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Feb 13/52

# D.B.S. REFERENCE PAPER

FEB 13 1952

Dominion Bureau of Statistics, Ottawa, Canada

ISSUED BY AUTHORITY OF THE RT. HON. C. D. HOWE, MINISTER OF TRADE AND COMMERCE



No. 31

Feb. 1952

D.B.S. Reference Papers were first issued in 1949, when they were numbered 1 to 8. In 1950 they were numbered 1 to 12. The first in 1951 is numbered 21, as if 1950 Papers had been 9 to 20.

## THE ORGANIZATION AND ADMINISTRATION OF PUBLIC SCHOOLS IN CANADA

OTTAWA  
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
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## PREFACE

The Education Division of the Dominion Bureau of Statistics is concerned mainly with the preparation of annual or biennial statistics of the ten provincial educational systems. Users of the reports, especially those in other countries, frequently ask for a description of the legal and administrative framework of the systems, as an aid to understanding of the statistics. The present document is an attempt to meet this demand.

A chapter is devoted to each provincial system, and a final chapter describes activities of the federal government in the field of education. The whole work is descriptive in character, and no attempt has been made to make comparisons. A first draft of each provincial chapter, made by Dr. F. E. Whitworth of the Education Division, was read by officers of the Department of Education concerned. Assistance of the following in this connection is gratefully acknowledged: Dr. G.A. Frecker, Deputy Minister of Education, Newfoundland; Dr. L. W. Shaw, Deputy Minister and Director of Education, Prince Edward Island; Dr. H. P. Moffatt, Deputy Minister, and Mr. R. A. Simpson, Secretary, Department of Education, Nova Scotia; Dr. F. E. MacDiarmid, Director and Chief Superintendent, and Dr. O. V. B. Miller and Mr. J. T. Lejeune, Assistant Directors, New Brunswick; Dr. W. P. Percival, English Secretary, Deputy Minister, and Director of Protestant Education, Quebec; Dr. B. O. Filteau, French Secretary and Deputy Minister, Quebec; Dr. J. G. Althouse, Chief Director, and Dr. C. A. Brown, Registrar, Department of Education, Ontario; Dr. R. O. MacFarlane, Deputy Minister, and Mr. A. M. Pratt, Director of Educational Research, Department of Education, Manitoba; Mr. A. McCallum, Deputy Minister, Department of Education, Saskatchewan; Dr. W. H. Swift, Deputy Minister, Department of Education, Alberta; and Dr. F. T. Fairey, Deputy Minister and Superintendent, and Mrs. Muriel Scafe, Director, Division of Educational Reference and School Services, Department of Education, British Columbia; Mr. E. N. Grantham, Department of Resources and Development, Mr. B. F. Neary, formerly Indian Affairs Branch, Department of Citizenship and Immigration, Ottawa and Mr. A. W. Crawford, Director, Counselling and Training of D.V.A.

The various chapters may be found to be more complete and satisfactory for some provinces than for others. This arises from the fact that the first drafts were made from available documentary materials, which were more extensive in some cases than in others. And it did not prove possible to make the description apply to a uniform date. The material was assembled over a period of several years, but has received a final review in 1951.

H. Marshall,  
Dominion Statistician.





# The Organization and Administration of Public Schools in Canada

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## The Organization and Administration of Public Education in Canada.

### Factors Affecting Canada's Educational Structure.

The educational structure of a country at any one time reflects the current organization of resources of that country to provide normal education, and relations between its political organization and educational policies and procedures. It can best be appreciated as an integral part of the continuous interaction of the people and their environment, not neglecting, however, inter-relationships with other countries. For Canada, among other things, this embodies an appreciation of its extent, latitude, topography, density of population and stage of economic development on the one hand, and its cultural heritage, manners, customs and beliefs, in so far as they effect education, on the other. Dynamic environmental factors stimulate yet delimit change and make for variation from one geographic division to another, not to mention differences inherent in rural and urban organization, or the demands of vocational groups which are determined in part by topography.

Similarly socio-economic factors stimulate change and affect the trend of education. Economic depressions may cause emphasis to be put on the role of the schools as a haven where children can grow up in safety and be prepared for the worthy use of leisure; wars may emphasize the school's responsibility for turning out qualified technicians and experts. Industry may influence the school organization though mostly in vocational education. The state, or province, must try to harmonize all these without losing sight of the important role that the school plays in the acquisition of desirable habits, development of character, and training in citizenship. Canada's growth and development from a pioneering country to one with half its population in highly industrialized urban areas has put a premium on high school and technical education and necessitated the school taking over functions performed by the home under rural living.

With the exception of Alaska, Greenland, and the two small islands of St. Pierre and Miquelon, the Dominion of Canada covers the northern half of North America and islands to the North. Its 13,694,863 square miles is almost equal to the area of Europe. It is about 3,000 miles in width and extends from the Northern shore of Lake Erie in the latitude of Madrid and Rome to well within the Arctic circle. The Cordillera area separates, geographically, the west coast from the rest of Canada while the Appalachian region, or Canadian Shield, separates East from West. In education, however, such natural barriers have been of somewhat less importance than the more artificial provincial boundary lines and education is organized in terms of provinces rather than natural, geographic, industrial or other areas. As a result Canada has ten separate systems of education of which one, that in Quebec, is dual; and another, Newfoundland, has a somewhat loosely knit denominational organization.

On this expanse of grassland, forest, semi-desert, rock, mountains, water and ice, more than fourteen million people living in rural and urban areas depend on agriculture, logging, mining, fishing and trapping, or are employed in manufacturing and processing of raw products, construction, transportation, trade, finance, clerical service or labouring occupations connected with these. From the time of Confederation to the present there has been an increase in the concentration of secondary processing concomitant with a trend towards dwelling in the urban areas. According to the 1941 census some 54 p.c. of the population were classed as urban dwellers; half of them located in the 15 cities of 30,000 and over. The rural folk may be found in fairly well organized districts or in scattered dwellings many miles from town or school and with but primitive means of trans-



portation. It is the latter that present Canada's most insistent educational problem today.

The greater part of Canada's population, which has increased from 3,215 in 1866 to just under 14,000,000, in part due to natural increase, in part to the excess of immigration over emigration, is to be found within some two hundred miles of the southern border with settlements reaching out irregularly Northward. There are, however, gaps in this ribbon in the mountainous area and arid plains broken by scattered mining settlements, fertile valleys, irrigated stretches, and occasional fur traders or settlers living here and there. Wherever there are families, there are children to be educated. Since they have such widely varied backgrounds, interests and environments, Canada's population provides education problems which must of necessity be widely divergent in nature.

Nor can Canadian education be appreciated without a realization of the relative newness of the country. Although Canadian history goes back to the exploration of the Cabots at the end of the 15th Century, Eastern Canada's population did not increase greatly for the first three centuries, while industrialization is essentially a product of the twentieth century. Hence, present problems are mainly of the twentieth century.

Similarly, the West was a charge of the Hudson's Bay Company until 1870, and settlers did not flock in until after the turn of the century. Then for two decades schools were springing up all over the prairies, in villages, hamlets and rural areas in a pattern to meet the needs of pioneer days. Branch lines from trunk railroads were constructed where traffic demanded, while villages appeared at intervals of eight or ten miles along these lines some of them later to become towns or cities. The spacing of stations along the railroads was largely determined by topography and the fact that the settlers depended for transportation on trains, horses or oxen. Similarly when schools were erected spacing was largely dependent on settlement and the length of the pupil's legs for they had to walk unless they were fortunate enough to have a horse to drive. Gradually homesteading on quarter sections moved further north; but while in the settled areas, the farms changed hands and the average farm became larger; farm families decreased in number, roads were improved and transportation was mainly by automobile and truck. In addition the average age of the farm population was increasing and concomitantly there were fewer families with children of school age. Many of the rural schools now lacked a desirable enrolment and teachers were often in short supply. Such changing conditions played their part in a gradual awakening to the need for new development and started a trend towards reorganizing the school districts into larger unit areas.

#### Influence of Other Countries on Canadian Education.

Canadian education has been modified and enriched by the heritage of culture brought to this country by immigrant populations of widely divergent backgrounds. According to the census of 1941, about half of the Canadian population considered themselves as descendents of British stock. Of the remainder, 48 p.c. were of European origin, 30 p.c. of French, 4 p.c. German, 3.7 p.c. Ukrainian, 1.5 p.c. each of Netherland and Jewish stock, 1.1 p.c. Indian and Eskimo, and a number of other nationalities forming less than 1 p.c. of the population. Of the population, 82.5 p.c. were Canadian born, 8.7 born in other British Dominion, 2.7 born in the United States and 6.1 born elsewhere. A fair percentage of New Canadians know some English when they arrive. The others usually learn enough for ordinary communication quite readily. Occasionally, however, families from some European country have formed a settlement and the older members never learn English.



To assist the many immigrants arriving since World War II, several provinces have fostered English classes for immigrants. Basic English classes have been tried successfully.

Both English and French may be used in parliament or Canadian courts of law. Each provincial legislature may decide on the use of one or both of these languages in the schools of the province. Where both are not accepted, usually the one not accepted is made a second language. However, there is no assurance, for example, that French will be taught in certain English-speaking districts before high school years and where given it may be made optional or taught mainly as grammar and translation with little attention given to oral language. For the most part, this is due to a shortage of bilingual teachers. Similarly a province may allow German or Spanish to be taught as a second language but at present comparatively few schools offer either. Latin is an accepted part of most high school courses of study, but as it is usually optional, the percentage taking it has dwindled decade by decade. Little Greek is taught.

Canadians exhibit more religions than races, but in 1941, four religions claimed as adherents 84.7 p.c. of the population - Roman Catholic 43.3 p.c., United Church 19.2 p.c., Church of England 15.2 p.c., and Presbyterian 7.2 p.c. Canada has no state religion and in its legislation has attempted to separate matters of church and state, granting freedom of worship to all.

In part because the first schools in Upper and Lower Canada were church schools and in part because certain congregations prefer church schools, for example, the Roman Catholic Church wishes to maintain a close relationship between religion and education for its children, Canada has separate as well as public schools. Several provinces have developed unique patterns of providing state support and exercising a measure of state control over schools established under special conditions by minority religious groups.

Quebec has in reality two systems of schools, one English and Protestant, the other French and Roman Catholic, and Newfoundland has mainly denominational schools. In addition there are private schools in all of the provinces, many of which provide board and lodging as well as tuition. A number of these are church schools which children of compulsory school years may attend so long as the education provided meets with the approval of the public school inspectors.

Nor should it be lost sight of that ideas of scholars abroad have directly or indirectly influenced the development of Canadian schools. The disciples and books of such educators as Pestalozzi, Rousseau, Herbert, Montessori, Bernard and others, have permanently left their mark on school organization and procedure. Introduction of the Scottish tradition has largely influenced higher education, while the English influence in part has been felt through the Rhodes scholarships, work of church societies, tutorial system, etc. German universities attracted post-graduate students, more of them interested in science than in education. Of recent years, however, most Canadian students have received their post-graduate degrees, at home, or in the British, American or French universities.

Influence of educational practice in the United States is observable on educational opinion in Canada. It had left its imprint in many ways from the United Empire Loyalist tradition and settlers to the West, to books, magazines, newspapers, radio programs and graduates returning each year from American universities to Canadian education. Considering that both Canada and the United States are young countries; and racially somewhat similar, it is not surprising to find that they face similar educational problems and that expedients or theories

fostered in one may be transplanted in whole or in part in the other.

Canada has a federal form of government with sovereignty of education vested in the provinces. The provinces have compulsory state education with an educational ladder of several sections leading from kindergarten or elementary grades to state or private universities open to all who can qualify. Some provision is made for other than academically inclined pupils and special schools are provided for handicapped children. The systems, except Quebec, traditionally began with eight elementary grades and four high school years, but variations soon developed whether the 8-4 division became 8-5 as in British Columbia, 3-3-3-4 as proposed in Ontario, 6-3-3 where Junior high schools were introduced, or 3-3-3-3 as in Alberta.

Authorized texts and curricula have been an accepted part of most state and provincial systems. However the degree of emphasis placed on the use of authorized texts or reference books and none other, varies from province to province.

A fair degree of uniformity is evident within the schools of most provinces. Teacher training and certification is found under the education department or office. Employment of teachers certified by the province is made a condition of receiving a government grant. Most school classes follow uniform courses of study authorized for the entire province and the pupils have to be certificated for entrance to high school and graduation from high school. At one time all high school entrance pupils were required to write special examinations but for the most part, grading of these pupils has been left in the hands of the school principals. Free public schools, compulsory attendance, state certificated teachers, and financial support part from the state and the remainder from local taxes, is characteristic of Canadian schools.

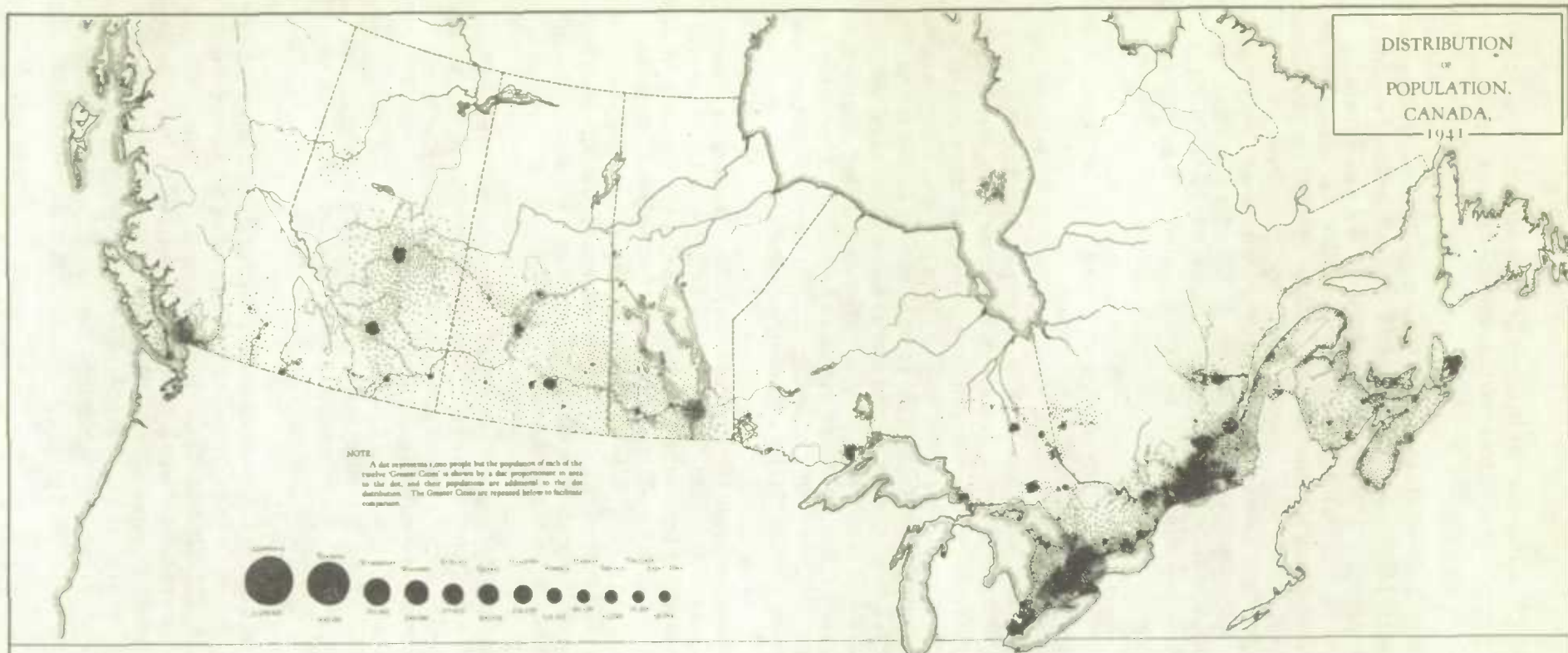
For many years Canada's widely scattered population presented a condition where in a highly centralized system of organization and control of education within the province was desirable. Each provincial government set up a central office to administer the School Act as established by legislation and rules and regulations of the provincial department of education; while local school boards representing the people of the district provided a school building and equipment, hired a teacher and supervised the conduct of the school according to regulations, and in accordance with authority granted to them under the school act. Inspectors served as liaison officers between the central office and the trustees boards. As population increased and more graded schools appeared, the tendency was to organize the urban areas, provide graded schools, and allow for more local autonomy. Local decisions affecting curricular content will probably increase as the schools become organized as larger units, cities and towns, each boasting a staff of professional educators and a highly qualified professional body of teachers.

#### School Enrolment.

During the century there has been a trend towards a greater percentage of youth attending school and completing more grades. During the census year 1940-41, between one-fifth and one-sixth of the population, or 2,175,031 persons, were enrolled in schools, although it was a war year when many high school students had left school for the armed forces, entered industry, or were helping at home. Figure 1 shows the distribution of these for ages five to 24. By 1951, enrolment had increased and more schools were open. In 1940-41, about 2.5 p.c.



DISTRIBUTION  
OF  
POPULATION.  
CANADA,  
1941



Enrolment in Public Educational Institutions, 1948

	British Columbia	Alberta	Saskat- chewan	Manitoba
Universities.....	1	1	1	1
Arts Colleges.....	—	—	—	5
Professional Colleges.....	—	—	—	1
Theological Colleges.....	2	2	6	—
Classical Colleges.....	—	—	—	—
Junior Colleges.....	—	5	5	—
Junior Professional Colleges.....	—	1	—	1
Junior Theological Colleges.....	—	—	—	—
Military Colleges.....	1	—	—	—
Secondary schools.....	127 <sup>1</sup>	95	229 <sup>2</sup>	116 <sup>3</sup>
Elementary schools.....	965	2,550	4,450	2,098
Teacher training schools.....	2	—	2	1
Teacher training colleges, faculties.....	1	2	1	1
Private business colleges.....	21	11	9	9
Private schools.....	41	50	30	46

1. Four-year degree courses.
2. At least 2-years beyond matriculation.
3. Includes public and secondary schools the majority being combined.
4. Includes senior high, junior-senior high and elementary-senior high schools.
5. Not counting 70 schools operating one or two high school rooms.
6. Not counting 111 schools operating one-room high schools. (384 in Saskat-chewan, and 111 in Manitoba.)

	Ontario	Quebec	New Brun- swick	Prince Edward Island	Nova Scotia	New- found land
Universities.....	7	3	3	1	4	1
Arts Colleges.....	10	1	—	—	3 <sup>4</sup>	—
Professional colleges.....	9	15	—	—	4	—
Theological colleges.....	19	17	—	—	2	—
Classical Colleges.....	—	55	—	—	—	—
Junior Colleges.....	1	—	—	1	—	—
Junior Professional Colleges.....	3	10	—	—	1	—
Junior Theological Colleges.....	3	13	—	—	—	—
Military Colleges.....	2	—	—	—	—	—
Secondary Schools.....	461	—	68 <sup>5</sup>	17 <sup>6</sup>	105	180 <sup>7</sup>
Elementary schools.....	7,300	8,861	1,605	463	1,909	1,200
Teacher training schools.....	2	83 <sup>4</sup>	1	1	1	—
Teacher training colleges, faculties.....	1	40 <sup>4</sup>	1	—	4	—
Private business colleges.....	86	92	5	3	9	—
Private schools.....	124	532	15	5	21	—

1. Four-year degree course.
2. At least 2-years beyond matriculation.
3. In many respects these are classical colleges.
4. Includes Prince of Wales College.
5. There were 180 schools with 10 or more pupils doing high school work.
6. Of these 1 normal school and 2 colleges are for Protestant teachers.
7. Not counting 30 one-room superior schools.

of the gainfully employed, 14 years of age or older, were classified as teachers or professors. In addition there were many part-time teachers and unpaid members of religious orders.

Census data has shown other interesting facts. The population of Canada is ageing due to an increase in length of life on the average and a birthrate which is generally declining despite spurts during war periods. As a result, while percentage of the total population at school age has decreased noticeably since Confederation, the percentage of the population of school age, 5-19, in attendance at school has increased census by census. It should be noted, however, that census data do not reflect year to year changes but only census years, nor do they show regularity of attendance, grade placement, or such. From 1901 to 1941 the percentages of the population at school were respectively 52.2, 52.9, 61.4, 61.7 and 65.3, while the number at school increased from 1,404,729 in 1901 to 3,266,732 in 1941.

Illiteracy similarly decreased and is now at a point where it is not considered necessary to include questions covering it in the census.

During the past several decades, average length of schooling increased from eight to ten years. Considering the number of years spent at school, the adult population above 20 years of age, reported a diminution in years for each older ten-year group, or an increase of from 7.5 years fifty years ago to 9.1 years for those aged 20 to 30. A closer examination of years at school reported by those from 25 years and up show that 3.1 p.c. had less than one year at school while 12.4 p.c., 60.4 p.c., 82.9 p.c. and 88.3 p.c. had four, eight, twelve and sixteen years at school, respectively, and 1.2 p.c. had attended school for 17 or more years. Education for the average citizen has shown an increase; nevertheless, the education of the average person could still be raised considerably.

To accomodate those attending school there were 31,128 elementary and secondary schools including technical schools, and 85,308 teachers in 1948-49. Table 1 lists the teachers in the elementary and secondary schools by sex, their median salaries, years' experience, and qualifications for 1947-48 or 1948-49. Attendance in these schools was 2,319,487. There were 12 special schools for the Blind, Deaf and Blind-Deaf as well as special classes in some of the cities for hard of hearing pupils or those with defective vision. Two hundred and sixteen teachers looked after the 1,961 pupils in attendance.

To prepare teachers for the publicly-controlled schools there were 109 teacher-training institutions and 1,182 instructors. Enrolment was 18,465 in the regular courses and 1,542 in acceleration courses. In addition 19 schools or faculties of education in the universities enrolled 1,830 students.

In addition there were 23,732 students who received correspondence courses from the ten Departments of Education. Enrolment in evening schools was in excess of 114,500.

In general the schools are organized as an educational ladder from kindergarten to college. However, at the secondary level there are divers paths that pupils may take; commercial, agricultural, technical or home economics courses or the regular academic course. Pupils in rural areas or in villages have been restricted to academic courses in most cases but with the coming of rural high schools, the picture is changing. Again, it is not unusual for graduates of the academic high schools to take commercial or technical courses, whether at the regular schools or in private schools. There is a trend in most schools toward



making the regular schools less academic and the commercial and technical schools more academic, or providing composite schools with greater opportunity for choice among the various fields.

Higher technical and commercial schools and the technical and professional schools at the level of higher education provide variety of choice beyond the secondary level. As in the United States, courses offered by the Universities have been increased in number during the past two decades and service to outside organizations by the universities has taken on new meaning.

The majority of children of school age enter the tax-supported public schools at the age of six and may remain for 12 years. In the cities, kindergartens are provided for age five, and in some cases, for ages four and five. A few nurseries, and most of them private, are presently operating although fewer than during war years when more women were working and the demand was greater. Outside of Quebec, the schools are co-educational. Pupils attend school five days a week for 200 days a year for about  $5\frac{1}{2}$  hours a day usually from 9 to 12 and from 1.30 to 4, although this varies somewhat from province to province and from rural to urban areas.

Slogans such as "child-centred school", "activity program", "enterprise education", etc., serve to indicate a trend towards "progressive education" and "socialization" and a move away from concentration on subject matter, examinations and grade standards. Others such as "the lighted schoolhouse", "Citizen's Forum", "National Farm Radio Forum", "Antigonish Movement" point to a move towards community centres or other organizations which have in part resulted in more opportunities for social and athletic activities for school children, as well as adults, and a new adult education.

To bridge the gap between grades eight and nine, junior high schools were introduced in some cities and rural high schools are being erected in increasing numbers. Despite this, less than 60 p.c. of those who enter Grade I enter high school, and of these another 25 fail to complete junior matriculation. About one-tenth of the population go on to higher education. Of these, about three per cent were graduated from university before the war. After the war, a great number of returned men inflated enrolment and the percentage graduating for some years was about one-tenth of the number entering elementary school. Most of the returned men have now been graduated and enrolment in universities is expected to drop somewhat but continue higher than for pre-war years. Federal grants to the universities beginning 1951-52 should help obviate the need for higher fees which tend to restrict enrolment.

#### Private Schools.

In addition to the "public" and "separate" schools found in several Canadian provinces, both of which are tax-supported and receive grants, there are private schools supported by some or all of fees, legacies, endowments and gifts. The majority of these are residential. These institutions vary in aim from being church schools preparing members for service to independent institutions paralleling public education or acting as finishing schools. Relatively exclusive schools may charge from \$1,000 to \$1,200 a year while others may expect the pupils to pay only a part of the cost of education or in a few cases provide everything gratis. Private academic schools reported an enrolment of 107,610 pupils and 6,455 teachers in the 828 schools listed covering elementary and secondary grades in 1950.

MEDIAN SALARY, EXPERIENCE AND QUALIFICATIONS OF MALE AND FEMALE TEACHERS IN PUBLICLY-CONTROLLED ELEMENTARY AND SECONDARY SCHOOLS

(QUEBEC 1947-48, OTHER PROVINCES 1948-49)

		Number	Median Salary			Years experience	Qualifications			
			All schools	larger urban schools	one- room rural schools		Qualified university graduates	Fully qualified	Partially qualified	Special certificates
			\$	\$	\$		p. c.	p. c.	p. c.	p. c.
Newfoundland	M	802	976			4.1 (4.7)	7.0	61.2	31.8	-
	F	1622				(3.9)				
Nova Scotia	M	575	1983	3213	1113	9.2	46.8	39.0	24.2	-
	F	3517	1460	2153	1149	8.4	1.0	60.1	38.9	-
New Brunswick	M	432	1572	2915	1054	5.3	1.3	76.4	23.3	-
	F	2739	1234	2012	1087	7.3	-	-	-	-
Prince Edward Island	M	1127	1136	2350	995	7.1	-	79.5	30.5	-
	F	570	1036	1850	980	6.0	-	55.4	44.6	-
Quebec lay teachers (R.C. schools)	M <sup>x</sup>	1900	2376	2675	1580	16.0	56.8	40.5	2.7	-
	F	11136	865	1364	715	7.4	14.1	73.6	12.4	-
Quebec (Protestant)	M	536	-	2500	909	-	55.6	17.7	13.1 <sup>xxx</sup>	13.6
	F	1996	-	1407	990	-	68.7	12.2	5.8 <sup>xxx</sup>	13.3
Ontario	M	7054	2721	3277	1708	-	-	-	-	-
	F	17117	1803	2144	1623	-	-	-	-	-
Manitoba	M	1251	1925	3265	1391	11.4	31.7	48.0	16.5	3.8
	F	3432	1512	2151	1377	8.2	8.2	70.5	20.0	1.3
Saskatchewan	M	2134	1785	3181	1415	8.0	21.8	60.5	15.7	2.0
	F	5025	1474	2056	1378	5.6	3.2	76.7	19.8	.3
Alberta <sup>xx</sup>	M	1744	2649	3302	1925	13.4	21.8	74.0	3.3	.9
	F	3966	2036	2409	1800	8.8	5.1	88.7	5.7	.5
British Columbia	M	1950	3081	3425	1888	14.7	57.6	31.5	3.7	7.2
	F	3455	2285	2588	1953	9.6	15.5	74.2	7.5	2.8

x In addition there were 2416 brothers with teaching diplomas and 429 with permits, 4657 nuns with diplomas and 1181 with permits in controlled schools. Average salary of the brothers was \$924 and nuns \$699 in controlled schools. In Independent schools there were 497 brothers and 2527 nuns.

xx Alberta also employs pupil supervisors and correspondence courses in some rural schools where qualified teachers are not available.

xxx Including teachers from other provinces with permits to teach in Quebec.



Private school enrolment in Quebec accounts for about 10 p.c. of her total elementary and secondary school population, while outside of Quebec, it ranges from 2 to 4 p.c. About half of the institutions, exclusive of Quebec, are Roman Catholic, 21 p.c. Protestant, 1 p.c. Jewish, and 29 p.c. non-denominational.

In addition there are some 243 private institutions known as "business colleges" which, during the course of a year, prepare young people for office positions. Enrolment is above 35,000, almost one-half being full-time students, and 71 p.c. being girls. Ages are from 14 up with the majority around age 18. Their educational background ranges from high school entrance to university graduation with the majority having had from three to five years of high school. Other private schools are established to provide instruction in various trades. In addition, correspondence schools provide a wide range of courses for trades such as diesel motors, carpentry, etc.

### Canadian Universities and Colleges.

The present organization of universities and colleges in Canada grew out of various needs and desires on the part of the provinces, the churches, private groups or individuals coupled with the necessary support where available. As a result, it is most difficult to draw lines separating universities from colleges and colleges from high schools. A unique system of education for Canada found in Quebec further complicates any attempts at classification. Six of the ten provinces have provincial universities, although some of these may have affiliates which were organized through private enterprise. There are private colleges in all of the provinces and private universities in a majority of them, many of which received provincial grants and all of which have benefited somewhat from Canadian government grants under D.V.A. (Department of Veterans Affairs). Certain of the universities are highly complex organizations, with many professional and graduate schools; others are small institutions concentrating on the Bachelor degree in Arts and Science. The colleges vary from specialist schools such as theology, to junior arts colleges, which offer the last two years of high school and the first two years of college, to specialist technical schools at the undergraduate or post graduate level. As in other schools, organization for higher education in Quebec differs from that in the other provinces in that students who plan to go to university generally enter the classical colleges at the end of the seventh year and receive their baccalaureat after eight years. They may then enter the University for a License or Doctorate, or for such professional courses as Medicine, Dentistry, Engineering or Commerce. However, students may enter specified courses in the faculties of Engineering, Agriculture or Commerce from a secondary school, although they may be required to take a preparatory course. The Universities are mostly co-educational, although there are colleges exclusively for men and women.

The English-speaking universities are similar to American institutions and somewhat similar to those in the United Kingdom. Students are admitted to regular university courses after having completed a four-year (five in Ontario and British Columbia) course in the high schools and having passed the final examinations set by the Departments of Education in the provinces, or having been recommended from certain accredited high schools. University arts courses usually require three years for a pass degree or four years for an honours degree. Those receiving an honours degree may elect to take a master's degree which is obtainable in most universities after one additional year's work; and a doctorate available after another two years if requirements for languages, examinations and a thesis have been met. Other faculties require a specified number of years to qualify for the appropriate degree and may in some cases be taken together with arts.

The regular university and college courses begin in the fall, about the end of September, and continue to the middle of May. Summer schools are held on most campuses at which students may take one or two subjects toward a degree or special courses offered for teachers, etc.

Some of the universities have provided residences for out-of-town students. Others have fraternities and sororities on their campuses and most of them help the students to secure satisfactory housing.

The students usually elect a representative council which is in charge of organized athletics and a wide variety of social and recreational activities. Attendance at classes is compulsory in most institutions, and failure to attend 90 p.c. of the undergraduate lectures may prevent a student from taking the examinations at the end of the course.

