to the improvement of an inferior one; in the case of the latter, it provides a less amount and a worse kind of instruction. It is then recommended, as a means both of economising funds and at the same time of promoting efficiency, that as regards existing schools, efforts should be made in the direction of amalgamation where circumstances admit of it, and that in the distribution of future schools the actual educational wants of the different localities should form the primary consideration—that is, that this work should proceed on a territorial instead of a denominational basis.

As a first step towards carrying this principle into effect, it appears desirable that the province should as soon as possible be divided into convenient educational districts, each to have its local committee for managing the schools situated within its boundaries. It is a question of detail how far it would be advisable to place two or more schools under one committee, or whether it would be better so to arrange the districts, that each should contain only one school; and that instead of establishing a second school within any existing district, it should be subdivided, so as to allow of the formation of a new local committee for the new school.

Either course might be attended with inconvenience in particular cases, and it would perhaps be the wiser plan to leave it to the executive, either to leave two or more schools in the same district, and so under the same local management, or to subdivide the district so as to bring each school under a separate local committee.

The constitution and functions of the local committees is a matter of more serious importance. If, as is recommended, the success of the whole system is made chiefly to depend on the efficiency of these bodies, it is evident that the greatest care is requisite in dealing with this part of the question.

The experience of other communities appears to show that in the organization of local bodies there are two principal dangers to be guarded against.

On the one hand there is the danger of their being composed of members, either by character or attainments, not likely to take an intelligent interest in the progress and efficiency of the school, or from want of judgment or party bias, incapable of doing so, the probable result being that their interference, instead of being beneficial, would be mischievous. On the other hand, if they do not enjoy substantial power, local interest, and a proper sense of responsibility, would be proportionably diminished.

There is still a third difficulty connected with the work of organizing local committees on a satisfactory footing. The difficulty of inducing them to conform strictly to the rules laid down for their guidance, and more especially those which relate to the sending in formal returns and accounts.

It is not easy to say how punctuality in this respect can be enforced in the case of such a body as a local committee. Assuming at least that the local committees would render their services gratuitously, it would be hardly possible to devise any efficient check on laxity, or indeed total neglect, of their duties; and yet where these occur, the consequences may both be prejudicial to the schools, and give occasion to abuses affecting the organization of the whole system.

The nature of the evil may perhaps be better understood by reference to a case of actual experience. The practical effect of the Nelson Ordinance has been that the Central Board has paid over to the local committees any money available for the schools under their direction, the local committees being expected on their part to furnish such accounts of expenditure as may enable the Board to make a full statement, periodically, of the objects for which it was incurred. In practice, however, this necessary condition does not seem to have been always complied with; in some instances money appears to have been expended and arrangements made of which the Board, though responsible, was not cognizant. "Thus, in one instance," to quote the words of the Board's report, "no accounts at all were furnished for three years; in a second, the surplus funds were presented to the teacher; in a third, the master's salary was left in arrear, whilst the amount was expended for other purposes; and in a fourth, debts having been incurred which were unauthorized by the Board, when the committee went out of office no fresh one was appointed, and the charge of the district and its liabilities were thus thrown upon the Board."

These, then, appear to be the three great objects to be kept in view in the constitution of the local committees:—

- 1st. That there should be some security for the appointment of fit persons as members.
- 2nd. That their functions and powers should be of such a nature as to afford a stimulus to activity without encouraging mischievous interference.
- 3rd. That there should be order and regularity in the conduct of business.

The mere statement of the terms of the problem is sufficient to show that the task of solving it is one of no ordinary nicety, and that in order to do so it will be necessary to reconcile conditions in some sort in conflict with each other; for instance, in order to create a real interest in the efficiency of the schools, those entrusted with their direction must enjoy some sort of independence, and exercise a substantial power; while, on the other hand, if this power is made absolutely independent of all control, it may, instead of being useful, become positively injurious.

The difficulty of exactly adjusting the position and functions of the local committees on any theoretical rule seems almost insuperable, until some knowledge of the direction in which these bodies are likely to operate is gained by practical experience.

It is therefore considered that for the present no formal provision should be made for exactly defining either the mode of appointing local committees, or their functions and powers when appointed, but that until this can be done in a manner calculated to secure good results, a certain discretion should be left to the Central Board, in the organization of local bodies, on the single condition that they are so constituted as most effectually to represent local interest.

On this view of the case it will suffice shortly to mention one or two general principles, which, as appears to the Commission, should govern this preliminary organization, and which should at the same time lead naturally to the development of some more complete and more definite system to be eventually established by law.

In the first place the persons composing the local committee should not only be interested generally in the welfare of the locality, but also specially in the efficiency of the school. No better means of effecting this object appears to present itself than to make the selection of the local committee, more especially the work of the parents whose children attend school, at least to give a certain exceptional weight and influence to these, without however excluding the voice of the general public. It is a question worth consideration whether it would not be practicable to disqualify altogether persons of notoriously immoral character.

The experience of systems which afford any test of the matter seems to shew that the supervision and control of a school requires special tastes and aptitudes, and that bodies perfectly competent to manage ordinary matters are not necessarily capable of giving beneficial assistance in this work.

In South Australia, for instance, where the district councils appointed for general purposes of the locality discharge, together with their other duties, that of supervising the local schools, the plan seems in this latter respect to have failed very conspicuously in the opinion of those most competent to form a correct judgment. In Canada also, and in some of the American States, where the local oversight of schools is entrusted to the municipal authorities, the same result seems to have followed.

Immediately on the establishment of a new school, it should follow as a matter of course that the whole power over it should be at once transferred to the local committee, subject only to such necessary and clearly prescribed control by the Central Board as should prevent confusion or abuse.

The appointment of masters, for instance, should vest in the local committee, but the choice should be restricted to persons holding a certificate of competency from the Board.

With a view of placing the master in a proper position of independence, and in order to guard against his being made the victim of party strife, the sanction of the Board should be obtained to his dismissal, or to any alteration of salary once fixed. All money available for the school should be administered by the local committee, who on their part

should be bound to furnish proper vouchers for the expenditure.

The local committee would have the absolute control of the school site and school buildings.

They would fix the rate of fees, and generally have the whole management as well as moral control of the school.

For the present it would appear sufficient that on the establishment of a new school the Board should make the best arrangements in its power, either by means of a public meeting or otherwise, for effecting the appointment of some local organization possessing the general confidence of the locality, to whom it could at once delegate the power of deciding any of the numerous questions of detail which must necessarily arise, in accordance with the views of those most interested in the school.

On the opening of every new school a question of this sort would in many cases be almost certain to arise—that, namely, whether the building should be used on Sundays for the purposes of Divine service; if so, under what conditions? Should it be open to all denominations, or should this advantage be only afforded to one? If to more than one, then what part of the day should be allotted to each respectively? It would be very inexpedient that the Board should mix itself up in discussions of this nature, or that any uniform rule should be laid down in the matter. One course might be best in one locality, the opposite course in another. There seems to be no objection in principle to either. Moreover, there is another objection to the Board deciding in this particular case. It is rather a religious than an educational question, and, as already stated, no element should be introduced into the system which should in any way conflict with the purely secular character of the Board. As a purely secular body, the only consistent course the Board could take, if called upon to come to a decision, would be to forbid the use of the building for purposes not forming part of the direct work of the school.

III.—FINANCE.

In considering the financial arrangements, the first question which presents itself is: By what rule is the amount of the expenditure to be determined at any given time? It is obvious that the department of education is one which, in order to provide for the wants of a population so rapidly on the increase as that of this province, must expand and develop itself with far greater rapidity than any other department of the public service. The actual experience of the expenditure in this province will give a general idea of the rate at which the wants increase.

It appears that the whole expenditure during the five years ending 31st March last was £25,862, and of this more than half was expended in the last two years, and more than a third during the last year. For the first of these years the expenditure was £3850, for the last it was £8400. During that time the sum received in the shape of fees rose from £1350 to £2950, the remainder being supplied by the Government grant.

And yet it does not appear that this very large increase has effected anything more than at most to keep pace with the increase of requirements. The same tendency may be observed as a characteristic feature of every organised system of education. Increase of expenditure from year to year seems to be the certain and inevitable result wherever an attempt is made to maintain the education of the people at a given standard.

In England, for instance, where it must be remembered many of the causes which necessitate an increased expenditure with us are either wanting altogether or operate with much less force, the increase in the expenditure on education during the last few years has been very remarkable. It appears that during the nine years ending 1860 the annual grant for education in England rose from £160,000 to £800,000, or at the rate of upwards of £70,000 per annum. And this increase took place under circumstances much more favorable than our own. In the first place the administration being conducted on so large a scale, greater facilities are afforded for economy in expenditure than can be expected where the machinery is less perfect; and secondly, the increase in the population being less rapid, the necessity for additional appliances to meet its wants is also less rapid.

It is hardly necessary to adduce further examples to prove a fact which probably will not be disputed, namely, that it is one essential condition of a system of education which is to produce any perceptible effects, that a source of income should be created capable of providing a continuous and regularly increasing supply of funds according as new requirements make themselves felt.

At present there are two sources from which the funds available for education are obtained—the fees received from the children, and the Government grant. Though the former of these forms already a very appreciable item in the receipts, yet it is upon the latter that the main dependence must be placed; and indeed, if this were to fall off, the fees themselves, instead of supplying the deficiency, would in all probability be reduced in proportion as the efficiency of the schools was diminished.

