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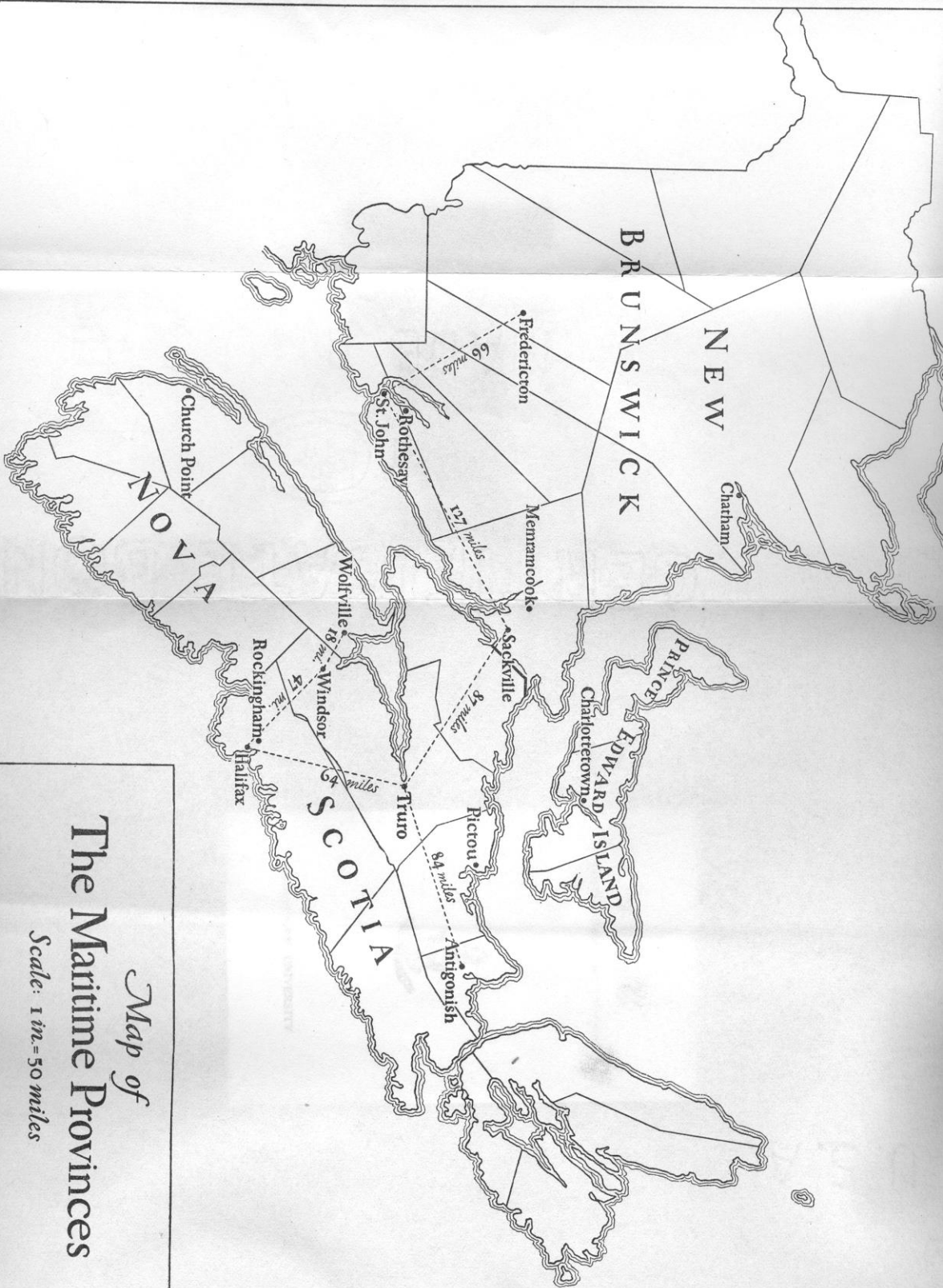


EDUCATION IN
THE MARITIME PROVINCES
OF CANADA

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DALHOUSIE UNIVERSITY
HALIFAX, N.S.

OFFICE OF THE PRESIDENT

June 20, 1922.

Dear Sir:

The possibility of at last placing the facilities of a fully equipped centre for higher education at the disposal of our young men and women means so much to the welfare of the Maritime Provinces that this Report should be studied by every man who has his children's and his country's interests at heart. The matter is of vital interest to the whole people, and should be settled in the interests of the whole people.

I take pleasure in sending you a copy and ask that you give it your serious consideration.

Very truly yours,

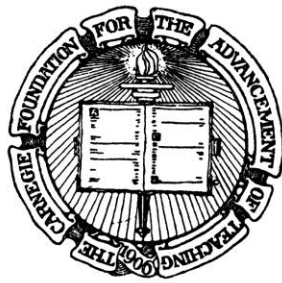
A. Stanley Mackenzie
President.

ASM/C.

Encl.

**EDUCATION
IN THE MARITIME PROVINCES OF
CANADA**

BY
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AND
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TABLE OF CONTENTS

	PAGE
PREFACE	vii
I. THE MARITIME PROVINCES	3
II. GENERAL EDUCATIONAL CONDITIONS—THE COMMON SCHOOLS	6
ELEMENTARY EDUCATION	7
SECONDARY EDUCATION	9
FINANCIAL SUPPORT OF PUBLIC EDUCATION	10
III. HIGHER EDUCATION	11
STANDARDS OF ADMISSION	11
CONDITIONAL ADMISSIONS	13
INSTITUTIONS FOR HIGHER EDUCATION	14
IV. A SUITABLE POLICY FOR THE DEVELOPMENT OF EDUCATION IN THE MARITIME PROVINCES	29
THE COMMON SCHOOLS	29
HIGHER INSTITUTIONS	30
HOPEFUL FEATURES IN THE SITUATION	31
MODERN REQUIREMENTS OF GOOD HIGHER EDUCATION	32
POSSIBLE FORMS OF REORGANIZATION	33
1. DIFFERENTIATION	33
2. SELECTION	33
3. CONFEDERATION	35
GENERAL PROCEDURE IN CARRYING OUT THIS PLAN	36
EFFECT OF THE PLAN ON STUDENT ORGANIZATION	42
RELATION OF THE PRESENT INSTITUTIONS TO CONFEDERATION	43
NOVA SCOTIA TECHNICAL COLLEGE	46
CONFEDERATION OUTSIDE OF NOVA SCOTIA	46
FINANCING A PLAN OF CONFEDERATION	48

PREFACE

AT various times during the past ten years each of the principal higher institutions of the Maritime Provinces of Canada has applied to the Carnegie Corporation for financial assistance. These applications have always been sympathetically received by the Trustees of the Corporation. The educational interests of Canada and of the United States are intimately related, and the welfare of Canadian colleges and universities properly concerns the people of one country almost as much as it does those of the other.

In spite of the apparent need, a practical policy for aiding this group of small colleges scattered over the coast provinces was not so clear. One college could not fairly be considered without the others, and it seemed necessary, finally, to take up the whole matter as a single problem. An added reason for this course lay in the fact that many invitations, including an official proposal from the Government of Nova Scotia, had been received from time to time, suggesting a general enquiry into the educational situation in these provinces.

Without undertaking a formal and extensive "survey," therefore, the Corporation invited Dr. William S. Learned of the staff of the Carnegie Foundation for the Advancement of Teaching, and Dr. Kenneth C. M. Sills, President of Bowdoin College, to visit the Maritime Provinces and the educational institutions there, and to report on the situation with a view to suggesting a constructive policy for the treatment particularly of the institutions that had applied for aid. These visits were made in October and November of 1921, and were duly reported to the Corporation.

Various proposals for the aid of higher education were discussed with the authorities of the several institutions while the study was in progress, and to each of these institutions a copy of the preliminary report was submitted. After careful consideration the heads of the universities concerned requested a conference with the officers of the Corporation at New York. This was held on April 13, and it was made clear that in the judgment of these representatives the entire report should be placed before their respective constituencies for examination. The Trustees are glad to do this both because of their interest in the colleges under discussion, and because they believe that the proposals made may have value as a contribution to the treatment of like situations elsewhere.

Inasmuch as the report was prepared in the offices of the Carnegie Foundation, which has long been interested in the problem of higher education in this region, it is issued in the form of a bulletin of that organization.

HENRY S. PRITCHETT,
Acting-President, Carnegie Corporation.

May 15th, 1922.

**EDUCATION IN
THE MARITIME PROVINCES OF CANADA**

EDUCATION IN THE MARITIME PROVINCES OF CANADA

I

THE MARITIME PROVINCES

THE Canadian provinces of New Brunswick, Nova Scotia, and Prince Edward Island constitute a closely related, homogeneous group distinguished from the other provinces by the exposure of a long and varied seacoast, and effectively isolated by the French language barrier of Quebec. After their cession to Great Britain all three provinces were for a time under one administration, "The Island," as it is generally called, becoming independent in 1773, and New Brunswick, then rapidly filling with American loyalists, in 1784. The solidarity of feeling in the group has kept the question of maritime union constantly recurring, and it was at a conference for this purpose at Charlottetown, Prince Edward Island, in 1864, that the movement originated out of which sprang the confederation of the Dominion itself.

The area of the three provinces together amounts to about 50,000 square miles, or approximately the size of New York State, altho even that is only one-fifth the area of the next largest Canadian province. But little more than one-fourth (6000 square miles) of New Brunswick, the largest province, is occupied, and that chiefly on the coasts in close contact with the other two provinces. In Nova Scotia, and especially in "The Island," the land is very generally appropriated.

The population of the group in 1921 showed a total of slightly over one million persons, divided as follows as to gross number, gain or loss in the past decade, and the number of persons per square mile:

New Brunswick	388,092	Gain 10.29%	Density 13.8
Nova Scotia	524,579	Gain 6.55%	Density 24.4
Prince Edward Island	88,536	Loss 5.54%	Density 40.5

The people are racially a composite group of predominantly British origin. The table on page 4 shows the strength of the various strains. The French are chiefly in New Brunswick, and what Germans there are, are gathered in a few counties west of Halifax in Nova Scotia. The figures for 1921 are not yet available, but the conditions shown in 1911 are believed to be true to-day, except that the French have probably largely increased in New Brunswick.

In "The Island" 95 per cent of the population are native to the province, and in Nova Scotia and New Brunswick, 90 per cent. Of the immigrant population from outside of Canada, only 2 per cent, in Prince Edward Island 1 per cent, were other than British born. More than one-half of these are naturalized.

Emigration is a far more important problem for the Maritime Provinces than immigration. Disregarding the great numbers that have gone permanently into the

**ORIGINS OF THE POPULATION IN THE PROVINCES OF NEW BRUNSWICK, NOVA SCOTIA, AND PRINCE EDWARD ISLAND
CANADIAN CENSUS, 1911**

	British				Total British	French	German	Dutch	Negro	Others	
	English	Irish	Scotch								
<i>New Brunswick</i>	35% 30%	50% 21%	21% 14%	33% 65%	60% 28%	7% 1%	50% 1%	14% 1%	1% 1%	53% 4%	351,889 100%
<i>Nova Scotia</i>	58% 36%	37% 11%	63% 30%	55% 77%	32% 10%	92% 8%	48% 1%	85% 1%	1% 1%	44% 3%	492,338 100%
<i>Prince Edward Island</i>	7% 24%	13% 21%	16% 39%	12% 84%	8% 14%	1% 1%	2% -	1% -	1% -	3% 1%	93,728 100%
<i>Maritime Provinces</i>	305,684 33%	148,714 16%	230,256 25%	687,545 74%	163,474 17%	42,538 4%	8,712 1%	7,701 1%	27,985 3%	937,955 100%	

United States, there are 53,712 natives of the three provinces living elsewhere in Canada, more than half of them in the west, and more in British Columbia than in any other western province. "The Island" has been the greatest sufferer by reason of this exodus.

In New Brunswick, lumbering and certain allied manufactures, such as wood pulp and furniture making, are the important occupations. The fisheries are also extensive. Nova Scotia has passed from lumbering to dependence upon coal mining, sea-going commerce, and manufacture. Iron and steel products and fisheries are next in order. Dairying and fruit growing are the important phases of agriculture. The total value of all products for 1920 was about two hundred million dollars. In Prince Edward Island, agriculture, fox farming, and fishing are the chief industries.

In all the provinces, a condition of actual prosperity is translated into a feeling of comparative poverty for the reason that all the other Canadian provinces have inherited great resources thru the vast extension of their original territory, while for the Maritime Provinces there is no opportunity for expansion. It is thus possible for Ontario to finance an elaborate educational program without resorting to general taxation, while good schools in the Maritime Provinces must be paid for largely out of the earnings of the people themselves. The adjustment of this inequality is now an issue in Canadian politics, or at least in that aspect of it that especially interests the Maritime Provinces.

GENERAL EDUCATIONAL CONDITIONS — THE COMMON SCHOOLS

IN a society consisting of those races that inhabit the Maritime Provinces one would expect a high degree of educational development. The "stock" is as good as can be found. Where and to the extent that education occurs, this excellence is plainly reflected in the product, but as a *system* of education, calculated to maintain a high level of intelligence among all the people, the arrangements in the Maritime Provinces are open to criticism.

It is probable that the British individualistic tradition plays a large part here. Examinations are everywhere, they play a leading part in education, and the selection is merciless. Those who pass, proceed, but there is little effort to guarantee that all who deserve it are made fit to pass.

Inasmuch as the conditions in Nova Scotia appear to be fairly typical of the two other provinces, the following observations, derived largely from that province, may be considered as broadly characteristic of the entire region. The situation in New Brunswick is somewhat better in respect to the salaries of public school teachers and in certain aspects of their preparation. In Prince Edward Island, conditions are often much worse. Here, altho the people are above the average in intelligence, their provincialism and insularity, together with a certain depression due to a steadily decreasing population, have resulted in an educational stagnation that is evident.