For those who wish to enter college, Canada has some 18 or more universities and twice as many colleges, in addition to special professional schools, junior colleges, theological colleges and other schools at the junior college level. About eighteen institutions offer post-graduate work, but only about half of these offer courses leading to the doctorate. Some idea of the increase in the number of students is observable from comparing an enrolment of 33,000 full-time students in 1921 to 82,750 in 1948 or an increase of from 26 to 75 for each 10,000 inhabitants. For the same period, the number doing post-graduate work increased from 407 to 3,135. During the period 4.5 p.c. of the young men and 1.5 of the young women who reached their early twenties were graduated with a first degree. Of the 139,000 who received a first degree, 13,000 earned a second or master's degree and 1,741 obtained a doctorate. Whereas during the first decades of the century the majority of Canadian post-graduate students went to Europe for higher degrees, after World War I the majority went to the United States. While many still go overseas or to the United States, the proportion attending Canadian universities is on the increase.

### School Buildings.

The Canadian education mosaic is probably at present undergoing a greater metamorphosis than any previous time in our history and one of which no one can predict the outcome in its entirety. Among other noteworthy changes is the replacement of obsolete frame buildings and dingy brick structures with functionally-planned, well-lighted, well-ventilated, modern buildings which are show places, in part because they are fitted to a modern conception of education, in part because new principles of construction, architectural designs and new materials. For the elementary division buildings are usually one-storey with at least some of the following innovations: indirect lighting, bilateral lighting, folding or otherwise moveable partitions, ramps instead of stairs, rooms planned for projects and projection, nuseite boards of green glass (other colours are available); moveable, stockable furnishings, ample storage spaces etc. Painting, decorating and lighting are done with consideration for the psychological effect and the elimination of glare and eye strain. Many single unit rural schools have been replaced with buildings functionally-planned for modern teaching procedures, health and comfort; and in some provinces the trend is towards providing larger centrally-located structures which function as community centres in the rural and semi-rural areas.

### Adult Education.

Not only has a subject-centred curriculum in day schools been replaced by child-centred schools but out-of-school and adult education is now developing



functionally. No longer are adults merely offered day-time classes in the same formal manner as day pupils. Instead there is a wide variety of educational opportunities conducted or directed by Departments of Education, University Extension Departments, school boards, private organizations, etc.

This newer education is based on the realization that you cannot lay down curricula to educate masses of people without due consideration of needs, background, interests and demands of those most concerned. Education must be of interest to and meaningful, satisfying and important to those being educated. Various activities classifiable as practical or economic, cultural, social or recreational and athletic, have met such requirements in many situations and are on the increase. Organization in rural areas has developed a fairly successful pattern in many communities built around "the lighted school house, or "community centre" and augmented by the Women's Institute, Home and School, folk-schools and short courses directed by university extension or departments of education, or it may be centred around listening-discussion groups following Farm Forum broadcasts. In urban areas, schools and colleges, organizations such as the YMCA and YWCA, WEA, etc. and the Citizens Forum broadcasts, provide opportunity for advancement. However a majority of the working people do not come under the influence of any of these and a means of reaching this group presents one of the most challenging problems today. The assumption of adult education workers is that most of these workers, or housekeepers, who receive a limited number of years of school should be enlisted in co-operative community endeavour where they can benefit from knowledge and skill which is beyond the interests and grasp of childhood and youth, but is of crucial importance and forms a daily part of the daily experience of men and women. In part it is to prevent frustrated behavior which can play havoc with the individual and in time could wreck society, in part it is to assist the individual to live a richer and fuller life in a more social community.

#### Financing Canadian Education.

Some idea of the relative importance of education in the Canadian economy is shown by the fact that in 1946, slightly more than 2.8 p.c. of the national income went for formal education, or 7.5 p.c. of the revenue received by the federal, provincial and municipal governments was expended on formal education, the latter two governments paying the greater part as can be readily seen from Table 2. Some idea of how the schools are financed is also observable. Table 3 allocates expenditure on formal education by school boards and governments by provinces. Tables 4 and 5 list expenditure of the provincial and federal governments by provinces.

Municipal councils through direct taxes often help to support local elementary and secondary schools and may assist institutions of higher education indirectly. The Province provides grants to assist all levels of education and special services, maintains a department of Education, inspectors, supervisors, etc., assists in establishing province-wide standards, and provides normal schools, teachers' colleges, etc. The Federal Government provides education for Indians and residents of the Territories and members of the armed forces, grants the provinces some financial assistance for vocational education and in 1951-52 is making grants to the provinces to be distributed to the universities on a basis of enrolment of regular students. In the succeeding chapters, a fair idea of the work in formal education being supported by municipal provincial and federal governments may be obtained. Private schools and colleges depend largely on fees and contributions from individuals, groups or endowments.

Table II  
Revenue of Educational Institutions 1948  
(thousands of dollars)

Source of Funds	Publicly Controlled Schools	Private Academic	Commercial Schools	Universities and Colleges <sup>x</sup>
1. Provincial grants	95,042			10,918
2. Local taxation	154,422			121
3. Fees	387	14,181 <sup>xx</sup>	3,657 <sup>xxx</sup>	14,939
4. D.V.A. (Dominion grants)				3,896
5. Other sources	4,841			4,694
6. Endowments				2,391
Total	254,692	14,181	3,657	36,959

xx Includes an estimate of \$6,200,000 for Quebec.

xxx Includes an estimate of \$800,000 for Quebec.

x Institutions included represent 80 p.c. of total college enrolment but exclude classical colleges.

Table III

Expenditure on Formal Education 1948

(thousands of dollars)

	Publicly-controlled schools (less provincial grants)	Private Schools	Universities and Colleges (less government grants)	Provincial governments (less federal grants)	Federal Government (civilian education)	(veterans education)	Total
1. Prince Edward Island	448	39	46	788	97	9	1,427
2. Nova Scotia	4,951	272	1,346	5,502	195	478	12,744
3. New Brunswick	4,963	339	858	3,230	226	287	9,923
4. Quebec	37,772	7,000	5,595	38,454	2,444	1,422	93,788
5. Ontario	55,940	4,611	6,943	49,851	2,353	4,142	123,840
6. Manitoba	10,019	533	1,086	6,298	743	583	19,262
7. Saskatchewan	13,998	442	1,075	9,393	1,289	496	26,693
8. Alberta	15,842	715	863	12,405	1,179	592	31,596
9. British Columbia	11,477	1,160	1,940	17,258	1,918	1,274	35,027
10. Yukon and N.W.T.	40				620	-	660
Undistributed					1,221	681	1,903
Total	155,450	15,111	20,853	143,199	12,286	9,964	356,863



Table IV

Expenditures on Formal Education by and through Provincial Governments, 1948  
(thousands of dollars)

	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Total	Nfld. **
1. Elementary and Secondary Education											
11. Grants to schools - academic	544	4,086	1,911	18,013*	31,029	3,680	5,439	8,149	12,439	85,290	3,200
vocational			379	275	4,091	265	640		774	6,424	
12. Services and Supervision of elementary and secondary education											
121. Academic and general	30	327	388	1,633	1,594	243	558	563	583	5,919	309
122. Vocational	108	49	17	5,466	103	9			49	5,801	
123. Correspondence courses	2	26	19	57	68	62	104	325	170	833	2
13. Teachers' pension fund	4	244	46	1,111	2,116	48	156	41	918	4,684	125
14. Administration and undistributable	24	182	51	854	490	159	244	121	96	2,221	76
15. Total applicable to elementary and secondary education	712	4,914	2,811	27,409	39,491	4,466	7,141	9,199	15,029	111,172	3,712
2. Teacher training											
21. Regular session	8	84	73	682	1,096	338	211	227	143	2,862	52
22. Summer schools	3	25	32		134	39			36	269	23
3. Education of the Blind and Deaf	6	70	23	60	477	45	152	51	133	1,017	36
4. Other special schools		11		1,767	869	188		783		3,618	
5. Scholarships and student aid	2	9	5	639	509	23	119	21	56	1,383	10
6. Grants to Universities and Colleges	94	393	389	9,171	8,134	1,202	2,153	2,482	2,461	26,479	103
7. Total gross expenditures	825	5,506	3,333	39,728	50,710	6,301	9,776	12,763	17,858	146,800	3,936
8. Less: Dominion government grants included above	37	4	83	1,274	859	3	383	358	600	3,601	
9. Net expenditures by provinces	788	5,502	3,250	38,454	49,851	6,298	9,393	12,405	17,258	143,199	3,936

\* Includes \$6,909 thousands paid by the province on school debts

\*\* Newfoundland was not a province of Canada, 1948

Source: Public Accounts of the provincial governments



Table 5 - Expenditures on Formal Education by Government of Canada  
Distributed by Provinces, 1948  
(thousands of dollars)

	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Yukon & N.W.T.	Undis-tributed	Total
1. <u>Grants to public schools</u>												
11. Operation of vocational schools	32	42	175	581	589	48	206	196	135	-	19	2,023
12. Vocational school buildings	19	36		1,314	279	111	314	152	188	-	-	2,413
13. In lieu of taxes <sup>a</sup>	-	-	1	.5	-	2.5	-	-	-	-	-	4
14. School health services	-	-	-	3	-	-	-	-	-	-	-	3
2. <u>Indian Schools</u>												
21. Operation of day schools	42	68	37	395	496	325	316	336	427	429	301	3,172
22. Grants - residential schools		37		33	371	245	429	485	522	110	-	2,232
3. Northwest Territories and Yukon	-	-	-	-	-	-	-	-	-	81	-	81
4. <u>Higher Education</u>												
41. Scholarships and Student Aid	4	9	10	76	50	2	19	10	24	-	174	378
42. Grants - Schools of Social Work		3		18	15	4	-	-	9	-	-	49
43. Members of Armed Forces					544		-	-	609	-	517	1,670
44. Replacement of Machinery <sup>b</sup>											2	2
5. <u>Other</u>												
51. Children of the armed forces	-	-	-	-	-	-	-	-	-	-	115 <sup>c</sup>	115
52. Academic education in prisons			3	24	9	5	5	-	4	-	-	50
53. Miscellaneous	-	-	-	-	-	-	-	-	-	-	94	94
6. <u>Education of Veterans</u>												
61. Grants and fees to universities	9	469	281	1,321	3,761	568	496	585	1,217	-	225 <sup>d</sup>	8,932 <sup>e</sup>
62. Fees to other schools	-	9	6	101	381	15	-	7	57	-	456	1,032
7. Totals	106	673	513	3,866	6,495	1,326	1,785	1,771	3,192	620	1,903	22,250

(a) Includes grants for replacement of machinery used in war emergency training

(b) Paid to school boards on account of children attending school from crown lands

(c) Includes operating costs of schools on military establishments and fees to certain school boards

(d) To university and colleges outside Canada, mainly in United States

(e) In addition \$14,772 thousand was paid in living allowances to students

Actual compilation of financial data showing support of various institutions is difficult as it is almost impossible to separate institutions on a basis of support or control. For example, there are independent universities or colleges which receive grants to assist some faculty or school or for specific courses in others. Similarly, the relative amounts contributed by the province and school district or municipality vary considerably from province to province; or from more than three-quarters by the province to about one-fifth in part dependent on the degree of industrialization and municipal organization of the province. All of this indicates a wide variety in situations to be met and methods presently employed to meet them. Some idea of the organization in each province is given in the chapters which follow. The situation, however, is dynamic and there will have been changes before this is in print.

#### Organization of the Departments of Education.

The chapters which follow give a brief discussion of the organization of publicly-controlled education in Canada's provinces. To assist in an understanding of the organization, diagrams showing the schools which make up the "educational ladder" have been provided for each province; and charts showing the organization of the Department of Education have been made available for a number of the provinces. These will give some idea of the variety of organization which has been effected in the provinces to provide the services decided on by the legislatures. Some idea of the personnel of the Departments is obtainable from the table which follows in which the key personnel of the Departments are indicated by positions held.

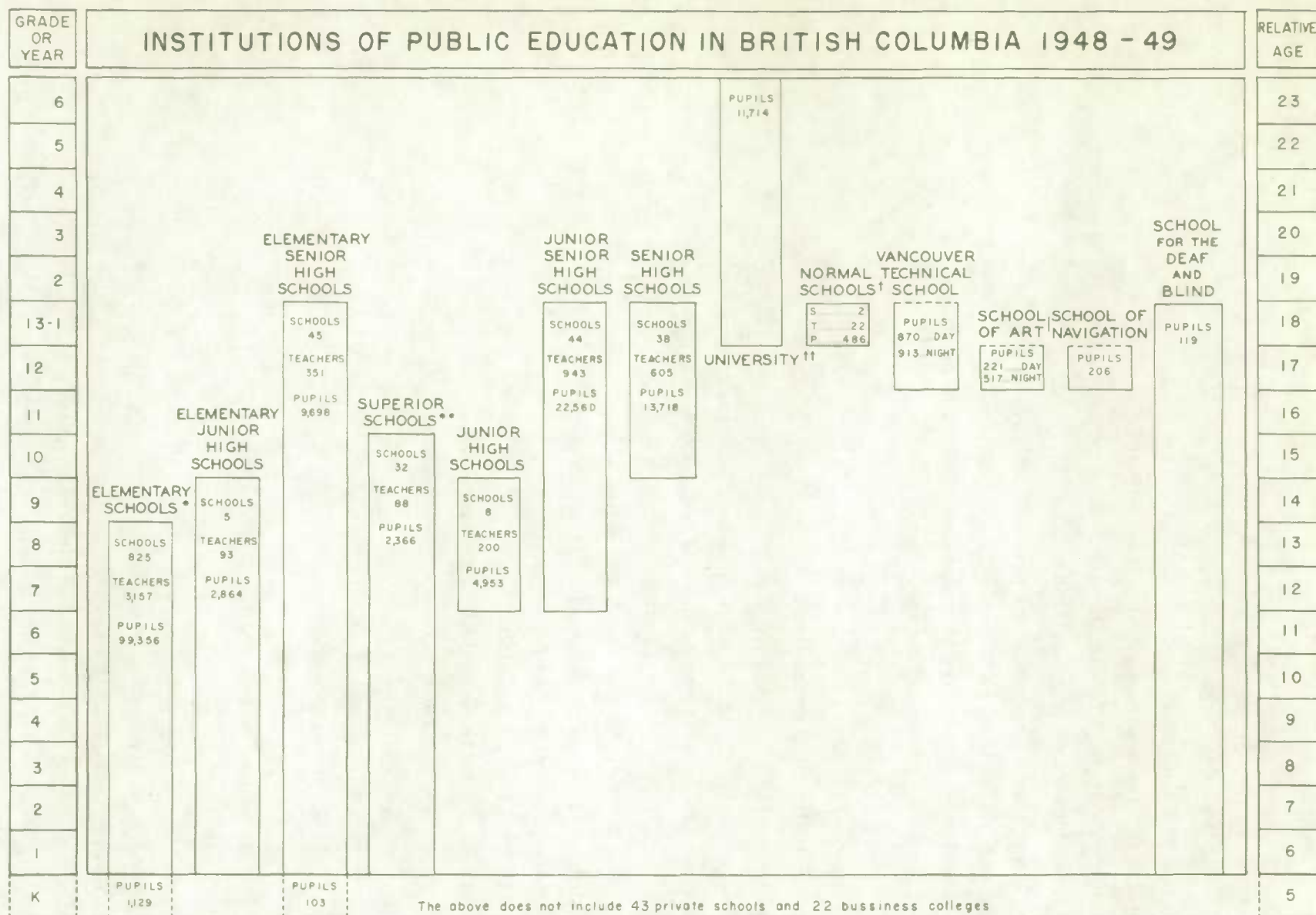
Official Positions in the Provincial Departments of Education 1949

	Prince Edward Island	Nova Scotia	New Brunswick	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Quebec Roman Catholic	Quebec Protestant	Newfoundland
1. Advisory Council of Education	x	x(6)	x		x	x			x(67)	x(79)	x
2. Minister of Education	x	x	x	x	x	x	x	x(54)	x(68)	x(80)	x
3. Deputy Minister of Education	x	x(7)		x	x	x	x	x(55)	x	x	x
4. Administrative Officer	x				x(28)						x
5. Chief Superintendent of Education			x(14)				x		x	x	
6. Chief Director of Education				x					x(69)	x(81)	
7. Director of Curricula			x		x	x(33)	x(45)	x			
8. Director of Vocational Education		x	x	x	x	x		x(56)			
9. Director of Professional Training	x(1)	x(8)	x(15)	x(19)	x(29)	x(34)			x(70)	x(82)	
10. Director of Guidance		x		x		x(35)	x	x(57)			
11. Director of Visual Education		x	x(16)	x(20)	x(30)	x(36)	x(46)	x	x(71)	x(83)	x
12. Director of School Broadcasting		x(9)	x	x	x	x(37)	x	x			
13. Director of Research					x						
14. Director of Testing								x(58)			
15. Director of Auxiliary Classes				x					x(72)	x(84)	
16. Director of Correspondence Classes	x(2)	x	x	x	x	x	x	x(59)	x	x	x
17. Director of Art				x				x(60)	x	x	
18. Director of Music				x		x(38)					
19. Director of Home Economics							x	x	x	x	
20. Director of Physical Education			x			x		x(61)			
21. Director of Health Education	x(3)			x			x				
22. Director of Adult Education		x		x		x					x
23. Director of Rural Education	x(4)	x									
24. Director of Veterans Education		x									
25. Supervisor of Attendance	x	x(10)		x(21)	x						
26. School Administrator					x		x	x(62)			
27. Chief Textbooks Branch		x(11)	x(17)		x	x(39)	x(47)	x			
28. Chief Inspector		x	x	x(22)	x	x	x	x	x(73)	x(85)	
29. High School Inspector (S)		x	x	x(23)	x	x(40)	x(48)		x(74)	x(86)	
30. Elementary School Inspector (S)		x(12)		x	x(31)		x(49)	x(63)			x
31. Elementary School Superintendents			x(18)	x(24)	x	x(41)	x		x(75)	x(87)	
32. Elementary School Supervisors	x(5)		x	x			x(50)				
33. Inspector Household Science		x	x	x			x				
34. Inspector Industrial Arts		x	x	x				x(64)			
35. Registrar		x(13)	x	x	x(32)	x	x	x	x(76)	x(88)	
36. Accountant				x	x	x(42)		x	x		x
37. Secretary of Education	x	x		x			x(51)				x(91)
38. Librarian	x	x	x	x(25)	x	x(43)		x(65)			x
39. Architect Engineer			x						x(77)	x(89)	
40. Editor			x	x(26)			x				
41. Provincial Archivist			x	x		x	x	x			
42. Chief Clerk							x(52)				
43. Additional Staff				x(27)		x(44)	x(53)	x(66)	x(78)	x(90)	x(92)

(1) Teacher training (2) and Attendance (3) Physical Fitness (4) and Libraries (5) six supervisors (6) Premier-Chairman, Council of Public Instruction (7) appointed 1951 (8) Principal, Provincial Normal College (9) and Registrar (10) and Registrar Summer School (11) 4 Assistants (12) 18 and Acadian Visitor (13) and Director of School Broadcasting (14) and Director and 2 Assistants (15) Principal, Teachers College (16) Audio visual aids (17) Supervisor of school books (18) 13 County Superintendents and 14 Assistants and 3 City Superintendents and 3 Assistants (19) Superintendent (20) Audio visual aids (21) and school cars (22) Superintendent Secondary (23) 12 (24) Superintendent and 3 Assistants - 141 public and separate school (25) Director (26) of textbooks (27) Agriculture Arts and Crafts, French Instruction (28) and Assistant (29) Principal, Normal School (30) and sound (31) 27 Inspectors (32) and Assistant (33) and Saskatchewan Book Bureau (34) Teacher Training (35) and Examination (36) Supervisor (37) Supervisor (38) Supervisor (39) Book Bureau (40) 3 (41) 62 (42) Statistics and school grants (43) Supervisor (44) Education in Northern Saskatchewan Inspector Unit Offices Regional Director C. V. T. (45) and Associate Director (46) Audio visual (47) Manager (48) 4 (49) 50 (50) Field Administrative Officer (51) Departmental Secretary (52) Principal Institute of Technology and Art (53) School grants, buildings, debentures, examinations (54) Executive Assistant (55) Superintendent of Education (56) Technical (57) and in-service training (58) Tests and Standards (59) High and Elementary (60) Drama (61) Recreation (62) Inspector of technical classes (63) 24 (64) Inspector technical classes (65) Provincial Archives (66) Educational reference and school services. Provincial Librarian. Supervisor of Provincial Archives Public Library Commission, Superintendent Provincial Museum of Natural History and Anthropology (67) Catholic Committee (68) Cabinet Ministers concerned with Education - Provincial Secretary-Minister of Social Welfare & Youth (69) Secretary and Deputy Minister (70) Departmental examination (71) Film librarians (72) French (73) General Assistant (74) Assistant (75) 8 regional 25 city (76) Archivist (77) Building services (78) Special officers Supervisor of English, French and Assistant (79) Protestant Committee (80) Cabinet Ministers concerned with education, Provincial Secretary, Protestant representative, Minister of Social Welfare and Youth (81) Secretary & Deputy Minister (82) Departmental examinations (83) Film librarians (84) French & English (85) General



Assistant (86) Assistant (87) 9 (88) Archivist (89) Building services (90) 3 Special Officers Supervisors of English, French and Assistant (91) Assistant Secretary (92) Commissioner for Home Affairs and Education, Executive Officer and Assistant Executive Officers for Roman Catholic Schools and Statistical Services, Church of England and Amalgamated Schools, United Church and Community Schools, Salvation Army Schools, Land Settlement Schools, and Book Bureau, (S) or Superintendent.



The above does not include 43 private schools and 22 business colleges

\* - 35 elementary schools enrolled 197 pupils above grade VIII

\*\* - 9 superior schools enrolled pupils grade X

† Vocational teachers are trained elsewhere

†† Enrolment includes Victoria College H.M.C.S. Royal Roads and two denominational colleges

BRITISH COLUMBIA

Department Personnel (1950):

Minister of Education

Deputy Minister and Superintendent of Education

Executive Assistant to the Deputy Minister and Superintendent of Education

Assistant Superintendent of Education

Chief Inspector of Schools (no present incumbent)

Municipal Inspectors of Schools 10

Inspectors of Elementary, Superior and High Schools, 30

Inspector of Technical Classes

Registrar

Director of Technical Education

Director of Home Economics

Inspector of Home Economics

Director of High School Correspondence Instruction

Director of Elementary School Correspondence Instruction

Officer in Charge of the Text-Book Branch

Principal, School for the Deaf and Blind

Director of Recreational and Physical Education

Director of School Radio Broadcasts

" of Visual Education

" of Educational and Vocational Guidance

" of the Summer School of Education

" of Curriculum

" of Educational Reference and School Service

" of Tests and Standards

" of Alcohol Education

" of School and Community Drama

Chief Clerk

Accountant

Provincial Librarian and Archivist

Superintendent, Public Library Commission

Director, Provincial Museum of Natural History

Principal, Provincial Normal School, Vancouver

Principal, Provincial Normal School, Victoria



## BRITISH COLUMBIA

### A. Brief History of Education in British Columbia

A resumé of the history of education of British Columbia must follow the development of education on Vancouver Island as well as that on the mainland before the two were united. In 1849 Vancouver Island was governed by the Hudson's Bay Company, which Company attempted to provide an education for the children of its employees and the few settlers around Fort Victoria. The first teachers were clergymen, and church and school were closely connected. The Rev. R.J. Staines was the first teacher-preacher. He perished in a shipwreck in 1853 and Rev. E. Cridge, assisted by his wife, took over the work in 1855. Mrs. Cridge opened the first Sunday School, while public schools supported in part by fees were opened in Victoria, Craigflower and Nanaimo. A financial statement of the time shows 450 paid in salaries, £73, 9, 6 received from fees and £9, 3, 0 from voluntary contributions. Enrolment in the three schools was over 100. At the time two private schools were in operation in Victoria under the patronage of the Lord Bishop of British Columbia.

The first legislation concerning education passed by the legislative assembly in 1865 provided for the governor to appoint a general board of education of nine persons of whom any three would form a quorum. This body corporate met monthly and reported to the governor. The governor was empowered to appoint a superintendent at \$1,500 per annum with a yearly contract depending on good behaviour, who would be ex-officio, secretary of the Board. The board could establish school districts, prescribe the course of study and select and prescribe books. The governor could appoint teachers and school boards and prescribe their duties. The schools were to be open to children of all denominations. This Act centered all authority in the governor who appointed the general board of education, superintendent, local board and teachers, and provided free non-sectarian schools. The legislative grant was \$5,000 a year.

Considerable progress was made under this Act until 1866 when the governor reported through the superintendent that there would be no money after August of that year.

Meanwhile on the mainland in 1862 Rev. R. Jamieson, a Presbyterian, opened the first school at New Westminster. It was non-sectarian and supported by tuition fees. After nine months he persuaded the parents to take over, with a qualified teacher in charge, and applied to the Governor for £100. Fees charged were \$1.50 per month, per child. In 1865 the Governor indicated that all regulations would provide for non-sectarian schools with the utmost deference for religious convictions of all Christians.

In 1866 Vancouver Island and British Columbia were united. As the first governor was strongly opposed to free public schools those on Vancouver Island ceased to exist.

In 1869 "an ordinance to establish Public Schools throughout the Colony of British Columbia" provided for repealing the Common School Act of 1865. The Governor-in-Council might establish and found school districts, hear all applications for public money and apportion sums granted by the legislature (no teacher should receive more than \$500 per annum); appoint teachers to the common schools or remove the same for cause; provide for the examination of teachers; select non-sectarian textbooks and provide for the inspection of schools. Trustee boards of not fewer than three members were to be elected annually and their duties

prescribed. Clergymen were permitted to visit the schools before and after regular school hours, to impart religious instruction.

Education thus regulated did not function effectively. In 1872 the school system was reorganized by repealing former school acts and passing "An Act respecting Public Schools", which is the basis for the present school organization. A Public School Fund was established and fixed at \$40,000 for 1872, and similar sums were voted by the legislature for subsequent years, upon which the board of education could draw for the payment of salaries of the teachers, erection and repair of schoolhouses, and payment of incidental expenses of the districts. The Lieutenant-Governor-in-Council appointed a permanent Board of Education of six and a Superintendent of Education who was to be, ex officio, chairman of the Board of Education and hold office during pleasure at a salary of \$2,000, and travelling expenses. The Lieutenant-Governor-in-Council might create new school districts if there were 15 or more children of school age (between five and fifteen) and make provision for their education when the number of children was below 15.

The Board of Education was to meet at least every three months. It could prescribe text-books and authorize their purchase and distribution, examine and certify teachers, appoint, or upon cause, remove teachers, establish separate schools for females where expedient, and establish high schools. Rules and regulations were soon forthcoming. Provision was made for the election of trustees and their duties were defined.

It is of interest that of the 16 teachers engaged in the province 12 were English, two Canadian and two American.

The first attempt at compulsory education in the province was made in 1873, by amendment to the "Public Schools Act, 1872".

The first competitive examination for entrance to a high school was administered in 1876. Of 160 candidates only 68 were successful.

In 1876 the Elliott government introduced the School Tax Bill requiring, among other things, that every male person above 18 should pay an annual tax of \$3 for the support of public schools. Despite strong opposition from Roman Catholics, the bill was passed and the principle of taxation for public schools was established.

The Public School Act of 1879 superseded all previous acts. It abolished the Board of Education and gave their powers to the Superintendent of Education. It specified the duties of trustees, placed high schools under the trustee boards and provided for the appointment of inspectors. Cities and rural districts were expected gradually to take over the cost of operating the schools aided by grants from the government, with the exception of certain assisted schools where the government paid the teacher's salary.

Provincial Normal Schools were opened in Vancouver in 1901 and in Victoria January 4, 1915.

#### The University of British Columbia.

In 1890 an act provided for a convocation, a senate and a university of four faculties. Due to dissention between Vancouver Island and the mainland nothing was done.



In 1906 the Royal Institution for the Advancement of Learning of British Columbia was formed, with power to establish colleges for the higher education of men and women in institutions approved by McGill University. Colleges were begun in Victoria and Vancouver, supported by government grants, voluntary contributions and fees.

In 1917 a land grant was made towards establishing a university and in 1908 an act provided for a chancellor, convocation, board of governors, senate and faculties. A Royal Commission composed of educationalists from other provinces, selected Point Grey, Vancouver as the most suitable location.

Victoria College has developed as a Junior College of the University of British Columbia offering two years of Arts and Science including commerce.

#### B. The Council of Public Instruction

The Council of Public Instruction in British Columbia is constituted of the Executive Council or Cabinet inclusive of the Minister of Education and with the Superintendent of Education, ex-officio as secretary. It is empowered:

- (1) To create, alter the boundaries, change the name or abolish any rural districts. Ten children of school age must be available for attendance before a district may be established;
- (2) To create large municipal districts from two or more municipal school districts, or by uniting one or more rural school districts with one or more municipal districts; and to create or abolish, define or alter the boundaries of large municipal or rural school districts.
- (3) To establish a high school in any school district where fifteen pupils are available for attendance, or to establish a junior high school where it is considered expedient to do so, or to establish any combination of elementary, junior high and senior high school grades under one principal, and to group any number of public schools in any district under one principal for administrative purposes;
- (4) To establish superior schools where the work prescribed for the last year of public school and first two years of high school is taught and where eight pupils are available for attendance;
- (5) To make rules and regulations governing the conduct of public schools; to prescribe the form of contracts of engagement of teachers and to prescribe the teacher's duties;
- (6) To determine the grades and classes of teachers' certificates and qualifications for such, and the qualifications for Provincial Inspectors, Municipal Inspectors of Schools and Directors of Education, and to make rules for granting all such certificates;
- (7) To prescribe courses of study and text-books, and authorize supplementary readers for public and normal schools;
- (8) To confirm or set aside an election of trustees or vote of money at the request of the Superintendent of Education, in response to a complaint of irregularities of elections or school meetings; and to appoint a time and place for a special meeting when necessary for a new election or money vote;



- (9) To appoint an official trustee to conduct the affairs of any school district;
- (10) To determine all cases of appeal from Boards of School Trustees decisions, and to appoint a Board of Reference and make all necessary regulations;
- (11) To make necessary provisions, not inconsistent with the Public Schools Act, to meet exigencies and generally to enforce rules, orders and regulations of the School Act;
- (12) On request, to unite two or more municipal districts as a technical school area and establish therein one or more technical schools, or to alter the boundaries of or abolish any technical area so constituted;
- (13) To establish, conduct and maintain correspondence courses of instruction for pupils unable to attend school, and if considered advisable to fix tuition fees for instruction in high school subjects taken through correspondence;
- (14) To acquire prescribed text-books, supplementary readers and reference books, and necessary school supplies, which are furnished free or on a rental plan to teachers and pupils subject to terms and conditions prescribed by the Council of Public Instruction;
- (15) To define a community school attendance area.

From time to time the Council of Public Instruction with approval of the crown may:

- (1) Set aside waste land for school purposes;
- (2) Establish normal schools with model departments and make regulations for their conduct; make allowance for travelling expenses of students attending normal school, and fix tuition fees;
- (3) Appoint two or more qualified men to form a Board of Examiners with the Superintendent, and form additional boards if needed;
- (4) Suspend or cancel for cause any teacher's certificate;
- (5) Conduct and maintain a school for the deaf and blind;
- (6) Grant such bursaries and scholarships as the Council of Public Instruction may prescribe to persons qualified for admission to the normal schools, to Victoria College, or to the University of British Columbia or to undergraduates who desire to continue their studies;
- (7) Upon report of the Superintendent, grant up to \$7 a month per pupil to a qualified teacher who is instructing school age children in the prescribed courses in approved and inspected classes where there are insufficient children to establish a public school and correspondence work is inexpedient.
- (8) To authorize the Minister or a Board of School Trustees to enter into an agreement with the Indian affairs Branch of the Dominion Government for the education of Indian children resident in their respective school

districts.