A third source of revenue exists in England, and indeed in many colonies, which has almost entirely failed in this province—private contributions. And here perhaps it may not be out of place to notice a difference between the effects produced with regard to funds by the denominational system as it exists in England and as the term is understood here. In England the rights and privileges enjoyed by the denominations are purchased by corresponding duties and liabilities. The promoters of schools, though receiving assistance from the state, undertake themselves the largest share of the burthen. The Government as a general rule only supplementing local contributions. Here on the other hand, the term "denominational system" means something quite different. The state bears all the burthens, and the denominations receive all the funds, and moreover administer them in the least economical manner.

Of the two sources, the fees and Government grant upon which alone dependence can be placed, it will only be necessary to consider the latter, and to enquire in what manner such an amount of state aid shall be secured for the purposes of education as shall permanently meet the wants of the province. There appears to be one fundamental objection to the continuance of the plan of annual votes, and that is, that it is too precarious, that the amount is liable to fluctuate with the fluctuations of the revenue or with the exigencies of other departments of the public service. Should the revenue in any year very seriously fall off, or should some special emergency arise requiring an extraordinary expenditure for a different purpose, the Provincial Legislature would probably find it necessary to withdraw a certain portion, be it large or small, of the accustomed aid. How far such a contingency is probable it is needless to speculate, but it cannot be disputed that circumstances may arise which would justify the withdrawal in some year of the whole or of a part of the grant.

The effects of such a withdrawal or reduction, so far as education is concerned, would be most disastrous, and the injury would be felt in two ways; it would not only affect the operations of the future, but would also have a retrospective influence on the proceedings of the past. In this respect there is an essential distinction to be observed between an educational establishment and an ordinary department of Government. In the case of the latter, the abolition of any office or the reduction of its expenditure, whatever may be the effect, can only reach forward to the future. Whatever advantage may have resulted from its former action still remains, but an educational system cannot be suddenly put a stop to, without rendering valueless much that has been already gained; and this remark is equally true whether applied to a whole system or to the case of a particular school, or indeed to an individual scholar. Education being a process of slow growth, an aggregate of acquirements, moral and intellectual, developed from foundations laid uninterruptedly from day to day, requires a certain period of time to produce any results at all. Take for instance the simplest case of a child learning to read. There is a long preliminary work to be gone through before he can enter upon that stage, where the real object of his study begins. By learning the alphabet he has indeed laid the foundation which may enable him to arrive at the desired end, but which on the other hand may be altogether valueless; everything depends upon the manner in which the knowledge previously acquired is turned to account. If the foundation is built upon, the efforts already made have a substantial value; if not built upon, all the time, trouble, and expense that has gone before, is time, trouble, and expense thrown away. It is the way in which these elementary acquirements have been followed up which determines their value. In themselves they are nothing. They are mere preparations for a result, but not a result in themselves. Further exertions may give them a value which they do not inherently possess, but they cannot lie

dormant for any length of time—their capacity for development disappears after a time, and thus that which it has cost so much to learn is entirely lost; and so it is that the withdrawal, even for a short time, of the whole or a part of the grant, by causing some schools to be closed, or by depriving some scholars of the opportunities for prosecuting their studies previously enjoyed by them, would be practically an undoing of what had been done before, and would make the previous expenditure a wasteful instead of an economical expenditure.

This point is more especially insisted upon, because it appears to be the cardinal point in the whole financial question. To produce beneficial results some system must be devised for providing a regular uninterrupted and continually increasing supply of funds, and this supply must be independent of the fluctuations in the revenue, or of the exigences of the public service, because the injury done by a reduction of the grant in one year will not by any means be repaired by an unusually large grant in another. The ground once lost can hardly ever be regained. But although this is true with regard to the whole of the expenditure on account of education, it is more especially true with regard to that part of it which comes under the head of current expenditure—the yearly provision for the maintenance of existing schools. The establishment of new schools is a question which may very well be left to be decided from year to year, but the maintenance of existing schools should be secured with the greatest care for the reasons already stated.

It is quite obvious that the votes for education made by the Provincial Council are founded upon estimates which can at most be only a rough guess. It is impossible for the most far-seeing financier to estimate with any approach to accuracy the number of children that there will be of a school age in the province during a given time, and how far the ordinary revenue in future years will be able to meet the liabilities created now. In order to provide for these, that is, for the maintenance of schools which are now in existence, or which may in future be established, some system is required which is in some measure self-regulating—expanding and becoming more productive in proportion as the calls upon it become greater. It appears to the Commission that the numbers of the population afford, upon the whole, a very fair test of the educational requirements. Though there are a great many disturbing causes to make this test fallacious in particular instances, still, as a general rule, the proposition appears to hold good, that the increase of the expenditure on account of education is determined by the rate at which the population increases, and thus it would follow that a revenue depending for its productiveness on the number of the population would meet the educational requirements.

Now there are two sources of revenue which, besides that derived from the school-fees, appear to answer the conditions here adverted to, of expanding and becoming more productive just in proportion as the population increases. First, a rate calculated

on the basis of population; and secondly, the Custom's Revenue, the amount of which also follows with very great approach to exactness the numbers of the population. And it is from these two sources that the Commission would recommend that the funds necessary for education should be derived.

It is calculated that the amount of state aid required for meeting the current expenses of the schools is according to the present scale about £4000 per annum. That is for the mere support of existing schools, exclusive of all expenses on permanent objects. It is conceived that by means of a moderate rate, which would be most conveniently levied, not on individuals, but on houses, added to a small fraction of the proportion of customs received by the province, this sum could be raised without any appreciable inconvenience.

From the most careful calculations which the materials at hand would allow the Commission to make, checked by the opinion of those most competent to give an opinion, it would appear that the population of the province on the 30th June last was about 22,000; and it may be assumed, as has been found to be the general rule, that on an average there are five persons to each house. This would give about 4400 houses in the province, and therefore a rate of ten shillings on each of these would produce £2200.

Again, it appears that the share of the Customs' revenue received by the province for the year ending the same 30th June was £23,345 8s 10d; now it appears to the Commission that, without sensibly affecting the resources of the province, a plan analogous to that embodied in the original Education Ordinance of 1848, might be adopted, and a definite proportion of the revenue received from the Customs be permanently set apart by Act exclusively for the support of schools. &

Following the proportion fixed by the above ordinance, it is recommended that one-twentieth part of the provincial share of the Customs' revenue be secured for this purpose.

The revenue which would have been raised during the year ending the 30th June last on the plan here proposed would have stood as follows:—

A rate of 10s on 4400 houses	... £2200
One-twentieth of £23,345 8s 10d,	
provincial share of Customs	... 1167
	—
Total	... ... £3367

It may be assumed that by the end of the present financial year the number of houses will have increased to at least 5000, giving an increase of £300, and at the same period the revenue derived from the Customs will reach at least £26,000, giving an increase of more than £120; and thus the sums available for education will be as follows:—

A rate of 10s on 5000 houses	... £2500
One-twentieth of £26,000	... 1300
	—
	£3800

Thus the current revenue would meet the current

expenditure within about £200, but this sum it is conceived may without much difficulty be saved by means of retrenchments, the nature of which will be mentioned below. It will first be necessary to consider how the funds so raised may be most properly distributed.

There are two opposite theories as to the principle which should govern the distribution of funds applicable to the support of education. On the one hand it is contended that State assistance should only be given in aid of local contributions. That it is not the business of the State to assist those who will not assist themselves. On the other hand it is urged that the State itself is so much interested in the education of the people that, where local efforts fail, it is the duty of the Government to step in and supply what is required. There is a certain amount of truth in both these lines of reasoning, but as it appears to the Commission neither embraces the whole truth; as regards the first it may be said that it is not only unfair to neglect those districts which in whatever manner and from whatever sources contribute largely, and to confine the State assistance to those which, either from poverty or apathy, show no disposition to help themselves, but also that such a system is calculated to discourage voluntary efforts and to induce all to place dependence on the public purse. On the other hand, it may be maintained not without some reason that inability or unwillingness on the part of any locality to contribute to the support of its schools is the very case in which State aid becomes most imperatively necessary because that inability or unwillingness betrays a condition which it is the State's greatest interest to see remedied. In the first place unwillingness to contribute where the ability to do so exists, is a sign of that very want of power to appreciate the benefits of education which arises solely from ignorance, and which can only be counteracted by means of efforts from without. Again, if backwardness to contribute is the result of poverty, then a system which only grants aid to those who are rich enough to help themselves is a system which measures the assistance required by the wealth of those to be assisted.

It will, however, be probably admitted that the State has an interest of its own quite independent of the apathy or activity, the poverty or the wealth, of different localities.

Perhaps the example of Auckland will afford as good an illustration as can be had of the inexpediency of taking local contributions as the sole test of the amount of aid to be granted. It appears that in that province, where this system is most rigidly adhered to, the number of children under instruction is smaller than in Canterbury; the number of schools is about the same, while the population is larger and consequently the wants greater, and that, moreover, schools have been established as a general rule only in the wealthier districts.

Thus, after a trial of four years, it appears that at the end of September, 1861, when the population of Auckland was about 24,000, the number of public

schools was 40, the number of children on the rolls 1528, with an average attendance of 985; while in Canterbury, at the end of April last, with an estimated population of 22,000, there were 1651 children on the rolls, with an average attendance of 994. From this it would appear that, under a system not based exclusively on local effort, with a population less than that of Auckland by 2000, there were 123 more children receiving instruction in Canterbury, with a greater average of attendance.