In all of the Canadian provinces, except Quebec, the chief educational authority forms an integral part of the government; in the Maritime Provinces the Council or Cabinet of the Lieutenant-Governor is the Board of Education when acting on educational matters, and its executive officer is the Superintendent of Education, appointed by the Lieutenant-Governor-in-Council—in other words, by the Premier. It follows, therefore, that educational policy is a political product: important appointees, such as district inspectors, who should be purely educational, are often semi-political officials; and educational documents cannot escape more or less of the flavor of political orientation. This appears to be the actual result in Nova Scotia, altho it is much modified by the fact that one political party, indeed the same administration, having been in control for many years, has come to act with considerable independence.

Naturally the effect is to be felt in negative rather than positive forms. Education must "keep its place"; an aggressive policy of public taxation for education is thought to be out of the question for a body that desires reëlection; the department of education is managed with whatever proposals a cabinet will consider harmless. In other words, there is no temptation for the educational authority to resort to an enlightening popular agitation and a direct appeal to the people, because it is not in a position to array itself against the government and force thru vital legislation.

Similarly in all incorporated towns the school authority is a board appointed

in part by the Lieutenant-Governor-in-Council, and in part by the town council, usually from their own number. The boards operate smoothly, and usually have an excellent personnel, but there is obviously no chance to reach the public with any educational question. The one means of fixing the responsibility for good schools on the people, where it belongs, is lost. To educate the public is a secondary matter with a school board in Nova Scotia, because the public has no power over it.

These two administrative features are responsible, in very great measure at least, for the widespread apathy toward public education in Nova Scotia. It chills one like an east wind. "Let the government do it" is the universal attitude, instead of the healthy threat to "*put in* the people who will do it." The complete reversal of conditions in Ontario is due, it seems, to two factors: first, the government, which controls education, as in Nova Scotia, has possessed a supply of unearned resources with which it could support education without resorting to taxation; and second, the incorporated units have regularly elected their own educational authorities, and by this constant agitation have made themselves familiar with school needs and responsible for the results. A third element of possible importance in Ontario is the fact that educational matters are entrusted directly to the charge of a cabinet minister instead of to a subordinate executive as in Nova Scotia.

A further circumstance that has permitted this condition to continue in Nova Scotia has been the attitude of the colleges. Some active interest was found at Acadia and at St. Francis Xavier's; otherwise, so far as the colleges concern themselves, the lower schools might as well not exist. For them students are born out of the air at matriculation, and little notice is apparently taken either of the educational conditions thru which they have risen, or the processes by which they have been prepared. There is but faint perception of the fact that the university is directly responsible for a correct attitude among educated people with reference to the health of the elementary and secondary schools as essential parts of the whole fabric of education, as well as for contributing a sound training for those who may take charge of such schools.

The reasons for this position seem to be partly a lack of acuteness that takes refuge in the trite and irrelevant objection to "pedagogy" in a university, and partly the unwillingness of the Provincial Department of Education to recognize any local training but its own for an academic license. This policy appears shortsighted under the circumstances. It would be a simple matter for the Department to set forth for the preparation of teachers in the colleges certain minimum requirements which it could maintain thru inspection. Most of the colleges would adopt these, and thus provide active centres of much needed support for a constructive educational program.

ELEMENTARY EDUCATION

Conditions in the schools may best be inferred from a few salient facts concerning the teachers.

All teachers who do not attend the one provincial normal college must pass a professional examination. In addition to such training as this necessitates, teachers who are given the lowest grade of license (Class D) are required to have passed the provincial examination promoting them from the second to the third year of high school. Such teachers constitute 43 per cent of the total, and are nearly as numerous as the one-room country schools: 1314 Class D teachers, 1589 ungraded schools. They are paid, according to the superintendent's last report (1921), an average of \$431 per year, including government aid, a marked increase over the average salary of the preceding year, which was \$333. These and the following averages are for the women only, who constitute 93 per cent of the total group. Class C and Class B teachers have, respectively, three and four years of high school training, including their attendance at the normal college, and received \$557 and \$687 for their year's work in graded schools. Teachers with more than four years of training numbered 238 or 8 per cent, and of these 59 were university graduates teaching usually in high schools; the remainder had had one year at the normal college after completing the twelfth grade, and were paid an average of \$907.

Out of the 3089 teachers in 1921, 1598 had attended the single normal college in Nova Scotia. Here one year is the maximum curriculum; some stay for six months, and others for four, while university graduates desirous of a license are required to attend courses for six weeks. Even the single year's course has recently been divided into two half-courses which may be taken with an interval for teaching to earn money. The great majority of the students come with less than a complete high school training, and many have never seen a genuine high school, having passed the admission examinations independently.

The normal college has excellent teachers and a fair equipment. Its practice facilities are ample, but the procedure in practice teaching is necessarily absurd owing to the brevity of the curriculum: each student, in a group with nine others, teaches for a few minutes once in two weeks, the whole performance having little profitable relation to the instruction of the children practised on.

In the rural districts there is said to be a turn-over of 50 per cent of the teachers annually. This is probably correct, as one-third of all the teachers have had but one year's service or less, and teachers are promoted from lower schools or grades rather than from specific training.

Teachers trained and licensed in Nova Scotia go in great numbers to the western provinces, where they are paid salaries of from \$900 to \$1500. Six hundred Nova Scotia teachers are reported from one such province alone, and the normal college lists in its annual report 62 of its pupils who preferred to pay tuition rather than remain in Nova Scotia to teach for the required three-year period.

SECONDARY EDUCATION

A provincial examination regulates admission to high school and official promotion thru each of the successive years. The examination therefore becomes of more importance than the school, and there are in the province only nine secondary schools doing four full years of work, altho each of the eighteen counties has a county academy.

But some high school work is done in nearly all of the schools. Thus over twelve hundred one-room rural schools profess to offer instruction in the ninth, tenth, or eleventh grades. The teacher, unfit as she is, is urged to do this even tho it must obviously be at the expense of the earlier grades. On this lean tuition boys and girls work their way thru text-books and the provincial examinations into college without ever attending a high school, and thereby develop enviable habits of initiative and industry to compensate for defective instruction. At Acadia University last year four out of the seven prize winners were prepared in this manner.

While the students that issue from this process are exceptional, there is plainly an enormous waste of good material. The elimination in the provincial examinations is very heavy. In 1921, 1361 out of 3095 candidates, or 44 per cent, failed to pass Grade IX; 1331 out of 2406, or 55 per cent, failed in Grade X; 563 out of 1237, or 46 per cent, failed in Grade XI; and 107 out of 221, or 48 per cent, failed in Grade XII. Thus 6959 candidates essayed the examinations, and 3362, or 48 per cent, failed to pass.

But it appears that during that time in all these odds and ends of so-called "high schools" there were 9705 pupils enrolled and at work on high school studies. How many of these additional pupils failed to take the examinations because they were unprepared, is uncertain; the examinations are voluntary and principals may promote without them. Certainly more than 50 per cent either failed in the examinations, or would have done so had they attempted them. A system that will allow over one-half of its secondary pupils to waste their time in work that is fruitless, or that must be repeated again and again, is a poor system. Such effort is simply misdirected. Emphasis should be placed on the character of the school and on the quality of its instructors, and not merely on the examinations.

Another element that saps more or less of the strength of the public high schools in Nova Scotia is the maintenance of extensive academies and seminaries in connection with each denominational college. Including those from Nova Scotia who attend Mt. Allison in New Brunswick, probably over 1000 students are thus drawn off, while the total attendance on the eighteen county academies is only 2200. Advantages for music and art for girls, and close supervision for the weak boy are urged in justification of these institutions; but it is clear that if the students were placed in the public high schools, and if the support of the students' parents, representing the best educated group in the province, were placed solidly behind these schools, they would be immensely strengthened to the advantage of the entire population.

The spirit and character of the work done in the high schools is impressive. Four good institutions were visited in the provinces, two of them in Nova Scotia rather

thoroughly. In these the scholarship of the teachers was apparently excellent, and their instruction was notable for its clarity and force. The students were extraordinarily attentive and industrious; the effects of hard, accurate, painstaking drill were everywhere evident. The program of studies is less elaborate than in the United States; there is much less student initiative, less spontaneity, less discussion in class; there is also less superficial "smartness" on the part of the students, and less concern for student-opinion on the part of teachers; there is much greater thoroughness, closer thinking, more confident knowledge, and more wholesome seriousness on the part of both student and teacher.

FINANCIAL SUPPORT OF PUBLIC EDUCATION

Public education cost Nova Scotia \$3,442,545 in 1921. Of this amount \$2,370,712, or 69 per cent, was raised by local *ad valorem* taxation on widely varying assessments in the small local districts. A so-called "Municipal School Fund" is comparable to a county tax and amounts to \$495,242, or 14 per cent of the total, and the balance, 17 per cent, is taken care of by provincial funds, including about \$50,000 for the state college of engineering at Halifax—the only public expenditure for higher education, except the college of agriculture, which is financed in about the same amount but by another branch of the government. Provincial funds are drawn from the Dominion subsidy, taxes on coal mines, licenses, etc., but not from general taxation.

Calculating the cost of schools in 1921 on the total Nova Scotia population of 1921, the per capita expense is \$6.56. Vermont and New Hampshire, states not unlike Nova Scotia, paid \$9.22 and \$11.32 per capita, respectively, in 1921. According to Dominion statistics published in 1921, Nova Scotia pays less per pupil in average daily attendance than any other Canadian province, except Prince Edward Island, which is notoriously backward. At \$31.82 Nova Scotia pays \$3 less than New Brunswick; the next lowest being Quebec, with its many unpaid clerical teachers, at \$46, and Ontario at \$58. These are the figures for 1919. In 1921 Nova Scotia had raised her cost per pupil on this basis to \$47.04, which is a good stride forward. Figures for the other provinces are not available, but would doubtless show similar increases.

It may hardly be doubted that, if the Provincial Education Department pursues a policy of vigorous public enlightenment and agitation, and if the higher institutions, that now seem blind to their stake in the situation, lend their hearty support, the salaries of Nova Scotia teachers can be greatly increased without perceptible inconvenience, and the schools be lifted out of their present feeble condition.

III HIGHER EDUCATION

WITH the exception noted above (Nova Scotia Technical College) and the modest support required for the brief courses of the agricultural college, all higher education in Nova Scotia depends upon private funds. This has been the case since 1881, when an annual government grant of \$1500 to each college was very properly withdrawn, the government having no control over its expenditure and being unable to regulate competition.

Before proceeding with the higher institutions individually, notice should be taken of certain relations existing between the colleges and secondary institutions of the Maritime Provinces.

STANDARDS OF ADMISSION

Admission to college is regularly based upon the eleventh school grade instead of on the twelfth, as is the practice in the United States. Whether this difference entails a difference in subsequent collegiate attainment of like magnitude is an interesting problem, which could not be determined conclusively on so brief examination.

While a twelfth grade is given only in some eight or nine high schools in Nova Scotia, its subjects are accepted in lieu of freshman studies in so far as they correspond and if the grades are sufficiently high. "Low pass" work from the twelfth grade is accepted for matriculation while "high pass" work is required from the eleventh grade. Thus twelfth grade Latin, passed with a mark of 40, counts for matriculation only, but if passed with a mark of 50, it may count in lieu of freshman Latin.

It was of special interest to compare the achievement of these twelfth grades in two of the best high schools of Nova Scotia—Truro and Halifax—with similar work in schools in the United States. After observing the students in several classes one became clearly convinced that, on the whole, their performance was but slightly, if any, more deserving of college credit than is that in senior high schools below the border. In mathematics they are undoubtedly better trained, owing to the great emphasis placed on this subject. In Latin they know the grammar more thoroughly as grammar, and are disposed to seek more carefully a nice English equivalent in translation, but they have read far less of the literature, and seem to know less about the people who used the language. In history and English literature they have been definitely and accurately taught, but here their knowledge seems more or less formal. They display little evidence of collateral reading, seem to have almost no first-hand experience with a library, and show small inclination for independent discussion and judgment—all of which are fairly characteristic of work done by high school seniors in the United States. The schools had no physics laboratories, and no work was observed in chemistry, altho there were laboratories equipped for it. There is no work in biology, in general science, in elementary social or political science, or in economics.

The omission of a year in high school might prove of less importance if the pupils were of an advanced age, but the median age in the twelfth grade at Halifax in 1921 was 16 for girls and 17 for boys, and in the preceding year it was 16 years, 8 months for both. There were several at 15 years of age, and some at 14. In the annual report of the Superintendent of Education for 1920, the average age of the twelfth graders in one county is 15 years, in three counties 16 years, and elsewhere 17 years. This is certainly young as an *average* age for college freshmen.

Actually, students in general do not enter college at these ages in Nova Scotia. Only at King's College is the age of the entering class in the current year as low as 17 years; at Mt. Allison it is 18 years, at Acadia 19 years, at Antigonish 19 years, and at Dalhousie slightly under 19 years. These figures are not far from those of neighboring colleges in the United States. Colby College, Maine (coeducational), admits at 18 years, 6 months, and Bowdoin (men only) at about the same age. But the reason the ages are not lower in Nova Scotia is not because the candidates are doing twelfth grade high school work, as in the United States; it is apparently because, in a predominantly rural population where high school facilities are but indifferently organized, the rate of preparation is slower. And it is really slower than appears from the above quoted ages, for more than half of the admissions are attended by one or more entrance conditions, as will be noted below.

The conclusion, therefore, from such observations as could be made, is that admission to college in the Maritime Provinces is effected on an attainment nearly, if not quite, one full year below that required for college in the United States. The colleges require exceptional ratings, to be sure, on the provincial certificates, but the same is true very generally of high schools in the United States that send their pupils to college on certificate.

Even tho admission requirements are essentially lower, it need not necessarily follow that the collegiate accomplishment in four years is correspondingly less. It would require careful investigation to settle this question, but there are few indications that it should not be answered in the affirmative, at least with reference to the "pass man" as compared with the average college graduate in the United States.