No person may institute a class without permission and the Council of Public Instruction may;

- (a) disband any class;
- (b) prevent any person from giving instruction;
- (c) make regulations and prescribe a course of study and
- (d) prohibit any person from attending a class or a parent from sending any minor to such class.

### C. The Department of Education

The Department of Education is a Department of the Civil Service under the management and direction of the Minister of Education, who is a member of the Executive Council of British Columbia appointed by the Lieutenant-Governor and who holds office during pleasure. Under him are a Deputy Minister and Superintendent of Education and such inspectors and other officers, clerks and servants as required who are appointed in accordance with the Civil Service Act.

A special investigator may be appointed from time to time to inquire into the social living conditions of female teachers in rural areas, to suggest what rural boards may do and report to the Department.

### Functions of the Department

The Department, as in most provinces, has charge of administering the School Act. It has charge of the Normal Schools, and issues certificates to teachers, and successful candidates at the departmental examinations. It advises the Council of Public Instruction. It draws up the Programmes of Study for the schools, authorizes textbooks, issues regulations regarding the qualifications and minimum requirements as to buildings, and generally supervises the work of the schools.

### The Minister of Education

As in other Canadian provinces the Minister of Education is an elected member of the Provincial Legislature who has been appointed as a Cabinet Minister with education as his portfolio. He and other Cabinet Ministers constitute the Council of Public Instruction and determine the broad general pattern of educational policy of the government in power. The Minister of Education is responsible to the Legislative Assembly, and thereby to the people of the Province, for the satisfactory operation of the education system. The position of Minister of Education terminates if the government in power is defeated, or if the Minister himself is not reelected to the Legislature when an election occurs. As a general rule the Minister of Education is not selected from experts in education in the professional sense of the word.

The Deputy Minister, who is also Superintendent of Education, is the top-ranking Civil Servant in the Department of Education. He carries out the general educational policy and is responsible for enforcement of the Public School Act. He advises the Minister, supervises and directs all Departmental Officials, School Inspectors and all Public and Normal Schools in the province, and maintains continuity of policy despite government changes following elections.

Duties of the Deputy Minister of Education:

Responsibilities of the Deputy Minister or Superintendent are:

- (1) To supervise and direct the inspectors, and all public and normal schools, subject to the Council of Public Instruction;
- (2) To enforce the Public School Act and the regulations and decisions of the Council of Public Instruction;
- (3) To have the Act published and to furnish copies to school trustees and teachers;
- (4) To grant temporary certificates for not longer than one teaching year;
- (5) To prepare forms with instructions for reports necessitated by this act;
- (6) To investigate all complaints concerning the election of trustees, conduct of members, and procedure in voting money for school purposes and report to the Council of Public Instruction;
- (7) To examine from time to time accomplishment of the pupils, order and discipline, system of instruction, keeping of the register, attendance of pupils, and the character and condition of the buildings and premises; to close any school where the enrolment falls below ten or average attendance below eight in a municipal school district, or below eight and six respectively in a rural district, to close any high school where the enrolment and average attendance falls below 12 and 10 respectively, and to lower the status of any superior school to an elementary school where attendance of high school pupils falls below six;
- (8) To establish a school for females when expedient;
- (9) To divide the province into inspectorial districts;
- (10) To report annually to the Minister on the condition of the schools, pupils, teachers, money spent, attendance, other pertinent information and include suggestions for improving the public schools, school laws and education generally. Each such report is laid before the house within 15 days of the opening of the following session of the Legislature.

The Assistant Superintendent of Education who is also Chief Inspector of Schools assists the Deputy Minister, and is responsible for co-ordinating the work of inspection and supervision of all schools throughout the province, conducting experimental studies in education, inspecting Normal Schools and performing other duties assigned by the Superintendent.

The Executive Assistant to the Deputy Minister and Superintendent is a general administrative assistant who aids in executing the work of the department.

The Department is divided into a number of divisions each of which is supervised by a Director:

Division of Curriculum. The Director of this Division is responsible for a continuing revision and development of Courses of Studies for the public schools. The Central Curriculum Committee, composed of leading educators in British



Columbia, is appointed by the Department to act in an advisory capacity. It contains two permanent officials, the Director and his assistant. It advises the Department of Education with respect to curriculum revision. The Department appoints special subject committees, composed of teachers and other educators, who work under the supervision of the Director of Curriculum.

Division of Technical Education. The Director is in charge of Industrial Arts, Commercial and Agricultural Courses. The Inspector of Technical Classes is the Department's representative in the field.

Most of the Junior High Schools offer full exploratory courses in Industrial Arts including draughting, woodwork, electricity and metalwork. The High School Graduation course offers options in draughting, woodwork, metalwork, and farm mechanics. Many high schools offer Commercial and Agricultural Courses including farm mechanics. The Department has prepared and is continually revising courses in: Forest Industries, Mining, Fishing, Agriculture, Communications and Transportation, Manufacturing and Mechanical Occupations, Construction, Business Occupations, Public Service Occupations, Personal Service, Homemaking and Artistic Occupations.

Division of Home Economics. The programme of Home Economics in the schools throughout the Province is under the supervision of the Director of Home Economics and The Inspector.

Division of Educational and Vocational Guidance. The Director is concerned with the effective operation of the Guidance services, and prepares materials, for counsellors and students, including information on employment trends. The British Columbia Products and Industrial Bureau of the Vancouver Board of Trade assisted this project by annual financial contributions and aided in the preparation of employment monographs and film strips. Guidance teachers work in co-operation with the National Employment Service.

Division of Recreational and Physical Education. At the head is a Director assisted by a Supervisor of School Instruction in Health and Physical Education. This field encompasses adult recreation and the organizing of school health and physical education. It includes the former Provincial Recreations Branch, or Pro-Rec, which assisted communities in developing leisure-time, recreational activities and organizing Community Recreational Councils. Under the Dominion National Physical Fitness Act, 1944, grants matching the amounts provided by the province are received for approved activities.

Division of Visual Education. This branch supervises visual aids of all kinds, assists teachers in organizing such instruction, and has educational films, film strips, and slides for loan to schools.

Division of School Radio Broadcasts. This Division works with the C.B.C. to provide five half-hour programs a week on school subjects, student forums, Vocational Guidance and community life with student participation. Its direction is in the hands of the British Columbia Committee for Radio in the Schools whose members are appointed by the Superintendent of Education for a term of three years. Regular meetings, held twice a year, consider questions of broad general policy.

Division of Educational Reference and School Service. This Division is responsible for all matters dealing with educational reference for departmental officials and school inspectors. It maintains a Reference Library stocked with the latest education books and periodicals. It evaluates new text books. It also publishes

the official organ of the Department, "British Columbia Schools", a professional educational periodical sent free eight times a year to all teachers.

Division of In-Service Training of Teachers. In-Service training of teachers is conducted in schools throughout the year at the request of the boards. A Summer School is conducted annually in Victoria and Vancouver offering a variety of courses. 1308 students attended in 1949. A principals' Conference lasting 10 days was held in 1949.

Division of Tests and Standards. This Division stocks, for sale to the schools, standardized scholastic aptitude tests and achievements tests in various subject fields. The Director administers a provincial testing program, develops provincial norms, and assists in conducting a remedial program based on the results.

Division of School and Community Drama. This Division sponsors drama festivals and contests, stimulates interest in this leisure-time activity and co-operates with other bodies interested in drama.

Division of Correspondence Instruction. The high school enrolled 5951 pupils in 1948-49, some of whom were in the Solarium, sanatoria or hospitals and other public institutions. One-third of these pupils were under 18 years of age, one-quarter were 18, 19, 20, and 40 p.c. were older. The elementary section enrolled 1406 pupils varying in ages from 18 to 60, most of whom were miles from a school, or invalids.

Inspectors of Schools. As in most provinces they are civil servants, resident of the district they inspect. They are responsible to the Superintendent of Education. Vancouver has a Superintendent of Schools and both an elementary and a high school inspector. Six inspectors are assigned to municipal school districts and 30 others are located in districts throughout the province.

Inspectors. Inspectors must be university graduates with advanced professional training and five or more years of successful experience as principal or teacher. They are representatives of the Department and are responsible to it.

Duties of the Inspectors. Among the duties of inspectors are the following:

- (1) To inspect each public school at least once a year, seeing that the provisions of the act are carried out; and on request of the Board of School Trustees, to report on the teacher's ability and efficiency and to forward a copy of this report to the Superintendent of Education;
- (2) To furnish departmental information to teachers and trustees and to advise with teachers to improve their efficiency;
- (3) To furnish the Department, School Board and teacher concerned with a report within 10 days of the final inspection of the school each year;
- (4) To advise the Trustees on matters within their jurisdiction;
- (5) To exercise supervisory authority in all matters relating to school organization, instruction and discipline;
- (6) To attend School Board meetings whenever convenient;
- (7) To assist the Superintendent in providing a uniform system of education through carrying out the Public Schools Act and regulations of the Council of Public Instruction;



- (8) To inspect any area where parents have requested that a school be established, and report to the Superintendent;
- (9) To promote the advancement of education through public meetings and encourage the establishment of needed schools;
- (10) To aid the Department in any way and on request of the Superintendent to inspect any school outside their district.

A Chief Inspector of Schools may be appointed to inspect normal schools, coordinate the work of inspecting and supervising schools, conduct experimental work throughout the province and perform other duties assigned by the Superintendent.

Boards of Examiners conduct examinations prescribed by the Council of Public Instruction and report thereon to the Department.

Every teachers' certificate issued by the Department is signed by the Minister and Superintendent.

The Registrar acts as corresponding secretary for the Department, and secretary of the Provincial Board of Teacher Certification and Departmental Examinations.

The Officer in Charge of the Textbook Branch purchases authorized textbooks and supplementary books from publishers and sells to retail stores and school boards. The branch issues free textbooks to elementary schools (grades I to VI) and provides secondary school pupils (grades VII to XIII) with text-books on a rental plan.

The Chief Clerk is responsible for vouchering and checking Departmental Branch expenditures.

The Accountant is responsible for all accounting for the Department, audit and examination of school districts' financial records, and statistical records.

#### D. Local Government Organization and School Districts

Practically all of British Columbia, except the Pacific slope, falls within the Cordillera Mountain system which is the most rugged and elevated in the Dominion. In many ways this great mountainous tract has been a formidable barrier between the ocean and the interior, affecting climate, rainfall and transportation. Most of the valleys between the mountains are small, but two, the Peace River Block and Stuart Lake District, have great agricultural possibilities. Certain of the valleys are noted for fruit growing. Wealth of forest resources enables British Columbia to stand high in lumbering, pulp and paper industries. It also excels in fishing products, especially salmon. The mineral resources are remarkable for their variety and wealth. In water power resources, it is among the first three provinces in Canada.

The population of British Columbia, estimated at 1,082,000 is to be found mainly in or near the coast cities, somewhat more than half being classed as urban. Provincial acts provide for the following types of municipality. A city may be incorporated upon receipt of a petition signed by the owners of more than half of the assessed value of land, with no direct debenture indebtedness, provided that the area does not exceed 2,000 acres and there are 100 or more British subjects of 21 or over. A city is governed by an elected mayor and a council of



of five to ten alderman. There are 35 cities, including Vancouver. By by-law a city may provide that its Council shall consist of not more than 112 or fewer than 4 members. There are no towns. Villages may be formed on petition of residents of any area not included in any municipality. There are 39 villages governed by commissions of five members elected for two year terms. Each elects a chairman. Any locality in the province may, upon petition of the owners of more than half the land, be incorporated as a district municipality provided there are 30 adult male British Subjects.

The following summary based on the 1941 census gives a picture of the size of municipalities except for the villages.

Population	Number	
	Cities	Districts
Over 10,000	3	4
5,000 - 10,000	9	8
3,000 - 44,999	4	3
1,000 - 2,999	111	7
Under- 1,000	8	5
	<hr/> 35	<hr/> 27

There are 4 suburban districts adjacent to the city of Vancouver.

Schools are usually erected after consideration of distribution of population.

The general classification of school districts includes:

- (1) 'municipal school districts' comprising either a single municipality or the area embraced within a large municipal school district;
- (2) 'rural school districts' and also the 'larger rural school district' which may include village municipalities;
- (3) 'Large municipal school district' and 'large rural school district' refer respectively to a large municipal school district and a large rural school district (created under section 13 clause B of the Act.)

Upon the creation of a municipality, the area embraced within its corporate limits becomes a municipal school district unless the Council of Public Instruction divides the area otherwise.

#### The Organization of Schools in Units.

Before 1945 British Columbia was divided into some 663 local districts some of which were cities, towns, district municipalities and the remainder rural districts. The local education authorities were the Boards of School Trustees elected by the ratepayers of the area. The Minister of Education fixed the number on the Board at 5, 7 or 9 members. The Board generally administered the schools of the district and determined the amount of money to be raised for educational purposes.

Since 1946 the Public School Act Revised Statistics of British Columbia amended the Public Schools Act to effect changes recommended by the Cameron report. The larger unit became a fact. The province was divided into 74

administrative areas after taking into consideration such factors as topography, population distribution, communication, etc. Each area is under a single school board. Cities and towns were included in the division.

Under the larger unit system financial grants were to be made on the basis of:

- (a) a standard basic salary scale for teachers based upon certificate requirements;
- (b) an allowance for current expenses based upon the average daily attendance of pupils;
- (c) special grants for supervision based upon the number of pupils in the district.

### Types of Schools

Generally, British Columbia schools may be classed as elementary, junior high, superior schools, and senior high schools. There exist however various combinations of these as well as kindergartens, technical and commercial schools.

The kindergartens are part of the elementary school system enrolling pupils aged four to six and preparing them for satisfactory adjustment in the school system later. The elementary schools and junior high schools are similar to such schools elsewhere, while the superior schools enroll pupils up to and including grade X.

Many of the senior high schools are of the composite type offering home economics, technical and commercial classes with the more academic classes. British Columbia is noteworthy for the number of options available.

In 1948-49 there were 155,515 pupils enrolled in the publicly-controlled schools. In addition there were 2,807 taking correspondence courses (exclusive of the 2,226 officially registered in high, superior or elementary schools) and 48,910 in adult education classes.

Some idea of the types of schools to be found, number of pupils enrolled and type of district may be obtained from the following table for the school year 1948-49:

Type of School	Municipality	Large Municipality	Large Rural	Rural	Total
Senior High School	7,804	5,423	491	-	13,718
Junior-senior high schools	6,018	13,617	2,925	-	22,560
Junior High Schools	3,407	1,546	-	-	4,953
Superior schools	-	1,475	891	-	2,366
Elementary-senior high schools	422	3,135	5,920	221	9,698
Elementary-junior high schools	1,529	1,335	-	-	2,864
Elementary schools	36,674	48,254	12,884	544	99,356
Total	56,854	74,785	23,111	765	155,515

Omitted from the table are some 2,807 pupils enrolled in correspondence schools and almost 57,000 enrolled in C.V.T. classes and night schools.

### Industrial Education.

The Industrial Arts programme was revised in 1948-49. A programme, suitable for the smaller schools, was prepared. Vocational units, built in numerous centres, offer industrial, commercial and agricultural training, under the Vocational Schools Assistance Agreement. There were 50 elementary and junior high school districts in which Industrial Arts were established in 1949. Many students are taking advantage of the Industrial Arts Courses option for University entrance. 148 shops offer high school options in Industrial Arts including draughting, woodwork, metalwork and farm mechanics. 16,585 were enrolled in the elementary and secondary courses.

The Vancouver School of Art offers:

- (1) the elementary Diploma Course of two years;
- (2) the Advanced Diploma Course covering two more years; and
- (3) a High School Graduation Course in Art covering half the day for two years.

Registration in day school was 221 in 1948-49 while enrolment in night school and in Saturday classes was 517.

Night school classes throughout the Province were offered in a wide variety of subjects with an enrolment of 14,292. Of these 9,892 students were enrolled in non-vocational and 4,400 in vocational classes.

The Vancouver Technical School offered the following courses:

- (1) University Entrance to students interested in Applied Science in Engineering;
- (2) High School Graduation (Technical);
- (3) Special courses in sheet metal, cookery, printing, woodwork, machine-shop motor mechanics, diesel engineering, draughting and electricity.

There were 870 students enrolled in day schools and 1783 in night schools.

### High School Commercial and Agricultural Courses.

More than 10,162 students in 39 centres studied commercial courses in 1948-49 and more than 1,444 specialized in Agricultural courses in numerous centres.

### Home Economics.

In 1948-49 there were 101 centres employing 154 Home Economics teachers. Home Economics is a required subject in grades VII and VIII and is offered as an elective in the High School Programme. The expansion of the work in the schools continues to be such that it is difficult to meet the demand for fully qualified Home Economics teachers.



### Canadian Vocational Training.

The Canadian Vocational Training Program provides educational opportunities for students under:

- (a) The Dominion-Provincial Youth Training Programme,
- (b) Student Aid,
- (c) War Emergency Training including rehabilitation and
- (d) apprenticeship training.

The programme was nearing completion in 1949 and the work became the nucleus for the Vancouver Vocational Institute.

### Vancouver Vocational Institute.

This institute came into full operation in the fall of 1949. The building is of modern design and is located in the heart of down-town Vancouver. Each department has been carefully planned, and all equipment in the school is of the latest type. Various trade committees have given great service to the School Board in the planning of each department. With the backing of the workers and operators in the various trades, there is no doubt that the school will fill a great need in this Province in providing trade and technical training for our young people so that they will be able to fit themselves for better positions in expanding business and industry.

The Vancouver School of Navigation formerly operated by the Provincial Department of Education and subsidized by the Dominion Department of Transport and intended to prepare men for the Merchant Service, now operated as a department in the Vancouver Vocational Institute.

Some 10,852 were enrolled in classes administered by the Industrial Education Branch.

### School for the Deaf and Blind.

British Columbia operates a School for the Deaf and Blind. Enrolment in 1948-49 was 119, not including four part-time students. In addition 19 parents received pre-school correspondence courses. The school operates its own 25 watt amateur transmitting and receiving station for the blind pupils. A new school is now under construction to provide adequate accommodation and facilities for handicapped children.

### Libraries.

The Provincial Library comes under the jurisdiction of the Provincial Department of Education.

This excellent Reference Library of some 250,000 volumes is housed in the Parliament Buildings. Designed primarily for the use of the Members of the Legislature, and the Government Departments; its reference services are, however, available to any one in the Province.

### Public Library Commission

This Commission is charged with the supervision of all public library

services in the Province and with the administration of the Provincial grants-in-aid to public libraries. Municipal public libraries, union libraries (book-vans operating among a group of closely associated rural municipalities) and school libraries are assisted in this way by the Commission. Direct services to the people of the Province are given by the means of the following services: The Open Shelf Library open to any one who has access to no local public library; Traveling Libraries sent out to rural and isolated communities; Institutional Libraries provided for Provincial Government institutions; and The Teachers' Professional Library an up-to-date professional books on education available to all teachers in the Province.

### MUSEUM AND ARCHIVES

The Provincial Museum of Natural History and the Provincial Archives come under the direct jurisdiction of the Department of Education.

### E. School Boards.

In municipal school districts five, seven or nine trustees are elected or appointed. Qualifications are as for aldermen or councillors except that candidates must reside in the district, and have their current taxes paid, or be the wife or husband of a resident who has. Candidates from an area outside the municipality qualify as for rural trustees. Orders of the Council of Public Instruction govern the allocation of trustees and the first election of temporary members.

After election of the first board, annual nominations and election of trustees, are conducted under the "Municipal Elections Act", at the same times as the nomination and election of municipal officers.

Where the school district contains all or parts of more than one municipality, trustees are elected to represent each municipality in accordance with the number allotted to that municipality.

The Superintendent of Education notifies the clerk of the municipality as to the number of trustees to be elected for each section of the school district, for two and one years respectively, at least 30 days before the date of election. Trustees representing rural areas may be elected at a special meeting or as determined by the Minister; the inspector is in charge of the election.

The counting of ballots commences after the ballots are in from all sections.

Election is for two years.

Ratepayers who are eligible to vote for mayor or reeve may vote for trustee. These must be British subjects, 21 years of age or older.

When a vacancy occurs the council holds a special election within a month, - failing that, the remaining trustees nominate someone to fill the vacancy.

The respective Boards of School Trustees which are included in Technical school areas each appoint two members from their board to constitute a technical school board, for a term of one year.

The districts forming a technical-school area may agree to have some other representation than two members from each Board and that number shall be accepted.

Every Board meets at least monthly.

At its first meeting it elects a chairman to conduct the meetings. He may vote on all questions. Tie votes are lost. The Board appoints a Secretary-Treasurer and fixes his salary. He keeps a record of board meetings and transactions and performs such other duties as required by the Board. He makes all records, vouchers, papers, etc., available to the Council of Public Instruction or any committee appointed by resolution of the Council for that purpose.

#### Rural School Districts.

In a large rural district there shall be five, seven or nine trustees as determined by the Minister. Trustees are: British Subjects, resident ratepayers who have paid their school taxes, or the wife or husband of same, or the authorized agent of a corporation with taxes paid. Each must be of the full age of twenty one; provided further that husband and wife may not be trustee nor candidates at the same time.

Procedure at the annual meeting consists of the:

- (1) Election of a chairman and secretary for the meeting;
- (2) Hearing and passing the annual reports of trustees and auditors;
- (3) Election of trustees.

Should the business not be completed the meeting may be adjourned until not later than the third Saturday in November.

The first annual election of trustees for a large rural district is conducted by:

- (1) the Inspector posting 10 or more notices calling a meeting of all qualified voters in November, or
- (2) the Inspector calling meetings of qualified voters for the purpose of discussing education matters and electing representatives, one representative to be elected for each one hundred or fraction thereof of pupils resident in the attendance area, or
- (3) the Inspector sets a time and place and makes all preparations for balloting on trustees for the district in November, compiling and printing lists of voters. Where representatives are elected they elect from their own number the number of trustees required.

At the first election one more than half of the trustees are elected for two years and the remainder for one. Should qualified voters fail to elect representatives the Minister may make appointments. The trustees take office in January. Actual expenses of the representatives of attendance areas and the auditor are paid out of district school funds.

Voters at the annual meeting determine the accommodation to be provided, and the amount to be raised and allocated for: school grounds, buildings, fuel, light equipment, books and eye glasses for indigent pupils and books for others (if deemed advisable); interest and payment on borrowed money; conveyance of children, dental treatment, travelling expenses of trustees, contingencies or unforeseen expenditures, and payment of the secretary. The money voted includes



the estimates of the Board for current expenditures, and may include provision for a fund to meet extraordinary expenses from a tax not to exceed one mill, and the sale of debentures. Where representatives have been elected the budget, as prepared by the School Board, is submitted to the representatives for approval.

In a rural district trustees hold office for three years except at the first election where those polling the second and third highest number of votes hold office for two and one years respectively. Trustees are eligible for re-election. A trustee may resign by giving notice in writing to his colleagues or to the minister when his unexpired term is filled. Each rural school board meets at least once in three months and forwards a copy of the minutes to the Superintendent of Education.

Special meetings may be called to fill a vacancy and for necessary school purposes including borrowing money for certain specified school purposes.

#### Procedure at Rural School Meetings.

The voters elect their chairman; the secretary-treasurer of the Board acts but if absent another may be chosen. The minutes of the meeting are read and passed before the close of the meeting. They are made available for later inspection and a copy is transmitted to the Superintendent.

Provision is made for the authorized agents of corporations to vote.

The auditor audits all accounts before the annual meeting. He may not be a trustee or the husband or wife of one. In a large rural area the audit is made during the first two weeks of January.

#### Duties of School Boards.

Duties of School Boards are similar, whether the Board be in charge of one of the few remaining small units, or be the board for a larger unit. To simplify presentation, duties are listed here with the understanding that where certain duties or responsibilities could not refer to rural school boards, they do not apply.

Each School Board provides adequate school accommodation free of charge, with a few exceptions, for all children between six and 18 years who have not completed Grade XII; and for those under six and over 18 when it is considered advisable. Entrants to Grade I, however, do not have to be admitted after two weeks of school have elapsed unless they have been in attendance elsewhere.

In general it is the duty of Boards of Trustees to see that: the school-houses are kept in good repair, the stoves or furnaces are in good condition, and suitable fuel provided; the school-rooms properly swept and dusted; the desks and seats in good repair; the closets and outhouses kept in a sanitary condition; satisfactory blackboards provided; the water supply abundant, and everything necessary is provided for the pupils and success of the schools.

Boards are empowered to:

- (a) Select and appoint properly qualified teachers having consideration for the inspectors' recommendations; and suspend any teacher for cause (The teacher may give written notice within 10 days of intention to appeal);
- (b) Dismiss any teacher for cause at the end of either term giving 30 day's

notice, or transfer any teacher to any other school in the district with notice in writing, after consultation with the Inspector where grading or salary of the teacher will be affected;

- (c) Upon notice from the Council of Public Instruction dismiss any teacher at any time in the year for inefficiency or misconduct, or summarily for gross misconduct;
- (d) Report all appointments, resignations of teachers, and dismissals with reason for dismissal;
- (e) Allow teachers up to one month's sick leave per year, allowing half of the unused portion to be cumulative up to 30 teaching days in a year;
- (f) Visit monthly, or when considered desirable, each public school in the district;
- (g) Enforce compulsory attendance;
- (h) Allow student teachers from the Normal School or University of British Columbia to enter for observation or practice teaching;
- (i) To establish and maintain kindergarten classes for children from four to six where it is considered expedient;
- (j) To maintain classes during July and August for those pupils who were not promoted;
- (k) To acquire, purchase, lease, expropriate and hold lands or buildings for school purposes, and to sell or lease such lands or buildings, the money received to be used for school purposes, or to retire debentures;
- (l) To determine the sites of school houses and erect, enlarge, alter, repair and improve the school buildings and grounds;
- (m) To have custody and safe-keeping of the school property of the district; insure school buildings and furnishings;
- (n) To provide approved equipment and textbooks which are given to children of indigent parents and may be provided free or sold to other pupils;
- (o) To provide fuel and light and defray the ordinary expenses of the schools;
- (p) (Subject to subsection 2 sec. 52) to determine which schools the pupils should attend;
- (q) To provide for dental examinations and treatments with the consent of the parents and collect from the parents to defray costs of treatment;
- (r) To provide glasses for indigent pupils who need them;
- (s) To furnish required reports for the superintendent.

The Board may appoint one or more school health nurses or purchase school health services from a local health organization approved by the Provincial Health

Officer.

Boards of municipal districts may purchase a site and erect a dormitory or rent a suitable building and charge a sum fixed by the board for board and lodging, admit out-of-district pupils and make regulations governing conduct in the dormitory. Boards may make provision for paying all or part of the dwelling cost for pupils of the district attending school out of the district and living in a dormitory.

With approval of the Council of Public Instruction and in conformity with the regulations, the Board may establish and maintain a technical school and offer courses in manual training, home economics, agriculture, commercial, technical or vocational education; appoint advisory committees for consultation and advice; and, in large municipal school districts, establish courses in practical arts inclusive of industrial arts and home economics.

The Board has power to insure itself against loss or damage to persons or property.

It may, with approval of the council of the municipality, provide for a system of traffic controls adjacent to the school in which pupils may assist.

The Board may fix the salaries of teachers or adopt a salary schedule.

It makes a monthly report to the Superintendent of Education giving pupils' attendance, teachers hired, days taught and salary received.

Upon obtaining the written consent of the Governor of the University of British Columbia and approval of the Department of Education, a board of trustees of any municipal school district where senior matriculation is taught, may establish a college in affiliation with the University of British Columbia. In this case the secretary-treasurer shall keep in a separate account:

- (a) all fees paid by students;
- (b) all provincial college grants, and
- (c) any additional monies voted by the municipalities and use them as directed for college expenses only, carrying over any surpluses from year to year. Surpluses may be built for capital expenditure.

The Board, by February 15 each year, prepares an estimate of the ensuing year's expenses for the Council which is paid by the municipalities forming all or part of the district; and provided that where the Council, or Councils, consider the estimate excessive they may ask the Board to reduce it or ask for arbitration, before March first. If no agreement is reached either party may demand arbitration before March 5th. Each then appoints one arbitrator, and these two shall appoint a third arbitrator.

Every Trustee shall forfeit his office if:

- (a) He is appointed as teacher in the district;
- (b) He ceases for three months to be an actual resident of the district;
- (c) He ceases to possess the qualifications for trustee, or be a husband or wife of one so qualified, or ceases to be the authorized agent of a cor-



poration;

- (d) He is convicted of an indictable offense;
- (e) He becomes insane.

#### F. Teachers and Inspectors

Municipal school Inspectors may be appointed under the Civil Service Act on recommendation of the Superintendent and Board and approval of the Minister. No one may be appointed as inspector unless he holds a Municipal Inspector's Certificate issued by the Department.

Duties of the Municipal Inspectors are as follows:

- (a) To visit and inspect each classroom at least twice a year and report on the teachers concerned;
- (b) To advise with the teachers and Board, provide trustees and teachers with professional information, and attend Board meetings;
- (c) To assign teachers to positions, with approval of the Board, determine which school pupils of the district shall attend, and exercise supervisory authority in matters concerning organization, instruction and discipline;
- (d) To perform such other duties as assigned by the Superintendent or by the Board of Trustees when approved by the Superintendent;
- (e) The Vancouver Board may appoint a "Superintendent of Schools for Vancouver", with the powers and duties of a chief inspector. It may also appoint one or more inspectors to serve under him. The salary of each municipal inspector of schools is fixed by the Civil Service Commission, half to be paid by the Department, half by the municipality.

#### Teacher Personnel

In 1949-50 British Columbia employed 5,873 teachers of whom 1991 had university degrees and 762 were classed as special instructors. The number teaching on permits was small (282 in 1948-49). In 1948-49 average experience of the 1950 male teachers was 14.7 years, of the 3,455 female teachers 9.6 years while tenure in their present school was 4.8 for the men and 3.0 for the women.

#### Teacher Training

There are two normal schools with model schools and a summer school of education which prepare teachers for the schools or help them improve their standing. University graduates who wish to teach in the high schools obtain their professional training at the Department of Education of the University of British Columbia. As in the other provinces, permit teachers were temporarily certificated to teach during the war years, but it is expected that these will soon all be replaced by qualified personnel.

#### Certification of Teachers

Teachers' certificates are issued by the Department of Education upon presentation of official statements of credit showing completion of requirements. Applicants for advanced certificates must complete regular courses as pre-

requisites to special requirements for advanced standing. Teachers who have completed approved courses at institutions outside the province may submit official statements of the courses and credits taken for evaluation. If approved they are given temporary certificates which may be made permanent after successful teaching in British Columbia and completion of specified courses which may be taken at summer school.