In considering these conflicting principles the Commission cannot but recognise that each contains a certain element of truth, and that in devising a plan for the distribution of funds, both should be taken into account; that neither should be made the rule to the absolute exclusion of the other; that wealthy districts or those more keenly alive to the value of education should be encouraged, but that poorer districts, or those where education is less regarded, should not be condemned altogether and allowed to grow up in hopeless ignorance.

There is still another consideration to be kept in view in the distribution of the funds—the interest of the respective contributors. The system of finance proposed by the Commission contemplates the raising of a revenue from three sources—the Customs revenue, the educational rate, and the fees received from the children.

The first is contributed by the province. Considered as a whole, this would therefore be properly applied in promoting those objects which would benefit the province as a whole. The second is contributed by the district, and should therefore be employed in the support of schools situated in that district. The third is contributed by parents who send their children to school, and should be used for their exclusive benefit. It may probably be assumed that this last source of revenue should be applied to the support of the schools where it arises. As regards the second, though not perhaps actually unfair, still it would wear the appearance of unfairness, to divert the funds derived directly from one district to the benefit of another; but the Customs revenue, being the property of the whole province, without distinction of localities or districts, might fairly be employed for purposes in which the whole province is interested. Now, it can scarcely be denied that the province as such will be benefited in proportion to the spread of education in the districts which need it most. That it is to the benefit of all its inhabitants that they should live in a community elevated and refined by the general diffusion of education, rather than in one which enjoys these advantages only partially and unevenly. It is not, as it appears to the Commission, either the duty or interest of the community, as a whole, to create or to foster strong contrasts—to leave one portion of the people sunk in ignorance, and to devote all its efforts towards the cultivation of the intelligence of another, perhaps smaller portion. If this is so, it follows that the State, if true to its own functions, would assist and stimulate education, not according to merits or short-comings, but according as assistance

or stimulus was required; not dealing out its funds to those who wanted least, but to those who wanted most.

Upon the principles here enunciated, the following would be the mode of apportioning the funds available for education, which the Commission recommend:—

1st. The school-fees should be strictly confined to the benefit of the school from which they are derived.

2nd. The rate should be returned to the district in which it arises.

3rd. The proportion of the Customs' revenue should be at the disposal of the Board, subject to an annual appropriation by the Provincial Council for the assistance of such schools as appear most to need assistance, beyond that derived from the funds raised within the district. The rate should of course be a general rate throughout the province, but the apportionment of the proceeds should be made according to districts.

The machinery for levying the rate does not appear (where the plan has been tried) to present any difficulties; the system pursued in Nelson for instance, is one which appears to be the simplest and most effectual. In that province notice is given by the Superintendent to those from whom the rate is due, by advertisement in the public papers, and by affixing a list of the ratepayers in some conspicuous place within the district, and making known the time and place at which the rate is to be paid. A collector attends on the day and at the place mentioned, and every ratepayer is expected to bring or send his rate, defaulters after a certain time being summoned for the amount due.

With regard to the manner in which it is proposed that a saving should be made without diminishing the present efficiency of the schools, it appears to the Commissioners that it would be possible to make arrangements for amalgamating some of the schools where an unnecessary multiplication has taken place.

The above remarks have reference, it will be observed, to the provision to be made for meeting only the current expenditure on Education; there is another portion which, though perhaps not of such vital importance to the maintenance of a permanent and efficient system is, yet one which demands the greatest and most serious attention.

This may be designated in contradistinction to the other—the permanent expenditure, or that incurred for objects of a permanent nature, such as the erection of buildings, the acquisition of sites, the furnishing of the schools and all those expenses which are required on the establishment of any new school. It is that part of the expenditure which, when once met does not recur a second time. This will for a time, until the inhabitants settle round permanent centres, form a very important item.

It differs from the current expenditure in this, that if at any time there should be an insufficient supply of funds, the falling off, however much to be

regretted as an obstacle to that uninterrupted progress which is so desirable, would not, as explained in the case of the current expenditure, be actually a retrograde movement; it would not be, as in that case, an undoing of what had been done before—a receding from ground already gained. On this view of the case, it is conceived the question of the establishment of new schools might very properly, and perhaps for many reasons most conveniently, be left to the decision of the Legislature. The increase in the number of schools might very fairly be made dependent on an annual vote, thus coming under the general law which governs the rest of the Government expenditure, and being regulated by the state of the revenue, and the exigencies of the public service.

But although that continuous supply of funds for the establishment of new schools is not so absolutely indispensable as in the case of those required for the maintenance of schools already established, still it would be very desirable that some provision should be made, at least for future years, for creating a separate revenue, to be exclusively available for defraying this branch of the expenditure. It appears to the Commissioners that present circumstances offer opportunities, every year becoming fewer, of acquiring property, which in the course of time may be expected to relieve the general revenue entirely from this remaining charge.

The plan of making reserves of land as endowments for educational purposes is now being tried in Auckland, and though the system has not as yet been in operation long enough to produce any revenue, and thus to show any good result of a positive kind, yet so far as negative results go, the experience of that province seems to be in its favor. It does not appear that any evils have been occasioned by it, while it seems clear that when the lands reserved become of value, they will be of great service to the cause of education generally; and, indeed, if reserved on a sufficiently large scale, may eventually be made to support a very considerable portion, if not the whole of the expenditure now borne by the State, thus relieving not only the general revenue of the province, but also perhaps superseding the necessity of a rate.

Besides the reservation of lands as endowments for the establishment and maintenance of schools, the Commission would strongly urge upon the Government the expediency of taking immediate steps for reserving lands as sites for schools wherever it may appear even remotely probable that centres of population will be formed, and more especially they would recommend that no time should be lost in securing sites wherever new townships have been opened.

It may be a question worth considering, whether lands reserved as endowments should be available generally for the purposes of the whole province, or whether the benefits to be derived from them should be confined to particular localities or districts. It appears to the Commission that the former would be the preferable plan, considering that the endowments

so made are only available for the future, and considering also how impossible it is to foresee with any approach to certainty in what districts they may be eventually most needed, it appears the safer course to make them general. It must be recollected that in a new country the population continues for a long time shifting. The present centres of population may, and many of them probably will, in the course of a few years give place to more favoured localities, and that, under these circumstances, to tie up the properties for the benefit of districts which now appear to require them most, but might when they came into value require them least, would have the effect of making the one disproportionately rich, while the other would be altogether destitute.

It is hardly necessary, in discussing the question of finance, to take into account a source of revenue which in England forms a very considerable item—private benefactions. As a general rule and so far as past experience goes, such benefactions can only be relied upon here for occasional help. Still it would not be advisable altogether to ignore them, or to neglect any measures calculated to encourage the liberality of individuals. The only plan by which this could be done at present, appears to be by appropriating a certain portion of the funds available for education, as contributions on the part of the Government towards undertakings to be mainly dependent upon voluntary efforts. This plan, while fostering a spirit of self-reliance which might eventually produce very valuable results, would not in the meantime inflict upon those in whom such a spirit did not exist the full penalty of their ignorance and apathy.

As regards the control of the funds, it is suggested that the local committees should have full power over the expenditure of those allotted to their respective district; that all payments should be made direct to the persons performing the services out of the Provincial Treasury, on a requisition from the local committee, countersigned by the Board. This latter provision seems necessary, in order to enable the Board to see that all engagements of which it is cognizant made by the local committees, such as the payment of the salary of a teacher, are faithfully carried out. Existing engagements once satisfied, any requisition by a local committee should be passed as a matter of course, the Board not being allowed any control beyond the enforcement of this necessary condition over funds once dedicated to the services of a particular district.

A scheme of finance based upon the principles here sketched out would, it is conceived, wherever the ground is not yet occupied, be the one best calculated to place the education of the province on a sure and permanent footing; it would regulate the distribution of the funds, for the most part according to well-defined and well-understood rules, while that portion the mode of distribution of which was not prescribed beforehand, would not be distributed at the caprice of the Board, but by a formal vote of the Provincial Council, on a full consideration by that body of the claims of the different districts.

The plan here proposed, however, contemplating as it does, a territorial division, could not be adapted, in its integrity to a system founded on denominational distinctions, such as that under which the existing schools have been established. The ordinance lately passed by the Provincial Council for establishing a Board of Education recognises the local committees already in existence, and places them in a position of equality with those local committees which would in future, according to the recommendations here made, be constituted on a territorial basis.

It is obvious that a modification of the plan is necessary to meet this case, but it does not appear that the main principle of devoting the funds raised to the districts where they arise need be abandoned. The denominational schools now in existence might be included in districts, the extent of which, would be determined by the area occupied by the population making use of each school.

The proceeds of the rate levied in that district, together with the fees, would form within certain limits, the income of the school. In districts, such as the large towns, where there are two or more schools in connection with different denominations, each would have the benefit of the fees received by it, and the proceeds of the rate might be devoted up to a certain fixed sum towards the maintenance of both, and apportioned between them according to the number of the scholars. Any surplus over this maximum arising from the rate would then remain in the Treasury available for educational purposes, and subject to votes of the Provincial Council.

The maximum receivable on account of each denominational school would, in ordinary cases, vary according to the number of scholars taught; but it would come properly within the functions of the Board to prescribe rules as to the proper conduct of the schools, the number of masters to be employed and similar matters, compliance with which would be a condition of the grant.

Considering the position of independence occupied by the present schools from the fact that the sites are under the control of the denominations, and dedicated to the special benefit of one section of the community, it does not appear just or reasonable that they should possess all the privileges and advantages of schools in which the whole community has an equal interest, and over which it has entire control.