But the men who have determined the reputation of the colleges in the Maritime Provinces have not been "pass men." In practically every course at Dalhousie, for example, there are three classes of honors above the "pass" group, and the same general scheme of honors obtains elsewhere. Graduates from these courses are the men who go elsewhere to study. At Harvard University, out of 27 candidates for the master's degree who have come directly from Acadia, Dalhousie, Mt. Allison, or New Brunswick Universities, 17 have taken the degree within a year after their arrival. At Yale, where the relations with Acadia University have long been unusually close, the authorities of the Graduate School speak in superlative terms of the quality of the Acadia men. These, however, have usually taken the senior year at Yale after graduating from Acadia, thus clearly indicating the relative status of the two institutions.

A somewhat different type of testimonial appears in the fact that no fewer than seven students from the department of mathematics at Mt. Allison University now hold full professorships in as many leading universities in Canada and in the United States, one of them being the present president of the American Mathematical Society.

There can be no doubt that these honor men compare favorably with the successful college graduate in the United States who has studied a year longer, and that their treatment in Canadian colleges has an instructive value in the matter of reducing the time and improving the product of a college education.

For the very reason that their present record is so good, one would like to see the Maritime colleges, in justice to their students, bring their general standards to a parity with those of their neighbors in Canada (Ontario) and in the United States. The introduction of a full twelfth grade into the requirements for admission would greatly strengthen the tone of all the work done, while the best students could continue to shorten their course as now.

CONDITIONAL ADMISSIONS

A further important feature of the secondary and collegiate relations in the Maritime Provinces appears in the extensive use made of partial admission in contrast to what is usually considered good practice elsewhere.

At Dalhousie, matriculants are allowed to enter conditioned in as many as three (rarely four) out of the eight subjects required, and preparatory classes are conducted by university instructors in languages and mathematics for the benefit of these students. The records of three classes are available: in 1907, 70 per cent of the freshman class entered with conditions; in 1920, 56 per cent, and in 1921, 53 per cent were conditioned. From 1910 to 1918, 209 students entered on conditions. Of these 90 graduated in arts, and one-third of them took five years or more to do it. Only five of those who actually graduated in arts had as many as three conditions, while of the remainder more than one-third had three conditions; 36 dropped out, and the others proceeded to different professional schools.

Owing to this heavy drag of conditioned students, it happens that over 60 per cent of those completing one full year's residence have done less than one year's work, or five "classes"; 74 per cent of those in residence for two years are behind; this is cut to 35 per cent in the third year residence group, owing apparently to elimination at this point due to retardation; and there are now in their fifth year students who will, if successful, compose at least one-fifth of the graduates in 1922.

The situation at the other colleges is much the same. Acadia admitted 54 per cent of its entering class in 1921 with from one to three conditions; King's conditioned one-fourth of the class, invariably in Latin; and Mt. Allison nearly 40 per cent. All of these institutions provide classes where the work can be made up.

The reason usually advanced for conditional admission to college in Nova Scotia is that of defective secondary schools, and many cases may doubtless be thus explained

and justified. But the practice appears to go far beyond justifiable limits. Unwillingness to risk a student's choice of another college by requiring that he complete his preparation is naturally a part of it, but the chief explanation seems to be simply long habit and the failure to realize the damage involved alike to the college, to the secondary school, and to the student in permitting these provisional relationships to multiply where the standing should be "clean and clear." A rigorous policy in this regard, honestly enforced, has proved a boon to numberless institutions wherever it has been tried, and serves as a stimulus to the high schools that should not be denied.

INSTITUTIONS FOR HIGHER EDUCATION

The educational institutions of the Maritime Provinces cannot be understood apart from the denominational religious life which created and which still definitely fosters them. Undisturbed by foreign immigration and maintaining a conservative, chiefly small-town and rural life, the people are thoroughly denominationalized, only a small fraction of one per cent of the population giving no specific religious affiliation in the census. Furthermore, these various groups form the best understood and most actively motivated social organizations in a small town régime, and wield relatively much larger influence than in large cities. People, including the men, go to church.

In view of these apparently diverse religious affiliations, it is of interest to observe the remarkable progress of the movement for church unity in Canada—particularly since the war. In fact, the Presbyterians, Methodists, and Congregationalists have already enacted the essential preliminaries for declaring themselves one body, and are delaying only in the wise endeavor to convince and win over the largest possible proportion of each group. The Anglicans, on the other hand, with the traditions of the established Church of England behind them, could hardly be expected to come in; and the Baptists, with the freest organization of all, still stand aloof.

The Catholics,—English, Scotch, and Irish,—altho religiously independent, exhibit a distinctly coöperative attitude in matters of education. Indeed, there appear to be, as one might expect, more significant differences in educational affairs between the French and English-speaking Catholics in the Maritime Provinces, than between the latter and their Protestant neighbors.

Numerically, the Catholics are the strongest single religious factor in the Maritime Provinces, with 35 per cent of the total population. They are most numerous in New Brunswick (41 per cent) because of the French, and least numerous in Nova Scotia (29 per cent). They and the Anglicans appear to be growing slightly in numbers, relative to the other denominational groups. The Presbyterians come next with a total of 19 per cent; they have 22 per cent in Nova Scotia and half that proportion in New Brunswick. The Baptists have about the same general proportion, but are much stronger in New Brunswick. Anglicans number 13 per cent, and slightly more in

DISTRIBUTION OF VARIOUS RELIGIOUS BODIES IN NEW BRUNSWICK, NOVA SCOTIA, AND PRINCE EDWARD ISLAND
CANADIAN CENSUS, 1911

New Brunswick

	Anglicans	Baptists	Methodists	Presbyterians	Roman Catholics	All Others	Total
1891	43,095 13%	79,649 25%	35,504 11%	40,639 13%	115,961 36%	6,415 2%	321,263
1901	42,005 13%	80,874 24%	35,973 11%	39,496 12%	125,698 38%	7,074 2%	331,120
1911	42,864 12%	82,106 24%	34,558 10%	39,207 11%	144,889 41%	8,265 2%	351,889

Nova Scotia

1891	64,410 14%	83,122 19%	54,195 12%	108,952 24%	122,452 27%	17,265 4%	450,396
1901	66,107 14%	83,241 18%	57,490 13%	106,381 23%	129,578 28%	16,777 4%	459,574
1911	75,315 15%	83,854 17%	57,606 12%	109,560 22%	144,991 30%	21,012 4%	492,338

Prince Edward Island

1891	6,646 6%	6,265 6%	13,596 12%	33,072 30%	47,837 44%	1,662 2%	109,078
1901	5,976 6%	5,905 6%	13,402 13%	30,750 30%	45,796 44%	1,430 1%	103,259
1911	4,939 5%	5,372 6%	12,209 13%	27,509 29%	41,994 45%	1,705 2%	93,728

Total Maritime Provinces

1891	114,151 13%	169,036 19%	103,295 12%	182,663 21%	286,250 32%	25,342 3%	880,737
1901	114,088 13%	170,020 19%	106,865 12%	176,627 20%	301,072 33%	25,281 3%	893,953
1911	123,118 13%	171,332 19%	104,373 11%	176,276 19%	331,874 35%	30,982 3%	937,955

Nova Scotia, while the Methodists have about 11 per cent well distributed. These five groups constitute nearly 97 per cent of the population; the next group in size would be the Lutherans with fewer than one per cent. It is evident, therefore, that in a community organized throughout on denominational lines, as this is, any movement or institution backed whole-heartedly by these five bodies would make as complete an appeal to all the inhabitants as possible.

Against this background of common religious aspiration amid diverse ecclesiastical forms may be set, in the order of their establishment, the individual educational institutions that have contributed to both.

The *University of King's College* was founded by loyalists from the American colonies in 1789, and was endowed with university powers by royal charter in 1802—the oldest colonial university in the British Empire. It is located at Windsor, Nova Scotia, a short distance from Halifax (47 miles), and a few miles (18) from Wolfville, the seat of Acadia University. The campus covers about seventy acres of attractive property on the edge of a town of 3500 population, and the total value of grounds and buildings is estimated (since the fire in 1920) at about \$250,000, altho most of it would probably be quite unsalable.

The government of the institution has been lately revised in an endeavor to unite the two schools of thought in the Anglican body to which it belongs, the college having been heretofore considered to be not entirely representative of both groups. The governors are now chosen, eight by the Synod of Nova Scotia, eight by the Synod of New Brunswick, and ten by the alumni. All are expected to be adherents of the Anglican Church. The two bishops and the president, also an Anglican, are members *ex officio*. Formerly representatives of each deanery in the Maritime Provinces were members. Just what effect this new arrangement will have on the union of the two parties is difficult to say; coöperation between them still appears to rest on an uncertain basis.

At present the university functions, first, in an arts college with 51 men and 22 women; second, in a school of science offering chiefly preliminary engineering courses for 18 men going later to Nova Scotia Technical College or to McGill; third, in a divinity school with four students; and fourth, in a law school located at St. John, New Brunswick.

The latter section of the university was established in 1892 thru the initiative of some St. John barristers, who offered the school first to the University of New Brunswick, which for some reason declined it. The school is a late afternoon and evening school conducted by a dozen lawyers, who lecture one hour per week each. One or two rooms are rented, as are the privileges of the library of the Barristers Society. Court-rooms are also used for classrooms. Charges are about \$60 per year for 50 to 60 students. The dean is paid \$350 by the university at Windsor, which is then reimbursed in the same amount from St. John. The balance, after certain expenses are paid, is divided among the teachers. There is a three-year course, of

which the second and third years are given alternately. The personnel of the staff seems to be good. Its actual connection with Windsor is slight; the university merely provides the machinery for conferring the degrees.

The students in King's College are three-fourths Anglican, the non-Anglicans coming in many cases from Windsor itself, which contributes about one-eighth of the number. Three-fifths are from Nova Scotia, one-fifth from New Brunswick, and nine per cent from Prince Edward Island. As one would expect in a church college, the attendance is somewhat more widely distributed than that of Dalhousie.

The faculty consists, besides a group of lecturers, of nine well-trained men who have been connected with the school for from four to thirty years. They are teaching from twelve to fifteen hours per week, and receive usually a salary of about \$1700 and a house. Five of the nine full-time men are clergymen, as are four of the remaining seven on the list.

The operation of the institution has been thrown into confusion by the fire which destroyed the main building early in 1920. Classes are now being held in cramped and uncomfortable quarters, and most procedure is a makeshift. Nevertheless, the student body has stood by the school in a remarkably loyal fashion; the *morale* of the organization is apparently fine.

With the main building gone, the college has only a chapel, a large convocation hall, used now for a dining-hall above and a library below, and a small wooden dormitory in which classes are held. The library is fairly large, but is not kept up. It is open but two afternoons per week, and the most valuable books were found boxed and piled near the front entrance for ready recovery in case of another fire.

The financial condition and outlook of the college are forlorn in the extreme. Investments amount to \$185,000. Other resources bring this figure to approximately \$200,000, on which the total income last year was \$13,000. Student fees (tuition, \$85, board, \$220), together with all other income last year, amounted to \$28,418.38, or a total of \$41,418.38. Outgo for general running expenses, including salaries and upkeep of residences, was \$47,206.35. The college is about \$25,000 in debt.

Insurance of \$48,000 on the building that was burned has been spent in plans for a new building, in laying a foundation, and in financing a campaign for more funds. This campaign, variously stated to be for \$500,000 or for \$600,000 or for \$1,000,000, has been abandoned, after costing \$20,000 in expenses and bringing in \$140,000 in conditional pledges.

As in the case of most of the denominational schools in the Maritime Provinces, King's College is but one end of a triangular organization consisting, besides the college, of a girls' secondary school and a boys' secondary school. These are located on the college grounds and are flourishing. They are independent and self-supporting, and fill a larger place locally than does the college. In fact, both here and at Mt. Allison, it was plain that the secondary schools were being held back in order to favor the college, and that if the college were removed, the schools would attain a more

vigorous growth. Removal, therefore, would not seriously disturb local vested interests which often form much of the real opposition to change.

Dalhousie University at Halifax is to-day the largest, best equipped, and most important institution for higher education in the Maritime Provinces. It was established in 1818 at the instance of Lord Dalhousie, then Lieutenant-Governor of Nova Scotia, afterwards Governor General of Canada, out of funds collected as customs duties during a seven months' occupation by British troops of Castine, Maine, at that time (1814) part of Massachusetts. Its *ex-officio* trustees for the first twenty years were chiefly Anglicans and supporters of King's College at Windsor; consequently its activities were effectually suppressed. In 1838 Thomas McCulloch, a notable Scotch Presbyterian pioneer, came from Pictou County, where he had founded an academy, and set the university in motion for a brief period until his death in 1843.

The institution had been originally established on the Edinburgh model with a basis of religious toleration extraordinary for that day, and as a protest against the exclusive policy maintained at King's. But the board of governors, in choosing McCulloch's two assisting professors, made the error of excluding, apparently because he was not a "Kirk" man, an accomplished Baptist scholar in favor of a much inferior Church of Scotland candidate for the chair of classics. In protest against this the Baptists went to Wolfville and set up Acadia University for themselves.

In 1863 the university was reorganized, and its original liberal character reappears in the offer, at that time, of participation in the government and the choice of the incumbent, to any Christian denomination that would endow a chair. The Methodist college, Mt. Allison, had been started a few years before, 1858; consequently there were left, of the Protestant denominations prominent in Nova Scotia, only the Presbyterians and the Church of Scotland without educational institutions. Altho the offer seems to have been made with the hope of bringing several religious bodies together, none but these accepted, the former supporting two chairs (during the life of their first incumbents only) and the latter, one. The interdenominational disposition of the college had been further emphasized shortly before (1856) by the transfer to it of a Congregational arts college (Gorham) previously operating in Liverpool.

Since 1863 the university has had a vigorous and healthy life. Its board of governors is essentially a self-perpetuating body, tho appointments to its membership are formally made by the Lieutenant-Governor-in-Council on the nomination of the board, and there is a modified alumni participation. It includes representatives of several religious groups. The president is an Anglican; thirteen only of the staff of thirty-four are Presbyterians, nine are Anglicans. The fact that the Presbyterians have no arts college of their own largely accounts for the religious affiliation of the student body, of which 48 per cent are Presbyterians (51 per cent of the undergraduate students in arts and sciences). This fact, together with the presence in close connection of Presbyterian College, a theological school, and the constant assertions

of other colleges, seems to have given Dalhousie the popular reputation of a church college against its will and its liberal traditions.