The following certificates are available:

- (1) Elementary conditional (E.-C.) requiring university entrance standing and a normal school diploma or its equivalent.
- (2) Elementary Conditional Industrial Arts (E.-C.) Issued to Industrial Arts teachers in training for Secondary Conditional Industrial Arts certificate to teachers with First Class or Academic certificates or the equivalent, graduates of senior or technical high schools with required credits in Metalwork, Electricity, Woodwork and Drawing, and craftsmen with high school graduation or its equivalent.
- (3) Elementary Basic (E-B)
  - (a) First Class Interim certificate valid for five years is available to candidates with University entrance standing or senior matriculation or equivalent standing in English, History and three other subjects, or 15 units or one year university credit and a normal school diploma. Teachers with Elementary Conditional certificates may qualify for (E-B) certificates by meeting the additional requirements.
  - (b) First Class Permanent (E-B) require in addition: a year's successful teaching; three and three-quarters units of summer school in approved courses; a second year's experience and an additional summer school session and recommendation by the inspector.
  - (c) Elementary Basic-Home Economics (E-B) and Elementary Basic-Home Economics, Permanent (E-B) are granted to students with diploma in Home Economics and Normal school certificates the latter requiring in addition two years experience and  $7\frac{1}{2}$  units credit five of which are for the permanent first class certificate.
- (4) Elementary Advanced (E-A) formerly specialist certificates, are issued for: Art, Handicapped children, Home Economics, Intermediate grades, Kindergartens, Teacher-Librarian, Music, Physical Education and Primary to teachers with B.C. permanent First Class or Academic certificate with five years experience who have taken 15 prescribed units in the field of specialization.
- (5) Secondary Conditional (S-C) These certificates are issued for Art, Commercial, Home Economics, Industrial Arts, and Music and the training required varies according to the field but usually requires some university standing and the completion of courses in the field.
- (6) Secondary Basic (S-B). Academic A Interim (S-B) candidates must possess an approved bachelor's or higher degree or its equivalent, a diploma in Education or First Class Certificate and six prescribed

units in Education.

- (7) Academic A Permanent (S-B) granted to Academic A Interim teachers who complete two years of teaching and are approved by their inspector.
- (8) Academic B. Interim (S-B) granted to teachers with an approved degree and a normal school diploma or its equivalent.
- (9) Academic B. Permanent (S-B) is given to Academic B. Interim teachers after two years of experience and with approval of the inspector.
- (10) Secondary Basic (S-B) Interim Certificates granted in Art, Commercial, Home Economics, Industrial Arts, Music, or Physical Education to candidates who have obtained degrees in the relative fields and have a First Class or Academic certificate or who otherwise meet the requirements. Permanency is granted upon meeting additional requirements.
- (11) Secondary Advanced (S-A) Valid for six years and renewable upon completion of  $2\frac{1}{2}$  units of credit for approved work in the field of specialization. These are available as: Counsellor, Librarian Instructor and Physical Education and are granted to teachers with 5 years experience, a permanent Secondary Basic certificate and 15 units credit as prescribed for the field or the equivalent as shown by an advanced degree.

There are War Service Regulations covering teachers who enlisted in the armed forces or former members who wish to enter teaching.

#### The Duties of Teachers

Teachers are expected:

To teach diligently and faithfully all the branches required, and to maintain proper order and discipline;

To call the roll twice a day and keep an accurate register which is the property of the school;

To provide and keep a visitor's book;

To report to parents on progress, attendance and punctuality of the pupils;

To furnish the Superintendent monthly, or whenever required, with any information affecting the school, and verify all reports;

To report to the Board any infectious or contagious diseases or unsanitary condition;

To use only prescribed texts, and care for books and equipment;

To give at least 30 days notice of intention to resign except when employed on probation, in which case the teacher may not terminate his engagement before expiration of the period of appointment without the consent of the School Board.



To admit students from the normal school or college of education to observe and for practice teaching.

Teachers making false returns or breaking their contract may have their certificates suspended or cancelled. Teachers may accept new positions and give notice before August 1, and may be released during the year with consent in writing from the Board.

When a class-room or department is to be closed the teacher must be given a month's notice. Where the staff is to be reduced at the end of a term the teachers affected must be given one month's notice but must be retained if teachers are needed. Where an insufficient number of pupils is in attendance, a teacher may be transferred to another position in the school district.

Teachers may be given a temporary contract for one year or be appointed for a probationary period of one year but not more. If not terminated their contract remains in force and the year counts towards permanent appointment.

Teachers are allowed two days annually to attend a teacher's conference and may have a substitute for five days or less where necessary for business of the teachers' federation provided that the Board does not have to pay for the substitute.

#### Teachers Pensions

The present Teachers' Pensions Act which replaced the former act in 1940 made provision for all teachers under it. Pensions granted under it were continued, except however that specified pensions or allowances under the former act in excess of \$50 a month were subject to a reduction of one-third of the amount above \$40.

The Act of 1940 provided for the establishment and maintenance of a Teachers' Pensions Fund which consists of:

- (1) contributions made by teachers under the former act and transferred to the Commissioner;
- (2) contributions by Boards of Trustees and teachers under this act;
- (3) contributions made by The British Columbia Teachers Federation;
- (4) interest occurring from the investment of moneys in the fund;
- (5) and any other contributions made under provisions of this act. Retirement annuities are paid from the Retirement Annuity Account.

The minimum contribution deducted from teachers' salaries is \$3 for all monthly salaries up to \$1000; \$4 for monthly salaries from \$100 to \$125 and an additional \$1 for each additional increment of \$25 to a maximum of \$19 for a salary of from \$475 to \$500 and \$25 monthly for salaries of \$500 and over. In addition any employee may elect to increase his monthly contributions to the Fund or make lump sum payments and notify both the Commissioner and his employer so that such amounts may be deducted monthly, provided that any increase may begin only on the month in which his birth date occurs and only after evidence of insurability has been given to the Commissioner.

Further provision allows for an employee who leaves the fund but again

becomes eligible, to repay the amount of the annuity for which he had been contributing previously, and pay the amount due for the period concerned. Where a salary is paid by the Minister of Finance he makes the necessary deductions and contributions to the fund as does The British Columbia Teachers' Federation.

In addition, since January 1942, each employer deducts one per cent for the Service Pensions Account and will do so for a period up to 20 years or until an actuarial valuation shows that such special contribution is no longer necessary.

Employees on leave of absence without salary may continue their payments. Members of the armed forces may make a contribution equal to the minimum collected for period of absence from teaching unless the employee resigned his position and was granted a refund of the reserve to his credit. Where an employer has made contributions on behalf of an employee during his absence, the employee may not collect such amounts unless he has returned to his position for at least ten months. Upon again becoming eligible for superannuation an employee may repay the amount refunded and be credited with the time for which he previously contributed.

Since January 1942 each employer, to whom the act applies, has paid to the Commissioner monthly, seven per cent of the aggregate salaries of all employees who pays them into the Fund. The contributions are paid out of the appropriation in accordance with the "Special Assistance in the Cost of Education Act".

#### Superannuation allowances

Length of service is the total number of years employed as a teacher but may include, in addition, length of time absent for purposes of study, employment in the Department of Education, and years spent in the armed forces so long as a refund has not been demanded. Ordinarily a break of two years in service is considered as withdrawal.

Men teachers are superannuated at age 65, women teachers at age 60. Those who entered teaching since 1940 must serve at least 10 years to receive superannuation at age 65 (or 60 for females).

The service pension on the single life plan is \$360 per year for 20 years of service while for from 10 to 20 years a proportionate amount is given and for each additional year beyond 20, \$12 per year is added. In addition each teacher who has contributed additional amounts receives an annuity based on prescribed tables, his contributions and the plan he selects.

The teacher may elect one of the following plans:

- (1) single life, payable for life;
- (2) single life guaranteed, payable for life or a fixed term of years, which may be five or more;
- (3) joint life and last survivor, being the person nominated;
- (4) any combination of the above plans.

Where no plan is selected allowance is made on the single life guaranteed plan for a term of ten years certain.

Persons on superannuation who are employed by anyone who comes under this



act and whose monthly pension and salary exceeds \$150 if married, or \$100 if single, have their pension reduced by such excess.

Total and permanent disability allowances are provided for teachers who have taught 10 or more years, and computed as for pensions. To be eligible an employee must be examined by at least two medical practitioners and may be further examined to ascertain his condition, but not more than once a year.

In case of death of an employee provision is made for his widow, or father, mother, sister or brother, who are wholly dependent to receive: \$180 per year for service of from 10 to 20 years and an amount equal to one-half the retirement annuity which the employee would have received at age 65. Dependents nominated by a female employee whether father, mother, sister, brother or husband are paid a similar allowance. Where an employee dies before 10 years of service an amount equal to the reserve maintained for that employee will be paid to his nominee or next of kin.

Employees employed in the Department of Education and coming under the Civil Service Superannuation Act benefit at age of retirement by an additional amount computed from years of service under the Teachers' Pension Act.

Similarly teachers who have taught for ten or more years before coming under the University of British Columbia Pension Plan or Victoria College Pension Plan may benefit accordingly at age of retirement.

Where an employee leaves the profession or is dismissed he receives the reserves maintained for retirement annuities for him.

#### Administration

The Department of the Provincial Secretary administers this Act. Necessary expenses including salaries are paid out of the Teachers' Pension Fund or temporarily from Consolidated Revenue.

The Commissioner determines those who come under the Act, the amount of superannuation allowances, and further matters which arise from time to time. With approval of the Lieutenant Governor in Council he makes necessary regulations.

A Teachers' Pension Board consists of the Commissioner as chairman, a representative of employers, and one of employees appointed by the Teachers Federation. It may retire any employee where expedient and consider for re-entry any employee who has been absent from the profession for more than two years; and consider all cases of deferred benefits. In addition the Lieutenant-Governor in Council appoints not more than three persons as "Trustees of the Teachers' Pension Fund". The Trustees invest all moneys at hand with approval of the Minister of Finance keeping any uninvested money in a chartered bank.

The Commissioner employs an actuary whenever necessary but at least at three year periods. The actuary reports as requested. Accounts of the Commissioner are audited at least annually by an auditor appointed by the Crown.

#### G. Miscellaneous

##### Regulations Governing the Conduct of Schools.

An official trustee exercises all functions of a trustee board.



Schools are opened by reading, without comment, a passage of scripture selected from readings prescribed by the Council, followed by the recitation of the Lord's Prayer.

Compulsory attendance covers ages seven to 15, not inclusive. Parents who fail or neglect to send their children to school are liable to a fine not to exceed \$10 and each successive day may be considered an offense.

A pupil may be exempted if proof is given that he: is being educated by other means satisfactory to the justice of the peace or a tribunal; that he is prevented from attending because of sickness or other cause; that there is no public school within a distance of three miles and no conveyance; that the child has passed beyond the grades taught in neighboring public schools and no conveyance is provided to take him elsewhere.

Penalties are provided for keeping explosives within 500 yards of the school, and for disturbing school meetings. Fines collected are used for school expenses.

The Minister of Finance advances any sums necessary to manage the Textbook Branch into the "Textbook Operating Account" and all disbursements for salaries, wages, supplies, etc., shall be drawn on that account and moneys received shall be paid into that account.

The Board of Reference of three members, appointed annually by the Council, consist of a chairman who is a member of the Bar nominated by the Chief Justice, one member nominated by the B.C. Teachers' Federation and the last by the B.C. Trustees' Association. It investigates all matters referred to it by the Council, taking evidence under oath and reporting its findings to the Council. The Reference Board is paid by the Council for services and all expenses.

The Health Officer who must be an M.D. removes from school any pupil or employee whose health is dangerous to the welfare of the other pupils. He supervises the physical exercises and reports to the Provincial Board of Health on request and annually to the Provincial Health Officer and Board. Suitable first aid equipment is provided in all schools.

#### Rules and Regulations of the Council of Public Instruction.

##### School Day.

The school day is five hours inclusive of recesses, assemblies, etc., and is from 9 a.m. to 12 noon and 1 to 3 p.m. There is a 15 minute recess each morning. Trustees may change elementary school hours to 9-12 and 1-3:30 from March to October and from 9:30 to 12 and 1-3:30 from November to February inclusive with a recess of 15 minutes in the morning and 10 minutes in the afternoon. The day for Junior and Senior High Schools is from 5-1/4 to 5 1/2 hours inclusive of 5 minute intervals between classes.

Pupils of Grade I and II may, at the discretion of the Board, be dismissed at 2:30 p.m. Pupils must be given recesses and may not be detained for more than half an hour after school.

No homework is to be assigned to pupils in Grades I to VI; pupils in Grade VII to IX may be required to do up to one hour and in X to XII up to 1 1/2 hours homework per day.

The statutory school year is from July 1 to June 30. The summer vacation

covers July and August, the winter vacation comprises the two weeks following the third Friday in December, the Easter vacation includes Good Friday and the week following. Every Saturday and Sunday, Victoria Day, Labour Day, Thanksgiving Day, Remembrance Day and New Years' Day and any day proclaimed by the Governor-General or Lieutenant-Governor is a holiday. Provision is made for patriotic exercises.

Substitute teachers are paid by the Board when the teacher is eligible for sick leave but otherwise by the teacher at 1/250 of her annual salary but not more than \$8 a day.

#### Discipline.

Every teacher is expected to practice such discipline as may be exercised by a kind, firm and judicious parent in his family, avoiding corporal punishment except when it appears to be imperatively necessary; and then a record of the offence and the punishment is made in the register for the purpose. When a pupil is persistently disobedient or addicted to any vice injurious to the character of other pupils, the principal or teacher may dismiss the pupil and report the case to the trustees who may suspend or expel him.

The principal supervises the classification of pupils, timetables of the teachers, and the general discipline and conduct of all pupils. He convenes his assistants at least monthly to obtain uniformity in discipline and instruction. A record is kept of the meetings. The pupils are instructed in fire drill.

In a large school there may be a "Supervising principal" who has not a full teaching load. School boards may employ a "Senior Principal" to advise the School Board on administrative problems and confer with the inspector on educational matters.

#### Pupils.

Pupils may not change from one school to another without permission of the Board. Parents are responsible for damage to school property caused by their offsprings.

Pupils are required to be clean and tidy, to avoid idleness, profanity, falsehood, deceit, quarrelling and fighting, to be kind and courteous, obedient, diligent and conform to the rules of the school. They are expected to present a written excuse for being tardy or absent from school and may be excused because of sickness, sickness in the family, danger to health from exposure, or other cause which renders attendance impracticable. Pupils must be present for inspections and examinations. They must not leave early and are under school discipline on the way to and from school. They must have necessary books and equipment.

Teachers who are conscientious objectors are excused from reading the scripture and saying the Lord's Prayer. Pupils may be excused after notice in writing by the parents.

No public schoolhouse or school-plot or anything pertaining thereto, should be used or occupied for any purpose other than school without permission of the Trustees.

#### British Columbia School Finance.

Money to finance the schools comes mainly from two sources, grants from



the government and taxes raised in the district. The following sections are intended to outline the methods of raising taxes, borrowing money, etc.

Education is free to all resident pupils under 18 years of age to the end of grade 12, provided the pupil attends a school he may lawfully attend.

#### In Municipal School Districts.

School board estimates are submitted to the municipal councils which levy and collect taxes and pay the amounts over to the school boards. The tax rate may not be less than 5 mills. The rate is applied to 100 p.c. of the assessed value of land plus a pre-determined percentage of the assessed value of improvements. Councils may fix a minimum payment and require all parents of school children, or all persons not subject to the school rate, to pay a tax at least equal to the minimum set.

#### In Rural School Districts.

- (a) General School Rate. Estimates, having been approved by an Annual Meeting or The Representatives, are submitted to the Provincial Assessor who assesses, levies against 100 p.c. of the assessed value of land and 75 p.c. of the assessed value of improvements, and collects the taxes which are payable to school boards in quarterly instalments. The rate shall be at least 5 mills. An amount equal to the costs of assessing and collecting, interest on advances, and uncollected and uncollectible taxes is to be added to the board's estimate before the rate is struck. Indigents may be granted exemption by the annual school meeting of ratepayers.
- (b) Special School Tax. When approved by (a) the ratepayers or (b) in the case of a larger district, the attendance district representatives or (c) the Superintendent of Education, the rural board may:
  - (1) impose a minimum tax on parents who are not ratepayers, or
  - (2) impose a tax at least equal to the rate imposed above on all persons over 21 not otherwise paying school taxes. To collect these, the school board may appoint its own collector and allow him up to 10 p.c. of the amount collected.
- (c) Contributions from other Boards. A Board, where no school is in operation or where certain grades are not taught, may pay cost of tuition and accommodation of its pupils attending another school on the basis of an agreement with the operating board.
- (d) Tuition fees. These are payable by parents of pupils who reside outside any school district, or on account of any student who is 18 years of age or beyond grade 12.

#### Assessment.

Assessment for school purposes is based on 100 p.c. of the actual value of land and 75 p.c. of the value of improvements.

Exemptions from assessment include church lands used for worship, cemeteries, hospitals, homes for the aged, orphanages, buildings of agricultural and horticultural societies, municipal property, crown lands and historical buildings.



### Division of Costs.

School expenses are divided into two categories - ordinary and extraordinary. Ordinary expenses include the normal operating costs of schools and debt charges together with a limited amount of capital expenditure, repairs and alterations. Ordinary expense comprehends the expenses of plans for alterations to school buildings not exceeding the mill; options on land, and the replacement of furniture and equipment not in excess of \$30 per classroom for the elementary division and \$50 per room for higher grades.

Extraordinary expenses are the amounts spent on plant maintenance and capital outlays beyond these limits including the costs of new sites, school buildings, teacherages, furniture, equipment and major repairs, renewals and alterations. Unless the cost of extraordinary expense can be provided from current revenue the proposal must be submitted to a vote of the ratepayers in the form of a debenture by-law.

Finances are based on the calender year.

### Taxation.

In organized areas the estimates prepared by a school board must be submitted to the municipal council by February 15. The extraordinary expenses must be separated from the ordinary. The council then decides whether the former will be provided from current revenue or borrowed money.

A council may request a reduction in the estimates. The board may refuse but agree to arbitration by a representative of the board and of the council and a third person chosen by these two.

Where they do not agree to arbitrate, either party may force arbitration by written notice given between March 5th and 10th.

Where more than one municipality is involved, as in a larger municipal district or technical school area, the total budget is divided among the municipalities concerned on the basis of assessment.

Upon the request of a school board a council may determine to levy annually up to one mill for the creation of a capital fund for school purposes. Money from such a fund is paid to the school board on consent of the council. Where more than one municipality is involved the school board becomes custodian of the funds.

A municipal council is empowered to fix and impose a minimum education tax, to direct that parents who are not ratepayers pay an education tax and that all others who are neither parents nor ratepayers shall pay a minimum education tax.

Any end-of-the-year surplus of tax money is considered as ordinary revenue for the ensuing year.

In rural areas the estimates are subject to the approval of the annual meeting of ratepayers held in the middle two weeks of November or, where applicable, to the representatives of the school attendance areas.

The trustees must inform the provincial assessor of the total to be levied on or before February 15. Indigents claiming exemption from taxes must apply to the school board at least two weeks before the annual meeting. The board then

sends an approved list of exemptions to the provincial assessor.

Where the school district lies partly in two assessment areas the information goes to the assessor of the area having the largest portion of the district.

In cases where the levy for rural school purposes has been on the school year basis in the past this is perpetuated by levying 50 p.c. of last year's budget each year. In no case may the levy in rural school districts be less than five mills.

The provincial assessor may add to the board's estimates the cost of assessment and collection. The province pays the taxes to the boards in quarterly instalments direct from consolidated revenue and reimburses the revenue from tax collections as they come in.

For the purpose of raising provincial revenue for school purposes, all land within a rural area outside any school district and all land within a district with a closed school is assessed and taxed at least 5 mills.

#### Recovery of Taxes.

In organized areas the municipal council assumes responsibility for the collection of taxes. In rural areas the province is responsible.

#### Agreements Between Boards.

Any board may make an agreement with any other board for the education of some, or all of its pupils.

Where there is no provision for secondary education in the home school, a board is liable for the net cost of education of pupils under 18 in grades 9 to 12. Where the work of a pupil is declared unsatisfactory by both the principal and the inspector the board is no longer responsible. Where no secondary school is maintained, or a pupil is taking special work by correspondence with the approval of the superintendent, the board is liable for the cost of correspondence courses for students under 18 in grades 9 to 12.

#### Fees.

Fees may be charged for night schools and in day schools for the children of parents residing outside any school district, and for students 18 years of age or over in grade 13.

#### Temporary Loans.

In municipal districts, a school board may not incur liabilities for ordinary purposes greater than the amount at its disposal as shown by the School Trustees Account.

Where the sum of the levy and the grants prove insufficient the council applies a portion of ordinary revenue to school purposes.

#### Capital Loans.

The decision to borrow or use current revenue for extraordinary or capital purposes lies with the municipal council in organized areas. Where a by-law is required to authorize the issue of debentures, it must be submitted to a vote of

the ratepayers and there must be a  $3/5$  over-all majority in favour. The school board submits the by law to a vote in any rural area involved.

In rural school districts the board may borrow for capital purposes only if authorized by a vote of the ratepayers (except as provided in Section 83 (4) of the Public Schools Act.) It may also borrow on a long term basis for conveyance purposes. Capital loans are limited in term to 12 years, conveyance loans to 5 years.

Any surplus remaining after completion of the project is used only for extraordinary purposes as approved by the municipal council in large municipal districts.

#### Disposal of Property.

In municipal school districts, money acquired from the sale or lease of property is added to the sinking fund for payment of debentures issued to pay for property.

When a rural school is closed all liquid assets are transferred to the Minister of Finance for school purposes in that school district. Where a rural school district is abolished the assets revert to the crown. In either case the ratepayers remain liable for all sums borrowed.

#### Merging of Property.

When districts are merged into larger units, all assets situated within a municipality become vested in the municipality, those situated outside a municipality become vested in the school board of the larger area. Debenture debt is assumed by the larger unit and annual charges are apportioned to the component parts within the unit in proportion to their assessment.

#### Judgements.

School property can not be seized and sold to satisfy a judgment.

#### Provincial Education Grants.

The basic provincial grant for the year is the sum of

- (a) minimum salaries of the teachers according to the standard schedule,
- (b) any special amounts allowed by the Council to compensate for special responsibility or employment in a remote or isolated area,
- (c) an allowance for current expenditure based on a.d.a. not in excess of \$16 per pupil Grades I to VI, \$20 for Grades VII to IX, \$23 for Grades XII and not less than \$250 per classroom less the sum of (a) the amount which would be collected by a levy of 5 mills on the assessed value of taxable land and 75 p.c. of the assessed value of taxable improvements in the municipalities and rural portion of the district.

The basic grants are paid at the beginning of October, January, April and July to the Board of Trustees.

When the actual grant for the year is greater or less than that computed, the difference is adjusted in the first instalment of the following year.



Similar allowances may be made for kindergarten teachers where a kindergarten is established.

To be eligible for a grant, a school district -

- (a) must have conducted its schools according to the rules and regulations of the School Act;
- (b) maintained school buildings and equipment satisfactory to the Council of Public Instruction and
- (c) forwarded all required reports on time.

Reduced grants may be made where -

- (a) unauthorized text-books are used;
- (b) the a.d.a. is less than 40 p.c. of the enrolment;
- (c) the teachers have not taught the required number of days or are employed for part-time;
- (d) the trustee board has failed to deduct the amount for the teachers' superannuation fund (here the amount deducted is placed in the superannuation fund);
- (e) the programme of studies has not been adequately followed or the secretary-treasurer has been negligent in his duty;
- (f) the salary actually paid to the teacher was below the schedule.

#### Additional Grants.

The legislature may make grants for the following: To aid in purchasing and clearing a new site or erecting and furnishing a building an amount equal to 50 p.c. of the approved cost. Before any by-law may be submitted to the electors, or voters, to authorize the raising of money, the plans and specifications for the building must be approved by the Superintendent. Financing the building is subject to the approval of the Superintendent in rural areas or to the Inspector of Municipalities where municipalities are concerned.

To aid in maintaining a technical school, or classes for part time instructions, or to aid a school board in maintaining a night school a grant equal to such part of the cost of the staff as it may decide.

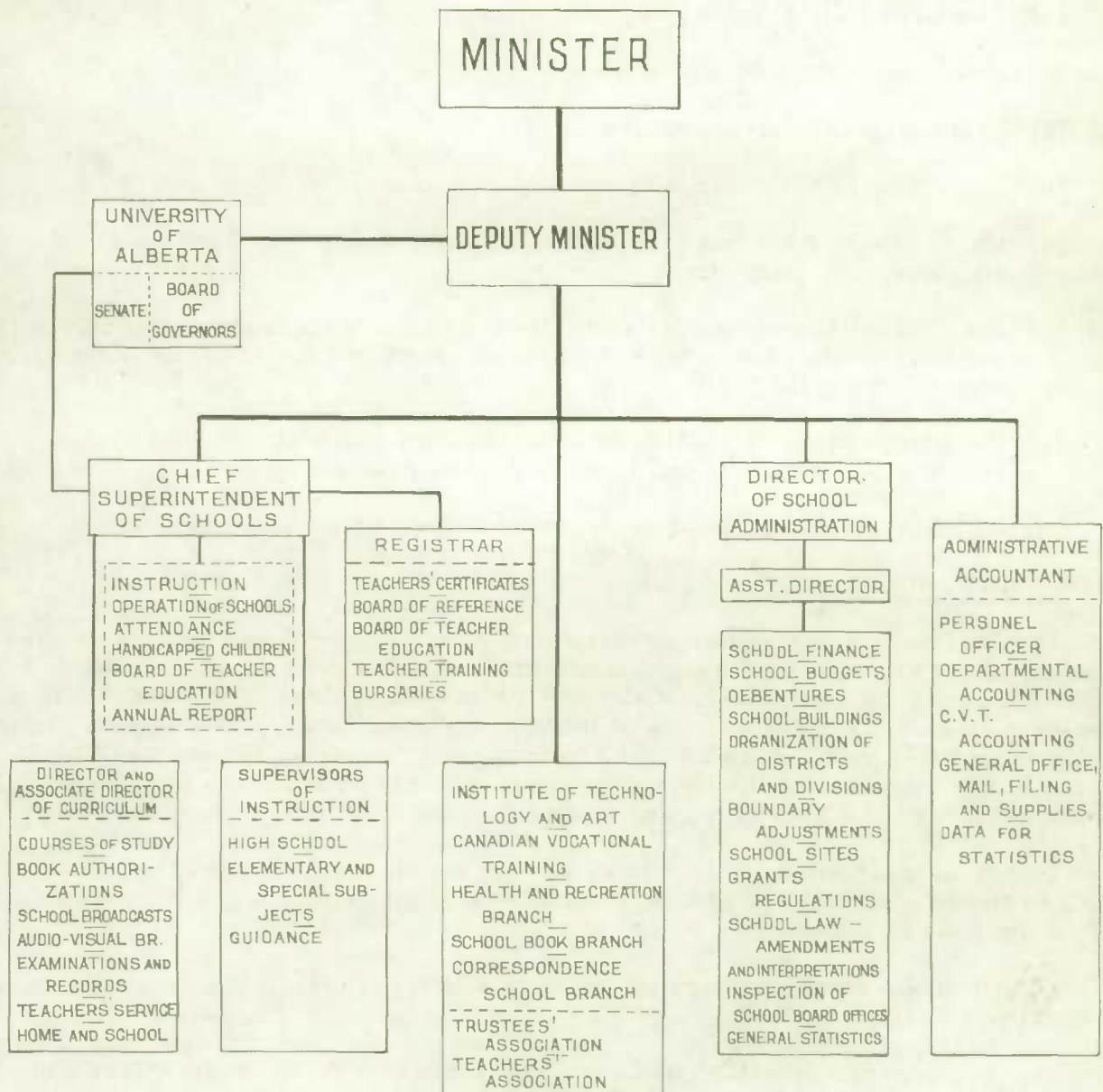
To aid in the conveyance of children to and from school a sum of 60 p.c. of the approved cost.

The Lieutenant-Governor in Council may grant school reserve lands to boards of school trustees in trust for school purposes and a board may dispose of or lease such only with the consent of the Crown and approval of the Council of Public Instruction. Monies from such sale are paid to the Board of Trustees in a large municipal school district, or a rural school district. Expenditure of such money requires the approval of the Council of Public Instruction. All such lands revert to the crown if the Board fails to carry out the terms of the grant.

The Minister of Finance pays all costs of Normal Schools and specified transportation of normal school students.

# GOVERNMENT OF ALBERTA

## DEPARTMENT OF EDUCATION



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## A L B E R T A

### A. Brief History of Education in Alberta.

The first educational effort in Alberta was undertaken by missionaries with whom the supreme end was to teach the elements of religion, but who aimed also to make the aborigines peaceful and provident citizens. Father Thibault, the first Roman Catholic missionary to enter this part of the country, founded Ste. Anne's Mission in 1842. Several mission schools were organized by the Grey Nuns of Montreal, but the first school doing regular work was established at Edmonton in 1862 by Father Lacombe and attended by some 20 pupils mostly from the families of Hudson's Bay Company officials. Protestant missionaries similarly contributed to the pioneer work in education. Protestant mission schools began with one established in 1863 by Methodist missionaries at White Fish Lake.

Until 1884, when the government became responsible for education in the Northwest Territories, few schools were established independently of the churches. From 1884 to 1886, despite considerable opposition on the part of those who objected to paying taxes for the education of other peoples' children, several public schools were organized. With the establishment of regular school districts, the church schools began to disappear, although a few remain to this day.

The Dominion Government began making grants to the mission schools and still assumes responsibility for the education of the Indians, co-operating with the churches which have established schools for that purpose. By 1912, the Dominion Government was aiding ten boarding schools and one industrial school under the Roman Catholic Church; seven boarding schools and three day schools under the Church of England; and one industrial and two day schools under the Methodist Church.

In the bill forming the province, a clause was introduced which provided for the continuation of such rights and privileges, with regard to separate schools, as had existed in the territories up to that time. This clause enables Roman Catholics or Protestants, when in a minority, to give religious instruction in their own schools, but at the same time provides for the use of the provincial course of studies, a common system of training and certifying teachers, and a common system of inspection which is a practical guarantee of a uniform standard of efficiency. When the province was established in 1905, there were 561 school districts in Alberta, most of which were rural. This number increased rapidly for some time with districts of from 16 to 20 square miles in area, each with its own school board. The schools were maintained through taxation and legislative grants. For some time the school boards collected the necessary taxes; now they usually submit requisitions to the municipal councils.

Considerable importance was attached to the problems of educating new Canadians whose mother tongue was not English, and organizing schools in localities where they settled.

Another step toward free public education was taken when in 1908, free readers were distributed to all pupils for the first time.

In 1908, also, a committee was established representing public and high school teachers, inspectors and superintendents, and convened under Dr. H. M. Tory, President of the University. It met occasionally during some two years and prepared a report which provided for a revision and expansion of the course of studies. The new course comprised 12 grades or years, eight elementary and four high school, with provision for differentiation of curricula to provide general,

matriculation and commercial courses.

Provision was made under the School Act for the consolidation of schools, but for some years there were no demands for union districts. In 1901, provision was made for the conveyance of pupils within a district and in 1913 new grants provided for a definite sum per day with consolidated districts being paid as if all of the uniting districts were paid separately.

The first normal school was established in Calgary in 1905; a second was established in Camrose in 1912, while a faculty of education to prepare secondary teachers was later established in the University of Edmonton.

The Departments of Education and Agriculture have co-operated to ensure that agriculture, from an educational point of view, would be given the importance it deserves. It began with the teaching of Nature Study, but developed to become an optional science in secondary schools and colleges. Three agricultural schools were opened in 1913 in connection with demonstration farms. Two of these, residential schools operated by the Department of Agriculture at Olds and Vermilion, and a third one opened at Fairview in Northern Alberta, presently provide practical courses in all the common branches of agriculture and home economics and stress citizenship, athletics and social life. Admission standards are flexible; applicants must be 16 years of age and have sufficient elementary education to benefit from the courses. The time schedule, from late in October to early April, is such as to enable boys and girls to be home for seeding and harvest operations.