If, on the one hand, the power of the purse enables the Government to impose conditions on the school authorities, yet on the other the possession of the sites enables their possessors to exact exceptional advantages from the Government, and so far to frustrate any attempt to make them conform to any general plan. The Government may indeed withdraw the money, but the denominations have the power of closing the school. Thus it may happen, and indeed it is within the knowledge of the Commissioner that such a case has happened, that from reasons founded more on denominational considerations than on those which might be supposed likely to influence the

Government, schools may be suddenly closed, and the education of the district brought to a stand-still. Taking all the circumstances of the case into consideration, it appears to the Commission that the most reasonable mode of regulating the relation of the Government to the denominational schools would be to appropriate a fixed sum out of the rates levied in the districts in which the denominational schools are respectively situated, towards the salaries of teachers employed in them, and to confine state aid exclusively to this object. The amount to be so appropriated would be the difference between the sum to be received in fees and the stipulated salaries of the teacher in each school, provided always that the rate levied in the district was sufficient for the purpose. Thus a fixed charge would arise on the educational revenue of each district in which a denominational school has been established, the surplus, if any, becoming available for the general purposes of education, according as the Provincial Council might direct.

Besides the salaries of teachers provided for by the fees and grant conjointly, there would be incidental expenses for repairs, fuel, &c., which it might be fairly expected, would be defrayed out of local contributions, or at least from sources other than those out of which the regular income of the school arises, and thus a first step would be made towards the introduction of a system, more similar than the present, to the denominational system in England. It should, however, be clearly understood that grants of State aid to denominational schools were merely temporary in their character and liable to be withdrawn as soon as a school should be established wholly under the control of the Government, or rather of the ratepayers of the district; and further it should be understood that the Government would be at liberty to withdraw the whole or a part of the grant on account either of inefficiency on the part of the master, or of defective arrangements with regard to the buildings.

The Commission are fully conscious in making these recommendations for the regulation of matters relating to finance, that the plan here proposed could not be brought into operation immediately; many preliminary details will require to be entered into, in order to set the machinery in motion; but whatever the length of time may be before this can be done, it is important that no administrative act should be performed at all calculated to place obstacles in the way, which do not now exist. In order to pave the way to the attainment of the objects here pointed out, it is of all things most important rigidly to adhere to the rule of making every future school entirely the creature of the legislature of the province; that its whole organization should be the result of principles approved by the whole people through its representatives, and as a means of ensuring this, that no new school be established by the help of public funds, the site of which is not vested in the Superintendent of the province.

IV. RELIGIOUS INSTRUCTION.

The statements given in regard to the religious instruction in Canterbury present a view of the

general features of the system of education hitherto pursued so far as it is immediately connected with this question.

The arrangements adopted would seem to have been from the outset of a tentative and temporary character. The Government, recognising its duty to provide for religious as well as secular instruction in all schools to which it gave assistance, availed itself of the existing organization of Religious Bodies in the province, as channels through which it might readily administer the funds at its disposal.

It was considered that by entrusting these functions to bodies of men bound together by community of religious interests, a guarantee would be obtained that the religious instruction of those educated in the schools under their charge would not be neglected.

From this consideration sprang the arrangements which have hitherto subsisted in Canterbury—arrangements which, from their very nature, could not but involve considerable inconsistencies and complications, but which have done good service at a time when a more settled organization would have been premature.

The facts as given above with respect to the distribution of children of different denominations through the various schools shew, that however anxious the Government or the religious bodies might be to provide parents with facilities for having their children instructed in the peculiar tenets of their own persuasion, it would be impossible to satisfy the requirements of the case in any school. It is evident, however, that scruples on religious grounds are not as a rule a difficulty which presents itself to parents in their choice of a school.

The parents are for the most part careless, if not ignorant, as to distinctive points of Christian doctrine, or otherwise they are so anxious to secure the benefits of a generally useful education for their children as to be ready to merge all religious differences in order to attain their object. It is principally in the minds of ministers of religion and other leading members of religious congregations, whose sympathies are more or less closely enlisted in the promotion of the interests of their respective communions, that what is called the "religious difficulty" assumes any magnitude. Parents in selecting a school for their children look for a general efficiency in the teaching, and do not concern themselves about the inculcation of special points of religious doctrine.

Even in Christchurch and Lyttelton, where it might be supposed that the children would range themselves under teachers of their respective denominations, such is not found to be the case. In both places the principal Presbyterian schools are conducted by certificated masters, men of more than ordinary ability and experience in teaching, and in both cases the number of other religious denominations considerably exceed those of Presbyterians. In all cases where there is a choice of schools, the

efficiency, not the denomination of the master, appears to influence the decision of the parents.

In outlying districts where only one school can be maintained in any degree of efficiency, children of all denominations attend the same school as a matter of necessity, but no difficulty has ever occurred on the ground of dissatisfaction with the religious teaching.

Having to deal with such a diversity of religious elements in their several schools, the teachers have been invariably led by their own good sense so to adjust their religious teaching as to respect the religious liberty of all under their charge.

Difficulties which theoretically assume grave proportions in the minds of men strongly imbued with sectarian sympathies vanish insensibly in practice when handled by the common sense of private individuals.

A consideration of the details of management by the three religious denominations to which the distribution of educational funds is entrusted leads to the conclusion that, even with the religious bodies themselves, the providing religious teaching in their peculiar tenets for the children of their several congregations has been in great measure lost sight of.

The point in which such a system or rather diversity of systems as has hitherto prevailed in Canterbury would be supposed to have peculiar advantages would be in the direction and control exercised by the ministers of religion over the religious instruction in the various schools. It will be seen that in two cases out of the three such supervision is not even contemplated; in the third case, though contemplated, it is not, except in a few cases, carried out. On the other hand it may well be questioned whether further interference on the part of the clergy would have had a beneficial effect. If the teacher of a school be not qualified to give religious teaching independently of direction from without, he may well be considered altogether unfit for his office. However beneficial the visits of the clergy may be to the schools in another point of view—and the Commission are far from undervaluing the good which might result from their influence—it cannot be doubted that it is to the master that the parents must look to give religious teaching, and impart a religious character to instruction in a school, and that any system would be proceeding on a wrong principle so far as it delegated any responsibility in the matter to any other person.

The question as to what constitutes religious teaching, has been forcibly put by a member of the Church of England, in his replies to questions issued by the Commission. He says:—"My own opinion is that religious teaching is not what would be obtained from the occasional visits of a minister of religion and his (say) weekly addresses to the children in the school. To my mind, religious teaching consists in that familiarity with the main truths of the Christian religion as revealed in the Scriptures which a child gains in its daily lessons, through which a knowledge of religious truth is stored in the memory to fructify in after life. Such lessons, taught by schoolmasters

of good character and ability, seem to me to constitute what ought to be called religious teaching in a school."

The Commission, in their visits to the different schools in the province, could not but gain the conviction that the efficiency of the religious teaching in each case varied with the character and ability of the teacher, and depended on no external influence, nor on the connection of the schools with the different religious denominations.

The Commission are of opinion that too much care cannot be exercised in the choice of men of high moral and religious character for the office of teachers, provided that other and no less necessary qualifications are not overlooked.

The principle on which teachers are in many cases selected for Church of England schools is spoken of by the Bishop of Christchurch in the following terms:—

"As regards the rural and less thickly populated districts, unless the denominational system be maintained, it would be impossible to obtain qualified teachers, except at a cost very disproportionate to the number of children educated. As it is (I speak of course with reference to the schools under my direction) these schools will bear a very favorable comparison with those in our towns and more populous districts, though the remuneration which these teachers have received is considerably less than that received by the masters in town schools; and the reason is this: These schools in many instances have been undertaken by earnest members of the Church of England, from a real desire to promote the religious education of the young. The persons to whom I refer are not trained teachers, but this want of training has been in great measure supplied by their earnestness in the cause of education."

In another place his Lordship says:—

"The great point is to raise the standing of the schoolmasters in their own estimation and in that of society, by securing to them a sufficient remuneration for their services, and by treating their office as it ought to be treated, viz., as one of great importance and responsibility. We have already done something in this direction in the Church of England schools. The office of master is regarded by us as a Church office, the teacher holding it under license from the Bishop. Moreover, young men of education and earnestness who have been and are still in charge of parochial schools, have been admitted into Holy Orders, the teaching of the young being considered as a fitting probation for the diaconate, and in some instances for the higher offices of the church."

With regard to the passages quoted above, the Commission, in identifying some of the cases alluded to, desire to record the high opinion they entertain of schools taught by men who have been proved to possess qualities which counterbalance the previous want of training for their office. At the same time, from their experiences in other instances, they cannot but regard with grave apprehension the appointment of teachers on the ground of qualities, on the

possession of which no human judgment can absolutely decide.

Moreover, to make the position of schoolmaster a probationary one, having in view a higher and different office, does not appear to be a means of raising a teacher's office, either in his own estimation or that of society. However good the results may have been in individual cases, serious objections would arise in following such a practice generally. In the first place the master, from having a different calling in view, would be likely to be dissatisfied with the one in which he was engaged, and to underrate its duties and responsibilities. A second objection arises in the case of men of the character given above; they have, from their previous want of special training, had no experience in systematically dividing their time among the different classes of the school.