The university operates (1922) with the following departments and student strength:

<i>Faculty</i>	<i>Men</i>	<i>Women</i>	<i>Total</i>	
Arts and sciences	239	144	383	54%
Commerce	15	3	18	2%
Pharmacy	25	4	29	4%
Law	77	0	77	11%
Medicine	128	13	141	20%
Dentistry	62	2	64	9%
Total	546	166	712	100%

The faculty of law dates from 1883, the faculty of dentistry from 1908, and the medical and pharmaceutical faculties in their present organizations from 1911, altho the university has had some connection with medical instruction or examination since 1868. A considerable group of instructors in the professional schools are at present on a full-time basis, and laboratory and clinical facilities have achieved an organization that is exceptional.

The manner in which, in the past few years, Dalhousie has developed its medical school is highly praiseworthy. It has coöperated with the city and province in a most practical and efficient manner, and has secured from a group of hospitals now centred about the medical school the concessions necessary to assure the privileges that a teaching medical staff ought to have. It is an indication that the authorities of the university can handle important questions involving coöperation and concessions in a broad-minded and progressive way.

The student body is at present predominantly local: one-third (34 per cent) are from Halifax and vicinity, 82 per cent are from Nova Scotia, and 94 per cent are from the Maritime Provinces and Newfoundland, only 6 per cent coming from New Brunswick. In the college of arts and sciences taken alone, the local character of the attendance is, of course, still more marked: 40 per cent from Halifax and vicinity, 86 per cent from Nova Scotia, and 96 per cent from the Maritime Provinces and Newfoundland.

The faculty appears to be admirably trained. Five out of thirty, in the faculty of arts and sciences, hold degrees from universities of the British Isles, thirteen from universities in the United States, thirteen from Dalhousie, six from other Canadian universities, and five are Fellows of the Royal Society of Canada. With five minor exceptions all members of the faculty are men. The faculty of arts and sciences is heavily overweighted in the fields of language, literature, and natural science; in 1920-21 only one person gave instruction in the entire group of historical, political, social, and economic sciences, and one person taught all the psychology and philosophy. For 1921-22 one appointment has been made in government and one in economics. No courses in education are offered.

The university procedure was modeled at the outset somewhat on that of the University of Edinburgh, and the tradition still holds. Lectures and quizzes are the method. The requirements for a B.A. degree consist of twenty full-year "classes" or courses, eight of which are elective. Students are not grouped by "years" except in the professional schools.

The persistence of attendance in the different faculties is as follows: In arts 75 per cent returned to the university in 1921 or had graduated, altho only 58 per cent continued their work in arts. In dentistry 86 per cent returned or had graduated; in law 90 per cent; and in medicine 87 per cent. The median age of students entering the different faculties in 1921 was as follows: arts, 18 years; dentistry, 21 years; law, 24 to 25 years; and medicine, 19 years.

Honors courses of three grades above the ordinary pass group are available in the arts faculty in the last half of the curriculum. The standards of performance both here and throughout the university appear to be high and well enforced.

Since 1912 Dalhousie University has gradually been transferring its home from an old site, eight acres, occupied since 1887, to a beautiful, partly wooded, fifty-two-acre tract overlooking the Northwest Arm of Halifax Harbor—an ideal location for the new university. The old building, surrounded by hospitals, will be devoted ultimately to the medical school alone. At present only the new MacDonald Memorial Library (32,000 volumes), a commodious science hall, and an arts building are in use at the new location. The latter is intended finally for the law school. The permanent arts building is constructed only to the first floor, which is now temporarily roofed over for a gymnasium. The completion of this building awaits further funds.

Up to 1920 Dalhousie possessed approximately \$665,000 of invested funds for all purposes, and a total annual income of about \$107,000. For arts and sciences alone its invested funds amounted to \$570,000 and its total income to \$69,000, of which \$37,000 was interest, \$28,600 student fees, and \$3400 miscellaneous. In 1920 its financial campaign resulted in receipts of somewhat over \$2,000,000, of which \$1,000,000 was assigned to the medical school. The balance was to be divided between endowment and new buildings. With everything paid in, therefore, Dalhousie controls an endowment of about \$1,600,000, of which somewhat less than \$900,000 may be allocated to arts and sciences; and it owns two student residences, one an admirable new structure housing 120 women, with an eventual capacity of double that number, and the other a well-located wooden dormitory for men, together with fairly adequate accommodations for the classroom activities of its present student body.

In connection with Dalhousie University mention should be made also of Presbyterian College at Halifax. This is a theological school with four professors and 35 or 40 students, which in 1863 abandoned most of its work in arts to Dalhousie while retaining its own degree in theology. It has an endowment of about \$150,000 and a total income of about \$26,000.

The importance of Presbyterian College for the immediate problem consists in

the suggestive organization of its student life. With only a small body of men of its own, it possesses and conducts a residence for about 120 students, most of whom are boys from Presbyterian homes, who are attending Dalhousie University. Without making the religious element obtrusive, it furnishes a fine, wholesome environment much like that of a high-class college fraternity in the United States, and in the judgment of many parents offers the same advantage which the small-town denominational college claims for its own. The residence is located in an attractive grove directly on the Northwest Arm of Halifax Harbor, where water sports of all kinds are immediately available. The officers of the college come into personal relations only with the great majority of these boys, giving them no instruction, yet it is felt that owing to the personality of some of the professors with whom close associations are possible, the situation is one of exceptional merit.

Acadia University is in a somewhat different class from the other outlying institutions in Nova Scotia. It has a longer continuous history than Dalhousie; it is superior to it in the extent of its immediate library facilities; and in endowment, in number of students and of graduates, the two colleges have stood not far apart. Acadia is closely affiliated and sympathetic with institutions in the United States, while Dalhousie joins McGill and Toronto in maintaining English traditions and connections. It is sound and well managed.

Acadia started with an academy (1829), as did Mt. Allison. The college dates from 1838, when the Baptists, feeling themselves to have been excluded from Dalhousie, secured a charter for an institution at Wolfville, in spite of vigorous opposition in the legislature. Since 1851 the twenty-five governors of the college have been appointed by the Baptist Convention of the Maritime Provinces, and are all Baptists.

As elsewhere in the Maritime Provinces, except at Dalhousie and the University of New Brunswick, the educational scheme at Acadia is a three-fold enterprise: an academy, a seminary, and a college.

The academy assumes to cover in three years the work of grades 8 to 11 inclusive; it has about 275 students, of whom 125 are residents. Of the latter, 54 per cent are Baptists. In 1921, 21 students went on into the college from the academy. There are four full-time teachers, all university graduates, and five part-time teachers, who are students in the college. Salaries for full-time men are \$1000 and "home." The academy conducts a business department in the eleventh and twelfth grades with 90 students.

The Acadia "Ladies' Seminary" is a combination music, art, and business school, and offers also the usual secondary academic subjects. It enrolled last year (1920-21) about 400 students. Three-fourths of its resident students are Baptists. It occupies extensive quarters in the heart of the campus, but sends practically no students to the college (8 in 1921). A staff of forty persons is listed, and is apparently well selected; salaries range from \$600 and "home" to \$2000. One-third of the proposed million dollar fund about to be raised is intended for a new group of seminary buildings.

Acadia University functions thru (1) a faculty of arts and sciences, (2) a faculty of theology, (3) a faculty of applied science, and (4) a faculty of music. The latter makes use of the music teachers in the seminary, has no graduates, and would appear to have no separate existence. In theology the university in its history has not granted over a dozen degrees; it offers an irregular course for a certificate that in 1921 was taken by two students; seven were enrolled in the department in 1921. Its instructors necessarily offer regular instruction in the college. The "Faculty of Applied Science" handles the work of 76 students, who are taking the first two years of an engineering curriculum, and who expect to finish at Nova Scotia Technical College or at McGill University.

The college of arts and science in 1921 registered 230 students, 88 of whom (39 per cent) were women. These students are evenly distributed thru the four classes, 59, 61, 60, 50 (senior). Of the freshmen 32 per cent failed to return this year, and of the sophomores 31 per cent; the juniors came back with four exceptions.

Two-thirds of the student body are drawn from Nova Scotia, one-third of them from local and contiguous counties which happen to be predominantly Baptist. New Brunswick sends nearly one-fourth, and all other sources about 10 per cent. Fully four-fifths of the college students are Baptists; over 10 per cent are Presbyterians.

Of the 49 graduates in 1921, it may be noted that one-third are studying elsewhere, and one-third are teaching. Of the 26 leaving in 1921 with engineer's certificates, 13 went to Nova Scotia Technical College, 6 to McGill, and one to Queen's. Acadia's product until quite recently went almost exclusively to McGill. At present Acadia has 13 former students in Dalhousie Medical School and 14 at McGill.

The faculty of the College consists of twenty men and two women. Eight of them hold the doctor's degree (Yale 4, Harvard 2) and eight a master's degree from good institutions. Twelve of them are Baptists; fourteen have been in the institution for five years or more; three for over twenty years. Salaries have just been raised to \$2500 after five years of experience; new men are to start with \$2000. The weekly programs of some of the men—18 to 21 lecture hours—show a heavier load than college teachers should carry.

The departments of instruction display a better balance than is to be found elsewhere in the provinces, including separate chairs for economics, for history, for psychology and education, for "social service"; also a special lecturer in Canadian literature. Rather extensive and apparently excellent courses are given in education—the only college in the Maritime Provinces giving such opportunities.

In respect to physical equipment, Acadia is in good condition, and would be fairly comfortable were it not for the recent loss of its main building by fire. The library building, tho small, is adequate for present needs. It houses some 45,000 volumes and what is said to be the finest collection of Canadiana in existence. All things considered, the equipment for teaching science is better than fair, tho it is on too modest a scale for a first-class college. The dormitories are modern but insufficient. A fine memorial

gymnasium has just been added. The college has ample and attractive grounds in the town of Wolfville (population 1500), and in close connection owns a farm which is profitably managed. The entire establishment gives everywhere the impression of thrift and skilful handling.

Financially, the dormitories, the seminary and academy, and the farm are usually self-supporting or better. The trust funds of the college amount to \$770,000, its salary list to \$45,000. It has a debt of \$89,000. A proposed endowment fund of \$1,000,000 which is now in process of collection is designed to increase teachers' salaries (\$400,000), to rebuild the main building (\$300,000), and to construct a new "Ladies' Seminary" (\$300,000).

The *University of Mount Allison* was the personal project of Charles F. Allison, a resident of Sackville, New Brunswick, and was provided for in his will (1858) to supplement an academy established by him in 1843. The institution began work in 1862, and its history has been continuous since that time.

The college occupies an attractive location on a hill in the little town of Sackville, New Brunswick (population 2000), close to the Nova Scotia line, and is geographically the ideal point for an institution serving the three Maritime Provinces. Ownership vests ultimately in the General Conference of the Methodist Church of Canada, which exercises control thru the appointment of 24 of the 42 regents, the remainder being chosen by the alumni.

Under this board of regents are three otherwise independent institutions on the same campus: the university, a "Ladies' College," and an academy for boys. The academy has an attendance of over 200, of whom 100 are in residence. Tho chiefly employing mature university students as teachers, it is well managed. Two-thirds of its graduates go into the university. Some 30 university students are making up conditions in academy classes.

The Ladies' College is a secondary school solely, enrolling from 450 to 500 girls, almost none of whom ever attends the university, but whose presence is apparently a large, if not a dominating, factor among the combined institutions. Forty-six of the students are enrolled in university classes as "special students."

The university operates in three departments: (1) a college of arts and sciences enrolling 50 women and 93 men, or a total of 143; (2) an engineering department with 52 men taking two years of work preparatory to entering the third year of the engineering course at McGill or at Nova Scotia Technical College; and (3) a theological department with 12 men combining theology with the arts course. Eleven others are taking only theology for a certificate, and are not candidates for a degree.

This gives a total of 207 students, 70 per cent of whom are Methodists, with Anglicans next in strength (10 per cent). The students are drawn somewhat more largely from Nova Scotia (39 per cent) than from New Brunswick (35 per cent, Newfoundland sends 17 per cent, and Prince Edward Island, 3 per cent. Only 6 per cent come from outside of the Maritime Provinces, and only 4 per cent from Sackville. Of the

27 graduates in arts in 1921, 13 are teaching, and 9 are doing graduate work. The students entering as freshmen in 1921 numbered 66, of whom 25 were conditioned in one or more subjects.

The faculty consists of fourteen full-time men and two or three lecturers. They are a competent, well-prepared group, with graduate training in London (3), Harvard, Boston, Clark, and Toronto Universities. Their work is reasonably assigned, and their salaries are from \$2300 to \$2500 per year; the average tenure is about eleven years.

As at Dalhousie, the offerings in all the social sciences and psychology are weak, and nothing is done in education. As elsewhere in Canada, stress is placed upon honors courses and competitive achievement.

The buildings and equipment of the university are seriously defective. The one adequate structure is the men's residence — a well-built, brownstone house for 130 men. All university activities are crowded into Centennial Hall and a small science building. The library (15,000 volumes) is stowed away in several different places, and part of it is wholly inaccessible. The biological and geological laboratories occupy restricted and unsuitable space in basements. The equipment in physics, chemistry, and elementary engineering is probably adequate for present limited purposes. There is no residence for university women; these are at present housed in an old hotel off the campus in the town. A very commodious and attractive art building containing an extensive collection of pictures is used almost exclusively by the Ladies' College.

The physical situation at Mount Allison is such as to make the erection of at least a library, a science hall, and a women's residence imperative if the university is to remain where it is. On the other hand, if the university were taken elsewhere, all of its buildings could be utilized profitably by the Ladies' College and by the academy, which now occupy wooden buildings where the fire hazard is serious. Both of these institutions are more than self-supporting, so that the university should be able to realize a certain amount were it to relinquish its property.