A number of colleges were founded in Alberta during the early years. Alberta College was founded by the Methodist Church and opened in Edmonton in 1903. By 1912-13, it had an enrolment of over 1,000. A second, Western Canada College, was founded in 1903 in Calgary for boys and young men. A third, Robertson College, was founded by the Presbyterian Church in 1910 in Edmonton South. Many others followed, some of which have not survived.

In addition to the Provincial University of Alberta, Edmonton, there are at present a number of colleges, five of which are affiliated to the Provincial University and one of which exists in constitution only. Two colleges are affiliated to the University of Ottawa, one to the University of Laval and the remaining two are independent Lutheran and Seventh Day Adventist institutions.

Theological colleges have been encouraged to affiliate with the university. Two have been granted sites on the university grounds.

The site for the University of Alberta was selected in 1907. Dr. H.M. Tory became its first president in 1908. A faculty of Arts and Science was opened in 1908 with an enrolment of 35 and grew rapidly year by year to enroll 433 students in 1913 and 4,605 full-time students in 1948-49.

Various professional societies of the province, one by one became affiliated with the University, relying upon the University for professional examinations. Among these were: Alberta Land Surveyors, the Alberta Dental Association, the College of Physicians and Surgeons of Alberta, the Alberta Architects' Association, the Law Society of Alberta, the Institute of Chartered Accountants of Alberta and the Alberta Pharmaceutical Association.

Extension work was started at an early date by the university and is evident in visits of instructors to various centres of the province, extensive bulletin distribution, travelling libraries, series of lectures, broadcasts, etc.



### University of Alberta.

The University of Alberta is the sole degree granting institution in the province. It is supported almost entirely by fees and government grants. It is administered by a President appointed by the government and a Board of Governors, whose members are in part, appointed by the government, and in part, hold seats ex-officio. Instruction is provided in Arts, Sciences, Engineering, Education, Agriculture, Medicine, Dentistry, Nursing, Pharmacy, Law, Home Economics, and Fine Arts. There is also a graduate school. The normal session operates from September to April and is supplemented by a six weeks' summer session. The 1949 enrolment exceeded 4,500 students in the regular session. While the major campus is at Edmonton, the Faculty of Education has a branch at Calgary, and each summer a special Fine Arts session is held at Banff.

### Institute of Technology and Art.

This school, located at Calgary, is operated directly by the Department of Education. In an extensive and modernly equipped plant, specialized instruction is given in vocational subjects such as automotives, radio, metal work, building trades, aeronautics, welding, agricultural mechanics, fine and commercial art, dressmaking, dietetics and ceramics. Evening classes and Saturday morning classes, as well as day classes are given. Pupils are fitted for occupations lying between the skilled trades and the highly scientific professions. It trains in both skills and techniques, in most courses devoting half the day to classroom and laboratory studies, the other half to shopwork.

### B. Present Organization of Education in Alberta.

While educational services and the pattern of administration are in a continual process of development, the description below will probably be representative for some years to come. It deals primarily with elementary and secondary education as provided in the public schools.

In 1948-49 Alberta was organized into 3,852 school districts of which 3,718 were in larger divisions (to be described later) and 42 were consolidations. Of the town school districts, 28 were in divisions and 33 outside; of the villages 72 were in and 29 out, and of the consolidated districts, one half, or 20, were in the divisions for school administration.

A trend towards eliminating schools with small enrolment continues. Vans for transporting pupils, and dormitories are becoming increasingly popular. Dormitories vary from make-shift quarters and converted army huts, to well-constructed buildings. Most of them house from 10 to 60 pupils, although there are a few larger ones housing 200 to 300 pupils. Conveyances vary from those provided by the parents to especially constructed buses. The trend is towards ownership by the division of modern, fully equipped conveyances. Conveyances are used mainly where roads are open the year round, dormitories where transportation is difficult during at least part of the year. There were 881 vans in operation and 19,819 pupils transported in 1948-49.

Publicly-controlled schools listed 698 rooms, exclusive of Commercial and Technical rooms, doing exclusive high school work, and 678 others with pupils of intermediate grade; 42 rooms with elementary and secondary pupils, 2,219 rooms with elementary and intermediate and 1,918 for elementary grades only. In addition, there were 17 private elementary schools enrolling 600 pupils. Many of these enrolled one or more secondary pupils, and with three private secondary schools, taught a total of 492 pupils. Another 3,731 were enrolled in 11 private



business colleges.

#### Municipal Organization and Education.

Alberta is one of the three prairie provinces; but, whereas it began mainly as an agricultural and ranching territory, exploitation of coal, oil and gas, and a beginning in manufacture have resulted in sections becoming highly industrialized with Edmonton and Calgary showing phenomenal growth recently. None the less, of Alberta's estimated population of 846,000 in 1948, 448,934 were classed as rural, and it follows that there is an insistent problem in rural education which is difficult to solve, but which has been responding favorably to various expedients.

In 1941, the urban dwellers were found in seven cities, 54 towns and 163 villages. Two of the cities have populations of more than 100,000; the towns vary around 1,000 and the villages are considerably smaller.

Special legislation is required for the incorporation of cities. In practice, there must be a minimum population of 2,500, but neither area nor population are specified in the statutes. For towns, there must be a population of 700 in the village and adjoining land and a petition signed by two-thirds of the inhabitants. Villages can be formed by the Legislature if deemed advisable or after a petition signed by 20 or more inhabitants has been received. Organized rural areas are termed Municipal Districts. Unorganized areas are termed "Improvement Districts".

The practice of establishing schools where population warranted, and later organizing schools suitable for the increased population, is typical of Western Canada practice. As a result cities usually have a well-integrated system functioning under provincial regulations and towns and villages each have an organized school which is attended by the town or village children and those from neighbouring farms. In rural areas, schools were located as conveniently as possible for a majority of the pupils, and not too far distant from their dwellings. Shifting of population, increased size of farms, aging of the farm population, etc., often meant small enrolment for rural schools. With the introduction of the larger units which were erected somewhat on previous inspectorates but with considerations for topography etc., an attempt to re-organize school plants or transport pupils was begun.

Many municipal authorities have felt that there should be a closer relationship between municipal and school finance. The County Act recently approved by the Alberta legislature has empowered the government to set up four "experimental" counties in which the management and control of all civil affairs, including schools and hospitals, will be vested in an elected county council. Sub-committees of the council will be in charge of education and health. At the end of four years, a vote will be taken to determine whether the residents desire a continuation of the county organizations. Presumably, the whole province will be reorganized on this new basis if the change meets with approval.

#### School Districts.

The school district is the basic unit of school administration, though in recent years (since 1937) its powers have to a large extent been assumed by the newer school division which has combined a fair number of rural districts and has been joined by villages and towns in some cases.

The school district normally comprises an area of 16 to 20 square miles. It may or may not include a city, town or village.

For administrative purposes, a district containing a city or town is called a town district, one containing a village is called a village district, and others are termed rural districts.

From the time the province began, and in fact during territorial days, school districts were each autonomous with respect to the operation of district schools. This situation still prevails with respect to a few districts but, as will be described later, almost all rural districts and many others have become part of larger (divisional) organizations to which they have relinquished most of their powers.

#### Private Schools.

A variety of private schools are in operation. Some are commercial ventures. Many are sectarian in nature. All of which purport to provide elementary or secondary school instruction are government inspected, and must meet the standards of publicly operated schools. Private vocational schools must be licensed by the Department of Industries and Labour.

#### School Law.

The school law of Alberta is embodied in five acts. These are as follows:

(a) The Department of Education Act.

This Act constitutes the Department and defines its powers. It provides, among other matters, that the Minister may control or prescribe with respect to the curriculum, grading and examinations, certification of teachers, text books, supervisory services and a variety of other matters. It empowers the Minister, when necessary, to unseat a school board and replace it by an administrator known as an official trustee.

(b) The School Act.

This Act deals with the establishment of local administrative authorities and their powers. It controls also a number of matters relating to the conducting of schools, vacations, hours, duties of teachers, etc.

(c) The School Taxation Act.

This Act provides the manner in which local school authorities obtain tax revenue. This is largely accomplished by requisition upon municipal authorities, but in a few special cases, there is direct taxation by the Board.

(d) The School Attendance Act.

This Act prescribes the compulsory attendance age and provides penalties for various sorts of offences involving non-attendance.

(e) The School Grants Act.

This Act authorizes the Lieutenant-Governor-in-Council to make regulations covering the expenditures of money voted by the Legislature to be used for the support of schools.

C. Administrative Organization.

A. Department of Education.

The Department of Education, presided over by the Minister of Education, is charged with the general oversight of educational services at the elementary and secondary school levels. The following list of its chief officers and branches gives an indication of its jurisdiction and interests:

Deputy Minister

Chief Superintendent of Schools

Divisional Superintendents (elementary inspectors)

High School Inspectors

Supervisors of Home Economics

Industrial Arts

Guidance

Curriculum Branch

School Administration Branch

School Book Branch

Correspondence School Branch

Audio-Visual Branch

Examinations Branch

Teachers' Service Bureau

Grants Branch

School Buildings Branch

In large measure, however, the direct administration of the schools is the responsibility of the local school authorities, school districts or school divisions, as the case may be.

Separate School Districts.

Provision is made in The School Act for a minority in any school district, whether Protestant or Roman Catholic, to establish a separate school district, having the same boundaries as the public (original) school district. Where such is established, the property of all those of the minority faith is assessable for the support of the separate school district and all children of parents of such faith must attend the school of the separate district. No provision is made for voluntary determination of support or attendance.

Any school operated by a separate school district is subject to the Departmental regulations respecting hours, curriculum, text books and supervision, as



if it were a public school district. Separate districts can take advantage of the religious instruction privilege of The School Act to provide the children with desired sectarian instruction. This privilege is also available to public school districts.

With one exception, all separate school districts are Roman Catholic.

#### Consolidated School Districts.

Some thirty years ago, a considerable number of consolidated school districts were formed, usually around a town or village. Under this arrangement, the adjacent local one-room schools were closed and the pupils attended the central school, usually being transported. A consolidated school district commonly comprised from two to five local districts. While the local districts did not entirely lose their identity, they did so for practical administrative purposes. Their local boards ceased to function; instead each district elected a trustee to the consolidated district board.

While it is many years since any such districts have been formed, a few still operate their own schools. Most, however, have been incorporated into the newer school division organization.

#### Rural High School District.

The rural high school district was a modified version of the consolidated school district. In this case, the adjacent districts combined only for the operation of a small high school, each continuing to operate a local elementary school. It is also a great many years since the last such district was formed. By 1947, all had been absorbed by the school divisions, having served usefully during a twenty or twenty-five year transition period.

#### Establishment of School Districts.

Two procedures are provided for the establishment of a new school district. Throughout the formative period of the province, when new farming population was arriving steadily and the area of settlement was expanding rapidly, the petition and plebiscite method was usually employed. The settlers, by petition, obtained approval of proposed boundaries of a new district. Then a vote of the resident ratepayers (now electors) was taken. If the vote were favourable, a new district was established. A proposed district was required to have at least eight resident children between the ages of 5 and 16 inclusive, and at least four prospective taxpayers.

More recently, with the need for the establishment of schools seldom questioned, and cases arising much less frequently, the usual procedure is for a new district to be established directly by ministerial order after representations and departmental investigation. A meeting of the electors is then called by the local superintendent (inspector of schools) for the purpose of electing a board.

#### Government of a School District.

All school districts, regardless of type, which are autonomous, i.e., not part of a school division, are governed by boards of trustees. The normal number is three in a rural or village district and five in a town district. In special cases, the board of a rural district may be increased to five.

On three-men boards, one member retires each year in a three-year cycle. When the board comprises five, two retire one year and three the next in a two-year cycle.

In rural and village districts, an annual meeting of the electors is held in January or February of each year at which reports are given by the officers of the board, and the affairs of the district are discussed. At this meeting, nominations for any trustee vacancies are made and, if necessary, a poll by secret ballot is conducted.

In the case of a town district, the annual meeting is held in conjunction with that of the municipality; and the nominations and elections are conducted at the same time, in the same manner and by the same officials as for the election of aldermen or councillors.

The officers of a district are normally the chairman, the secretary-treasurer and the auditor. The chairman is elected annually by the trustees from among their number. He presides at meetings of the board, certifies accounts, signs cheques and contracts, and exercises general supervision over the affairs of the district. The secretary-treasurer, which office may be divided, but seldom is, is not usually a member of the board though he may be. He records minutes, conducts correspondence, submits returns, signs cheques and contracts, keeps the district seal, and generally conducts the routine and clerical work of the district.

The auditor, who must be approved by the Department of Education, makes an annual audit of the books and accounts, and submits a report to the Department and to the board.

Where the size of a school system warrants, such as in a large city, the board may employ a superintendent of schools who acts as professional adviser to the board and generally supervises actual school operation. He normally becomes a senior officer to the secretary-treasurer who, in such a system, may also be a full-time employee.

#### School Divisions.

The school division has now become the dominant unit of school administration in Alberta. Beginning in 1937, the province was reorganized through the federation of rural school districts under one general administrative board. In 1949, some 57 divisions were in operation and except for a handful of isolated districts, no independent rural districts remained.

A school division, though essentially a geographical area, is not described in geographical terms. Instead it is an aggregation of designated school districts each of which maintains a nominal independent entity. Districts may be added, withdrawn, or transferred from time to time. Almost all school divisions at the time of their formation contained islands of non-included areas representing town, village or consolidated districts. Many are now geographically complete through the later absorption of independent districts.

#### Characteristics.

While there is considerable variation among them, due to factors of topography, distance, transportation services, density of population and others, it may be said that the average division covers some 1,500 to 2,000 square miles, is some 35 to 45 miles square, or of corresponding oblong dimensions, contains one



fairly large center of population with a number of lesser ones, comprises 70 to 80 school districts, has a school population of 1200 to 1800 pupils and employs 60 to 80 teachers.

#### Establishment.

Alberta's school divisions were established entirely by ministerial order. Following discussions with the residents, the holding of meetings to acquaint the public, but especially local district trustees with the new scheme, and careful study by departmental officials, the districts to be included in each case were designated as a school division. No vote of the people was held, and no district was permitted to declare itself out. This procedure made comprehensive action possible at a time when local school administration was at a low ebb.

Only rural districts were included in an establishment order; the inclusion of town, village, consolidated and all separate school districts, being left to subsequent action.

Upon the establishment of a school division, all assets of the combined districts became vested in the division and all liabilities were assumed. No attempt was made in Alberta to make adjustments, as between rich and poor districts. The only concessions to those districts which entered with an excess of assets over liabilities were as follows: First, the cash assets, that is those exclusive of land and buildings, were placed to the credit of the district, and were to be used for capital expenditure in the district or, after three years, at the discretion of the local board, to provide special equipment or services. This arrangement was effected to avoid irrational spending by local boards prior to inclusion. Secondly, the government, over a period of time, undertook to pay off all teachers' salary arrears inherited by the divisions by means of special grants. To a limited degree, the same principal was applied to overdue, unpaid debenture coupons.

#### Administration of a School Division.

Upon its establishment, a school division is subdivided into from three to five areas each containing approximately the same number of school districts. Each subdivision elects a trustee by popular vote of the electors. The several trustees constitute the board in which the government of the division is vested. Each trustee holds office for three years, the terms of office being cycled so that one or two expire each year.

The board of a school division exercises, with respect to its total area, powers similar to those enjoyed by the board of an independent district, - budgeting, engaging teachers, erecting school buildings, transporting pupils, etc. Provision is made for each independent district to keep a local board which has chiefly advisory functions. It is empowered, however, to take care of certain emergency situations, to exercise the religious instruction privilege respecting its district, and to authorize the expenditure of its so-called trust funds representing cash assets on hand at the time of its inclusion in the division.

A more extensive statement respecting the powers of boards of trustees appears later.



### Officers of a School Division.

#### (a) Chairman.

In the same manner as in a district, the board annually elects a chairman of the board, whose functions are the same as those of a district board chairman, - to preside at meetings, to sign documents, and to exercise a general oversight with respect to the property and affairs of the division. A vice-chairman is also elected to serve when necessary in his stead.

#### (b) Secretary-Treasurer.

This officer cannot be a member of the board. He is a full-time servant, appointed by the board, subject to ministerial approval. He takes charge of the divisional office, a headquarters usually owned by the division, keeps minutes, records and books, deals with teachers and the public respecting routine matters and special problems, purchases and distributes supplies, and in general, cares for the day-to-day business of the division.

The secretary-treasurer is bonded through a blanket policy carried by the Department of Education.

Assisting the secretary-treasurer may be one or more stenographers and clerks and a librarian, depending upon the size and volume of work of the division.

#### (c) Auditor.

The auditor is customarily a chartered accountant, although others approved by the Department may be engaged. The practice of making a quarterly audit is growing.

#### (d) Superintendent.

To each school division is attached a superintendent, employed by the Department of Education. At the time school divisions were established, the inspectors of schools were augmented in number and continued in their territories as representatives of the Department. Their duties are varied. Primarily they visit schools and in other ways carry on a supervisory program. In addition, however, they act as advisers to the divisional boards in all matters of administration and, in so far as they may be authorized by their boards, exercise administrative authority. Many boards have in effect turned over to their superintendents all matters of teacher engagement and placement. Due to his travelling throughout the division, the superintendent functions as a liaison officer between the districts and the board.

### Towns and Villages in Relation to School Divisions.

Each school division upon its establishment comprises rural districts only. Area planning is possible only when the towns and villages become part of the general educational administration. Provision is made in The School Act for any town, village, consolidated or separate school district to enter the appropriate school division by agreement.

The agreement is negotiated by the boards of trustees of the district and of the division and signed on their behalves. If acceptable to the Department, it is approved by the Minister. The electors of the district are given an opportunity to vote respecting union if so demanded by petition. Unless repudiated by the

electors, the agreement becomes effective.

Under an agreement, the district becomes an integral and permanent part of the Division in the same manner as any other district, except that the financial provisions of the agreement are subject to review from time to time. The financial provision is normally one which stipulates that the requisition upon the town or village concerned shall be greater or less than the normal divisional rate by a specified amount.

Provision is made that a district having a school of eight rooms or more shall become a new subdivision and elect its own trustee. Under certain circumstances, two may be elected. Otherwise, the district becomes part of an existing subdivision.

#### Procedures and Conditions Affecting Districts and Divisions.

##### Franchise.

All electors are entitled to attend school meetings and to vote on school matters. An elector is, in effect, any person over 21 years of age who is a British subject, a resident, and taxed for school purposes, or any person who is a tenant of property taxed for school purposes, or again, if otherwise eligible as to age, nationality and residence, the husband, wife, son, daughter, father or mother of such person. For purpose of voting on a proposed debenture issue, only proprietary electors may vote, i.e., the electors actually assessed for property taxation.

An elector is eligible as a candidate for the post of trustee in a district or a division.

##### Electors' Meetings.

In addition to the annual meeting of the electors of a district, referred to previously, provision is made for the calling of special meetings by the board, the Minister, an inspector of schools, or by petition of the electors.

In each school division, there is held late in each year an electors' meeting in each subdivision, at which reports are presented by the officers and the affairs of the division are discussed. Should there be an impending vacancy on the board affecting the subdivision, nomination papers are submitted. Nomination may be by the board of trustees of a local district or by any five electors representing any districts of the subdivision. Under certain circumstances, one or more subdivisional meetings may be combined.

##### Elections.

In independent districts, other than town districts, trustee elections are conducted by ballot at the annual meeting, or at a special meeting called to fill a vacancy, nominations having been made earlier at the same meeting. The poll is normally open for two hours, though, to meet special conditions, the Minister may authorize its extension.

In a town district, voting is conducted by the town or city officials, in conjunction with the holding of civic elections.

In school divisions, when an election is required in any subdivision, a poll is established in each district. Under certain circumstances two or more districts may be combined for polling purposes.

The secretary-treasurer of a division acts as returning officer, and in each district, a deputy returning officer is appointed.

Duties and Powers of School Boards.

While these are detailed separately in The School Act with respect to districts and divisions, they are essentially the same for both, and cover the following:

- (a) To provide school accommodation for all children six years of age and over;
- (b) To erect, purchase or rent suitable school premises and to maintain the same, making proper provision for drinking water, sanitary facilities, heating, lighting and ventilation;
- (c) To supply each school with necessary teaching facilities and equipment;
- (d) To provide each school with a flag and equipment for displaying the same;
- (e) To engage teachers for the schools of the district or division and to designate the rooms wherein they shall take charge, and to transfer them as deemed desirable;
- (f) To see that schools are conducted in accordance with the law and regulations and to submit all reports required in connection with school operation and the administration of the district or division;
- (g) To determine the time or times in each year at which Grade I pupils may be admitted;
- (h) To suspend or expel, after investigation, any pupil guilty of open opposition to authority, wilful disobedience, habitual neglect of duty, using profane or obscene language, or other conduct injurious to the moral tone of well-being of the school;
- (i) To adopt a salary schedule for teachers and to arrange for payment of salary monthly;
- (j) To pay fees for the attendance of pupils, including high school pupils, at schools operated by other boards, whenever such service is not made available by the board itself;
- (k) To settle disputes between teachers and parents or pupils.

The following powers are optional with boards of trustees:

- (a) To pay compensation to trustees according to the following scale:
  - In school divisions - \$8.00 per meeting and eight cents per mile;
  - In districts containing cities - \$4.00 per meeting;
  - In rural, village, consolidated and town districts - \$2.00 per meeting.
- (b) To provide a health service by employing physicians, dentists, and nurses;
- (c) In the case, of a district, to employ a superintendent of schools if more than twenty teachers are employed;



- (d) To dismiss summarily or to suspend any teacher guilty of gross misconduct, neglect of duty or refusal or neglect to obey a lawful order of the board;
- (e) To furnish free lunches, text books and other pupils' supplies;
- (f) To provide teachers' residences;
- (g) To operate dormitories for pupils;
- (h) To provide scholarships.

While the total list of discretionary powers is much more extensive than the above, they indicate the nature of school board responsibility and power.

#### Relating to Trustees.

Any trustee may be ousted from office upon representation made by two electors before a judge that he has been guilty of neglect of duty, has violated the school law, or is for other reason, unfit to act.

Any trustee is automatically disqualified who is convicted of a criminal offence, becomes insane, absents himself from three consecutive board meetings or ceases to be a resident of the district or subdivision he represents.

No trustee may, with certain specified exceptions, enter into any transaction of a pecuniary nature with the board on which he sits, and becomes subject to disqualification for so doing.

#### D. Teachers.

##### Certification.

All teachers must by law possess teaching certificates issued by the Department. Some years ago the First Class, Second Class, Third Class scheme was abandoned and replaced by another. Many First and Second Class certificates are still in use and are still valid.

Certificates now issued (1950) are of two kinds, General and Special. The former grants broad teaching privileges while the latter entitle the holders to teach in specific subjects only. By regulation, every teacher must hold an appropriate general certificate before being entitled to teach. This regulation is difficult to enforce with respect to technical subjects, and may have to be modified.

The general certificates with their teaching ranges are as follows:

Temporary License	I - IX
Standard E	I - IX
Standard S	IV - XI
Professional	I - XII

Special certificates in a number of instances are issued in Junior, Senior and Advanced levels. They cover a variety of subjects, - Art, Music, Dramatics, Physical Education; Commercial, Technical and Primary subjects.

Some high school subjects may be taught only by the holder of an appropriate special certificate.

General certificates are issued on an interim basis and may be made permanent by two years' successful teaching experience and some additional professional training.

The Minister is empowered to extend the life or teaching range of any certificate and has been obliged to do so during the war and post-war shortage.

Letters of Authority may be issued. These have been carefully limited to those who have had professional training in some degree but who for some reason or other are not entitled to receive an Alberta certificate.

#### Teacher Training.

As of 1945, Alberta's two Normal Schools which had trained candidates for elementary school teaching were incorporated into the Faculty of Education of the University of Alberta which had formerly provided only secondary school certification and graduate work. The reasons for this move were primarily to give greater prestige to the teaching profession and to provide for continuity of credits, the former Normal School year not having carried university credit towards a B.A. Now all work taken carries credit towards either a B.Ed. or B.A. degree. The programs leading to the B.Ed. degree include a number of regular B.A. or B.Sc. courses in addition to professional courses.

A prospective teacher may obtain the Temporary License after one year, the Standard E or Standard S Certificate after two, and the Professional after three years. The B.Ed. degree requires four years following Grade XII. Candidates may specialize in various fields; elementary, secondary, sciences, languages, commercial, technical, agricultural, etc. Technical work is taken in part at the Faculty of Education and partly at the Institute of Technology and Art in Calgary.

The former Calgary Normal School operates as a southern branch of the Faculty giving two years of B.Ed. work.

In order to provide liaison between the Department and the University, there exists the Board of Teacher Education and Certification, on which the Department and University have major representation with the Alberta Teachers' Association and the Alberta School Trustees' Association, having minor representation.

#### Engagement of Teachers.

All teachers are engaged directly by school boards. No contracts are signed. The passage of documents offering and accepting employment constitutes an engagement. Salary is determined according to the salary schedule. Engagements are continuous, except for certain temporary and substitute employments. Thirty days' notice of termination may be affective during the summer vacation by either party, otherwise such notice may be given only with the consent of the Minister.

Any teacher who is dismissed at the end of the term and considers such dismissal unjust, or frivolous, may appeal to a body known as the Board of Reference,

actually a district court judge, who, upon hearing the case, may confirm the board's action or reinstate the teacher.

#### Payment of Teachers.

Every board is required by law to have in effect a salary schedule which determines the rate of salary for each teacher, including principals, and supervisors. Salary schedules commonly take into consideration the following factors: certificate held, grade level taught, length of experience, supervisory and administrative responsibility and special certificates. Classroom load also is sometimes a factor.

Salary schedules are arrived at through collective bargaining between the board and teacher representatives. If no agreement is reached, the case may go to conciliation and arbitration through the normal channels of the Department of Industries and Labor. A schedule once negotiated is in effect for a year and longer unless renegotiation is demanded.

Teachers are paid their annual salaries in twelve equal monthly instalments. In case of limited employment, each day is paid for at one two-hundredth of the annual salary. Provision is made for twenty days sick leave pay per year.

#### Pensions.

Under a scheme effected in 1948 the pension of a teacher amounts to  $1\frac{1}{2}$  p.c. of the average salary of the five best consecutive years, multiplied by the number of years' service after age 30, not to exceed 35 years. Provision is made also for disability benefits.

#### Teachers' and Trustees' Associations.

Every teacher is required by law to be a member of the Association. Fees are deducted at the salary source for transmission. The Association annually holds a general meeting of councillors representing the many locals throughout the Province. It is represented upon various departmental committees and boards. It sponsors, in cooperation with the Department, fall conventions throughout the province.

It may be noted that the trustees are also fully organized into the Alberta School Trustees' Association which is constituted by law. Although a board may withdraw by giving notice, none has done so in recent years and hence the body is completely representative of the trustees of the province. This body is also recognized by the Department officially in a variety of ways.

#### E. School Operation.

##### School Year.

The school year runs from July 1 to June 30. It is divided into two terms, called the December and June terms, of six months each. Actual operation in each school year is 200 school days. The months of July and August are normally vacation months with an additional ten days at Christmas (December 24 to January 2 inclusive) and a week at Easter. Other mandatory holidays are May 24, Thanksgiving and Remembrance Day. Additional holidays may be granted by the school board or the Lieutenant-Governor-in-Council. Labour Day and the birthday of the sovereign are commonly observed.



### Hours of School.

School is held normally from 9:00 to 12:00 and from 1:30 to 4:00 with two fifteen minute recess periods. Many rural schools take only one hour at noon and dismiss at 3:30. Hours may be altered with the consent of the Minister. Large departmentalized high schools often effect some modification to suit timetable arrangements.

### Curriculum.

The basic programmes of studies from Grades I to XII are prepared by the Department of Education and prescribed for use. In many respects, however, flexibility is provided with allowance for local interpretation and choices. Further, local school systems are permitted to offer courses they have developed, subject to Departmental approval. Such experimentation is encouraged, especially at the high school level, to meet local conditions of industry.

The Alberta school comprises three sections - elementary (Grades I to VI), junior high (Grades VII to IX), and high school (Grades X to XII). While in many communities, all sections of the school operate in the same plant, the intent is that they should be organized separately.

In the elementary school, all subjects are compulsory. In junior high there are five compulsory subjects and a small range of exploratory and cultural options. In the high school only English, Social Studies, and Health and Physical Education are required for a diploma with the remainder chosen from a wide range of options, academic, commercial, aesthetic, expressional, technical, agricultural, etc. Only the larger schools are able to offer a range approximating the full complement. Small ones are of necessity limited in scope and tend to stress the academic.

### Supervision.

Supervision is given in a school division by the superintendent. Employment of a visiting teacher by the board is growing.

In large city systems, in addition to its own superintendent, the board employs additional supervisors, elementary, music, home economics, industrial arts, guidance and physical education.

In addition to the staff of divisional superintendents employed by the Department, there are four high school inspectors, and supervisors of home economics, industrial arts, and guidance who visit schools, issue bulletins, conduct institutes and in other ways encourage and direct the work of their fields.

### Religious Instruction.

The board of a district, including the board of a local district in a division, may direct that the last half hour of each school day be devoted to religious instruction. The law does not prescribe who shall do the teaching. It may be done by the teacher, but in many instances where sectarian instruction is desired, it is given by a representative of the church. The limitation as to time is equally applicable to separate and public schools.

Schools are opened by the recitation of the Lord's Prayer, and by the reading of a passage of scripture from an authorized list. The local school board may by resolution dispense with one or other of these exercises.

### Language.

All schools must be conducted in the English language but a local board may provide that a primary course be taught in French. No other language is permitted under the law.

### F. Financing Publicly-Controlled Schools in Alberta.

Alberta schools are financed largely from local levies on land and improvements. Government grants provide about 30 per cent of the school revenue. Other sources are very minor, which means that almost all the rest comes from direct taxes. The percentage of government grant varies widely, according to locality.

Since the formation of larger units, there has been less need for issuing debentures for capital outlay or borrowing on notes while waiting for taxes to come in.

### Finance and Taxation.

Early in each year each school board must prepare a budget of revenue and expenditure. This may include, if approved by the Minister, a sum to be placed aside as a capital reserve.

When the extent of the revenue to be raised by taxation has been determined, the total sum is apportioned among the various municipalities, whether urban or rural, in accordance with the assessments applicable to the district or division on a pro rata basis. Rural assessments are of lands only whereas urban assessments include fair actual values of improvements.

Each municipal authority is required by law to pay the amount of the requisition in quarterly instalments.

### Borrowing.

Any board may borrow any amount for any purpose from any bank or other source upon such terms as may be approved by the Minister. Such borrowing is usually of short term duration. A school division or town district may borrow, without permission, for current purposes a sum not to exceed 25 p.c. of its previous year's requisitions.

Debenture borrowing is provided for, to cover long term loans for capital purposes. There are technical details and limitations. Broadly, however, every large debenture issue must be approved by the supervising body known as the Board of Public Utility Commissioners and may be voted upon by the proprietary electors.

### School Sites and Buildings.

All school sites, except in town districts, must be approved by the Minister. They are required to be of three acres or more in extent.