Their strong feeling with regard to the importance of religious teaching, leads them to devote too large a share of their time to the elder children who are more capable of apprehending and profiting by their lessons, and to give too little time and prominence to what is a very important part of their duties—the teaching of reading, writing, and arithmetic to the junior classes in their school.

The observations of the Commissioners confirm them in believing the last objection to be by no means a speculative one. It would seem that all motives which tend to promote unequal attention to different branches of education, should, as far as possible be avoided, and that teachers should rather be encouraged by the prospect of promotion to positions of higher trust and emolument in their own profession than by looking forward to belonging to another.

It appears from the evidence collected by the Commission that the system hitherto pursued in Canterbury, is unsatisfactory in a religious point of view to many of the leading members of two at least of the religious bodies in the province.

The Presbyterians generally are dissatisfied with it, and desire to see it abolished, they regard it as an infringement of Presbyterian principles, being practically a denial of the parity of Presbyterian Ministers. The Wesleyans have expressed their wishes no less decidedly, that the Educational measures should be placed on a more satisfactory basis, and their willingness to co-operate in a general scheme, provided that the Bible be read daily in the schools, and due provision made to guard against any teacher being appointed whose religious, or at least moral, character is not well known.

To sum up the foregoing remarks, the Commissioners wish to draw attention especially to the following points.

1st. The Religious Elements of which the community is made up are in such proportions, and so locally distributed as to render it impracticable even if desirable to organize any system of religious instruction, which would provide for the imparting religious teaching to all the children in the various schools, according to the special requirements of each Religious denomination.

2nd. If such an arrangement were practicable, parents do not for the most part keep their distinctive religious tenets in view in making choice of a school, but rather the general efficiency of the master.

3rd. In their arrangements in their several schools the religious bodies have as a rule entirely abstained from interfering with the religious teaching, and have left the adjustment of religious difficulties to the good sense of the masters.

4th. The Commission have given their opinion as to what constitutes religious teaching. The facts which came under their notice in visiting the schools throughout the province, lead them to believe that the efficiency of such teaching varies directly as the efficiency of the secular teaching, and depends on the character and ability of the master, not to any external influence or the connection of the schools with the different religious bodies,

5th. While they consider that the appointment of teachers without taking strict account of their religious and moral character would be most injurious to the cause of education generally, the Commission are of opinion that the appointment of teachers principally on religious grounds, making religious zeal a qualification to counterbalance the want of special training, is wrong in principle and faulty in practice.

6th. The evidence given to the Commission shews that the present system is open to grave objections on the part of the religious denominations themselves.

The above considerations convince the Commission that the so-called denominational system which has hitherto been tried in Canterbury does not compensate for the difficulties and complications to which it necessarily gives rise, by the attainment of a higher standard of religious teaching than could be attained with a less complicated machinery, and that to continue a system which was considered from the first to be a temporary expedient would be in the highest degree inadvisable.

The Commission do not think it necessary to enter into a discussion of the opinion held by some that all but purely secular knowledge should be banished from our schools. Such a course would not satisfy the wants of the people generally, and further, without entering into the religious question, it would be impossible in any system of teaching which professed to fit men for the social and civil duties of every-day life to ignore the existence of Christianity as pervading the laws, literature, and institutions of the civilised world. In a Christian country no one could be called educated who was ignorant of the Christian Scriptures, to which our civil institutions are so largely indebted.

Assuming, then, that Christianity must be taught in our schools, it remains to consider the footing on which religious teaching should stand in its connection with secular instruction, and the position which the State occupies in regulating the educational arrangements in the schools which it supports or assists.

Apart from the impracticability of what is called a denominational system in a new and thinly peopled country, the Commission are of opinion that to establish any system based upon a recognition of differences in matters of doctrine and discipline among the various religious bodies would be proceeding on a wrong principle.

While it is in a sense true that every man is right as an individual in adhering to the convictions which he honestly entertains, it is equally true that the division of Christians, as a body, no less than the unkindly feelings which proceed from them, are an evil. It would seem that the Government, by which is meant the representative acting power of the people, being confessedly Christian, is bound in all its legislation, and not least in the matter of education, to recognise Christianity, not on the points in which it is the subject of human imperfections and infirmities, nor in the divisions of the community into rival sects violating the laws of the creed they profess, but as a general ruling principle in the life of the State.

It is objected by some that the State, as containing not only Christians who differ widely among themselves, but also open opponents of Christianity, cannot itself be of any religion. It would be rather true to say, that it was of the religion of all its members, but most of the religion of the majority.

That majority is undoubtedly Christian, and the requirements of the people would not be met by any educational measures which did not provide for instruction in Christianity.

The province of Government, moreover, is not only to reproduce but to lead and sway the mind of those whom it represents. While therefore it represents the mind of the people in asserting that religious and secular instruction must be combined in any system which it sanctions, it ought to maintain its own authority as a Government in distinguishing between religion and sectarianism, in remaining itself impartial and unsectarian, and in declining by any acts of legislation to give its approval to the religious differences of the various bodies into which the community is sub-divided.

In dealing with the religious sects, the State ought not to make itself sectarian; and on the other hand the religious sects, in their relations with the State, must meet on common ground as members of the same civil body.

In maintaining this course the State does not express any opinion or hope as to the possibility of these religious differences being reconciled. It declines to intermeddle with them as matters beyond its cognizance, and refuses to encourage and perpetuate them by legislating for them.

Again, if it be granted that religious and secular instruction must be combined in any system of education which will meet the wants of the people generally; then the State, in so far as it provides for or assists education, makes itself responsible not only for the intellectual, but also for the religious and moral well-being of those with whom it comes into relation.

It would not, therefore, seem enough as many affirm, and as has hitherto been the practice in this province that it should enquire into the efficiency of the secular instruction given in the schools, but should pass over the religious instruction as a matter of which it was unable to take account, placing this not the least important part of its responsibility in the hands of agents over whom it exercises no control.

It is especially in the matter of inspection that the State should assert its own unity and its own impartiality in dealing with rival religious sects.

The inspector in enquiring into the religious instruction given in a school should do so as an impartial servant of the State,—not as a religious partizan. In so far as he gives way to private sympathies and partialities, so far he fails in the proper discharge of the duties of his office.

The Commission are unanimous in their conviction that religious instruction ought to form not merely a contingent or accessory, but an essential and fundamental element of any system of education supported by a Christian country, and further being of opinion that to take account by State inspection of secular but not of religious instruction, is to proceed on a wrong principle, and is not unlikely to cause the latter to be more or less neglected. They consider that the State should take strict account of both one and the other.

There are some matters of detail with regard to the manner of providing for religious teaching in schools which require notice as a subject on which considerable difference of opinion exists.

Many who acknowledge the necessity of religious instruction in a school think that this ought to be provided for by the different ministers of religion, and that opportunities should be afforded them of giving instruction in the school.

The Commission fully appreciate the benefits which may accrue to schools from the visits of ministers of religion and others interested in education, as tending to promote a healthy interest in their work both on the part of the teachers and children, and they consider that in many cases it may be desirable to afford facilities to ministers of religion to give religious instruction to children in the schools, provided that such arrangements do not interfere with the general work of the school, and are made with the concurrence of the master and the local committee of each school.

The master, however, is the only person whose qualifications and regularity can be taken into account and relied upon in so important a matter.

To place any one above him in the matter of teaching, is to lower his office in his own estimation and that of his pupils, and to create a divided responsibility, which can only be productive of unsatisfactory results.

The State can only take account of the work of those who are responsible to her for the proper discharge of their duties.

There are those again who would have the State

impose restrictions in the matter of religious teaching upon the master, and provide that he shall abstain from all teaching which may be considered matter of controversy.

Such legislation would be in opposition to the principle laid down above, that the State should not sanction religious differences by legislating for them, and apart from this there are various reasons why such legislation should be objectionable.

The master ought to feel himself a free man in his school, to appeal to what motives he may think fit in influencing the minds of those under his charge. The efficiency of the teacher would be much impaired if he had ever present to his mind the fear of treading on forbidden ground. Legislation in such a matter would rather have the effect of calling up to his mind points of controversy which would not otherwise have occurred to him. Moreover, if a man were inclined to deal unfairly and tamper with the religious liberty of those of other persuasions, no legislation on the part of the State would practically prevent his doing so. Experience, however, fully shews that teachers who at all understand their work have no inclination to give undue prominence to their private sympathies in dealing with a number of children of different religious persuasions. Their common sense and their own interests would alike deter them from thus injuring the general usefulness of their school.

The minds of children up to the age when they for the most part leave school, have neither inclination nor capacity for theological discussion. Children are led more by feeling than reason—more by example than precept—more by the insensible influence of their master than by any precise or dogmatic teaching.

The adjustment of any matter connected with religious teaching other than that taken cognizance of by the state, may well be left to the good sense of the local committee of each school, it being presumed that such committees represent in each case the wishes of the parents of the children who attend the school.

As the selection of the teacher would in the first instance rest with the local committee, parents the would have an additional security that their wishes would be attended to.

The following is a summary of the recommendations which the Commission would make with regard to the question of religious teaching.

1st. Every school shall open daily with prayer and reading of the Bible.

2nd. The Inspector of Schools in his periodical examinations shall test the scholars in every school in their knowledge of the Bible, and shall in framing his estimate of the efficiency of each school assign a definite value to the subjects of religious knowledge, such value to be in the same ratio as that assigned in other subjects of instruction.

3rd. Arrangements for the communication of religious teaching of a special character in the school, may be made at some duly convened meeting of the

local committee, provided that all the members present at such meeting concur.