Financially, Mount Allison is fairly prosperous. Real estate and buildings are valued at \$170,000 on an old valuation and would be worth much more to-day. Investments are close to \$430,000. Total earnings for 1920-21 came to about \$94,000, which left a balance of nearly \$4000 even after paying \$7000 interest on indebtedness. A campaign for endowment has resulted thus far in pledges for \$260,000. The income from these will go to liquidate the debt and increase salaries.

The *University of St. Francis Xavier's College* at Antigonish, Nova Scotia, dates its degree-granting powers from 1866, after the college had been giving instruction for twelve years. At first a bishop's college, it acquired an independent board of governors in 1882. As amended in 1921, the act provides for twenty governors: fifteen self-perpetuating members, of whom at least seven shall be Catholic priests; three representatives of the alumni, and the president and Bishop of Antigonish *ex officio*.

The university is solely a college of arts and sciences, but a pre-medical group of 7 men and a pre-engineering group of 15 men may be distinguished; the remainder

number 140 men and 42 women—a total of 204. Students enter at the average age of 19.2 years, often from a two-year high school conducted by the university as an academy for the county of Antigonish, or from the Convent of Mount St. Bernard, which adjoins the university.

The faculty consists of about 20 men, all but six of whom are priests. Six hold doctor's degrees, one is an agrégé from the University of Paris. In general they come from excellent institutions and appear to be well trained. Lay professors receive from \$2000 to \$3000.

The modern development of St. Francis Xavier's dates from 1910, or thereabouts. Since that time it has added to the original main building a good science hall, an attractive chapel, a men's dormitory, a small library, a gymnasium with a well-built indoor skating rink, and a central heating plant. The equipment is fair except the library, which is ill-arranged and undeveloped. The college is located on the outskirts of a town of 2000 population, and has plenty of room. It owns an extensive farm on the opposite side of the town.

The financial resources of St. Francis Xavier's consist of about \$400,000 in lands and buildings and \$260,000 in endowment, not counting the remainder (about half) of a recently subscribed fund of \$500,000, which has not yet been paid in. There is an outstanding debt of \$108,000. Expenses for room and board are low—\$240—and the institution has for several years incurred a considerable deficit. In 1920–21, before the income on its new endowment became available, this amounted to \$33,000.

St. Francis Xavier's gives the impression of being a very genuine institution. Its courses appear sound, and its aims well defined and of high standard. It has a strong hold on its denominational supporters, as is revealed in the character of its endowment fund recently subscribed, nearly all of which was pledged in very small amounts. Furthermore, the college has recognized and endeavored in an original and effective manner to fulfil its educational obligations to its constituency. It has organized and conducts each year a two-months People's School for untrained adults, which has been notably successful. Its interest in the problem of providing rural teachers for its vicinity takes the practical form of offering scholarships based on service in such schools.

Considering the future, this college is an important institution for English-speaking Catholics in the Dominion. It represents a type of education that is in sympathy with good university training everywhere, and on the development of which wholesome social relations very considerably depend.

A sixth institution should be included with the foregoing group, altho it is supported wholly by the province, and has other functions besides that of higher education. The *Nova Scotia Technical College* was authorized at a time when Dalhousie University was developing instruction in mining engineering, and each of the other colleges seemed likely to attempt an expensive organization for courses in this and other fields of engineering. The college is in charge of the Council of Public Instruc-

tion, but its educational policy is controlled by a board of governors consisting of one representative each from Acadia, Dalhousie, King's, Mt. Allison, St. Francis Xavier's, and St. Mary's, together with the faculty of the college itself.

A uniform course in engineering has been agreed upon, the first two years of which are given in the several colleges, and the last two at this Technical College, altho the same prerequisites admit to McGill University, and many go there instead. During the current year there are 49 students in attendance, of whom Acadia sends 14; Dalhousie, 15; Mt. Allison, 9; St. Mary's, 3; and St. Francis Xavier's, 3.

The institution is well officered and adequately equipped for its strictly limited function, and adheres rigidly to it. The budget amounts to about \$50,000 annually, and as students are few and the per capita costs are high, the school receives constant criticism in the legislature. The expenses are, of course, very much less than would be required to conduct anything like as efficient courses at each of the different colleges. Furthermore, the experiment of coöperation has been recognized as being completely successful, and has possibly helped to pave the way for something still better.

The six colleges just described have been grouped together because they lend themselves naturally to the coöperative proposal made later in this report. There are certain other institutions in the Maritime Provinces that should be included in any summary of the educational equipment of the district, some of which might also readily participate in the suggested arrangement.

The most important of these is the *University of New Brunswick* at Fredericton. This institution received a provincial charter in 1800 as the College of New Brunswick. It was granted a royal charter in 1828 as King's College, and was reorganized in 1859 by act of the provincial legislature as the University of New Brunswick. It has had a long and influential history and possesses a body of alumni with an enviable record of achievement. As a provincial university it has exerted a good effect on the school system of New Brunswick, setting good standards and inspecting the schools officially from time to time.

The university is supported almost exclusively by student fees and an annual provisional grant of \$25,000. Its total annual income is about \$50,000. There are approximately 175 students in its departments, which are two in number: an arts department enrolling 42 men and 30 women, and a department of applied science including a course in forestry with 25 men and a course in engineering with 60 men. There are 12 instructors receiving from \$2300 to \$2700 each.

The land and buildings are valued at \$300,000. The library is small, and the engineering equipment is necessarily meagre for so exacting and expensive a laboratory subject. The department of forestry, tho modest, is an appropriate recognition of the natural requirements of the province.

There are three publicly supported *Normal Schools*, one at Fredericton, New Brunswick, one at Truro, Nova Scotia, and one at Charlottetown, Prince Edward Island. All of these institutions are obliged to do a very low grade of work appropriate to

the existing status of the local elementary schools. They are well staffed, and considering their limitations, seem to be excellently managed.

There is an *Agricultural College* at Truro, supported by the province of Nova Scotia and costing about \$50,000 per year. Its work is limited to a two-year course lasting six months each year and enrolling about 100 boys. Two-week short courses bring in 200 to 350 more, and courses of a single week's duration held at seven or eight different centres reach still others. A comparatively small number actually matriculate and go on to the agricultural schools at Guelph or Ste. Anne de Bellevue.

The last of the publicly supported schools is *Prince of Wales College* at Charlottetown on Prince Edward Island. This includes within it the provincial normal school already referred to. The "College" is really a secondary school covering Grades X to XII. The "Normal School" is its lowest year—Grade X—which all prospective teachers in the island must attend for at least a few months. The students dwindle from about 180 at the beginning of this grade to a dozen in the twelfth grade. The institution sends its eleventh grade students to university matriculation, and its twelfth grade students to "senior (*i.e.*, sophomore) matriculation"; exceptional and selected students are advanced to matriculation in the junior class at Dalhousie on the recommendation of the principal. Some of these have led their class at graduation from college, and bear witness to the successful selection of the process thru which they are put.

Aside from an Episcopalian boys' school at Rothesay, New Brunswick, owned by the Synod of New Brunswick, the remaining privately supported schools are Catholic; they are six in number. The *College of Ste. Anne* at Church Point, Nova Scotia, and *St. Joseph's College* at Memramcook, New Brunswick, are both largely or wholly French. *St. Mary's College* at Halifax, Nova Scotia, and *St. Thomas College* at Chatham, New Brunswick, are boys' schools of not more than junior college grade, and *Mt. St. Vincent* at Rockingham is a convent of the same description. The last is *St. Dunstan's* at Charlottetown, Prince Edward Island, which deserves a somewhat fuller reference.

St. Dunstan's College occupies 300 acres of beautiful land a mile or so from the city. It conducts high school studies for 125 boys living in the main building, and college courses for perhaps 90, most of whom occupy a "college" dormitory, the only other building. The staff is composed of eight priests and one layman, a teacher of English.

The classrooms and recreation rooms are bare of equipment. There is no scientific apparatus of any description for any purpose. There is a small library (5000 to 6000 volumes) that appears to be used only by the priests. Aside from a brief commercial course for a score of boys, classics and mathematics are the staple subjects, succeeded by a course in scholastic philosophy. The college has never given its own degree, tho recently empowered to do so by the legislature, and it does not intend to do so in the immediate future. Its candidates have hitherto taken the examinations and degree of Laval University at Quebec. About 30 per cent of the graduates become priests.

In the midst of a farming community the school has a wonderful chance to teach agriculture, but this has not as yet been undertaken. It is the chief English-speaking Catholic school in eastern Canada after St. Francis Xavier's.

There is also at Charlottetown a recently established agricultural and technical school that gives short courses of practical instruction in the several branches of agriculture, and in some elementary technical branches.

IV

A SUITABLE POLICY FOR THE DEVELOPMENT OF EDUCATION IN THE MARITIME PROVINCES

THE COMMON SCHOOLS

IT must be clear even to the casual observer that the most serious defects of education in the Maritime Provinces lie below the college level. A well-trained, fairly permanent staff of elementary school teachers, and a better organization of secondary school facilities would do more for the people as a whole than any other one thing. At present, leaders tend to excuse existing conditions with a sort of fatalistic philosophy: the man of destiny will force his way thru the obstacles, and having done so will find that they have made him strong; therefore be not too anxious about the obstacles. There is too little appreciation on the part of the provinces of their obligation to fit each individual to perform well the duties of an intelligent citizen.

This obligation can be properly discharged only by the provinces themselves in their public and official capacities. The burden of it consists in the adequate maintenance of a staff of competent teachers sufficient to supply every school in the region—a necessity that must be frankly faced if a decent and progressive standard of living is to be maintained.

The preparation of these teachers might either be conducted as now in separate provincial normal schools, or, preferably, be concentrated in one inter-provincial institution located, say, at Moncton, New Brunswick, where a single, well-equipped teachers college could serve all three provinces admirably on the same coöperative principle that once characterized the service of the agricultural college at Truro.

In either case the training should be transformed. The curriculum should be extended to two years, at least one of which now, and presently both of which, should be in advance of the twelfth grade, and no student should be admitted with less than eleventh grade preparation. For teachers in rural schools it would be found necessary for a time to provide a single year of training at the normal school, but towns and cities should be encouraged to require formal preparation of their teachers instead of promoting them as now solely on the basis of successful experience without basic training.

As is at present the practice in New Brunswick, no candidate should be given an elementary teacher's certificate of any sort who has not had some professional training at the normal school, tho the period should be not less than one year if based on so low a prerequisite as the eleventh grade.

The crucial aspect of a program of this sort is, of course, financial; less with reference to the cost of training the teachers than of supporting them after they are trained and at work. Salaries would require to be doubled in order to attract and retain such teachers. At present in Nova Scotia, town and city girls do not become teachers to

any extent. The work should be made worth their while. Under existing conditions good teachers leave the provinces almost as soon as they appear. They should be retained. At whatever sacrifice, whether by provincial or by county (not local) assessments, the money should be raised, for the lasting welfare of these provinces depends upon their action in this matter.

HIGHER INSTITUTIONS

It is evident from the general survey already presented that facilities for higher education in the Maritime Provinces are scattered and comparatively ineffective in spite of the fine individual performance of scores of teachers. Four of the six leading institutions—King's, St. Francis Xavier's, Mt. Allison, and the University of New Brunswick—each have less than \$500,000 endowment or its equivalent; while the two others—Acadia and Dalhousie—have each considerably less than \$1,000,000 for undergraduate instruction in arts and sciences. In fact, the school that comes nearest to possessing satisfactory resources for its very limited purpose is no one of these, but rather the Nova Scotia Technical College, which is supported by the province.

The total maximum resources of all five of the endowed institutions, taken together, would amount only to something over two and one-half millions of dollars for the benefit of a joint total of more than 1000 students. Yet the typical "small college" of New England, a college such as Amherst, Bowdoin, or Williams, confined strictly to curricula in arts and sciences, and doing comparatively little graduate work, has in each of the cases mentioned nearly or much more than \$3,000,000 of endowment for approximately one-half of 1000 students.

The parallel with New England is suggestive. The Maritime Provinces are in a sense the New England States of Canada. Tho figuring largely in the early life of the nation, the westward tide of growth is draining them of some of their best blood, and leaving them partly forgotten in a geographical pocket. Much the same is true of New England except as it is rediscovered in its remarkable collegiate and university life and in its unusual provision for summer vacations. Had Lord Dalhousie's intention been realized and the educational efforts of Nova Scotia, not to mention the other provinces, been concentrated at Halifax, a Scotian Harvard might have arisen that to-day would be drawing students from Winnipeg and Vancouver. Such compensation would more than repay for losses otherwise. The other policy prevailed, and now six small colleges doing identically the same work are effectually dissipating their energies and sacrificing the chief opportunity which the region possesses for contributing in a distinguished manner to the life of the Dominion. To be sure New England has its strong "small colleges," as has been said. But New England has seven and one-half millions of people, besides a dense and intimate neighboring population; while the Maritime Provinces count scarcely a million, or, with Newfoundland, one and one-quarter millions; and are walled off to the west by a different race and language.

There would seem to be but one profitable policy for the people of the Maritime Provinces to pursue now, namely, to shape the situation to the end that university advantages of a first-class character, of a character comparable with those of McGill University and the University of Toronto, or of the best New England institutions, shall eventually be available for the residents of eastern Canada and Newfoundland.

Such is clearly not the case at present. The best thing about the existing organizations is the relatively high character of their personnel; a selection from the staffs of these six institutions would bring together an admirable group of men. But even so, the result would be notable rather for its fine personal character than for distinguished fitness in particular fields of learning. Many of the present faculties have been too devoted and self-sacrificing laborers for a "cause" to acquire or to maintain exceptional scholarship, nor have their opportunities permitted them the travel and personal contacts that give significance to the work of exceptional college teachers.

The situation in point of physical equipment is far worse. There is nothing approaching a satisfactory provision for science instruction except the beginnings to be found at Dalhousie. The only elements worth mentioning at any of the other institutions are the library at Acadia, which is a good start, or would be if it possessed larger reading and reference facilities, and the art collection and building at Mt. Allison, which could become the basis of good collegiate instruction in fine arts.