Provision is made for compulsory acquisition, i.e., a needed site may be expropriated through certain procedures with the compensation determined by arbitration.



Building plans are also subject to approval by the Department.

#### Conveyance of Pupils.

Any board may provide such conveyance of pupils as it deems necessary. Some conveyance is compulsory. A consolidated district must provide conveyance for all pupils beyond 1.5 miles from school. A school division must provide for all pupils up to Grade IX who are required to attend school in districts other than their own and who are more than three miles from school or 1.5 miles from a van route. It is provided in all cases, however, that no board be required to provide conveyance for isolated families, but instead may pay an allowance to the parents in lieu thereof. In case of dispute, the Minister is the arbiter as to the necessity for providing a van, and of the rate of allowance. Many school divisions have approved schedules to cover the several cases in their areas.

The Highway Traffic Board issues regulations covering the nature and operation of school vans.

#### Non-Resident Fees.

Any board, which for any reason does not provide school service at any level for some or any of its pupils, may enter into an agreement for the education of the pupils by another board and in so doing may pay whatever fees are agreed upon. In the event that no agreement exists, the board providing the service is entitled to charge rates as set forth in the School Act. These are \$4.00 per month per elementary school pupil; and \$1.50 per high school credit or \$50.00 per year for high school pupils. In the event that three or more teachers are employed in the school attended by pupils in Grades IX to XII, the actual per pupil cost may be charged, computed according to a statutory schedule. The stipulated fees cover casual cases. Larger groups are usually covered by agreement since additional accommodation is required. If no room is available, pupils may be refused admission.

In the event that a parent sends a child to another school when his own is available to him, he must pay the fees. Children from unorganized but taxed land, outside school districts, have their fees paid by the Department.

#### School Grants.

The School Grants Act is substantially enabling legislation. It provides that the Lieutenant-Governor-in-Council may make regulations covering the distribution of such money as may be appropriated by the Legislature for the purpose of school grants. The appropriation normally indicates in broad terms the sums to be devoted to various purposes.

The School Grants Regulations in effect in 1949 follow the pattern of previous years and are somewhat extensive. They provided for grants chiefly as follows:

- (a) Classroom grants ranging from \$450 to \$750 depending upon level of instruction;
- (b) Van grants ranging from \$480 to \$1,840 depending upon distance and load; also 35 p.c. of the board's expenditure respecting the individual arrangements with parents;
- (c) Equilization grants on a sliding scale based upon average assessment per classroom. Teachers employed plus some other factors deter-



mined the number of classrooms. The assessment is that of the municipality subject to review by the Director of Assessments. In urban centers a formula is used to reduce inequities in assessment of lots.

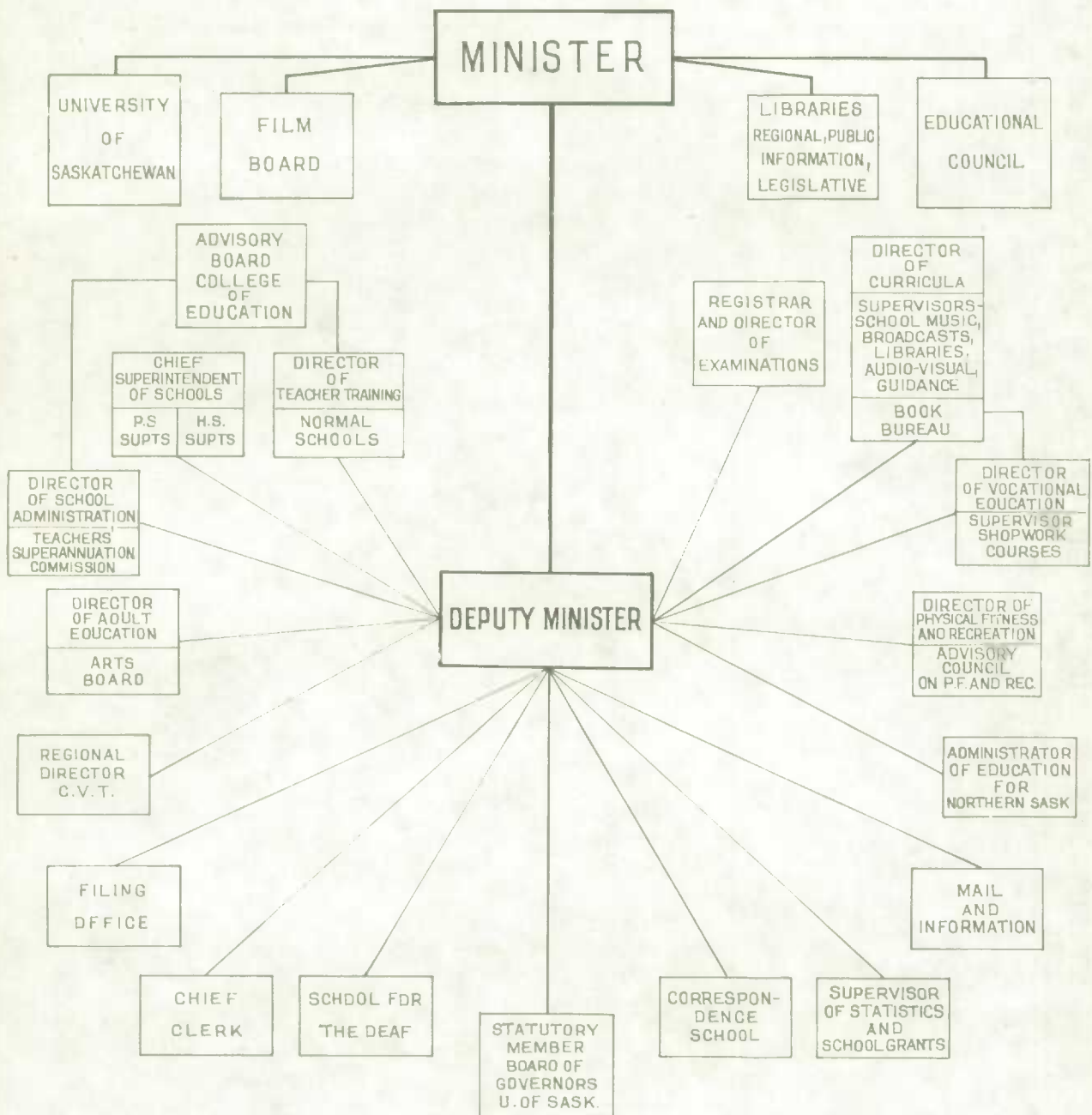
A school division or rural district receive \$16 per classroom per year for each \$1,000 deficiency of its average classroom assessment from \$130,000. Similar but somewhat less generous scales apply to village and town districts;

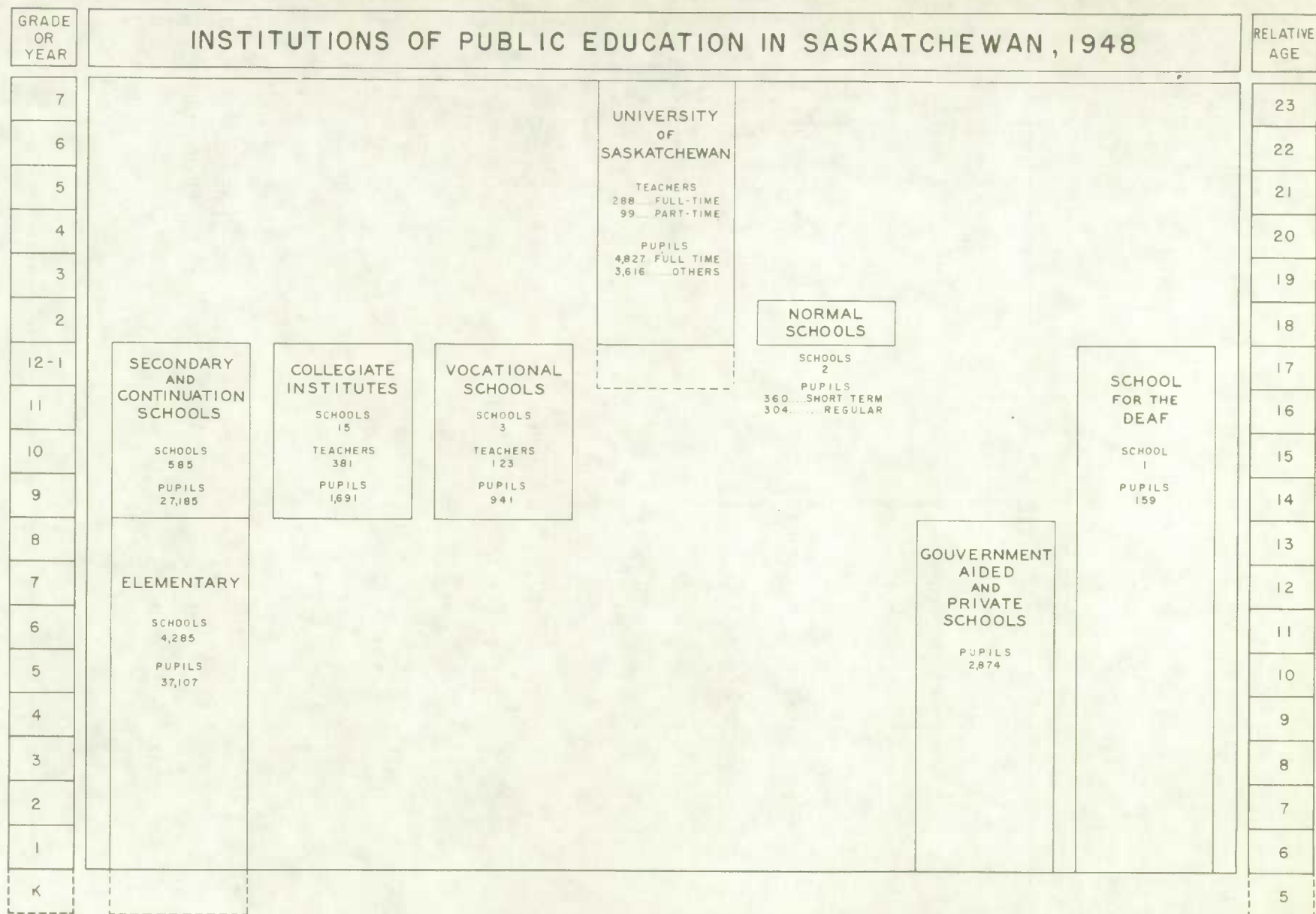
- (d) Grants ranging from 25 p.c. to 50 p.c. of the costs of equipment for special subjects, salaries of vocational teachers, night school tuition and the expenses of travelling teachers;
- (e) Grants ranging from \$50 to \$250, in addition to their scheduled salaries, to teachers who serve in outlying, isolated and unattractive schools.

In 1950 a newly-passed School Borrowing Assistance Act provided what is in effect a  $12\frac{1}{2}\%$  government grant towards capital expenditure, as well as giving an interest payment guarantee.

# GOVERNMENT OF SASKATCHEWAN

## DEPARTMENT OF EDUCATION





Note: The above does not include 11 Private Colleges, 31 Private Schools and 9 Business Colleges



## SASKATCHEWAN

### A. Brief History of Education in Saskatchewan.

Pioneers settled in that part of the North-West Territories which is now Saskatchewan during the last half of the nineteenth century. Until 1884 such schooling as was available was provided by missionaries or church helpers. In 1884 the state accepted responsibility for providing education but invited co-operation of the churches. Despite differences of opinion among the churches and some misunderstanding no serious trouble was experienced.

The ordinance of 1884 established a publicly-controlled school system in the North-West Territories and provided for a board of education of two sections, Catholic and Protestant. This ordinance, which was patterned after the system in Quebec, allowed each section to prescribe text books, programs of studies, qualifications of teachers etc. for its own schools.

In 1891 and 1892 the system was reorganized with a Council of Public Instruction replacing the board of education. The council consisted of four members of the executive council and four additional members without votes - two Protestant and two Roman Catholic. By this time, there were 249 schools enrolling 6,170 pupils. In 1901 the advisory members were removed from the administrative council to constitute the educational council with powers of advice only concerning text-books, courses of study, licensing of teachers and inspection.

Compulsory education covering the attendance of pupils and opening of new schools, had been enacted before 1889. Children between the ages of seven and twelve were required to attend at least twelve weeks a year; and schools were to be kept open throughout the year if 15 children of school age resided within one and a half miles; or for half of the year where the number of children was from 10 to 15.

Many of the non-English-speaking immigrants settled in national blocks or colonies in Saskatchewan. Some of these groups were strongly desirous of maintaining their own language and were either disinterested in education or opposed to their children learning English. Others showed eagerness and appreciation of the public schools. In 1892 legislation concerning language was amended in the Legislative assembly to read "all schools shall be taught in the English language but it shall be permissible for the board of any district to cause a primary course to be taught in the French language". In 1901 the trustees of a district were permitted, subject to the prescribed regulations, to employ competent persons to give instruction in a language other than English provided that the cost should be borne by an extra assessment on those wishing it. Instruction was to be given between 3 and 4 o'clock on assigned days and might cover reading, composition and grammar. Text books were prescribed for such subjects. The primary course in French did not come under this provision.

Obtaining qualified teachers at this time was a troublesome problem as the number of schools was increasing rapidly to say nothing of vacancies from teachers resigning. The first professional instruction was given in Moosomin in 1889 but little was accomplished until the first Normal school was established in Regina, 1893. For some years qualified teachers were brought in from Ontario and the Maritimes to man the schools. These teachers, schooled in the ways of schoolmen in the eastern provinces, greatly influenced the trend of education in Saskatchewan. However, as these sources failed to provide sufficient teachers, provisional certificates, increasing from 187 in 1906 to 508 in 1909 and 915 in 1911, were issued.

The problem of securing local teachers was limited in part by the number and availability of high schools. The first schools, around 1888, united high school and common school work. In 1907 the Saskatchewan legislature passed the Secondary Education Act which provided for the establishment of high schools and collegiate institutes which were to be managed by high school or collegiate boards and supported by a special assessment.

Collegiate Institutes organized under this act follow the same courses of study, use the same text books and write the same examinations as high schools but must meet higher requirements for equipment, attendance and teaching staff. Four years of schooling are offered in secondary schools with "final examinations" administered by the Department at the end of the school year in June. The last year is credited as the first year of university for degree purposes. In years following 1907 few towns organized Secondary schools under the Secondary School Act but more and more districts provided all or part of the regular high schools instruction as a continuation of the elementary division.

#### Universities and Colleges.

The first two institutions of higher learning were established at Prince Albert. They consisted of a theological college founded by Bishop John McLean, and an academy by Reverend James Nesbitt. By the Dominion Act of 1883 Bishop McLean's College was incorporated as the University of Saskatchewan.

In 1903 a university ordinance was passed providing for the establishment of a university and incorporating a chancellor, vice-chancellor, senate, and convocation. Provision was made for electing a senate, calling a convocation of all university graduates, providing for co-education and non-sectarianism. A new provincial University of Saskatchewan was incorporated under the provincial statute of 1907.

In 1909 Bishop McLean's College was transferred to Saskatoon, affiliated to the provincial university and became known as Emmanuel College.

From the first years, because Saskatchewan is predominantly dependent on farm production, emphasis has been placed on agriculture, which has its own faculty and extension department. Colleges of Arts and Science, Law and Agriculture, Engineering, Accounting, Pharmacy, Medical Science and Education were organized during its first two decades and since that time a College of Music and School of Household Science and Fine Arts and Nursing have been added, the School of Accounting became the College of Commerce and a College of Graduate Studies was set up to replace the Committee of the Council which had previously supervised them. Pre-dental and pre-medical years are offered and courses in Physical Education. Theology is taught in the affiliated colleges.

The University of Saskatchewan has had a Branch at Regina since 1934 when Regina College was taken over to function as a junior college. Associated with the University are a United Church College, Anglican College and an affiliated Roman Catholic College. In Saskatchewan there is one other Anglican college, three Lutheran colleges, three independent Roman Catholic colleges, and five Roman Catholic colleges affiliated to the University of Ottawa.

#### B. Educational Council.

The Educational Council is an advisory body selected to represent the people, to keep the educational offering abreast of the pupil's needs and to evaluate the success of the programmes.



Appointed by the Lieutenant-Governor-in-Council who fixes its remuneration, the Council consists of five or more members, two of whom must be Roman Catholic. Meetings of the council are called by the Minister at least once a year to consider general regulations respecting teachers, course of study, teachers' institutes, and suggest text and reference books before their adoption. The Council may also consider any question concerning the educational system of Saskatchewan and report on it to the Minister.

C. Department of Education.

Minister of Education.

The Minister of education is the member of the Cabinet selected by the Leader of the party in power to represent the cause of education on the floor of the house where laws and regulations are made which govern education or delegate powers and duties to educational officers. Under his direction the Department of Education is authorized to prepare and distribute copies of regulations covering the organization and management of schools including construction, furnishing, giving instructions, licensing of teachers, conveyance of children to school, etc. Among his duties the Minister undertakes:

- (1) To prepare and distribute regulations covering management of the school to trustees and teachers;
- (2) To prepare forms on which teachers and others shall report education data;
- (3) When necessary, to appoint persons to call school meetings;
- (4) To make regulations governing the collection of fees in connection with normal school, model schools, teachers' certificates, departmental examinations, certificates of standing, etc.;
- (5) To appoint one or more persons to deliberate on any complaint or dispute arising from the decision of any school official, or adverse condition of a school or district;
- (6) After investigation warrants such action, to appoint a supervisor to act as treasurer;
- (7) When necessary to appoint an official trustee to replace the board of trustees. (A municipal council may be appointed as official trustee);
- (8) To appoint someone to investigate conditions in any section which is not in a school district;
- (9) To suspend or cancel for cause any certificate granted by the department;
- (10) To have plans prepared for schools of one and two rooms for teachers' residences;
- (11) Subject to the approval of the Lieutenant-Governor-in-Council, to establish model schools;
- (12) At his discretion to apply any grant owing to the district against the indebtedness of that district;



- (13) To request the Minister of Municipal Affairs to levy taxes on unincorporated areas for educational purposes within such areas; and to appoint a superintendent of schools for such area prescribing his duties and powers;
- (14) To establish one or more departmental branches for the purchase and sale of texts, reference and library books, equipment, films, slides, etc. (The Provincial Treasurer may advance for this purpose such sums as are authorized from time to time by the Lieutenant-Governor-in-Council.);
- (15) The Minister, with approval of the Lieutenant-Governor-in-Council, has discretionary power to establish school units of areas which employ about 80 teachers and are composed of rural and village public school districts.

While the Minister of Education is responsible for the organization of the Department, actually he limits this prerogative to reorganization, and to appointing replacements when vacancies occur. The Department consists of public servants whose positions are not dependent on the approval of the party in power but who receive appointment through the Public Service Commission.

The permanent head of the Department is the Deputy Minister. Under the Minister he carries out the general policy laid down by the legislature or cabinet, administering it through the divisions of the department in which the work is subdivided according to function. Some idea of this organization may be obtained from the following paragraphs which list department officials together with certain of their duties.

The Registrar, apart from his regular duties as corresponding secretary of the Department, etc., also functions as Director of Examinations. He supervises the setting, revising, printing and distribution of all departmental tests and examinations for Grades VIII to XII.

The Director of Teacher Training is in charge of the certification of teachers, the two normal schools and the in-service training program for teachers.

The Principal (Director) of the Correspondence School is in charge of the Correspondence School Branch of the Department. This Branch, manned by a staff of fifty teachers and clerks, provides full instruction to a large number of public and high school pupils in the province who are eligible to receive the services of the School. The program of the School is patterned on the provincial curriculum requirements, and is very widely used throughout the province.

The Director of Guidance, Testing and Public Relations is responsible for the promotional, administrative, consultative, informative, and supervisory aspects of the guidance program, and guidance libraries for teachers. He is in charge of planning and executing the Department's examination policy. As head of public relations he prepares, edits or approves Department publications or new releases.

The Director of Curricula in addition to constant revision of the elementary and secondary curricula supervises the school library service of the department, recommends suitable books, and aids school boards in school planning.

The Director of Adult Education is in charge of four adult education programs, concerning community organization and planning (i) community planning on rural and small town areas, (ii) a Lighted School program covering social art, music appreciation, Canadian problems child psychology, wood-working, motor mechanics and home nursing, (iii) classes for non-English speaking and teacher-training courses in Basic English, (iv) study outlines for group discussion, community centre planning and co-operative farming.

The Administrator of Education for Northern Saskatchewan administers all schools in the northern portion of the province except those for treaty Indians. In 1949, 32 teachers, mostly in one-room rural schools, taught just under 1,400 pupils.

The Regional Director, Canadian Vocational Training, is in charge of three types of education: Rehabilitation training of ex-service personnel, training of non-service personnel selected by National Employment Service, and Training under Youth Training in home economics courses, farm mechanics and other courses for rural young men in co-operation with the University of Saskatchewan Extension Department. Apprenticeship courses were given in a number of trades.

#### Superintendents.

The Superintendents are the liaison officers between the Department and the teachers and school boards although at times they may be called upon to settle differences between the teacher and board. They are members of the Public Service, who are employed: to see that the school act is being followed; to advise with school boards concerning administration of the schools; to report to the Department and to the boards on the condition of the school and adequacy of the teaching - such report to be available for the annual meeting; to assist the teacher to make her teaching more effective; to conduct teacher institutes and conventions and in every way provide educational leadership.

When a larger unit is formed the Minister appoints a superintendent to exercise general supervision over all schools and teachers in the unit and advise the board on educational matters. Where the former inspector is still active in the field he is usually appointed and his territory made to conform with the boundary of the superintendency.

The Department has appointed a Chief Superintendent of Schools; supervisors of visual education, school broadcasts, technical education, and established unit offices; 3 inspectors of high schools, whose inspection trips radiate from the capital, and 60 superintendents, who are located within their superintendencies; and finally, an Administrator of Education for Northern Saskatchewan.

#### D. Local Government Organization and School Organization.

Saskatchewan, the fifth largest province, covers some 251,700 square miles. It is about 750 miles from North to South and varies in breadth from 400 miles in the south to 250 miles in the North. Much of the province is heavily wooded but in the southern half more than 23 million acres are sown to field crops annually. In addition to agriculture and lumbering, there is considerable trapping, mining, fishing, and some progress has been made in manufacturing. However, Saskatchewan is primarily a rural province. Its population, according to the 1946 census, was placed at 895,992, of which 600,846 were classed as rural, and 295,146 urban. However, since a fair percentage of its youth move off the farms, its educational problems are by no means essentially



rural.

Saskatchewan was first surveyed into townships six miles square each containing 36 sections. Settlement, however, followed the usual pattern, and farm areas, towns and cities grew where good land was found or the railway promised ready transportation.

For incorporation as a city, the minimum population is 5,000 persons with no limit as to size or subdivided area. There are two cities with population above, and six with population below 30,000. Each elects a Council consisting of a mayor and an even number of councillors, from 6 to 20, as directed by the ratepayers. Along with other services, the city raises the necessary taxes for its schools. Its debentures are limited to 20 p.c. of the taxable assessment with the exception of those for secondary school, street railways, light and power plants, when sanctioned by the responsible department of the provincial government.

For incorporation as a town, the minimum population is 500. A town Council consists of an elected mayor and six councillors. Its powers are similar to those of a city council, but on a smaller scale. It has no power to float temporary loans for schools and its debentures are limited to 15 p.c. of the assessment, exclusive of those for secondary schools or those repayable by local improvement taxes. There are 82 towns in Saskatchewan.<sup>x</sup>

For incorporation as a village, the minimum population is 100, within an area of 240 acres or less. The village Council consists of three members. It levies and collects taxes for schools and other specified services, and has the power to levy temporary loans for school purposes. Debenture debts, limited to 10 p.c. of the taxable assessment and the tax rate, apart from debentures, must not exceed 20 mills. There are 384 villages in Saskatchewan.<sup>x</sup>

Rural municipalities which usually have an area of 324 square miles are not restricted as to population. Each has an elected Council, composed of a reeve and six councillors, which imposes and collects taxes for schools and other services. It may borrow money for school needs on the security of school taxes. Debenture debts are limited to 13 cents per assessed acre, and the general tax rate must not exceed 15 mills.

Hamlets may be formed within the rural municipality. There are no requirements as to their population. The area formed from farm lands is subdivided for use as business sites, residences, etc. The needs of the hamlet come under the jurisdiction of the rural municipality and all schools located within these are rural schools. However, any 10 ratepayers may petition the minister to organize the hamlet so that 45 to 75 p.c. of the taxes may be spent by the board and further taxation may be levied.

Local Improvement districts similar in size to rural municipalities may be set up.<sup>x</sup> They have local self-government but the Department of Municipal Affairs administers assessment and taxation through field men for educational services and organizing school districts. The Minister of Municipal Affairs acts as a trustee.

x The population of 31 of the towns had decreased to less than 500 in 1946.

Of the villages, 12 had population in excess of 500, and could be incorporated as towns, while 60 had populations under 100.

x The northern part of Saskatchewan is to be administered as a special L.I.D. 1948.



### School Districts.

School districts may be erected entirely within a municipality or in more than one municipality partly or wholly within an unorganized area. Even in urban areas, the school district usually extends beyond the town or city limits. In rural areas, there must be 10 or more resident children of school age before a district may be formed. Districts are usually 20 square miles in area. School districts issue their own debentures, except in the case of high schools. In unorganized areas, they may collect their taxes, but the usual practice is to have the Department of Municipal Affairs do it for them. Rural and village schools finance themselves on advances from the municipalities who later collect school taxes. Town and city schools have borrowing papers. Government grants supplement tax receipts.

The larger units have introduced new problems. Not only do they cut across municipalities, but taxation throughout the unit for school purposes must be levied upon uniform assessment.

In Saskatchewan, the first district established under the School Act is the Public School, whether Protestant or Roman Catholic. Dissenters may establish a separate school under conditions laid down by the act. In 1949, Saskatchewan had 5,207 school districts, of which 4,285 were operating schools. 5,172 of these were public school, 25 Roman Catholic, and 10 Protestant separate school districts. Eleven new districts were erected during the year, 2 were disorganized. There were 42 consolidated school districts comprising 36 square miles or more. 3,919 districts were organized in larger units.

Of the 157,709 pupils enrolled, 78,269 were in rural, 34,199 in village, 20,075 in town and 25,166 in city schools. Enrolment dropped from a peak of 219,695, 20 years previously. The greatest loss was in the rural schools where the drop was 38.5 p.c. as compared with 14 p.c. in villages, 10.5 in towns and 12.5 in city enrolment.

In Saskatchewan, high schools and collegiate institutes may be organized under the Secondary Education Act. Thus organized, they have separate boards which are in no way connected with the public school board. None has been so organized for some considerable time, but 12 collegiates and three high schools operate under this Act. There are three technical schools organized under the Vocational Education Act. Enrolment in these schools totalled 9,215 in 1949. The remaining secondary schools operate under The School Act.

A high school is a school with "one or more rooms or departments maintained exclusively for pupils above Grade VIII" while a continuation school is one having "a room or department maintained exclusively for Grade VII, VIII and one or more high school grades". Some 583 schools classed as continuation or high schools enrolled 3,086 pupils.

### Formation of Public School Districts.

Any portion of the province may be organized into a public school district according to the school law. Without special permission, such district may not exceed an area of 20 square miles nor be more than 5 miles long nor wide. Each must have resident within it at least four potential ratepayers and 10 children between the ages of five and 16 inclusive. Where advisable, provision allows for the establishment of districts between 36 and 50 square miles in area.

Any three persons 21 years or older may form a committee to petition for the formation of a district, showing a plan of the proposed district, number of children of school age, names of actual residents, location of streams, lakes, swamps, etc. All interested persons must be notified whether for forming a new district or altering boundaries of an old district, as must all municipalities which will be affected. The Minister must be notified when the proposed district is wholly outside organized municipalities or where its area contains a portion of a town or village district. The Minister may refer the question of boundaries to a district court judge.

The first meeting of ratepayers appoints a chairman who takes a poll, lasting one hour, on the question of forming a district. If carried, trustees are elected. Each resident ratepayer votes for three candidates. The secretary forwards a copy of all correspondence, forms and results to the Department, along with a list of at least five names for the district, of which one may be selected by the Minister. The Minister satisfies himself regarding the boundaries of the district, declares it formed by law and publishes its organization in the Saskatchewan Gazette, giving name and number.

#### Establishment of Larger Units.

The Minister, with the approval of the Lieutenant-Governor-in-Council, has discretionary power to establish school units including about 80 rural, or rural and village public school districts. Notice of such intention must be given in The Saskatchewan Gazette. The Minister may recommend that a vote be taken; or prescribe the procedure for taking a vote if at least 20 per cent of resident ratepayers petition for such within 30 days of notice of intention. The order establishing a unit shall contain the name and number; divide the unit into five or six sub-units, and fix the date for the first unit meeting. Rural or village public school districts may be incorporated in a unit at the request of their board of trustees. The Minister may transfer to, or exclude, any school district from a unit.

If, after the unit has been organized for five years, 15 p.c. or more of the resident ratepayers within it petition for its disorganization within six months, a vote of the resident ratepayers is taken and the decision made effective by the Minister.

#### Larger Administrative Units.

A considerable portion of Saskatchewan has been organized into 46 larger units (1949). Improvement has been shown in the construction of school buildings, of which more than 300 new ones have been constructed, other schools modernized and teacher's residences erected in some cases. School libraries have been extended and circulation on borrowing libraries have been established in many units. Helping teachers have been appointed to assist any teachers designated by the superintendent. Many units have established film circuits. Some advance has been evident in health services. Attention had been given to Rural High School services, and a number of composite high schools have been erected. Some units provide monetary assistance to rural high school pupils attending urban high schools. Others are operating dormitories. Transportation services have increased and more buses and some snowmobiles are being used.

Certain units have reported savings through the purchase of bulk supplies and some have provided pupil's supplies without charge. Many report a substantial reduction in administrative costs.



Such inter-school activities as public speaking contests, music and drama festivals, field days, etc. have been encouraged.

The Department has appointed an Inspector of Unit Offices to advise the secretaries and ensure proper accounting. Special courses for secretaries have given good results.

There is a strong trend towards extending vocational education into the smaller cities and towns. A Supervisor of Technical Education has been appointed by the Department to assist in this. Vocational agriculture is emphasized at Outram residential school.

#### Community Schools.

Three or more adjacent rural school districts in which the schools are closed from December 22 to March 15 may co-operate to maintain a community school. The new board is formed of the chairmen of the old boards. It sets the mill rate for taxation, and informs the municipal council or councils which levy taxes accordingly. Regulations are similar to those for other schools. Fees of \$2 a month may be charged for attendance at a day or night community school.

#### Separate Schools.

The minority of ratepayers in any district, whether Protestant or Roman Catholic, may establish a separate school and be liable only for taxes for such. They may establish a new, elected board, operate under the School Act, receive grants from the province and be inspected by the Department.

#### Vocational Education.

The Dominion-Provincial Vocational Schools Assistance Agreement, effective April 1, 1945, provided assistance through grants from the Dominion Government which stimulated interest in the extension of vocational education. The establishment of larger units has started a trend towards extending vocational education to the smaller cities and towns.