4th. Children whose parents, or guardians, object on conscientious grounds to the religious instruction given in the school, as above prescribed, or as arranged by the unanimous vote of the local committee, may, on written notice to that effect being given to the board, be excused from attendance in class at the times when such religious instruction is being given; provided that it shall not be competent to the board to grant such exemption, except satisfactory proof is given that the religious instruction of children so excused is otherwise provided for.

5th. Facilities shall be afforded to ministers of religion to give religious instruction in any school to be established under the board to children of their own denomination; and in order that this rule may not become a dead letter, they should be able to claim it as a right that the school should be open to them for this purpose, at certain specified hours; provided always that arrangements of this nature do not interfere with the regular work of the school.

6th. In sanctioning the appointment of teachers, the board shall take account of the religious and moral character, as well as of the intellectual attainments of the candidates presented to it.

7th. A book shall be kept in every school, in which ministers of religion shall record the date of their visits, and make such remarks as shall seem fit to them; but they shall in no way interfere personally with the master in the discharge of his duty.

V.—TEACHERS.

The inequality in the attainments and qualifications of the staff of teachers at present employed in the province will present many obstacles to the efficiency of the schools, and will render any satisfactory organization in this respect a work of time. The only means of correcting this evil, and at the same time securing the services of really competent persons, appears to be to raise the position of the schoolmaster in his own estimation, and in that of the public, so as to make him realize the great responsibilities and the honorable nature of his vocation. It is evident that if inducements were held out to persons of high attainments to engage in the work of education, not only would more correct methods of instructions be introduced into the schools, but the still more important object would be gained of creating a staff of teachers capable of training the habits and developing the characters of the children, so as to prepare them for the proper discharge of their duties in life.

It would doubtless be a great assistance to the ministers of religion, in the religious instruction of the people, if the instruction of the children were given in such a way as not merely to inform their minds on their duties to God and man, but to influence their habits and feelings so that a sense of the true source of all moral and social obligation might be not merely instilled as a precept on the understanding, but be imbibed from every part of the daily routine.

Taking this view of the office of the schoolmaster, —and in the present scantiness of clerical supervision, his moral influence must always be a matter of most serious consideration,—no organisation would be entirely satisfactory which did not impress upon this occupation something of the character of a profession, so that it might come to be considered as a regular career in life, and that the holder of it might look upon his position as one of permanence, so long as he continued to fulfil its duties.

Perhaps in no respect does the want of system which has hitherto prevailed make itself more sensibly, and indeed it may be said more mischievously felt than in this; that no definite rule has been laid down with regard to the scale at which teachers are to be remunerated. The resolution of the Provincial Council, which was intended to effect this has been absolutely disregarded, and yet it is manifest that some general and uniform rule is not only desirable but absolutely necessary, if the objects here mentioned are to be attained. Not indeed a uniformity by which each teacher or each school should be treated exactly like, but by which each teacher and each school should receive grants according to certain definite rules. Not only has the administration by three independent denominations introduced a great diversity in the scale of remuneration, but this diversity obtains even in schools connected with the same denomination. One teacher for instance has a salary of £100 per annum, while another in a situation quite as important, receives only £50. In some cases the fees are given to the teacher, and a fixed amount of the grant in addition; in others, the amount paid out of the grant varies according to the average attendance, while in others again, a fixed salary is guaranteed, but anything like system in the matter of salaries is scarcely perceptible.

Of these different plans, the simplest as well as the one most likely to give the teacher an interest in the school would appear to be to consider the fees as available only for the remuneration of the teacher, and to supplement these by some fixed sum paid out of the public treasury from the funds arising from other sources. Thus the salary of each would be made up of two sums—the whole of the fees whatever they might be, and a fixed sum payable out of the Treasury from moneys belonging to the district. It would of course be the interest of the teacher by care and attention to make his school as efficient as possible, so as to increase the income arising from the former of these sources. Any teacher should be allowed, moreover, to charge higher fees for instruction in subjects beyond those prescribed in the ordinary course. This, however, would be left to private arrangement between each master and the children's parents, the Board only so far interfering in the matter as to see that while higher subjects were being taught elementary subjects were not neglected.

The success of any system of education depends so much upon the class of men placed in charge of the schools, that the Commission cannot insist too strongly or too often on the necessity of obtaining

trained persons to fill the office of teachers. It is not only the present efficiency of the school that will be affected by such appointments, but the prospects of a future supply from the ranks of the schools in the province will very much depend upon the amount of care now made in the selection. Although it would be probably premature to attempt any thing in the nature of a normal school or training college at present, still steps might be taken towards establishing some system which might in future develop itself into such an institution. It has been thought that this might be effected by establishing where opportunity offered, some central institution consisting of one complete set of schools, containing, infant, junior, and senior classes, as well as a girls' department, each under instruction in a separate room of one main building, the whole presided over by one principal teacher whose duty it should be not so much himself to teach any class, as to give instruction in the art of teaching to such persons as might be approved of by the Board as candidates for the office of teacher. The actual instruction of the children being undertaken by efficient masters and mistresses, who should organise their departments and graduate the instruction, according to the direction of the principal teacher, in order that the establishment might form as far as possible a model school in which candidates might see the best organisation, might learn the best or most generally approved methods of teaching, and have an opportunity of observing the most improved kind of school apparatus.

Such an institution would also be of service to those teachers who are at present engaged, but who have not received any previous teaching. A considerable time must, however, elapse before even such a plan as this could be put into active operation, and even then it would only afford a partial and (compared with an English training college) an inefficient supply of teachers. Again, something might be effected by allowing well qualified masters or mistresses to train young persons for the office of teacher. The establishment of a regular system of pupil teachers and assistant teachers would follow upon and spring out of an improved system of school organization, and be perhaps followed in due course by a normal school and training college. In the meantime, however, it seems clear that the chief dependence must be placed upon the supply to be obtained from the Mother Country, and it does not appear that there exists at present any difficulty in the way of the adoption of this plan. It appears that the training colleges at home are annually turning out masters more than sufficient to meet the demand. In England and Wales alone it appears that the annual supply is about 1,500, besides those trained in the colleges in Scotland. The Commissioners in England reported that at the time of their enquiry there was every reason to suppose that the supply of trained teachers would soon overtake the demand, and be more than sufficient to fill up the vacancies; subsequent facts have shewn the correctness of this opinion. It appears that out of 46 teachers who left

one of the largest and best normal schools in England, at the end of the year 1862, only 16 obtained situations.

Of the teachers now in this province, there are several of high ability and attainments—trained and certificated teachers from Scotland,—and the Commission are informed by those who were instrumental in bringing them out that there would be no difficulty in obtaining others of a similar character from the same institutions.

In making use of this resource, however, there is a circumstance to be taken into consideration which would seem to make it necessary that some arrangements should be entered into with the authorities at home. It must be recollected that the expenses of training these teachers is defrayed principally from funds voted by the Imperial Parliament, and it is only natural that the Committee of Privy Council on Education would view with some jealousy the removal of teachers upon whom time, labor, and money had been expended just at the time when that expenditure was beginning to produce results. It is possible that the increase in the supply as compared with the demand which has lately taken place may render this objection less decided. The validity of the claim, however, does not deserve the less the consideration of the Canterbury Government, while a frank recognition of it would very probably enlist the co-operation of the home Government, and induce it to assist rather than to obstruct the exertions made by the province in this direction.

The Bill lately passed by the Provincial Government gives to the Local Committees the power of nominating teachers, but their final appointment is made subject to the sanction of the Board.

Cases will no doubt occur where there will be no teachers obtainable whose qualifications and religious persuasions meet the wishes of the Local Committee, or who are unable to satisfy the requirements of the Board. In such a case the practical result would probably be that the Local Committee would make some arrangement with the Board for sending to England for a teacher from some one of the training institutions in Great Britain, to be indicated by the Local Committee.

VI.—INSPECTION.

The benefits to be gained by the establishment of an efficient inspection are so patent that it would be hardly necessary to allude to the subject, were it not for the extreme importance of this part of the work of education. Efficient inspection may be said to be the mainspring of the whole educational machinery. The work of the Inspector in this province has hitherto been most disheartening. He has been continually pointing out defects, suggesting improvements, and in every way endeavoring to raise the schools in efficiency, and yet it does not appear that any notice whatever has been taken of his efforts. The perseverance and energy displayed by this officer, notwithstanding every discouragement, have struck the Commission very forcibly, and induce them to hope that under a body especially charged with the duty of supervising education and removing

defects, very valuable results may be obtained through his services.

It is not necessary in this place to lay down rules for the guidance of the Inspector, this should be one of the first points for the Board to consider. It may, however, not be out of place to sum up generally the matters which should come within the scope of his duties.

In the first place he should be required to furnish a full report in respect to each school, as to the situation, form and construction of the buildings attached to it, the state and size of the play ground, and the condition of the premises generally—the amount and suitability of the stock, furniture apparatus, and books—the classification of the pupils, and the condition of the school register.

He should hold a stringent examination of every class in every ordinary subject of instruction given in the school, and test the efficiency of the teacher by an examination into the method of teaching pursued. He should observe the teacher's language and manner towards the scholars, as well as his mode of government and moral influence.

As regards the scholars, the Inspector should pay attention to their punctuality and regularity, to their cleanliness, appearance, and neatness of dress—their language, manner, and demeanor—he should observe how far they exhibited attention to their lessons and obedience to command, and take note of those numberless trifling circumstances which should be to him what symptoms are to the physician.