In fact, it must be said that all of these schools except Dalhousie and, to a smaller degree, St. Francis Xavier, strike one as something other than genuine colleges. They are more properly *collegiate institutes*. This is due to the fact that they are embedded in secondary organizations that divide the attention and interest. This arrangement is so familiar to the Nova Scotian that he does not appreciate its weakness. Actually it is quite impossible for either Mt. Allison or Acadia, each sharing its campus with a "Ladies' Seminary" as large as itself or larger, and filling an important place in the popular mind, ever to become the distinctive college organization that it could be if it stood alone. Being thus part seminary, part academy, the "college" acquires from the general bulk a false importance that it cannot inwardly substantiate, and its own nature is in turn concealed.

HOPEFUL FEATURES IN THE SITUATION

The general situation is by no means hopeless, however, provided the people of the provinces will face the problem created for them by modern educational conditions with the same courage with which they earlier founded and developed the present institutions. The youth of the Acadia of to-day has no superior in natural equipment; he deserves a thorough, modern education that will carry its own conviction in any part of the American continent; and it will immeasurably deepen his love and, yet more important, his respect for his home soil, if he receives that education where he was born. The same fact has also a possibly unsuspected significance for the parents. Few things are more depressing to a people than to see children

seek elsewhere the instruments of their success, while nothing reacts more surely or more quickly in enhancing dignity and self-confidence than the consciousness that sons and daughters owe their extraordinary abilities to native training.

In a community containing from one million to one million and a half of people such advantages may be had. McGill University at Montreal serves a Quebec constituency of less than 200,000 English-speaking Protestant residents. It is clear, however, that little can be achieved without coöperation. This was obvious when, in 1907, all of the colleges combined to support engineering education at Halifax. For each institution to reproduce that elaborate equipment was palpably absurd, yet relatively the same condition applies to many other departments that are at present set forth in the catalogues. They exist only in name.

MODERN REQUIREMENTS OF GOOD HIGHER EDUCATION

The requirements of plant and personnel in providing a good modern university education seem fabulous when compared with the equipment of forty years ago. The burden of increased expenditures usually assumes one of three forms. Most striking is the enormous initial cost of adequate laboratories and apparatus for proper instruction in all branches of science. In the physical and biological sciences these needs are familiar, but they are only a little less imperative in psychology, in the social sciences, and in education. In the Maritime colleges, outside of Dalhousie, the equipment for physics, chemistry, and biology is surpassed in very many good secondary schools over the country, while the second group of sciences is scarcely to be found at all, and nowhere is there any equipment for them whatever.

Closely allied to the laboratories are the libraries and other indispensable collections. None of the "small" New England colleges already mentioned presumes to operate with a working book collection of fewer than 100,000 volumes, while the presence of professional schools would necessitate large additions to that number. Yet the college libraries of Nova Scotia, including duplicates, would scarcely amount to so many if combined. Dalhousie, the largest institution, has 32,000 volumes and no professional librarian.

Last, and most important, is the matter of professors' salaries, which constitutes the major item of current expense. All that is accomplished in any university is done thru the agency of selected men and women, broadly trained, and provided with sufficient leisure and compensation to permit them to maintain their training by means of travel and study. This cannot be done to-day with a scale of salaries in which the maximum falls much below \$6000. In the six institutions under consideration, however, scattered as they are, the advanced work is done in little groups by men receiving maxima of from \$2500 to \$3500 (exceptionally \$5000), and that only as the result of recent increases for which the capital funds have not always been provided.

To seek to perpetuate present arrangements, therefore, is foregone defeat. The

tendencies to concentration because of large capital outlay and high expenditure for personnel are inherent, and there is no indication of a return to the old type of college. Nearly every new subject of instruction that is organized appears presently as a field for expensive laboratory investigation and practice, and the student must be where his tools and data are.

POSSIBLE FORMS OF REORGANIZATION

If coöperation is to effect new and better results, it apparently must proceed in one of the three following ways:

1. DIFFERENTIATION

It is conceivable that something might be accomplished by a differentiation of work among the institutions as they are. Were it a question of professional schools, it would adjust itself naturally in this fashion. Applied to colleges of liberal arts, this principle would allow to each college an identical freshman year, after which the curricula would be parceled out, one college taking all students who were specializing in language and literature and giving them only elementary science and history, another providing similarly for the social sciences, another for physical sciences and psychology, and so forth. More or less duplication would still occur, but each college would focus its major resources on a limited field, and seek to provide therein the best possible instructors and equipment.

Under favorable conditions distribution of this sort might prove entirely feasible, in spite of the violence done to the traditional liberal arts curriculum. But in the present case, in addition to its educational novelty, the scheme cuts directly across the denominational sympathies of each institution; the college would lose the distinctive feature of its organization for which it is now considered to exist, and could scarcely maintain itself at all on such a neutral basis. Add to these the difficulties of effecting what would appear to all to be an equitable division of subjects, and the plan seems unworkable.

2. SELECTION

The second plan can hardly be called coöperative except as it would look forward to a result in which all might at some future time participate. By this plan the best-located, most promising institution should be selected and developed thru every possible aid and assistance to the exclusion of all others. The educational opportunities and welfare of the future youth of the provinces should be placed frankly above the mere maintenance of an equilibrium among existing institutions.

The choice of a school for this purpose is not difficult. Dalhousie University has so many factors in its favor that an outside observer would name it at once, and certainly, as with Themistocles, the supporters of every other college would give it *second* place. As noted above, Dalhousie stands independent of secondary attach-

ments. By virtue of this single-mindedness and of its allied professional schools, this college presents the proportions and scale of a true university, and its conception is gradually taking shape in a fashion that discloses a deep-lying vitality. Its medical school already has a rarely favorable physical organization and equipment; and its other professional schools—the only ones virtually in the three provinces—merely await development along lines already initiated. Its new college of arts and sciences, which is the core of any real university, is slowly coming into view on an ample and dignified plan in a splendid location.

There is some question as to the advantages of Halifax as a location. Objection is directed partly against its inconvenient situation as a servant of all three provinces, and partly against the evils of a considerable maritime city as a home for college youth.

The geographical objection is, of course, valid primarily with relation to New Brunswick. Sackville, the present location of Mt. Allison University, and the junction point for Prince Edward Island, would be more generally convenient; yet, on the whole, the situation of Halifax is probably no worse than that of Albany with reference to New York State. If Newfoundland be taken into account, it is near the geographical centre particularly of the English-speaking population. Halifax is beautifully located, is known the world over, and is to-day actually the focal point, commercially and politically, of all eastern Canada and, to some extent, of Newfoundland. It is the largest city in the Maritime Provinces, yet none too large for supplying indispensable clinical facilities; and for all the broader relations which a university centre would be expected to maintain, a better location could scarcely be found.

The objection on the grounds of moral conditions in Halifax unquestionably has some validity, precisely as the same consideration may be urged in the cases of Boston, Providence, New Haven, New York, Montreal, or Toronto. It has probably been somewhat exaggerated in the case of Halifax, inasmuch as it furnishes such an appealing argument in favor of the small-town college. Experience in the United States leads one to believe that the influences to which a student is subjected depend more upon the internal *morale* of the institution itself than on its urban or rural environment. The reputation for "toughness" enjoyed by certain colleges located in rural districts seems ineradicable, while some city institutions have an enviable record. The objection, therefore, seems hardly to possess serious weight as a determining consideration.

The fundamental weakness of this second plan is evident, however, and would be most unfortunate in the working out. Ignoring all other institutions and their supporting religious bodies or provincial constituencies, such a course would magnify one of the number, actually quite undenominational, but for reasons already stated, classed by the public as Presbyterian, and until very recently considered as simply one of a group of similar colleges. Not only would the support of the provincial public

at large not be generally secured: much of it would be definitely alienated for a long period of time in the efforts to keep up competition, and the growth of the larger institution would be by so much the more retarded and difficult.

Furthermore, Dalhousie University is less representative of the Maritime Provinces as a whole than any of the others; its patronage is more largely confined to Nova Scotia and to the immediate vicinity of Halifax. Its enlargement, therefore, would run the greater risk of misinterpretation as municipal aggrandizement for Halifax and of the consequent jealousy of country against the city, and certainly of the other provinces as against Nova Scotia. This ought particularly to be avoided. The city that happens to be the beneficiary of a real solution of the educational problem of the three provinces should be made to feel its position as the debtor and servant of the rest rather than pose as a "winner."

3. CONFEDERATION

The third plan involves a complete reconstruction, and the use of funds, not to strengthen one institution at the expense of others, but to bring together into one new organization at Halifax several institutions with their endowments and equipment.

There can be no doubt that this plan, if it can be accomplished, is both in principle and in all practical respects by far the wisest course to follow. Such a result would unify the support of the entire population behind an association which, while achieving every important result of educational unity and excellence, would not only permit but encourage the variety and wholesome rivalry at present characteristic of the different groups, and would make full use of the admirable moral contributions for which they are now justly distinguished.

At the same time the total result of such a combination would at best give but a fair-sized organization, even in case all the institutions named were to participate. The arts college and the five or six professional schools might together number 1600 students—a small university in modern terms, which should allay all fears that "small college" excellence was being sacrificed to "mere bigness." Furthermore, the population which would feed the institution is clearly limited, and would not justify expectations for a large university, however celebrated it might become. Add to this the distribution of a thousand arts students among five distinct colleges, as described below, and one arrives at a setting wherein quality rather than size must be the factor on which a wide future reputation may rest.

Several general considerations favor the main idea of this proposal apart from its inherent educational desirability. There can be no doubt that to afford centralized educational opportunities for the people of the provinces was the chief motive in Lord Dalhousie's mind in establishing Dalhousie University in 1818 as a protest against the denominational exclusiveness of King's College. On repeated occasions since that date serious attempts have been made to amalgamate these two institutions.

Altho the weight of opinion on both sides has generally appeared to be in favor of the union, some mischance has blocked the merger. On these occasions Dalhousie has figured as the prospective host, and has offered such generous terms of participation that, as was discovered by repeated interviews, the college has actually educated her alumni and friends to the unselfish and far-sighted view that Dalhousie would undergo almost any sacrifice of prestige, control, and even of name, if thereby the educational facilities of the province could be placed upon a permanently satisfactory and well-ordered foundation.

So far as could be unofficially discovered, the attitude of the college—board of governors, faculty, and alumni—is the same to-day. Moreover, this periodic agitation throughout the history of the province has kept steadily before all educational institutions the obvious merits of coöperation and, where possible, of consolidation. This attitude of mind bore fruit in 1907, when, as has been related, the colleges agreed upon a common pre-engineering course, and abandoned further operations in that field to the Nova Scotia Technical College.

Another stimulus to sentiment favorable to combination has been the similar solutions worked out both at Toronto and Manitoba. These successful illustrations of coöperation are familiar everywhere in the Maritime Provinces, and are frequently cited—usually with regret that something of the kind has not been brought about there where it is admitted that, in their present state, some of the institutions are having a painful struggle for existence.

Still another favorable factor is the prospective denominational union already referred to between the Presbyterians, Methodists, and Congregationalists. As Mt. Allison conducts a school of theology, a merger of the religious bodies would make it natural to combine this school with Presbyterian College now affiliated with Dalhousie. And even should the denominations not combine, a joint theological faculty such as operates at McGill University could probably be arranged to the satisfaction of both groups.

General Procedure in Carrying Out this Plan

A successful organization for carrying out the proposed combination could probably be effected in more than one way. A detailed program would require the careful consideration of all the interests involved from many points of view. It is clearly not the function of this study to present such a program. It is desirable, however, that at least one plan of procedure be indicated with sufficient definiteness to show that the undertaking is practicable and convenient. The plan of action outlined below is suggested, therefore, with the understanding that it is wholly provisional. Simple as the idea is, there are few precedents by which one may be guided, and practically all features should be subject to revision and adjustment by negotiation among the institutions.

By way of preface it should be said that much might conceivably be accomplished

thru the initial action of Dalhousie University. Were this institution to take careful thought in working out attractive terms whereby other colleges could associate themselves with her, the development might ensue more naturally than by the revolutionary process implied in the plan which follows. This would be the natural course in case but one or two colleges should unite. If all of the institutions should undertake to federate, a reorganization would undoubtedly be the simplest procedure. What follows is offered in view of the latter possibility.

A new university organization might be erected that would constitute the central body of common interests with which confederation or affiliation of semi-independent institutions might be effected. So far as any existing institutions are concerned, this new entity should consist in an association on equal terms of the higher educational interests of the five prominent religious groups, together with persons qualified to act in behalf of the public at large, and it should be prepared to admit the institutional representative of any other acceptable body that might prove capable of maintaining a satisfactory collegiate organization.

The name of this new association would depend on circumstances. Should all of the component institutions propose to maintain themselves as coördinate colleges, the central unifying body might be termed the "University of the Maritime Provinces," or assume some name equally representative of eastern Canada.

The constituent elements of the new university would be the university itself, in its strictly university capacity, and presumably the following colleges: Acadia, Dalhousie, King's, Mt. Allison, New Brunswick, and St. Francis Xavier's, each representing the university now bearing that name. The inclusion of Dalhousie as a college in this group would rest upon the assumption that it would represent the Presbyterians. This would scarcely accord either with the history or the present status of Dalhousie, and a different arrangement whereby Presbyterian College should assume that function might prove desirable. After the salient features of the plan have been pointed out, the question of Dalhousie's part therein, and also that of the University of New Brunswick, will be discussed more fully.

For the purposes of confederation in a firm and effective union the authorities of each constituent college should agree (1) during the period of confederation to hold in abeyance the degree-granting powers of that college except in theology, allowing this prerogative only to the university acting in behalf of the entire group, altho the name of the college as well as that of the university might appear on the diploma; (2) to coöperate in every possible manner whereby the facilities and instruction offered by each college may be suitably chosen, and may be placed at the disposal of all the others, to the end that superior instruction may be economically administered for the advantage of all concerned.