Under the Vocational Training Agreement, the Dominion Government provided money to enable the province to expand the four C.V.T. centres to provide accommodation for 3,000 veterans. The regular staff was augmented by demobilized high school instructors to reach a high of 156. The Regional Director was given an office in the Legislative Building. The Administrative staff was composed of the Regional Director, a Superintendent of Rehabilitation Training, two District Supervisors, one Supervisor of Rehabilitation Training for women and nine Field Representatives who do job placement and supervise training. There are two regional offices. By March 1949 some 8,003 discharged men and women had completed academic and a wide range of trade courses, including 3,451 in C.V.T. trade schools, 2,572 in pre-matriculation classes, 831 in private trade and commercial schools, 941 trained on the job and 208 through correspondence schools. Since that time the facilities have been used somewhat for enlisted army personnel.

The Dominion - Provincial Youth Training Program was carried on under three schedules: training for rural young women was provided in many centres in home economics, and training for rural young men in agriculture was conducted by the University of Saskatchewan; student aid was provided for 149 university students, including teachers-in-training and nurses-in-training in approved schools, and 146 apprentices enrolled mostly in the building trades.



### School for the Deaf.

Saskatchewan operates no School for the Blind but sends its blind children to schools in other provinces. It has a School for the Deaf, which enrolled 162 pupils of whom 32 were from Alberta and 38 from Manitoba in 1946.

### The Government Correspondence School.

The government operates a correspondence school providing full tuition from Grades 1 to 12 inclusive; lesson helps in all subjects, correspondence course material for reference, self-study and teacher-aid, and assistance to study supervisors where qualified teachers are not available. Other grades must attempt examinations set by the correspondence branch used by teachers and pupils in ungraded schools. In 1949, 498 pupils in elementary and 2,280 in the high school grades received full tuition, 3,636 and 4,882 in the same division received lessons which were corrected locally, and 1,228 elementary and 1,201 high school courses were supplied to teachers and others for reference.

### E. Administration of Schools.

#### School Boards.

The first unit of school administration organized in Saskatchewan was the school district and those elected and empowered by the ratepayers to administer each unit were known as the "trustee board" or "school board". This organization provided for some degree of local control in education. When, during the last decade, district units were reorganized as larger units, the district boards were retained with sufficient duties to ensure their continued interest in education.

Procedure for organizing districts is laid down by the School Act. After a poll has been held and a district approved, the first item of business at the meeting is the nomination of trustees from resident ratepayers who are British subjects, able to read and write, conduct school meetings in English, and willing to subscribe to the oath of allegiance. Every nomination must be in writing on the prescribed form, signed by at least two resident ratepayers and accompanied by the candidate's acceptance after the prescribed form.

Nominations remain open for ten minutes. If three names are received, they are declared elected, but if more than three are nominated, a poll is held for one-hour, during which the chairman and secretary record the votes. Each resident ratepayer may vote for three candidates. The secretary forwards a copy of all pertinent correspondence to the Department.

The trustees hold office for one, two, and three years, depending on the number of votes received, or the order in which the three nominations were received. In succeeding elections, one rural trustee is elected each year to hold office for three years. Where the board consists of five trustees at the first meeting, the three receiving the highest votes remain in office for two years, - after the first year, two are elected one year, three the next. All trustees must take the oath of office.

Any resident of the district may be secretary-treasurer. A teacher may be secretary but not treasurer.

#### Unit Boards.

Each unit board consists of 5 or 6 members, one from each sub-unit. These

are selected before the first meeting, and after the first year, each September, at a meeting called by the secretary. Official trustees appoint delegates or, if necessary, represent the district. The sub-unit meeting is held on October 15, and the central unit meeting on the first Tuesday in December. The secretary notifies the delegates who, if a quorum (half of the delegates) be present, receives nominations in writing accompanied by the candidates' acceptance. Nominations remain open for 30 minutes and a poll is held if necessary. The chairman votes only in a case of a tie. It is further provided that the candidate to be elected must receive a clear majority: a second or third ballot being taken if necessary.

The validity of the election of any member may be contested before the judge of a district court under The Controverted Municipal Elections Act. Members take this oath of office and meet, except in the first year, not later than January 10. They appoint a chairman and vice-chairman. The board meets at least six times a year, at times fixed by resolution of the Board, or at the call of the Chairman. Records of the election are delivered to the secretary of the unit who reports to the Minister the names of those elected. Members are elected for two years from January 1. (In case of the first board, one member shall be selected for one year only and time shall be counted from the first January after the election.) Vacancies may be filled by the Minister. The unit board is a corporate body.

#### Community School Boards.

Union boards may be formed by any group of contiguous districts subject to the control of the Minister for administration, control and supervision. A petition for such may come from one-quarter or more of the ratepayers.

#### Duties of the School Boards.

The duties and powers of the Trustees are:

- (1) To appoint necessary officers, procure a seal, prepare and submit half-yearly and yearly reports respecting attendance, classification of pupils and finances of the district in forms prescribed by the Minister;
- (2) To keep a record of the proceedings of each board meeting, true accounts of school and district: and conduct the business of the district with due regard to efficiency and economy;
- (3) To provide record books, and take custody of the property of the district;
- (4) To provide adequate school accommodation for the district; purchase or rent school sites or premises and build, insure, repair and keep in order the school house, furniture and fences; to keep the water supply, closets and premises generally in a proper sanitary condition and to make due provision for proper lighting, heating, ventilating and cleaning of the school rooms; to provide a house for the teacher when advisable, provide drinking water, privies, stable where advisable, library and reference books and apparatus for instruction in music, science, etc. (None but authorized equipment or books may be used);
- (5) Subject to departmental regulations, to provide instruction for all grades for pupils who have the right to attend, and to provide for courses from the Government Correspondence School where necessary for pupils attending the school;



- (6) To exempt, at its discretion, any indigent persons within the district from school taxes and provides texts and supplies for children of such parents;
- (7) To hire a teacher, or teachers, qualified by the department with approved contract forms after having advertised the rate of salary. To grant leave of absence to teachers, of not more than 14 months, after ten years regular employment. To suspend or dismiss teachers for gross misconduct or neglect of duty and forthwith report to the department;
- (8) To see that the school is conducted according to the Act; to determine at what times pupils may be admitted to Grade 1; to provide materials for school gardens, school fairs, and such;
- (9) To settle disputes concerning school relations between parents or children and the teacher; to suspend, for a period not exceeding four weeks, any pupil guilty of truancy, opposition to authority etc., or to suspend any pupil for a longer period with the approval of the superintendent; to be responsible for compulsory education and truancy regulations;
- (10) To provide equipment and supplies for noon lunches, cadet corps, school games and sports; to consider making grants of \$50 or less annually for the Red Cross; to spend annually up to \$10 for each room, supply necessary flags etc.;
- (11) To inform public health officials when suspicious of the presence of communicable diseases, and admit any person under authority of the Public Health Act, or normal student authorized by the principal of the Normal School for observation and practice teaching;
- (12) Where it seems wise to establish a cash reserve, the board may increase the grant by ten per cent or less, deposit any surplus funds with the local Government Board which may in turn invest the money or any part thereof in securities and at any time apportion the increase or decrease among the school districts. Such monies are exempt from attachments and seizure but may be withdrawn at any time;
- (13) When it is considered desirable, to purchase text books and supplies for pupils, (1940), radios, projectors, films, slides, etc.;
- (14) When it is considered expedient a board may establish special classes for defective children, provide medical and dental services and employ a school nurse, but treatment can be given only after consent has been given by the parents;
- (15) Where there are 25 or more departments in operation the board may appoint a superintendent and assign his duties;
- (16) The board may pay fees of not more than \$2 per trustee to a trustees' association and pay the expenses of a delegate to an annual convention;
- (17) It may provide for the payment of any annual allowance to any employee other than a teacher on retirement, due to age, or establish alone or with some other civic body a superannuation scheme or benefit fund. It may contribute to the Teachers' Superannuation Commission for men serving in the armed forces.



### Chairman of the Board.

The Chairman supervises the affairs of the district, certifies all accounts, countersigns all cheques, and executes the agreement with the teacher.

The Secretary, or Secretary-Treasurer may be any resident of the district other than one of the teachers employed by the Board. He records the minutes of the meeting; conducts and preserves correspondence; retains all assessment rolls, maps etc.; prepares and transmits reports to the department, calls all meetings, prepares statements for the annual meeting, and produces all records on request. The Treasurer receives moneys payable to the board and disburses these as directed by the board, keeping a cash book, depositing district funds, paying all accounts as directed, closing and balancing the books at the end of the year; and prepares a financial statement and such reports as required. He is bonded according to a form prescribed by the Minister.

A Trustee may resign by notice in writing, the vacancy to be filled by election. A Trustee is disqualified after conviction of a criminal offence, becoming insane, missing three consecutive monthly meetings, or moving from the district. No Trustee may enter into contract involving finance with the board of which he is a member, except for conveying his or other children to school, acting as secretary, janitor, local attendance officer, assessor, collector, selling a site for a school, or receiving an amount up to \$10.00 a year for labour or school supplies.

Any five ratepayers, for just cause, may appeal to a district court judge to unseat any trustee.

### Duties and Powers of District Boards.

The Board is empowered to borrow moneys for purposes specified by the School Act and to issue debentures.

A majority of the Board forms a quorum and a majority of those present decide all issues. Chairman may vote. Meetings are held regularly and openly.

The board appoints a chairman and honorary secretary treasurer;

- (1) to care for and manage the property of the school district;
- (2) to effect any emergency repairs;
- (3) to advise the superintendent as to maintenance, repairs and extension of school property;
- (4) to require each unit board to provide necessary apparatus or equipment;
- (5) to provide for a supply of drinking water and fuel;
- (6) to advise the board concerning betterment or extension of education facilities of the district;
- (7) where desired, to nominate teachers for vacancies in the district and co-operate with the teachers;
- (8) to hold board meetings, annual meetings and elect delegates as required.

It submits annual estimates to unit boards not later than February 15. A delegate may be sent to any approved provincial convention of school trustees. The board retains rights formerly held concerning language and religious instruction.

Duties and Powers of Unit Board.

Each unit board is empowered;

- (1) to administer, manage and generally supervise the educational affairs of all school districts;
- (2) to provide at the cost of the unit adequate school accommodation and equip the schools;
- (3) to pay the teachers monthly;
- (4) to co-operate with the superintendent concerning educational problems;
- (5) to determine, within prescribed limits, dates for entrance of beginners to Grade I;
- (6) to determine which school shall be attended by any pupil in or outside the district and make reasonable payments for transportation when necessary;
- (7) to provide for the enforcement of the School Attendance Act;
- (8) to suspend any pupil for four weeks or less, for sufficient cause, or to expel any pupil upon confirmation of a resolution of the Board to that effect by the superintendent;
- (9) to insure all buildings and equipment;
- (10) to provide and equip an office and engage a secretary treasurer, who provides a bond, and hire any other assistants necessary;
- (11) to provide for adequate records of all proceedings, transactions and finances;
- (12) to keep all funds in a chartered bank, pay accounts by cheque, appoint an auditor not later than March 1, who is neither a board member nor had business transactions with the board for a year;
- (13) to pay each board member not more than \$5 per day per meeting and actual travelling expenses of not more than 7 cents per mile.

A unit board may also:

- (1) make expenditures for health including fees for physicians, dentists and nurses;
- (2) employ specially qualified teachers for agriculture, manual arts, household economics, physical training, music, art, dramatics, etc.;
- (3) select and provide reference books, globes, maps, charts and furnish free or at a price fixed by the board, text books, exercise books, pens, pencils and noon lunches;

- (4) exclude mentally deficient pupils;
- (5) prepare and adopt a salary schedule;
- (6) appoint and pay expenses of one or two members to attend school trustee or other educational conventions;
- (7) pay the secretary treasurer an honorarium up to \$10 per year for stationery and postage stamps.

#### Duties of the Secretary-Treasurer.

##### The Secretary-Treasurer;

- (1) receives all moneys payable to the board and disburses such moneys as directed by the board and pays authorized accounts;
- (2) keeps a complete detailed record of all financial transactions and keeps on file vouchers of expenditures;
- (3) closes and balances the books on December 31;
- (4) produces all or any records upon request of the Board, makes reports or statements required by the Act, keeps accurate minutes and complies with lawful directions of the board.

#### Disqualifications of Members of Unit Board.

Board members are disqualified for: conviction of an indictable offence, becoming insane or being absent for three consecutive meetings. Receiving money for work done or for materials supplied for the school - violation shall result in disqualification and liability to a fine up to \$25. However, members may be janitors, local attendance officers, assessor or collector, may sell land to the school, earn up to \$10 for labour, and receive a reasonable travelling allowance, as guardian, for conveying pupils to school. Wilful neglect of duty, attested by ratepayers and substantiated before a court, prevents members from being re-elected for a minimum of three years.

#### Conveyance of School Children.

Provision may be made for the conveyance of all pupils to and from school and the cost defrayed similar to other expenditures. Boards of school districts containing 36 square miles or more must provide transportation for all pupils more than one and a half miles distant from school and keep records covering the number transported, distance, etc.

#### Annual Meetings of Ratepayers.

The annual meeting of the ratepayers of every rural and village district is held in the school building, or some other building in the district, not later than February 28 at 2 p.m. It is called by the board giving eight days' notice. The chairman and secretary officiate but in the absence of either a substitute is elected by the meeting. The meeting is conducted in English and only resident ratepayers vote, the chairman voting in case of a tie. The Board compiles a list of ratepayers and resident ratepayers for use at the meeting.



The order of business for the meeting includes receiving and considering statements of the teacher, trustee, board, treasurer, tax collector, auditor, and superintendent; transacting business, and electing trustees and auditors. Where a poll is necessary, each ratepayer votes for as many candidates as there are vacancies and the poll is conducted as at the first meeting. The poll remains open for one hour in rural schools, and three hours in village schools. A copy of the minutes is forwarded to the Department.

In town or city districts the annual school meeting is held at the same time or within five days of the annual meeting of the electors. The boards of public school and separate school trustees in town and district are elected as prescribed by the City Act and Town Act respectively, and at the time set for electing other officials.

#### Annual Meeting of Ratepayers in Larger Units.

Subsequent to the year of establishment, an annual meeting of ratepayers is held in each sub-unit on a date fixed by the unit board between January 1 and July 1. The meeting elects a chairman and secretary, receives reports of the superintendent, secretary and auditors, and discusses these and other business relating to the affairs of the unit.

#### Special Meetings of Ratepayers.

Special meetings may be held at any time for any necessary purposes. The secretary calls such meetings when directed by: the Board, the Minister, a Superintendent, or a request in writing signed by 10 resident ratepayers in town and village or a majority of ratepayers in a rural district.

#### F. Teachers and Supervisors.

Before the second world war, classes for third class and second class teachers had been discontinued in the normal schools. At that time, 7000 of the 8,600 teachers in Saskatchewan schools held a first class certificate or better, and many of those with lower certificates were filling special positions or had been certified many years previously. Since 1941 there has been a shortage of teachers and many student-teachers holding temporary certificates have been employed. During the war years the normal school year was divided into quarters and student-teachers were permitted to accept schools after completing one or more quarters. Summer schools were provided to enable teachers to complete their normal school year, and to encourage teachers to remain within the profession, as well as to raise the standard of the teaching.

The Department of Education operates two Normal Schools. Teacher training is on an optional four-year basis. The normal school year now counts as the first year in the four-year college course, ending in a Bachelor of Education degree. Trainees attending the College of Education receive an Interim Supervisor Training Certificate at the end of two years and a Bachelor of Education Degree and High School or Elementary School Specialists' Certificate at the end of four years. Those who wish advanced training in Education may take a Master of Education Degree at the University. Considerable attention has been given to the selection of suitable candidates as teachers, providing new courses for the normal schools, and inaugurating a more extensive teacher-training program. It is hoped that the number of graduates from the normal schools and the college of education will soon be adequate to compensate for annual turnover and replace permit teachers.

As a part of the in-service training, superintendents and teachers meet in institutes and other local groups to discuss mutual problems and explore possibilities for professional growth and increasing competence.

Saskatchewan has a minimum salary of \$1,200 for teachers with valid permanent certificates and \$1,000 for all other teachers. However the average salary paid to all teachers during 1948-49 was \$1,710. Salary schedules were formerly found only in the cities but now have been adopted in the larger units though on a voluntary basis.

Teachers automatically become members of the Teachers' Federation and come under the superannuation act.

Only teachers whose qualifications are approved by the Department may be engaged by school boards. The form of contract is prescribed and must be signed by the teacher and chairman and duly witnessed. A teacher may not be engaged or dismissed except under a resolution of the board at a regular or special meeting. The teacher's salary is stated as an annual sum and the daily rate is 1/200 of the annual salary. He is paid for the full year (200 days) unless engaged for a shorter period, or absent from school more than his allowance for illness which is 20 days for 12 months continuous engagement. Sick leave may be accumulated from year to year at the discretion of the Board.

A board may terminate its agreement with the teacher at the end of June by giving written notice on or before May 31. It may terminate its agreement effective at any other time by giving 30 days notice in writing with cause. The teacher may appeal to the Minister for an investigation within 15 days and deposit \$15 whereupon a board of reference is appointed consisting of: a chairman selected by the attorney general, one member nominated by the teacher and the third by the board of trustees, none of whom may be trustees. The board of division gives its decision within 30 days after hearing evidence from both parties concerned. The chairman may take evidence under oath, require witnesses to be present and documents to be produced. The board of reference may confirm the termination or order the reinstatement of the teacher. Its decision is final. Expenses for the appeal are fixed by the board and charged to the teacher or board but may not exceed the \$15 which may be used or returned.

A teacher may terminate his agreement with the board :

- (1) by giving notice in writing not later than May 31, and;
- (2) by obtaining the written consent of the board;
- (3) by giving 30 days notice in writing - the board may appeal within 30 days.

#### Duties of the Teacher.

Each teacher is expected:

- (1) to teach all subjects required by the department;
- (2) to maintain proper order and discipline and conduct the school according to regulations;
- (3) to display a timetable;
- (4) to keep the school register after the prescribed form;



- (5) to make such promotions as deemed advisable;
- (6) to report monthly to parents on pupils' attendance, conduct and progress;
- (7) to encourage the observance of Arbor Day;
- (8) to supervise and report on deficiencies in cleanliness, tidiness, proper heating and ventilation and the condition of outhouses;
- (9) to exercise diligence over all school property, reporting on repairs needed;
- (10) to exclude any pupils suspected of harboring communicable disease germs and report the same;
- (11) to attend all meetings called by the principal or superintendent, and
- (12) to assist the board in making all necessary reports and furnish all information required.

#### Duties of the Principal.

The principal, with the concurrence of the board, prescribes the duties of his assistants and is responsible for the organization and discipline of the whole school.

Teachers Associations may be formed by teachers to hold conventions and institutes for the discussion of educational matters.

#### Superintendents of Schools.

Supervision of schools is in the hands of three high school and sixty elementary school Superintendents, exclusive of the three largest cities and the remote northern area. Territories of the Superintendents correspond to those of established or proposed larger units. The high school Superintendents work from Regina.

#### The Teachers' Superannuation Act, 1942.

All Saskatchewan teachers, inclusive of those employed by the Teachers' Federation, those on sabattical leave, or others as specified, come under this Act. It is administered by The Teachers' Superannuation Commission consisting of five members, three of whom are appointed by the Lieutenant Governor in Council for five years, and one male, one female, appointed by The Saskatchewan Teachers' Federation for three years. The Lieutenant-Governor-in-Council appoints a chairman and acting chairman to function during the absence of the chairman, fills vacancies, and fixes any rate of remuneration. Three commissioners form a quorum. Clerical assistants are appointed as required.

The Superannuation Fund contains an annuity account and the service pension account. All moneys are held in trust by the Provincial Treasurer who invests them in authorized securities. The annuity account consists of: contributions of the teachers with accrued interest, under the former and present act. The service pension account consists of moneys paid into the fund from time to time by the Provincial Treasurer to keep the fund solvent, and any interest from money invested from the service pension account. In 1942 the teachers' contributions to the old fund were transferred to the new fund.



Each teacher contributes four per cent or a greater amount of his salary on a voluntary basis. School boards deduct this amount monthly before paying the teachers, and the Minister withholds a like amount from the school grant and pays it into the annuity account of the fund to the teachers' credit. Teachers transferring to the Public Service may have their account transferred to the Consolidated Fund and come under The Public Service Superannuation Act, but have their voluntary contributions returned.

For pension purposes, teachers may count all years taught in Saskatchewan public schools and, after having taught 15 years in Saskatchewan, may include years taught outside Saskatchewan but in the British Commonwealth prior to 1930. Men and women who enlisted from teaching positions or teacher training schools in the first World War and returned before 1925 and those who enlisted similarly in the second World War may count as teaching service the period of enlistment. However, contributions on the basis of the last teaching salary received must have been paid into the fund covering the period. Similarly, sabathical leave may be counted for purposes of a pension if the usual contributions have been made. Members of the Legislative Assembly may make voluntary contributions covering the period elected and count the years in determining eligibility of tenure.

Teachers who have made written application and satisfied the commission as to eligibility are entitled to a monthly pension allowance. They may retire at ages 55 to 65 if they have rendered 35 to 25 years of service, respectively; - that is when age plus service equals 90. However the applicant must have taught during eight of the previous 15 years in Saskatchewan and further provided that periods of such leave may be included in the eight years.

The superannuation allowance consists of the annuity part of the service pension, which is the amount obtained from the present value of sums to the teacher's credit, calculated from approved tables, and an additional amount bearing the same ratio that the teacher's contribution bears to his years of service. (This presently works out at from \$22.75 to \$25.00)

Optional alternative plans have been worked out for receiving allowances and include:

- (1) single life, payable during the life of the teacher;
- (2) single life guaranteed payable for life or for a selected period of 10, 15, or 20 years, whichever shall prove to be longer, and further provided that where death occurs before the fixed number of years, additional payments are made to the survivor or survivors named;
- (3) joint life and last survivor payable during life of teacher and person named by him;
- (4) any combination of the three plans which meets with the approval of the commission.

One plan must be selected, and adhered to after the first payment has been received.

After having served for 20 years, 15 or more of which were in Saskatchewan, a teacher is eligible for a disability pension on any of the plans given above. Certificates from two medical practitioners are required and their reports may be appealed by either party to a medical board appointed by the commission. Teachers capable of doing other work may be given a reduced pension, or no pension,

and are expected to return to teaching if their condition improves. They must report days work done on the back of each cheque.

A teacher who leaves the profession before becoming eligible for a pension, but after teaching three or more years receives in a lump sum, or in five or fewer annual installments, all contributions paid into the fund, except those covering the first two full years. Application for refund must be made within 10 years. Interest stops after the first year. When a teacher dies in service, amounts to his credit are paid to his personal representative.

Teachers may have the full amount to their credit transferred to other provinces wherein the regulations permit such transfer. The Commission may accept repayment from teachers who return to teach in Saskatchewan.

The Commission is empowered to make regulations covering most of the problems which might arise in administering the act and within its terms.

Special consideration may be made for teachers who cannot qualify under the Act.

Superannuated teachers who return to teaching have their pension reduced but do not again contribute to the fund.

The Provincial Auditor conducts a continuous audit of the affairs of the commission.

#### Dependents' Allowances.

If a teacher dies in service, his dependents receive either the amount standing to his credit or an allowance equivalent to what the teacher was entitled to at date of death. Where the teacher leaves no wife, but children under 18, they are entitled to two-thirds of the annuity pensions calculated as at age 60 plus two-thirds of the service pension at the same age, until they reach age 18. Where the teacher leaves neither wife nor children, but a dependent father or mother, or both, they are entitled to the amount and interest owing to the teacher at time of death.

A teacher who wishes to make provision for an allowance for dependents pays \$25 for each year from his 21st year of service until he is eligible for superannuation.

#### Sabbatical Leave.

Teachers may be given leave of absence for a period up to 14 consecutive months after being regularly employed for at least ten years and receive half-pay or more for the time. During their leave, they may pursue a course of studies, undertake a travel tour approved by the board, undertake other education activity or on the advice of a medical practitioner temporarily discontinue teaching and rest.

#### G. Conduct of Schools.

The academic year is divided into two terms ending December 31 and June 30. The school day is between 9 and 12 and 1.30 and 4 standard time, not including Saturdays, Sundays or holidays, although school boards may alter or shorten the hours with permission of the Minister. In towns changes of time of more than half an hour require a petition of two-thirds of the ratepayers and permission of the



Minister. Recesses of 15 minutes, morning and afternoon, are mandatory.

Vacations of at least seven weeks are provided for rural and village schools, the summer vacations lasting from one to six weeks between July 1 and September 1, and the winter vacations coming between the first of December and end of February. Towns have at least six weeks vacation following July 1 and 9 days, commencing December 23. Easter week may be granted by the board.

Statutory holidays include: Good Friday, Easter Monday, Victoria Day, Birthday of reigning sovereign or equivalent day fixed by the Governor-General, Dominion Day, Thanksgiving Day, Remembrance Day, Christmas, New Years, and any day especially proclaimed by the Governor-General, mayor, overseer, etc., or the board. Ash Wednesday, Arbor Day and Labour Day may be declared holidays by the Board.

#### School Age.

Saskatchewan education provides for eight elementary and four high school grades, each requiring one year to complete. Everyone between ages 6 and 21 has the right to attend school. Pupils of five years of age may be admitted by permission of the board. One-room schools are not required to provide instruction above Grade X. Instruction in the elementary grades is free to resident rate-payers, but \$20 and \$30 for non-residents for high school grades may be charged.

#### Education of Non-Residents.

Children from unorganized districts are accepted in organized districts if they can be accommodated and pay fees, as provided by the board, but not in excess of 15 cents a day per family.

The board of any district with the approval of the Minister may enter into an agreement with another board for the education of all pupils above Grade VII except that Grade VIII pupils must have the consent of their parents.

Land-owners outside organized districts may apply to the board to have their land assessed and be taken into the district. The department is notified.

Kindergarten classes for children between ages four and six may be established in towns. A fee not exceeding \$1 a month may be charged.

Night classes may be maintained at the expense of the district and fees charged not exceeding \$2 a month.

#### Compulsory Education.

Each board keeps its school open for 200 or more teaching days in all districts having 10 or more resident pupils unless by arrangement with the Minister. Where there are fewer than 10 children, the board may make arrangements for conveying the children to the school of another district. Such agreement must be approved by two-thirds of the parents who are resident ratepayers and may be terminated at the end of December upon notice being given before the second of October of any year. Conveyance must be provided for all such pupils residing more than  $1\frac{1}{2}$  miles from the school and a record kept of the number conveyed on each trip.



### Language.

All instruction is in English except that the board may set aside one hour daily for instruction in French for pupils who desire it.

### Religious Instruction.

The board may direct that the school be opened by repeating the Lord's Prayer or reading a passage of scripture from the Bible or both. Religious instruction may be given during the last half hour of the day if desired or permitted by the board. Any child may leave, or remain in the classroom without taking part during that period.

No emblem of any religious faith, denomination, order, sect, society or association may be displayed in or on any public school premises during school hours nor may any person teach while wearing the garb of any religious faith, denomination, order, sect, society or association.

### Compulsory Attendance.

Guardians of children aged 7 to 14, inclusive, are expected to send them to school unless:

- (1) the child is being instructed at home or elsewhere;
- (2) the child is unable to attend school because of sickness, etc.;
- (3) a magistrate or board of trustees deems it necessary for the child to maintain itself or others;
- (4) there is no school within  $2\frac{1}{2}$  miles, and he is under 12, or if older, there is no school within  $3\frac{1}{2}$  miles, and no conveyance provided;
- (5) the school lacks sufficient accommodation;
- (6) or the child has passed the Departmental Grade VIII examination or its equivalent.

Employment during school hours of children under 15 who should be at school is an offence liable to a fine not exceeding \$50 for each infringement.

### Attendance Officers.

Every board appoints one of their number, or some other person, to be local attendance officer; failing this, the chairman of the board is deemed to be the local attendance officer. Provided further that the Minister may appoint such officer as he sees fit, and see that he is reimbursed. Names of all attendance officers must be reported to the Department.

### Penalties.

Penalties are provided for trustees, teachers, or returning officers who fail to fulfil contracts, make false reports, neglect to perform their duties or furnish information. Agents or salesmen are forbidden to interrupt schools in session. Pupils must not bring explosives or firearms to school. Teachers must not use other than authorized text books or reference books and may be prosecuted by the Minister for so doing. Teachers may not be trustees in their district, and

neither trustees nor teachers may receive commissions for sales of merchandise to their boards. Moneys from fines, etc., unless otherwise provided, belong to the consolidated fund.

#### H. Financing Publicly-Controlled Schools.

##### PROVINCIAL GRANTS

The publicly-controlled schools are financed through direct taxation of land and improvements, education grants from the provincial government, and fees, which contribute a small percentage of the total.

Provincial grants to Saskatchewan schools are set forth in the School Grants Act and the Secondary Education Act. They may be classified as (a) basic and (b) special and to some extent may be divided into (i) elementary (ii) academic secondary and (iii) vocational.

Grants amounted to about 30 p.c. of the income of school boards in 1948. A classification of grants for the government fiscal year ending March 31, 1949 shows a subdivision of the total of \$6,298,331.27, exclusive of the \$279,711.42 received under the Dominion Provincial Agreement was somewhat as follows:

##### School Grants for the Fiscal Year Ending March 31, 1949

Operation - Basic Grants -	32.0 p.c.
Continuation and High School -	10.5 p.c.
Equalization	33.6 p.c.
Other, including special and equipment -	33.0 p.c.
Conveyance	2.7 p.c.
Building	18.2 p.c.

#### 1. Basic Grants<sup>1</sup>

- (1) To each district, for each classroom for every day the room is legally open, there is a grant according to the following schedule:

<u>Grant per Day</u>	<u>Number of Classrooms</u>
\$1.50	10 or under
1.40	11 - 25
1.30	26 or more

- (2) To every district which operates a continuation or high school department in addition to the basic grant above, \$2 per teaching day to a maximum of 200 days for each classroom above grade 8 which meets the following conditions:

- (a) the average attendance is 15 or more;
- (b) the equipment, instruction and classification of pupils is satisfactory;
- (c) there is no school under the control of a high school board in the district.

1. Called regular operation grants and continuation, high school and vocational grants.

- (3) To every high school board operating a school there is a grant of \$3.50 per teacher per day payable on account of teachers of grades 9 to 12.
- (4) On behalf of the technical schools, a grant of \$5.25 per teacher, \$3.50 operation and \$1.75 special vocational grant per day is paid. Other schools operating high school rooms devoted solely to vocational or technical instruction are paid a grant of \$5.25 per day of operation for each of such rooms.
- (5) To community schools the grants are:
  - \$2 per day for a single district,
  - \$3 per day where two boards co-operate,
  - \$1 per day per district where more than 2 boards co-operate.