Without exercising any direct interference with the conduct of the school, he should be always ready to act as an organising master, and to consult and advise with the Local Committee and the master whenever this kind of assistance was required.

VII.—SITES AND BUILDINGS.

In relation to buildings, the Commission recommend that school-rooms shall for the future be constructed in their general outline according to the plan suggested by the Committee of Council on education in England.

This plan, which has resulted from much experience in the matter, is the one adopted in most national schools in England, and while capable of considerable variation in detail, is considered to be generally the one best adapted for schools of a similar character in this province.

It is found that economy of cost and facility of organization are consulted in the best manner by the erection of an oblong building, in which, the children are to be arranged longitudinally.

Adopting this as a principle, there are certain rules which may serve as a guide in building schools, which may vary in size according to the number of children to be provided for in each instance.

It is found that a transverse arrangement of benches and desks necessitates the placing of so many desks one behind the other, as to interfere with the proper supervision of schools by the masters. It may be taken as a general rule that benches and desks should be arranged in groups not more than three deep.

If the children be seated in groups of more than three rows, some of them will be at such a distance from the master as to render efficient supervision impossible, while seeing and hearing will be seriously interfered with, both on the part of the master and the children. An open space is required for blackboards and classes in front of the desks, sufficient to allow the teacher to group the children round him and move about with ease. This space should not be less than from 8ft. 6in. to 9ft. in width.

The space required for three rows of desks and benches is 8ft. 3in., divided as follows :—

	ft. in.
Width of 3 desks, each 1ft.	3 0
Ditto 3 benches, each 7in.	1 9
Three spaces between each bench and its own desk of 3in. each	0 9
Space between the wall and the hindermost bench	1 2
Space between the hindermost desk and middle bench	1 0
Space between the middle desk and front bench	0 7
—	
Total space required for desks and benches	8 3

Taking 8ft. 9in. as the space required in front of the desks, the total width of the room will be 17ft.

The length of the room depends upon other considerations. The following rules have been laid down as a guide in the arrangement of desks in a school-room :—

1st. Each child requires a space of 18 inches for elbow room, when seated at the desk.

2nd. Not more than 8 children should sit on one bench.

3rd. The groups of benches should be separated from each other by intervals of 18 inches, to allow of a passage between them.

It follows, from the first rule laid down, that the length of each desk and bench should be some multiple of 18 inches. If a bench is to accommodate 5 children, its length should be 7ft. 6in. ; if 7 children, it should be 10 ft. 6in. long. To take an instance, a school of 84 children, of a mixed character, will be divided into four classes of twenty one each. Each class will occupy one group of desks ; seven children to each bench ; therefore each group of benches will occupy 10 ft. 6 in. of the length of the room. Between the 1st and 2nd and 3rd and 4th groups a passage will be required of 18 in. to enable the teacher to pass in and out. Between the two central groups there will only be required a space of 6in. for separation. At such times as the boys and girls are separated, a curtain may divide the room at this point.

On the whole there will be—

	ft. in.
4 groups of desks, each 10 ft. 6 in	42 0
2 passages and separation	3 6
—	
	45 6

which gives the length required in a room for 84 children. The width, as just given, should not be

less than 17 feet ; the room will be more airy and convenient if it be wider.

A greater width however than 20 feet would cause an outlay disproportioned to the number that would be accommodated, according to the plan of arrangements given above.

A class-room, if needed, may be attached to this building so as to open into the centre of the room on the side opposite to the desks and benches.

This room should have a gallery, and may be used for an infant schoolroom. A room, 20 ft. x 14 ft., would be large enough for nearly 40 infants.

If it be intended to have the boys and girls kept separate, a movable partition may be substituted for curtain mentioned above ; and a separate entrance may be made for boys and girls on each side the class-room.

In all cases a wall or other fence should separate the boys' and girls' premises, and offices in the rear of the building.

The position of the door and fireplace must be regulated by the size and circumstances of the building, account being taken of the prevalent winds ; care should be taken to promote a uniform diffusion of warmth, and to avoid placing the children in a through draft. It is obvious that in a room whose length is much greater than its breadth a fireplace at one end and a door directly opposite at the other, act very prejudicially to comfort and uniform diffusion of heat. The windows should be placed as high up as possible, and in such a position that the light, if not equally diffused, may be thrown upon the blackboard and the teacher's face, rather than on the children's faces. If the children face the light, and no light is thrown from behind, the teacher is at a disadvantage.

In treating the subject of buildings, the Commission would wish to draw attention to the necessity of draining the sites on which they are placed. The ventilation and drainage of the existing schoolroom is very defective in a great majority of instances, in many cases no provision is made for either. The state of the outdoor offices in most schools in the province requires improving ; eight schools have no out-door offices at all, in eighteen cases the offices are in unwholesome proximity to the schoolroom, or are insufficient, no separation being made of those for the use of boys from those for the use of girls. This is a point which cannot be too strongly insisted upon, on the ground of common decency. In very few instances has any trouble been taken in fencing and laying out the playground. In one instance the school site is carefully planted with trees and flowers. It is needless to insist on the good effect which the neatness and order of a schoolroom and its premises must have on the minds of children.

VIII.—SCHOOL BOOKS.

The Commission, in answers given to them to the question as to how far diversity of systems and books in use in different schools is an obstacle to a good education being generally obtained, have had a variety of opinions and suggestions offered to them.

It is generally considered by those best qualified to give an opinion that it would be unwise, and indeed impracticable, to control such diversity of teaching as arises naturally from freedom and individuality of character in a master, and such adaptation of method to the circumstances and idiosyncrasies of those under tuition as may appear best in individual cases. It is considered, however, that general uniformity of system is desirable, so far as it can be obtained indirectly without arbitrary interference on the part of those in authority. A general uniformity of books in use, and of method in arranging a school, is obviously advantageous in the case of children being changed from one school to another. Such changes are necessarily frequent in the varying circumstances of a new country, and a child takes his place in a new school, where the same books and the same arrangement of classes are in use, without his progress being interrupted by the change, and at the same time the master has less difficulty in assigning him his proper place in the school.

A further advantage is gained from a general uniformity of system of books in the matter of inspection.

Under such circumstances the Inspector of Schools is able more readily to form a comparative estimate of the schools under his inspection.

These remarks must not be understood to contemplate more than a general uniformity in outline of system. The details must vary more or less in each individual case, and in the judicious regulation of this variety will consist the teaching power of the master or mistress of a school.

The Commission consider that such uniformity would be promoted indirectly by providing a supply of books such as are most generally approved and used in the best elementary schools. A number of such books may be obtained at a cheap wholesale rate, and sold again for the use of the schools in the province at such a rate as to cover the expenses actually incurred.

The Commission found in the course of their enquiries, that there had hitherto been considerable difficulty in obtaining books and appliances at reasonable prices, and that the efficiency of many of the schools in the province had consequently been much impaired. In accordance with a recommendation forwarded by them to the Government a supply of books has been sent for from England, with a view of remedying this difficulty. The selection of these books was made with the advice of the Inspector of Schools, and they comprise the series of the Irish National School Books and other books of a similar character, which meet with general acceptance.

The cheapness and accessibility of these books will bring them into general use in the different schools, and obviate much difficulty that has arisen.

Up to the present time the impossibility of obtaining a proper supply of books has led to many irregularities. In some schools the Commission found children learning to read from books far beyond

their comprehension, from the inability of the teachers to supply books suited to their requirements, while in some schools different books are in use in the same class. The supply obtained will require to be replenished from time to time, and to have additions made to it of such new books as may introduce modern improvements in the style and matter of teaching.

IX.—PASTORAL AND OUTLYING DISTRICTS.

The claims of the pastoral and outlying districts for assistance from the Government require especial consideration, as their case is one which presents peculiar difficulties. The unequal distribution of these districts and the variety of circumstances which characterises the different localities, render it impossible to suggest any uniform plan which would be generally applicable to meet their wants.

It is manifest that whatever measures be adopted the outlay of funds must be considerable, and the results obtained will appear disproportionate to the expenditure.

In forming an estimate however of these results account must be taken not so much of the *numbers* educated compared with the funds expended, as of the special exigencies of the case and of the measure, of good or evil which accrues according as individuals receive or lose the benefits of education—consequences not the less important because they cannot be gauged by any accurate calculations. It is not only the well-being of a few individuals at the present time which must be considered, but the extent to which the character of the future population of the country will be affected.

It is worthy of remark, moreover, that people in outlying districts require more direct education, as they are out of the reach of the indirect influences of association with their fellows, and are removed from a sphere where intellectual activity has an involuntary growth and a degree of education is a necessary condition of success in life.

The outlying population is of three classes:—

1st. There is a scattered agricultural population spread over a large extent of country in the neighbourhood of Christchurch and other towns, a considerable portion of which is not within such a distance of those towns as to be able to avail themselves of the schools already established. Many of these districts, however, are rapidly acquiring a population which will maintain a school. Townships are being laid out, and schools have in some instances been established. Such are the Lincoln Road, Upper Heathcote, Woodend, Harewood Road, and Wairarapa Schools. In other instances, as those of Leithfield, Ashley, the Waterholes, and the Halswell, the establishment of new schools is contemplated. The difficulty of providing for education in these districts is for the most part only of a temporary character, and will be remedied by the rapid increase of the number of settlers and the formation of centres of population.