The government of the new university might be vested in a board of governors consisting of the president of the university *ex officio* and seventeen persons not otherwise connected with the university. The board of governors of each of the con-

stituent colleges representing a religious denomination should name one member. The remaining twelve members should be named on invitation in the charter: five by the associated alumni of all the colleges, three by the Lieutenant-Governor-in-Council of Nova Scotia, two by the Lieutenant-Governor-in-Council of New Brunswick, one by the Lieutenant-Governor-in-Council of Prince Edward Island, and one by the Governor and Commander-in-Chief of Newfoundland. The initial membership might be the choice of a special committee, to serve until the provinces should take official action both in the selection of representatives and in the support of the university. In event of failure of any of the foregoing authorities to act, the choice should devolve upon the board itself as constituted at the time the vacancy occurs, and it should make its selection from the various provinces as indicated above.

The board of governors of Dalhousie University should relinquish to the board of governors of the new university all rights, title, and control in the professional schools now conducted by Dalhousie University, together with such endowments, the income of which has hitherto been devoted to their support. It should also relinquish similarly all right and title in all of its buildings and property except the two dormitories. On the other hand, the respective colleges represented by their existing boards of governors should retain in full their present endowments, and such property as they may possess or acquire for use as student residences, chapels, or for instruction in such subjects as may be arranged with the university. All library facilities and valuable apparatus for instruction in university subjects should, of course, be turned over to the university for joint use.

It should be the duty of the board of governors of the university to provide for and administer the finances and all the property and physical equipment of the university; to appoint all administrative officers, all professors and other teachers in the university faculties, and all employees necessary for the operation or maintenance of the university; to confirm the appointment of collegiate appointees giving instruction in more than one college of the university; to fix a schedule of academic titles and of uniform minimum salaries for all faculties and departments both of the colleges and of the university; to act on the proposal of the university senate to establish, reorganize, or eliminate such faculties and departments in the university as may seem desirable, subject to its understanding with the several colleges; to provide for the confederation or affiliation of other schools or colleges; to fix all charges for tuition and all fees payable by students in the university or by students receiving instruction in more than one college.

It should be the duty of the board of governors of the respective colleges, in addition to their responsibilities in connection with their local secondary institutions, to hold and administer all endowments and other property of their colleges at Halifax; to appoint all administrative officers, professors, and other teachers, and all necessary employees of the college, subject only to confirmation by the board of governors of the university in the case of such teachers as may give instruction also to

students from or in other colleges; thru the faculty and administrative officers of the college fully to control and regulate the activities, discipline, and residential life of all students enrolled in the college; to promote the purposes of the common university organization by studying its general operation and making representations to the university board for improvements, by increasing collegiate endowments and equipment both for its own and for the general good, and by ensuring for the college the moral support throughout the Maritime Provinces of the religious denomination represented.

There should be an executive council at the head of the academic administration. It should consist of the president of the university, the deans of the several faculties, and the presidents of the constituent colleges.

There should be a university senate consisting of the president, the heads of colleges, the deans of the several faculties, and of all such teachers in each faculty as enjoy full professorial rank. This body should deal with all questions of general academic policy, with the approval and granting of all degrees, with the establishment of new faculties or departments, and with such other questions concerning the welfare of the university as may be referred to it by the board, or presented by any of the faculties.

The legislative authority of the first instance should be the faculty, consisting in each case of the entire professorial staff of the particular faculty in question, whether of arts, of dentistry, of medicine, of law, or of pharmacy. It should be presided over by the president of the university. Lecturers and instructors should be members of their appropriate faculties, but without votes.

The faculty of arts, under this plan, would consist of two groups of persons: first, those appointed and supported by the university; and second, those appointed and supported by the several federating colleges. However, with the exception of this distinction in the matter of appointment, support, and responsibility, these two groups should coalesce perfectly in one faculty organization. The president of the university, the dean of the faculty of arts, and the presidents of the constituent colleges should compose the council of the faculty of arts by which matters should be prepared for reference to the faculty for action, and to which matters might be referred by faculty action for further investigation or for execution.

The subjects of instruction to be offered in the faculty of arts should be divided into three groups. In the first group should be placed such subjects as are definitely and permanently to be allocated to the colleges, and to be taught by college appointees who are approved by the university in case they give instruction also to students of other colleges. Such might well be English, French, German, Greek, history, Latin, and philosophy (except psychology and education). In the second group should be listed such subjects as are definitely to be regarded as university subjects: for example, astronomy, biology, chemistry, education, geology, physics, and psychology. These would be taught by university appointees at university expense. A third group would

consist of such subjects as might be offered by instructors appointed either by the colleges or by the university, and would include mathematics, the social sciences, the less familiar languages, and so forth.

Owing to the unequal distribution of funds among the colleges themselves, and between the colleges and the university proper, the actual allocation of certain departments of instruction could be determined only by conditions as they might develop, and would be subject to change. At the outset the resources of the colleges would probably be considerably in excess of those of the university. They would therefore support a proportionately large amount of the instruction. As the university acquired either endowment or additional income from the provinces, more of the instruction could be taken over by its appointees, and the colleges be by so much relieved.

It would be desirable that each college be able to provide most of the instruction for its own freshmen within its own walls. In the junior and senior years, on the contrary, the limited enrolment in each college would make it indispensable that practically all courses, certainly all honors courses, be jointly administered, and that each college adopt a limited field in which its own resources would count to the best advantage for the service of the entire group. Thus Mt. Allison, for example, while having perhaps one freshman subject taught by a person with the rank of instructor, would have assistant or associate professors for the freshman classes in several subjects, altho it might support teachers of full professorial rank only in two or three. Other colleges would specialize in other departments, so that somewhere on the campus, either provided by a college or supported by the university, a student could be sure of finding the varied offering of a genuine university presented in an adequate manner. The sophomore year would furnish a natural transition from this largely intra-mural collegiate régime of the first year to the largely extra-mural organization of the later years.

The means for securing this constant interchange of service, not only between the colleges and the university, but between the colleges themselves, must rest with the faculty of arts as a whole, in which the greatest possible solidarity of feeling and action should be sought. The faculty as a whole would, of course, be responsible for the standards and procedure in all examinations for credit counting toward a university degree, and would exercise the same careful supervision over the entire curriculum.

Those who are familiar with the confederation plan as it operates at the University of Toronto will observe a marked difference between that system and the scheme here set forth. There a great central provincial university bears the chief burden of expense. The colleges, each teaching a few subjects only and retaining all the student fees, have attached themselves, not all at one time, but one by one at various dates, to the central body. There has been comparatively little interchange of work between the colleges because of their independent organization and traditions, altho the curriculum is supervised with scrupulous care by joint faculty action. Then, too, the qualifications and compensation of instructors are regulated by each college for

itself. The university and university college have always paid better salaries than the other colleges, often appointing men from other collegiate staffs. Such conditions are a barrier to prompt and even interchange of instruction where small classes, especially in honors courses, would make an interchange very profitable. Moreover, in the desire to leave each college as free as possible from what might be considered to be interference, no agency has been devised to require or even suggest coördinated action; it is left wholly to departmental initiative, and depends largely upon the personal relations existing within the department concerned.

It is clear that the situation in the Maritime Provinces is wholly different. Here, altho the provinces will doubtless aid, no provincial university exists. Another policy must control, therefore, at least at the outset, if a group of small and comparatively weak colleges are to unite for the purpose of economy and efficiency in offering a high grade of instruction. It is indispensable that the faculty of arts, shared as it would be by several different colleges, should be a unit in action for the purpose of securing sound results. For this reason a uniform minimum salary schedule effective for all grades of instruction in all colleges, as well as in the university, is a *sine qua non*. With such a basis of personnel, committees of the faculty, or the council of the faculty of arts, could, with intelligence and good will, easily work out an acceptable scheme of joint operation that would use the resources of each college and of the university to the utmost at a common standard of excellence. Without this provision one college or another might readily attempt to cover a wide field with many ill-paid teachers and bring the whole undertaking into disrepute.

As has been suggested in citing the practice at Toronto, the contemplated arrangement would prove particularly effective in handling a genuine honors curriculum. This is one of the precious features of English and Canadian universities that should constantly be held uppermost in planning new departures in higher education. Without the means for making this aspect of the work successful in paramount fashion a small university organization would be weak indeed.

It will be observed that the suggested arrangement of studies leaves each college free to offer privately, for its own group, what courses it will. These would presumably be special courses in religion or theology, and in these departments each college would retain its original degree-conferring power.

The fact that a well-financed provincial university, which is the main feature of the Toronto plan, does not as yet exist in the Maritime Provinces would necessitate somewhat different financial arrangements if a group of colleges were to come together there. The colleges themselves would scarcely be so well endowed as to admit of sacrificing any considerable portion of their funds to a central institution. It would be of great importance, however, that the central organization should take on form and weight as soon as possible in order that its support of the professional schools, and of the more expensive forms of instruction in the college of arts, might be ample and convincing.

To assist in this development, all student fees for tuition or incidentals should probably be collected by the university. To these would be added such payments as might arise from annual appropriations out of public funds, together with income from the endowments already accumulating for the professional schools. Further endowments from public or private sources would very properly be expected.

By this arrangement the colleges would be confined to their endowments for operating revenue. This would always be fixed and predictable in amount, and would measure exactly the extent to which a particular college could participate in the general enterprise. Residence halls would be conducted at some slight profit, and expenses for fuel, light, and service in a limited establishment would be comparatively small, these obligations falling more heavily upon the university. Costs of collegiate administration should be much reduced. Here, too, the university would bear the major load. Enrolment being of no immediate concern, collegiate presidents, from being general business promoters and drummers-up of students, could resume their proper task—the education of their charges, and the old-time *teaching* college-president would return. The bulk of collegiate endowment would therefore be invested directly in teachers on a standard scale of minimum salaries, uniform for all colleges. The compensation of this group could go as far above the minimum as desired, and the real emulation between college and college would consist in the relative quality of the staffs which they maintained.

Effect of the Plan on Student Organization

Pursuant to this plan of combination, each of the several colleges would erect at Halifax, on or near the new university campus, one or more student residences and a suite of classrooms, either separate or attached to the residence and including a chapel or small auditorium. Here the students of that group would be housed in intimate personal contact with one another and with several resident instructors or professors whom they would meet at least in freshman subjects; in subsequent years they would meet instructors in other collegiate faculties as well, and in the subjects taught only by the university, they would meet members of the university faculty, as already explained. Dalhousie College, or its equivalent, would be organized in the same fashion as the others; consequently every student in arts and sciences would be enrolled in one of the colleges, and would remain there until graduation, unless he should earlier enter one of the professional schools.

This plan of student organization is nothing but an adaptation of the English system, and is essentially the plan that is partially in operation in Toronto. It is suggested likewise by the present arrangements of Dalhousie with Presbyterian College, which have been already described. The great advantage of the scheme is that it breaks up an otherwise unwieldy mass of students into coherent groups with an internal organization, leadership, and loyalty of their own. In the huge institutions of the United States the student is completely adrift and unattached from the begin-

ning of his course, save for the formal ties that connect him with the registrar, the bursar, or the dean. Hence the demand for the "small college," where the group is restricted and faculty contact is more effective. Hence, also, the attempt to bring together certain classes within the great universities, as in the freshman and senior dormitories at Harvard; or to provide intimate personal relationships, as in the preceptorial system at Princeton. In every large institution this problem is acute, and nowhere in America has a completely satisfactory solution been worked out.

The underlying basis of the division proposed would be denominational, but there would be no religious tests or restrictions, either for students or for teachers, beyond those at present found in the several colleges, while the religious background would undoubtedly supply a general atmosphere that would be far more wholesome than the bare dormitory or boarding-house life of most large colleges. This is the best answer to those who object to the evils of a city for young college students; the plan suggested would enrol the student in what would be virtually a high-minded college fraternity, where the influences would be predominantly fine.

It is doubtful whether there is any other basis of differentiation that would be nearly as successful, especially in Canada, and in this portion of Canada, as the religious cleavage of the various denominations. The English colleges have come up as natural growths thru generations of history, which have given each college its peculiar traditions. To divide students arbitrarily or on the basis of their curricula and trust to time to breed traditions has not proved especially successful where it has been tried. But the denominational appeal is genuine, and is rooted in the family traditions of each student, while containing nothing to conflict with a sound education suitable for all. Indeed, this compatibility is so plain and so prized by the colleges that, as one goes about among them, it is especially pointed out how many students and faculty members there are of other denominations than that by which the particular college is supported.

It is probably necessary, however, that segregation on this basis be supplemented by a definite organization and a body of instructors. Wesley College, Winnipeg, attempted for a time to dispense with its own instructors except for theology, and to depend wholly on the University of Manitoba, but it was soon threatened with extinction, and returned to the other policy. On the other hand, Presbyterian College at Halifax has performed an admirable service for many years with little more, besides theology, than its college residence.

Relation of the Present Institutions to Confederation

The hospitable attitude of Dalhousie University toward the general principle of the suggested reorganization has already been noted. In spite of the extraordinary sacrifice involved, that institution appears inclined to abide by its long-established principles and to place itself at the disposal of a joint enterprise, even tho it be relegated to a much restricted status.

The practical working out of the plan, however, might involve a Dalhousie, thus reduced in scope solely to a college, in serious difficulties. It would be the expectation of each associated college to build itself up thru appeal to its own religious constituency, and the needs of the university would attract the gifts of those who might prefer to assist all alike, without denominational preference. Now the Presbyterians of the provinces have never been pledged to the support of Dalhousie University, which, in spite of occasional apparent lapses, has stood throughout a century committed to an undenominational form of education. The Presbyterian body might conceivably prefer under the new conditions to revive in their own Presbyterian College which they now support, the arts instruction abandoned in 1863, and to federate it with the new organization. The equipment for such a purpose is already in full operation at Pine Hill. Or in case the proposed denominational union is soon achieved, both the Presbyterians and the Methodists would naturally concentrate their support on Mt. Allison.

Either of these events would leave Dalhousie without a constituency in case the other institutions came into the agreement. It might thrive for a time because of the loyalty of its alumni and the attendance of students who were either without denominational affiliation, or whose church was not represented in the collegiate group. But as the other colleges grew, it might be — indeed, would naturally be — seriously undermined. Such a fate would not only be distressing to Dalhousie students and alumni; it would be regretted by all patriotic Canadians who have taken a just pride in the national and international distinction that this old college has won.

The alternative that suggests itself may or may not appeal to the desires of those most concerned; to an outside observer it would appear appropriate. If, in order to make possible a successful university development in the provinces which it has faithfully served, Dalhousie University, as it exists at present, is willing to give up grounds, buildings, and financial resources to a completely reconstituted government, representative of other institutions and of the public at large, it would seem to be eminently fitting that at least the old name be preserved as a memorial of past achievement. Dalhousie as a college may prefer to disappear completely in the new order, allowing the strictly collegiate organization of the undergraduate body to devolve upon those institutions whose supporters can pledge their continued maintenance. In that case it would be a well-deserved tribute if the distinctive university structure that may be created should bear the Dalhousie name, representing as it would that common service to all for which in principle Dalhousie College was originally established.

At the other institutions it is, of course, impossible to predict what action would be taken were the matter formally to come before the college authorities. Judging from impressions gathered during the visits made, the proposal would everywhere receive careful and sympathetic study, and would be determined by generous motives seeking the good of the whole rather than that solely of the particular group.

There probably has been no time in the past when the physical situation at the different colleges was more favorable than now to some radical change. At both King's and Acadia the main building has recently been wiped out by fire, and at Mt. Allison new buildings are imperative if the college is to thrive. At all three a laborious campaign for funds must be carried on before the needs can be met, yet King's and Mt. Allison have just appealed to their constituencies with the result that little more would probably be forthcoming for their present objectives. On the other hand, St. Francis Xavier's has raised half a million in small amounts without much difficulty, and could probably find as much more; and the prospects for Acadia's expected effort to raise a million are bright. Whatever the results of these devoted struggles, the institutions remain relatively the same after as before; the road they are traveling is interminable.

The organization of the four outlying colleges, which under present circumstances is so plainly detrimental to true collegiate work, is an asset rather than otherwise when a removal of the collegiate department is contemplated. The academies and "Ladies' Seminaries" are flourishing, and would at once find great advantage in possession of the college buildings and equipment. Moreover, most of these schools are profitable financially, and could afford to pay the colleges something for their former quarters. Their curriculum should immediately be extended to include the twelfth grade, which is now the freshman college year, as this in turn is made prerequisite for the university.

With the wise organization of such schools in the shape of vigorous secondary institutes, new opportunities would appear that now find no place. There is need throughout the provinces for well-managed centres of elementary agriculture for students whom the central agricultural college cannot reach. These schools all have farms, and could do such work well. St. Francis Xavier's, at Antigonish, has proved the feasibility of adult courses of non-collegiate grade in a variety of subjects, and has shown the demand for them. Institute centres like these, scattered over the provinces, would be admirably suited to this and other types of regional community education. They would be in constant and intimate contact with a first-class university staff at Halifax, and the interchange of personnel in lectures and conference should be stimulating to both.

Confederation would soon prove, therefore, not that the denomination had lost or merged its college, but that, instead of one second-rate institution of mixed character, it now had under its control two institutions, each with a clean-cut purpose, and both of them first class. Because of local traditions the local institute would as before serve as the rallying-place for the collective life of the denomination. But as time went on it would take equal or greater pride in the fact that it was maintaining close at hand a genuine collegiate organization loyal to its own ideals, interests, and traditions, where its youth could receive an education unexcelled elsewhere in Canada or in the United States.

For it is a fact that, so far as tried, the effect of confederation has been to stimulate, clarify, and conserve the denominational ideal and vigor in its college rather than to weaken it. The experience of the federated colleges at Toronto has been that membership in an adequately supported, going concern of high standing has increased their vitality, their wealth, and their students, and, best of all, by eliminating the constant struggle for funds, has enabled them to labor freely for the ideals that sincere religion is trying to incorporate in education.

The best reason for the existence of the denominational college lies in its endeavor to surround intellectual life with the high aspirations and illuminated motives that true religion is capable of generating. What greater wisdom, then, than for a group of such colleges to place themselves in a position to combine this service with an education of unquestionable breadth and character?

Nova Scotia Technical College

In event of combination at Halifax, it would be a natural step for the provincial government to turn over to the new university the Nova Scotia Technical College, which would then become the nucleus of the college of applied science. The college has a commodious and well-equipped plant, and would gain by more intimate connection with its basic sciences.

Confederation Outside of Nova Scotia

It is a misfortune that all of the institutions which, by virtue of private endowments, could enter into such a plan as has been proposed, have been located in Nova Scotia or very near it, inasmuch as this fact tends to give the plan a merely provincial aspect instead of emphasizing the inter-provincial features that really exist and should be made conspicuous. With the exception of Dalhousie, all of the colleges in question draw students in considerable proportions from New Brunswick, Prince Edward Island, and Newfoundland: Acadia, 31 per cent; King's, 29 per cent; Mt. Allison, 35 per cent; St. Francis Xavier's, 16 per cent. Inasmuch as these are denominational colleges, their appeal is as broad as the denomination. The chief desideratum is not that the college be close by, but that it offer a good education under moral and religious conditions acceptable to members of the church in question.

The only institution of collegiate standing in New Brunswick, besides Mt. Allison and the Catholic colleges at Memramcook and at Chatham, is the University of New Brunswick at Fredericton. This institution has had a long history and has filled an honorable place in the life of its province. It is to-day purely a tax-supported undertaking, maintaining a four-year school of engineering nearly as large as its college, and a school of forestry perhaps one-third as large; all three departments number 175 students.

The work in forestry which is given at the University of New Brunswick is availa-

ble in only two other provinces in Canada—Ontario and British Columbia—and is peculiarly appropriate to a community depending so largely upon wood products. This should, if possible, be preserved and continued. There would seem, however, to be no good reason why curricula in the expensive field of engineering should be maintained, when far better facilities are already available both at Montreal and at Halifax, and when the demand for engineers within the province must inevitably be exceedingly small.

In view of the proposed concentration of effort on a single good institution within reasonable reach of the larger portion of the population, leaders of education in New Brunswick might consider whether certain changes would not be advisable. The situation is precisely the same as that confronting any one of the small colleges in Nova Scotia; a good collegiate and professional education cannot be provided for so few students at a reasonable cost. The first two inexpensive years of college studies, including work in agriculture, with an advanced course in forestry, and offering instruction in household economics and the preparation of teachers, could be profitably managed, and would be well adapted to the needs of the province. The Dominion Agricultural Experiment Station near Fredericton might perhaps be made use of under these conditions.

Having thus set up a substantial preliminary training, the province could proceed to coöperate, with respect to the advanced years of the curriculum at least, in the joint movement to give eastern Canada a university of which it can be proud. The precise form that this coöperation might assume would be a proper matter for negotiation. The University of New Brunswick is an undenominational institution like Dalhousie. In addition to that, it alone of the Maritime institutions represents the principle of state support which must be increasingly recognized if the prospective organization is to thrive and grow strong.

It is difficult to see how, without endowments and a private corporate existence, such an organization could be transplanted, and take a place among the other colleges on the plan already suggested. And were it to do so, it would immediately find itself at the same disadvantage as has been noted in the case of Dalhousie: it would have no body of supporters to which it could logically appeal.

With the proposed university, however, as distinct from the colleges, the University of New Brunswick would have much in common. In several instances the provinces concerned have already coöperated for the joint support of professional education, and there is no reason to suppose that a way could not readily be found whereby they could unite in building up a central university in which each should have a direct and vital interest. In view of the varied relationships involved, the framing of such an arrangement could best be accomplished by negotiation.

Prince Edward Island presents a comparatively simple situation educationally, and sentiment for a good central university close at hand should be strong. Prince of Wales College is doing a careful and thorough work in its secondary field, and its

selected students are among the best wherever they go. St. Dunstan's College, like St. Mary's in Halifax, would naturally throw its lot in with St. Francis Xavier's in setting up a high-grade Catholic college in connection with the university at Halifax. What it might well undertake locally is precisely the work suggested for the "institutes" in Nova Scotia. St. Dunstan's has a magnificent farm on which, in such a community, agricultural courses should long since have been flourishing. This and other forms of practical community service simply await skilful organization to stir from its apparent torpor the population of one of the most beautiful spots in the north.

There is reason to believe that the plan of confederation would at least help to solve the problem of higher education for Newfoundland. St. John's is in closer communication with Halifax by water (40 hours) than with any other important centre, and should really form a part of the same educational community. Its population of about 250,000 is made up of the same races, and includes large bodies of Catholics, Anglicans, and Methodists, who are in more or less constant contact with their co-religionists in the provinces. A strong university at Halifax would attract many students from Newfoundland, especially if good relations were maintained by having representatives on the board of governors as suggested. Supplemented by an efficient junior college at St. John's giving well-organized courses thru two years in advance of the twelfth grade, it would furnish this remote population the best of service.

Financing a Plan of Confederation

The question of funds naturally conditions every term of such a proposition as has here been set forth. It costs money to move. And even tho the colleges, by pooling their resources, could doubtless provide a better joint institution than is possible for any one of them separately, advantage should be taken of a projected union to fix a scale of performance that is within measurable distance of the ultimate goal. This likewise costs money. At the same time it must be recognized that a proposal such as the present one has fair claims on provincial resources that are not available to any other. It offers a complete and adequate solution of the problem of higher education for the three provinces. The institution that it sets up should represent the united educational ambitions of all the people of eastern Canada, including, so far as possible, the French-speaking portion of the population. It should therefore properly expect their sympathetic and enthusiastic support both in official and unofficial form. Public endowments and appropriations, properly denied to any of the existing institutions, would be eminently appropriate for a great, common, educational movement like this. No finer object for a special Dominion subsidy or endowment, to which the provinces feel themselves to be justly entitled, could be proposed than a high grade eastern university. With these facts in mind, a brief consideration of the financial aspect of the enterprise may be attempted.

The expense involved in setting up each college comfortably in Halifax can only be approximated. One or two could perhaps be satisfactorily accommodated on the

unoccupied portion of the present university campus. Dalhousie itself would be obliged to build like the rest. Additional land would be required, and should be added on a scale befitting the future of the new organization. The city of Halifax would certainly be glad of this and other opportunities to share in a development that would inevitably mean a significant contribution to its own municipal character and welfare.

In regard to buildings, each college would expect to look ahead in initiating its plans, while building so much now as would serve its present needs. Each should eventually have its own campus, its men's residence, its women's residence, its college hall, its chapel, its collegiate library, its refectory, and so forth. For the time being these facilities could be combined into a group that might later serve a different purpose, but which in any event would form a worthy part of the completed establishment. To coördinate these with reference to one another and with reference to the university proper, as to location, grouping, and architecture, would demand attentive study.

It is probable that a satisfactory combination men's residence, class hall, and small chapel could be constructed for \$400,000, to be followed later by provision for women, who could for the present, except for Dalhousie's splendid new dormitory for women, be accommodated in neighboring private residences or in leased dwellings. For five colleges this would require \$2,000,000.

The collective resources of the endowed colleges have been estimated rather conservatively at \$2,500,000 available for work in arts and sciences. It is probable that practically all of this could be made available for the new undertaking on the terms of ownership and participation outlined above.

Retirement provision should be made for the older teachers now in all of the institutions; salaries of the faculty should eventually be doubled; several new departments should be established; the arts building should be completed; and a new gymnasium should be erected. With the exception of the last-mentioned, a good beginning could be made on this program with \$2,500,000 additional funds, \$2,000,000 of it to go into endowment. This would provide a total productive collegiate foundation of \$4,500,000.

The income from this sum should ensure an annual contribution from the colleges of approximately \$250,000, part of which would of course be used for their own administration, but the bulk of which would apply on instruction available for all. The university, for its part, would receive from fees of students perhaps \$75,000, if its membership in arts were to reach a total of 1000 students, or somewhat less than the present total attendance at all of the constituent colleges. Aside from this it would appear reasonable to count at the outset on not less than \$100,000 of public monies annually appropriated by the several provinces. This sum would presumably be divided in proportion respectively to the number of students from each province to be found at Halifax. As provincial support increased, the tuition per student might

be reduced. At Toronto the present charge is from \$40 to \$50 per year as compared to the \$75 to \$100 fee familiar in the Maritime Provinces.

All told, therefore, according to this calculation, the new institution would appear to have available annually some \$425,000, not counting the income from its endowments for the professional schools or its fees from the professional students. Under the present or already assured conditions these would add \$106,000 more,—\$36,000 from endowment and \$70,000 from fees,—thus bringing the gross annual income to over \$530,000. Such a sum, tho by no means large, could, if well managed, introduce a university of this size—1400 to 1600 students—into the first rank among the institutions of North America.

The total amount of fresh funds needed, therefore, to set the new institution successfully on its way is in the neighborhood of \$4,500,000. Considering what the Maritime Provinces themselves could do if aroused by a clear vision of the significance to them of such a plan, and considering the force with which the prospect of a genuine and constructive solution of their problem would appeal to their compatriots in Canada and to their friends in the United States, this sum would appear neither unreasonable nor particularly difficult of attainment.

In conclusion it may be pointed out that interest in the proposals that have been made need not be based solely on the advantage that would accrue to the Maritime Provinces, or even to Canada as a whole. If undertaken and successfully carried thru, the plan would indeed resolve in a brilliant manner the last of Canada's difficult situations in higher education. But it would do far more. It would accomplish under singularly favorable conditions a unique and widely important service to education. The problem of the profitable use and development of the small denominational college, the question of how successfully to combine the use of private and public funds for education, and especially the very serious and difficult problem of the suitable organization of student life under modern university conditions would here profit by an illuminating experiment almost certain to succeed. A plan already suggested and partially applied at Toronto, but worked out at Halifax in thoroughgoing fashion, as the product of a general reorganization, could accomplish many improvements and serve as a model appropriate to many existing American situations. As a contribution to our knowledge of successful educational practice alone, the plan would seem well worth while.