2nd. There are also small groups of people brought together by special circumstances in particular loca-

lities—as on Banks' Peninsula, where each bay has its small settlement of sawyers or dairy farmers. In the more populous of these bays, schools have been already established, as in Okain's Bay and Little Akaloa, where from the nature of the locality the inhabitants are distributed over a small area and the number of those at school bears a large proportion to the whole population. In Okain's Bay the whole population is stated to be 170, and the number of children on the books of the week-day school is 36, or nearly one in four, while the number attending the Sunday School is 58. In Little Akaloa the inhabitants are spread over less than a mile square, and are stated to be in numbers 118—64 adults and 54 children, of whom 25 attend the school, being nearly the whole number that are of age to be at school.

In Duvauchelle's Bay, out of a total population of about 100, there are 17 children at school; the population here is scattered round the head of the bay, over a distance of eight miles. Children come as great a distance as four miles to school. It may here be observed that distances which children are sent to school depend very much upon the efficiency of the master. Parents will send their children any reasonable distance to school when their progress in learning is of such a character as they can readily appreciate. The acquirements of their children in reading, writing, and arithmetic are productive of tangible results. A master who does not impart a knowledge of these subjects systematically, will never command the confidence of the parents generally, and by a natural consequence will lose his powers of usefulness in other ways in his school. In some of the outlying districts the attendance in school as compared with the population is greater than in the towns. In others whose circumstances in point of the distribution of the inhabitants differ but little, the attendance is thin and irregular.

There are two schools on the Peninsula, which receive no aid from Government, but owe their origin to the exertions of private individuals.

One of the wealthier settlers in these cases has extended the benefits of the education which his means enable him to give to his own children, to the children of those around him. In one school a very high class of education has been secured by this arrangement, to the children of the neighbouring settlers.

In three instances on the Peninsula boarders are taken by the master, the same is the case in another district school at Rangiora.

3rd. The third class of population is that scattered over the pastoral districts, consisting of the families of shepherds and others connected with the different stations which lie at distances of seldom less and mostly more than four or five miles from each other. In the district between the Waimakariri and the Rakaia, not including such part as lies within fifteen miles of Christchurch, it is stated by the clergyman of the district that there are about sixty children of all ages and classes. With the exception of two or three spots where freehold sections have been bought

for agricultural purposes, and small centres of population established, the district is occupied by stock-owners and their dependants.

One of these centres is on the Waimakariri, about 25 miles from Christchurch, where there are as many as 18 children, within an easy distance of White's Accommodation House.

Another centre of population is at the junction of the Selwyn with Lake Ellesmere Marshes, and another between the Lake Marshes and the River Rakaia. The freehold sections in the two last cases are large, and the population though increasing is very scattered.

From the returns of the last census it appears that in 1861, in the Cheviot district, which had a population of 1305, there were only 15 children, or 1 in 87 of the whole population, attending any school.

In the Timaru district, where a school had been established previous to the taking of the census, out of a population of 1583, 43, or 1 in 36, were at school.

In England, it should be remarked, the proportion of scholars in week-day schools of all kinds to the entire population was in the year 1858 1 in 7.7.

In Scotland, 1 in 10, which as will be seen from a table previously given, corresponds with the proportion at school in Canterbury.

In the Geraldine district, which has lately been separated from the Timaru district, and comprises the country lying between the rivers Opihi and Rangitata, it is stated that there are at present from 80 to 100 children, between the ages of 2 and 10 years. At least 60 of these, in families of from 4 to 6, are scattered about the district, separated by distances of from five to ten miles.

Of the whole number not more than 30 attend school.

Arowenua is the only centre of population. The township lies near the bush, and the inhabitants are chiefly sawyers. A school has lately been established at this place, but from its situation between two branches of the Opihi regular attendance is impossible.

Various suggestions have been made to the Commission as to the means which should be adopted to meet the wants of these different classes of population in outlying districts.

1st. There are many who advocate a central boarding school in Christchurch, to which children might be sent from the outlying districts. The expenses of each child would amount to a sum varying from £25 to £35 per annum, according to the numbers obtained. In some cases the parents would be willing and able to pay the whole sum; in others, it is thought assistance might be given by the Government. Suggestions have been offered that the Orphan Asylum might be made the nucleus of a large boarding school, for the benefit of the children of residents in the outlying districts. It has been further recommended that such an institution should

be of the character of an industrial school in England.

2nd. For some districts a system of Itinerant schoolmasters is suggested, such as that adopted in Norway, especially where facilities in the way of accommodation were offered by station masters and other residents. In such cases the distribution of the teacher's time would be regulated by the circumstances of the groups of scholars he had to teach. In some cases he might divide his time between two groups of children on alternate days. If again there were three such groups he might give them each two days in the week, if the intervening distance admitted of it, or he might give each a longer period at one time, if the distance were too great to admit of his going from one place to another after school hours. With regard to the number of hours which would be given to individual groups, it should be observed that the evidence given to the Commissioners in England goes to shew that 18 hours a week is often a more useful period of mental effort than 24, and that much may be done in 12 hours a week or two hours a day, provided that these two hours be two fresh hours in the morning. It is impossible to lay down any rule on such a matter, but it may be confidently asserted that if two children or groups of children receive respectively three days and six days instruction a week, the progress of the latter will fall far short of double that of the former.

3rd. In some cases the difficulty may be met, as has been the case at Port Levy and Lincoln by one of the settlers whose own children make the establishment of some means of education imperative, taking a teacher into his own house and extending the benefit of his teaching to his neighbour's children.

4th. Another plan which has to some extent been carried out and so far as it has been carried out has met with a considerable measure of success, has been the provision of accommodation for boarders in the houses of masters of schools in remote places and agricultural centres of population bordering on the pastoral districts, such as Riccarton, Rangiora, Oxford, Leithfield, Arowenua, Akaroa, and some of the bays on the Peninsula. It is thought that by this means the position of a master in an outlying district would be rendered a more desirable one, as he would have a means of increasing his income, and he would moreover have a valuable incentive to raise the character and increase the efficiency of the school.

The Commission have had occasion to remark the beneficial effect of the union of boarding schools with day schools, where it already exists in this province. If a master be a man of good character and good abilities he obtains an influence over his school through his boarders which he could hardly obtain otherwise. It is thought that this plan might well be encouraged and made more generally productive of good results by making a special allowance to teachers for boarders where parents live beyond a certain distance from town, or any school,

or by founding exhibitions whose tenure was made dependent upon certain conditions as to distance of residence and the means of the children's parents.

The claim of the applicants in such cases would have to be decided in accordance with regulations made by the Board.

A consideration of the different plans suggested together with the evidence before them on these matters, leads the Commission to the opinion that no defined course can be prescribed in dealing with the variety of circumstances which present themselves in different localities.

In cases which present so many different features a considerable discretion must be left to those who administer the funds for educational purposes to meet exceptional cases with exceptional treatment, and to adopt different plans according to different circumstances.

There are cases in which the results are apparently small, but the labour bestowed has been great, and the expenditure of funds disproportionate when measured by an inflexible standard. It would be obviously unfair to expect the same results in outlying districts as in towns where regularity of attendance and a certain degree of proficiency can be reasonably exacted. The labour expended in teaching the irregular scholars will be as great as that devoted to a much larger number of regular attendants, and far less satisfactory in its results. Regulations in such instances must spring from the necessities of the case. Circumstances cannot be moulded by preconceived laws. The difficulties which arise with respect to the plan of having a central boarding school lie principally in the great expense which would be necessary to establish such an institution; and when instituted, it is doubtful whether many of the class for whom it was principally intended, would have the will or the means to defray a proper share of the necessary expenses. Some of the difficulty might be obviated by action being taken in concert with the supporters of the Orphan Asylum which might be the nucleus of a large central boarding school. With regard to itinerant teachers, the Commission are of opinion that there are cases in which much good would accrue from the adoption of this plan, not only for the teaching which a well qualified man might give himself, but also from that which he might instigate others to give. There are few groups of population in which there is not a man of sufficient attainment to be found, who, if supplied with proper books and appliances, and put in the way of using them, would be glad to supervise the progress of the children in the absence of their regular teacher. The Commission consider the last mentioned plan of providing for boarding accommodation in the masters' houses in schools in out-lying districts as one most capable of general extension, and most likely to be productive of good results. They would suggest that the master's house at Leithfield be built with sufficient accommodation to enable him to take in boarders. Provisions would thus be made for the wants of a considerable district north of the Ashley.

The locality presents many advantages from its healthiness, and as forming a centre for a rapidly increasing agricultural population.

CONCLUSION.

The Commission have now adverted to those points out of which, as they believe, the main difficulties connected with the establishment of a satisfactory system of education are likely to arise.

Whether the proposals here made will be ultimately adopted or not, it appears at all events clear that the questions raised will require to be dealt with whatever scheme may eventually be brought into operation. These questions once decided upon, the actual organization for setting the machinery in motion will be a work requiring comparatively but a small amount of labour or trouble.

Although the Commission are conscious that the

present report by no means exhausts the whole subject, yet it is hoped that the materials collected, whether in the form of facts, or of conclusions drawn from these facts, will at all events serve to direct attention to the questions which principally demand consideration, and the solution of which, it is conceived, will determine the general principles to be acted on in future.

The Commission have endeavoured to confine the discussion as much as possible to these general principles, and with a view to this have avoided where they could do so making specific proposals as to minute particulars, or otherwise so overlaying or obscuring with detail the broad outline of the plan which they desire to recommend, as to cause the essential points to be overlooked or altogether lost sight of.

HENRY JOHN TANCRED,
Chairman.