## 2. Special Grants.

### A. Those Payable Under the Schools Act.

- (1) Low Assessment - Where the assessment per classroom in operation is below \$100,000, the province may pay a grant calculated as  $1/200$  (of \$800 less the effect of 8 mills on the assessment per classroom) up to a maximum of \$300 per day of operation.
- (2) Boards Without Schools - Where a board transports its pupils rather than operating its school, there is a grant not exceeding \$1.50 per teaching day. This is to assist in the payment of drivers' wages, board and lodging of pupils or tuition fees.
- (3) Conveyance - in consolidated schools. This grant is a sum not to exceed  $1/3$  of the actual cost of driving the vehicle as shown by vouchers.
- (4) First New School - A grant of \$100 is paid to each rural district upon the erection of a suitable first schoolhouse.
- (5) Teacher's Residence - A grant of \$200 is paid to each school district, not including a city, town or village, upon the erection of a teacher's residence.
- (6) Equipment -
  - (a) Towards providing the minimum elementary science equipment as prescribed for first year high school, there is a grant of 50 p.c. of the initial cost with a minimum of \$25.
  - (b) Towards providing the minimum equipment for elementary science prescribed for 1st and 2nd year high school, for physics and chemistry in 3rd year, and for physics, chemistry, biology, geology and minerology as prescribed for 4th year, there is a grant of 50 p.c. of initial cost with a maximum of \$100.
  - (c) To assist in providing instruction for pupils above Grade VIII in practical subjects such as agriculture, home economics, commercial work, etc., a grant of 40 p.c. of the cost of equipment, to a maximum of \$300 in any academic year, or \$500 in a district where six or more high school teachers are employed.



- (d) For instruction above Grade VI in practical subjects such as shop work, health, agriculture, etc., a grant of 50 p.c. of the cost of equipment to a maximum of \$125 per academic year.
- (7) Audio-visual Aids - To assist in the purchase of radios, phonographs and projectors, for each schoolhouse there is a grant of 40 p.c. of cost with a maximum of \$25 each for the first two and \$200 for the last.
- (8) Special Teachers - This grant is paid to town districts or units employing supervisors or special instructors not regularly in charge of a classroom. The grant is \$3.50 per day for the 1st instructor and the base operation grant - (\$1.50, \$1.40 or \$1.30) for additional elementary one and \$3.50 for additional secondary supervisors. The Minister may determine from the total school enrolment the number of supervisors for whom grants will be paid.
- (9) Non-Resident Pupils - A grant is paid on account of each non-resident pupil in attendance in grades 11 and 12. Where the pupils attend 80 p.c. of the time, the grant is \$30 for the year. If less than 80 p.c., the grant is 15¢ per day.
- (10) Noon Lunch - This is a grant of 50 p.c. of the initial cost of approved equipment. Maximum grant \$30.
- (11) Auxiliary Class - \$1.50 per day per classroom.
- (12) Night Schools - This grant is at the rate of 20¢ per pupil per 2-hour evening session with a maximum of \$2 per pupil per session.

B. Those Payable Under the Secondary Education Act.

Operation:

A basic operation grant of \$3.50 per teacher per day - \$5.25 per day for rooms devoted solely to vocational or technical instruction.

- (1) Equipment.
- (a) \$150. per year is paid to every district whose high school is provided with equipment apparatus and library books as required by the regulations until such time as the maximum equipment etc., has been provided. In the case of collegiates, the grant is \$200.
- (b) 40 p.c. of the expenditure is paid each year on approved equipment for agriculture, home economics, shop work, motor mechanics or other practical subjects taught above grade 8 with the following maximums, according to the size of the school:
- |                    |          |
|--------------------|----------|
| 1 - 5 teachers     | - \$300. |
| 6 or more teachers | - \$500. |
- (2) Audio-visual aids - The grant is 25 p.c. of the cost of approved radio, slide or film equipment up to \$25.00, a phonograph to a maximum of \$25.00, and a projector to a maximum of \$200.00.
- (3) Night School - A grant of 40 p.c. of teachers' salaries up to \$2 per teacher per night.

Grants Payable Under The Vocational Education Act. (3 Technical Schools)

A basic operation grant of \$5.25 per teacher per day (\$3.50 high school basic grant plus \$1.75 for a special vocational grant).

All other grants are payable on the same basis as those under The Secondary Education Act, except that the grant for equipment is to a maximum of \$1,500.00 per year instead of \$500.00.

Larger School Units Act.

In addition to statutory operation and equipment grants (except the school district equalization grant provided where assessment per room is less than \$100,000), a unit equalization grant is payable each calendar year based on the following formula.

A. Receipts From Taxes and Grants:

- (1) Rural Assessment at 10 mills.
- (2) Urban Assessment at 14 mills.
- (3) Amount of basic operation grant received during calendar year (based on \$1.50, \$1.40 and \$1.30 for elementary rooms, \$3.50 for continuation or high school rooms).
- (4) Number of closed schools at \$2.50 each (based on supposed cost of \$7.50 and grant of 1/3 of cost).

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B. Minimum Programme at \$1,800 and \$2,100.

- (1) Number of elementary rooms in operation at \$1,800 each.
  - (2) Number of continuation or high school rooms in operation  
at \$2,100 each
  - (3) Number of closed schools at \$750 each
- 

Amount of Unit Equalization Grant B - A

Minimum Grant of \$5,000.

Conditions of Payment of Grants -

To be eligible for a grant under the School Grants Act, the school must: have an average daily attendance of at least 6 (20 for the district if more than one room is in operation, unless the school is for pupils above grade 7 when it shall be 15); be operated in accordance with the regulations and submit required reports promptly. Each school may count as teaching days: up to 8 days covering a school fair, clinic and teachers' institute; up to 20 days on account of teacher's illness, and up to 30 days because of an epidemic. Basic grants may be paid directly to a teacher up to the amount of arrears of salary. Except with the consent of the Minister, no grant is payable for longer than one year where the school is held in

other than a school building owned by the district. By order in council on the recommendation of the Minister, any grant may be increased or other special grant paid for any purpose.

To be eligible under the Secondary Education Act, a high school must have an average attendance for each term of 25, a collegiate 75. More of the above grants are calculated for more than 200 days and all may be withheld pending receipt of required reports. A special grant may be paid on the recommendation of the Minister.

#### Assessment and Taxation.

Education is free to the children of all ratepayers to the end of Grade 8, and in most cases through high school. Fees may be charged for the children of parents who are residents but not ratepayers and for pupils attending beyond grade 8. The main sources of income, however, are from taxation, and provincial grants. There are minor differences between schools under the Schools Act and schools under the Secondary Education Act.

Assessment for school purposes is based upon the valuation of land to which is added, in hamlets and urban centres, 60 p.c. of the value of buildings and a business assessment based on floor space. In addition there is a nominal assessment of not more than \$2 per acre on lands held under grazing, hunting or timber leases. Otherwise, there are the common exemptions of crown and Indian lands, churches, cemeteries, educational institutions and lands of agricultural societies and municipal corporations.

Where separate schools exist, the assessment of property held jointly or in common by Protestant and Roman Catholic proprietors is divided according to the equity of each. The assessment of a company is similarly divided on the basis of shares held.

Assessors are appointed by municipal councils in organized areas and by school boards in unorganized territory. The total assessment on land in a municipality or school district, is subject to the appeal or revision of the provincial assessment commission, thus providing for a provincial equalization.

Under the Schools Act, school boards in unorganized territories levy and collect taxes. In such territory, the board submits the total of its estimates and the mill rate to the municipal secretary for levy and collection. Municipalities are obliged to pay taxes collected to ordinary district boards at least four times per year and to larger units monthly.

The larger units calculate the rate on the total assessment so that the rate is uniform over the entire area. The board may include in its budget an amount for reserves up to 20 p.c. of its operating cost. In addition the board of a local school district within a unit may decide on expenditures for the school beyond those being made by the unit board. In such a case the board's estimates are subject to the revision of the unit board before being sent to the local municipality to be levied on the local district. The municipality pays the amount collected to the unit board. The latter is required to account for district funds separately from the general unit funds. Municipalities are required to pay tax collections to unit boards monthly.

Boards operating under the Secondary Education Act submit their estimates for the following school year to the municipal council before August 1. Any



capital charges are included and the board may include for capital outlays a maximum of \$500 for 1-9 teacher schools and \$75 per teacher for larger schools. The levy is known as the high school rate and though collected with the general municipal taxes, it must be kept separate in all particulars. The money is to be paid over to the board as collected.

Estimates for a vocational department or school are set out by the vocational committee and submitted for the approval of the high school board which adds the amount to the high school budget.

Any board may make an agreement by which it pays the cost of education for children from the home district who attend a school administered by another board. This payment may be on the basis of a per pupil per term rate or of a fixed sum.

### Fees.

Children of residents and non-residents, whether ratepayers or not, may be charged fees according to conditions laid down. However, it appears from a study of the financial report of the schools that few boards charge such fees as they amount to only 1 p.c. of the income of school boards.

#### Residents' Fees.

Under the School Act, a resident who is not a ratepayer may be charged a maximum of 15¢ per day (approximately \$30 per year). A parent, whether a ratepayer or not, may be charged up to \$35 per child per year for instruction beyond grade 8. At the discretion of the board, the fee may vary for different grades. A community school district may charge \$2 per pupil per month (\$20 per year).

Under the Secondary Education Act a high school board may charge a maximum of \$25 per pupil per year.

#### Non-Residents' Fees.

Under the Schools Act, pupils whose parents reside outside any school district may be charged up to a maximum of 15¢ per day for the family (\$30 per year). This fee is not collectable where the parent has his property assessed as part of the district of a school attended by his children.

A high school board may charge up to a maximum of \$50 per year for each non-resident pupil.

No fees are chargeable against parents of non-resident pupils where their home board pays tuition fees for them.

#### Special Fees.

Fees up to \$12 per pupil per year may be charged for kindergarten classes and \$2 per month for night classes.

### Borrowing Powers.

#### Temporary Loans.

Under the Schools Act, where the school district lies wholly within organized municipalities, the school board may obtain extra funds by borrowing from the

council. Where the school district lies wholly or in part outside an organized municipality, the board may borrow on the basis of the taxes collectable from the unorganized area. The board of a village or district in a rural municipality may borrow on the strength of provincial grants for the purpose of paying annual debenture charges.

High school boards may borrow on notes for current expenditure on the strength of taxes collectable.

#### Capital Loans.

Any board may borrow on debentures for capital purposes. Boards organized under the School Act must first submit their proposals for approval of the Local Government Board and then to a vote of the ratepayers, or for the approval of the Minister in lieu of the ratepayers.

Issues are limited to 10 p.c. of the assessment and 8 p.c. interest. Terms are limited to 15 years on frame structures, 20 years in villages and 30 years in towns or other types of structure. Repayment is made by the Board and may be either by regular instalments of principal plus varying interest, or equal annual payments of increasing principal and decreasing interest. Cities may pay annual interest charges and establish a sinking fund, sufficient at 4 p.c. interest, to meet the principal. Excess interest earnings on sinking funds may be used for current purposes.

The excess of an issue above requirements may be used to meet annual charges.

Pending the sale of debentures, town boards may borrow on a temporary basis up to 80 p.c. of the issue and hypothecate sufficient debentures to back the loan.

A high school board must first submit the proposal for debentures to the council and, after preparation of the bylaw, to the ratepayers. Pending sale of the debentures, the council may arrange a temporary loan up to 80 p.c. of the issue. Since councils are required to pay over the high school tax as collected, where a council obtains a loan for the board on the basis of the Municipal Improvements Assistance Act of Canada, the board must assign sufficient revenue to the council to meet the annual payments.

Income for all schools for 1945 was divided about as follows:

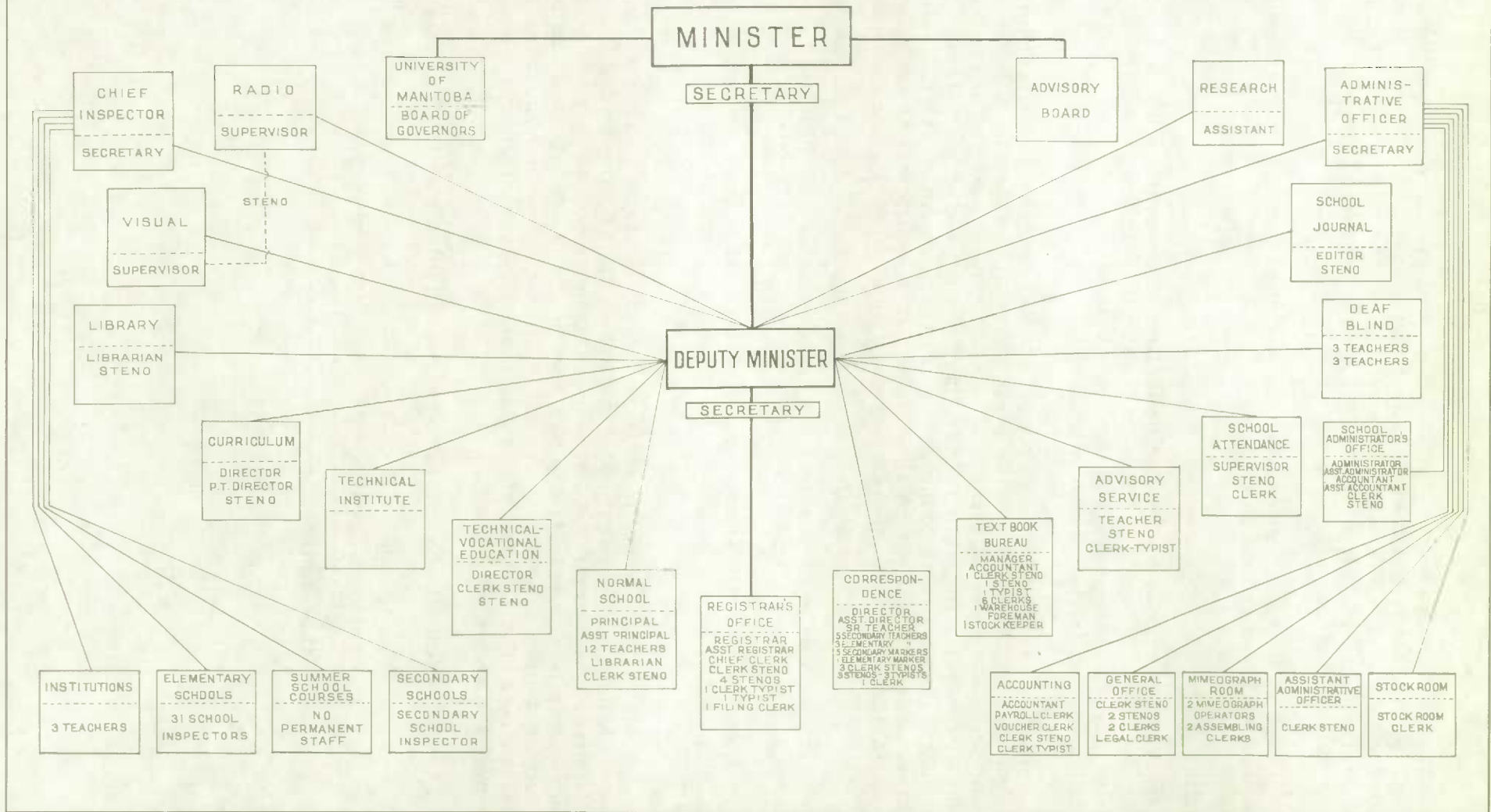
Tax levies -----	77.5 p.c.
Provincial grants -----	21.0 "
Fees -----	1.0 "
Other sources -----	.5 "

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100.0 p.c.

# GOVERNMENT OF MANITOBA

## DEPARTMENT OF EDUCATION





GRADE OR YEAR	INSTITUTIONS OF PUBLIC EDUCATION IN MANITOBA				RELATIVE AGE
					23
					22
					21
					20
					19
					18
					17
12					16
11					15
10					14
9					13
8					12
7					11
6					10
5					9
4					8
3					7
2					6
1					

ELEMENTARY  
AND  
SECONDARY  
SCHOOLS

JUNIOR HIGH

COLLEGIATES

HOMEMAKING  
GENERAL SHOP  
COMMERCIAL

NORMAL  
SCHOOL

UNIVERSITY  
OF  
MANITOBA

SCHOOL

OF  
ART

MANITOBA  
TECHNICAL  
INSTITUTE

A. Brief History of Education in Manitoba.

In the autumn of 1818, Reverend Fathers Provencher, Dumoulin and an ecclesiastical student, who had come from Quebec earlier the same year, opened the first school on the prairies in a modest log building which they had constructed to serve as house, chapel and school. It served the French Canadians who had settled on the east bank of the Red River at the point where it is joined by the Assiniboine. Other schools were begun soon after this. Rev. John West, an Anglican clergyman and the first Protestant minister to the Selkirk settlers, directed the opening of another log residence and school under the control of Schoolmaster Harbridge, assisted by his wife. These two schools grew to become St. Boniface College and St. John's College, foremost Roman Catholic and Anglican educational institutions in Western Canada. They now reach out to 20,000 classrooms or more that serve three-quarters of a million children west of the Great Lakes.

For fifty years educational organization followed this pattern. New schools were opened on the initiative of the Roman Catholic or Protestant clergy as settlements of whites and Indian half-breeds appeared. The first Protestant girl's school was opened in 1828; the first school for Catholic girls began in 1829 under the direction of Angelique Nolin, a young half-breed girl. In 1849, the clergy of each of these denominations controlled six schools in a district of 5,391 inhabitants. All of them were supported entirely by private subscription, or missionary grants from England or Eastern Canada. By 1870, when Manitoba was formed as a province, the population consisted of 1,565 whites, 5,756 French half-breeds, 4,083 English and Scottish half-breeds, and 558 Indians. There were 17 Catholic, 14 Church of England and 2 Presbyterian schools with a total attendance of 817 children.

In 1871, the Council of Assiniboia was superseded by the Provincial legislature. The period of unaided church-school education gave way to a provincial school system established by law. School districts were formed; local trustee boards were elected; legislative grants, administered by the provincial board of education, were set aside for the schools, and a few years later local taxation for the support of schools became compulsory.

The first provincial Board of Education consisted of eight clergymen and four laymen, of whom half of the clergymen and laymen were Roman Catholic and half Protestant. The Roman Catholic members managed the Roman Catholic schools, the Protestant members, Protestant schools.

By 1890, the number of Roman Catholic schools reached 91, the number of Protestant schools 628, and the total enrolment 23,000. During that year, a new Public Schools Act was passed by the provincial legislature. It abolished the enactment which provided for two distinct sets of denominational schools and sought to bring all publicly-controlled schools under a single system. It provided for an administrative or executive body, the Department of Education, which would consist of the five provincial cabinet ministers, and an Advisory Board of seven or nine educationists, the majority of whom would be appointed by the government, two by the teachers of the province and one by the University. The Advisory Board was to frame regulations concerning school premises, text books, teachers' qualifications, examinations, and religious exercises within the limitations imposed by the act. The introduction of religious exercises was made optional for local trustee boards. This act appeared unsatisfactory to the Roman Catholic ratepayers and an appeal was finally taken to the Privy Council. Amendments were added to make it acceptable and by the turn of the century all of the Roman Catholic schools, except for a few in Winnipeg and Brandon,

operated under the act which forms the basis for education in Manitoba today. By 1910, enrolment had reached 51,888.

In 1908 a separate portfolio of Education was created and a Minister of Education appointed to supersede the cabinet as a whole in dealing with educational matters.

#### B. Higher Education.

St. Boniface College was started in 1823 and four years later had students in residence. In 1851 it was housed in a new building and enrolled 50 pupils, the junior classes in charge of the Christian Brothers, the senior under the Oblate Fathers. By 1877 when it was affiliated to the new University of Manitoba, 150 students were enrolled, and nine professors employed. In 1885 it was taken over by the Jesuits.

The College of Manitoba was founded in 1871 upon a school started among the Scottish settlers who were brought out by Lord Selkirk. The College was later moved from Kildonan to Point Douglas, its present site.

The University of Manitoba was established as a Confederation of Colleges patterned after the University of London. Its Council was formed of seven representatives from the affiliated colleges, a representative from each section of the Board of Education, and three representatives of graduates living in Manitoba, St. Boniface College, St. John's and Manitoba were affiliated and later Westley College begun by the Methodists in 1888 and a medical college in 1883. In 1885 the Dominion Government assigned 150,000 acres to the university.

In 1889 the University was permitted to teach selected subjects and in 1892 it might teach any subjects decided on by the Council. Later amendments provided for representatives of the Government and University teaching faculty in the Council. The corner stone for the first building was laid in 1901.

Manitoba Agriculture College was founded in 1903 West of Winnipeg, affiliated to the University in 1908, but was moved to St. Vital and withdrew from affiliation in 1912. In 1924 the College became the Faculty of Agriculture.

Brandon College was founded by the Baptists in 1901 and affiliated with McMaster University.

A commission to study higher education disagreed among its members. As a result the constitution was not changed but a president was appointed and the present Fort Garry site selected. Instruction in the senior years of Arts and Science was transferred to Fort Garry 1930-32. Between 1930 and 1940 St. Paul's college and Brandon college became affiliates of the university. Faculties or schools of Education, Music, and Home Economics were created. Interior Decoration was developed in the Faculties of Engineering and Architecture and a five-year course leading to the degree, Bachelor of Interior Design, was set up. Graduate study is now offered in Arts, Science, Architecture, Education, Medicine, Agriculture, and Home Economics.

#### C. Advisory Board.

There is an Advisory Board in Manitoba which adds to the professional status of education in the province. The board is composed of the following members:



1. The Minister of Education;
2. The Deputy Minister of Education;
3. The Chief Inspector of Schools;
4. The President of the University of Manitoba;
5. Eight members appointed by the Lieutenant Governor-in-Council;
6. One member appointed or elected by the school inspectors;
7. Two members elected or appointed by public school teachers actually teaching;
8. One member elected or appointed by secondary school teachers actually teaching;
9. Three members elected or appointed by the school trustees.

The term of office is three years. Of the 15 elected, or appointed (Nos. 6 to 9 above), five are selected each year. Vacancies among the first four members listed are filled by the Lieutenant Governor-in-Council, while an unexpired vacancy among the latter is filled by the remaining members from the group he represented. All members are eligible for re-election or re-appointment. The chairman is selected by the group as is the secretary who may, or may not, be a representative. Members of the Board receive expenses in connection with meetings which are called at such times and places as determined by the Board.

#### Powers of the Board.

School Boards are given authority:

- (1) To prescribe the form of religious and patriotic exercises to be used in the schools;
- (2) To consider and, within three months, report on regulations respecting the examining, training, licensing, and grading of teachers;
- (3) To consider the course of study, text and reference books or such other matters as have been referred to them by the Minister;
- (4) To convey to the Minister any suggestions deemed useful and expedient to promote education; and
- (5) To engage in educational research and study matters of education generally.

The Board has two standing committees, one on Curriculum and Teacher-Supply, the second on Policy and Public Relations.

#### The Department of Education.

The Department of Education is one of the departments of the Government of Manitoba. At its head is the Minister of Education who is appointed by the Lieutenant Governor. He presides over and has management and direction of the department. To aid him in the performance of his duties, the Lieutenant-Governor-in-

Council appoints and fixes the salaries of: a deputy-minister, an administrative officer, chief inspector, inspectors of public and secondary schools, teachers in model and normal schools, and such other officers, clerks and servants as are necessary for the proper conduct of the business of the department. The department superintends and has control and direction of all public and secondary schools, model and normal schools, education of the deaf and blind, and all other special schools.

Powers of the Minister of Education.

The minister may make regulations respecting all matters having to do with education. More specifically, he considers regulations which:

- (1) Prescribe qualifications and duties for inspectors of public and secondary schools;
- (2) Provide for the establishment of model and normal schools, prescribe the classification, organization, discipline and government of such; Make regulations respecting qualifications of teachers and pupils in these institutions, and appoint examiners and prescribe their duties in connection with the high school examination papers;
- (3) Make regulations governing: qualifications required of teachers for elementary and secondary schools, the establishment of secondary schools, standards for entrance to these, and appointment of examiners for pupils seeking entrance to or graduating from these: vacations and the number of school days in the year; dimensions, equipment, style, plan, furnishing, decorating, heating and ventilation of school houses and the requirements for school premises; prescription of text books which may be used and films which may be shown; and courses of study;
- (4) Make further regulations authorizing, or providing for, the establishment and operation of technical, agricultural, summer and residential schools, prescribing the groups, kinds, classes or types of persons to be admitted as pupils, and fees and charges, if any;
- (5) Make regulations regarding the suspension of any pupil for conduct injurious to the welfare of the school;
- (6) Review all cases wherein a teacher's certificate has been suspended for any cause other than incompetence, and establish a Discipline Committee of not less than nine or more than 15 members, including one or more representatives of: (1) The Manitoba Teachers Society, (2) The Manitoba School Trustees' Association, (3) The Board and (4) The Department. (Suspension may be made at the discretion of the Minister or Inspector of Schools for violation of regulations, incompetence, misconduct or other sufficient cause);
- (7) Make regulations for the pooling of actual travelling expenses of pupils attending a normal school, summer school, etc.;
- (8) Issue such teacher certificates of grades and classes as prescribed, or issue limited certificates valid for specified times in specified schools.

The Minister makes an annual report. Regulations and prescriptions made by him are published in the Manitoba Gazette.



The Deputy Minister, who is also Superintendent of Education and the top-ranking Civil Servant in the Department of Education, carries out the general educational policy and is responsible for the enforcement of the Public School Act, but particularly inspection, administration and registration. He advises the Minister and supervises and directs all Departmental Officials, School Inspectors and all Public and Normal Schools in the province.

The Administrative Officer is responsible for problems arising through administration of the schools, accountancy and general management.

The Chief Inspector is responsible for the inspection of all public schools in the province and of the private and Indian classrooms. He also supervises the work of the Summer Schools and all plans for building and major structural alterations. He supervises the work of the institutions and the provisions made for the education of handicapped children.

The Registrar keeps a record of teacher certification and examination results, issues all certificates for teachers and students, and acts as Secretary of the High School Examination Board.

There is a Supervisor of Radio Education. A number of program series have been developed in co-operation with the other Western Provinces and with the C.B.C.

The Supervisor of Visual Education is in charge of renting, for a nominal fee, films and film strips to the schools. The National Film Board, Manitoba Federation of Agriculture and Co-operation, and the Federation of Southern Manitoba Co-operatives provide projection services for those schools which have no equipment.

### Inspectors.

Inspectors are members of the Department of Education and civil servants. Upon appointment as inspector, a trustee or teacher of any publicly controlled school must resign such position and may not thereafter accept any position which would interfere with his work as inspector. He may lawfully administer oaths where necessary in connection with their duties.

The Chief Inspector of Schools is responsible for the work of inspection in the elementary and secondary schools and directs the work of the Summer Schools which play an important role in the training of teachers. Representing him in 1948 were one high school inspector and 27 public school inspectors, exclusive of three especially assigned to Winnipeg. Winnipeg has a superintendent in charge of schools, an inspector of technical schools and a supervisor of special schools. On the average, each inspector is in charge of some 150 classrooms, - actually the number varies considerably. The inspectors keep closely in touch with the Normal School and the Department Library, and act as liaison officers between the Department and the school districts. The province is divided into 27 sections exclusive of Winnipeg. Each public school inspector resides in his district. He inspects the schools and work of the teachers and reports to the Boards and the Department. It is his duty to see that schools are managed according to the School Act and recourse is provided for such management by the inspector, where expedient or necessitated by circumstances. The inspector is called in when arbitration is necessary and may be appointed as official trustee.

Special schools are administered directly from the Department. Of the 60 such schools, 20 are in the Hutterite settlements, 2 of which are private schools. The other 40 are in small isolated or poor communities, or fringe settlements and are in the nature of semi-private schools. Four were not operated in 1949-50.



For certain schools, co-operation or joint responsibility was divided with the Federal Government.

Other Branches of the Department are in charge of Correspondence, Curriculum Revision, Educational Research and the Library. By 1948, the Library Branch had issued a catalogue of books, selected libraries for 1,557 one-room schools, 103 two-room schools, and checked orders for 224 graded schools, etc. It had placed 3,798 magazine subscriptions, organized a play-lending library as a branch of the Open Shelf library, and planned to extend this service to Music and Art.

#### Board of Conciliation.

The Lieutenant Governor-in-Council appoints one or more Boards of Conciliation consisting of three members: - one school trustee, one school teacher and one other member. This Board enquires into, investigates and reports back on matters referred to it by the Minister in case of disputes between teachers and trustees. The Board members are entitled to expenses and such remuneration as set by the Minister. The Crown is entitled to allocate such expenses as it sees fit to either or both parties. The Minister may confirm such findings and recommendations of the Board as he considers proper. An appeal may be made to the County Court.

#### The High School Examination Board.

This Board consists of twelve members: the President, Registrar, Dean of the University, Dean of Arts and Science; the Deputy Minister, Registrar and Chief Inspector of Schools from the Department of Education and five other members, two appointed annually by the Senate, three by the Minister. Elected members may be re-appointed. The Minister appoints a chairman and vice-chairman. Seven members constitute a quorum.

The Board's duties are to prepare, conduct and superintend the Grade XI and XII examinations and set standards to determine those passing. It may delegate any of its duties to one or more Committees, of whom half the members have been nominated by the Minister, half by the Senate.

All costs are paid from the Consolidated Fund.

#### Text Book Bureau.

The Text-Book Bureau is subsidized by the Provincial Government so as to ensure a working capital, not to exceed \$200,000 at any time, for the printing and publishing or purchasing of text-books; and acquisition of necessary supplies, furniture and equipment. The province pays all overhead expenses in connection with operating the Bureau. Books are sold to pupils, teachers, and school boards; and money received is paid to the Provincial Treasurer and credited to the account of the Bureau. Sales of books, furniture, equipment, etc., are for cash except where a school board wishes to utilize part of its earned government grant to meet such bills. Selling price of books, supplies, etc., is determined after all costs of handling, etc., are considered and a margin computed to provide a reserve of working capital; provided further that any profits above the \$150,000 reserve established by law are placed in the Trust and Special Division of the Consolidated Fund. A statement of profits and losses, assets and liabilities, covering the year is submitted to the Comptroller-General each year.

### Loans to Students.

Loans, not exceeding \$1,000 in the aggregate in any one year, may be authorized by the Lieutenant Governor-in-Council to assist normal school students to complete their courses.

### D. Local Government and School Organization.

#### Municipal Organization.

Manitoba had a population of 726,923 in 1946, 389,180 of whom were classed as rural. In it are four cities all under 30,000 population and Winnipeg, which has a population of about 229,000. There are 31 towns and 25 villages, although a few of the towns should probably be villages and some of the villages could qualify as towns.

In Manitoba, the Municipal Act of 1940 covers incorporation of all cities, towns and villages except St. Boniface. It provides for the incorporation as cities of towns of 10,000 or more, and of towns from localities of 1,500 or more inhabitants resident within 640 acres or less, upon the petition of 150 householders. Where the population exceeds 2,000, the area included may be increased by 160 acres for each additional 1,000 inhabitants. A locality containing 500 inhabitants may be incorporated as a village on petition of 75 householders. Its area may be extended beyond the prescribed 640 acres as for a town. Land may be added or subtracted from the village or town by the Lieutenant Governor-in-Council.

There are 117 rural municipalities. Boundaries of these are fixed by "The Municipal Boundaries Act", the areas varying from four to 21 townships of 36 square miles. Unincorporated village districts containing not fewer than 150 residents may be set up within the municipality and given certain rights and privileges.

Certain specified localities which may not qualify as Rural Municipalities may be incorporated as municipal districts upon request of half or more of the inhabitants.

School Districts wherein the boundaries of city, town, or village are coterminous with those of a school district, are known as city, town or village schools.

Municipal school districts include: (a) those whose boundaries conform to those of the municipality and (b) those formed, by by-law, of a municipality. Consolidated districts may be of any size, provided that the trustees provide transportation. Districts formed by the Lieutenant Governor-in-Council may be large units, unorganized territory, or the usual size. There is one larger unit, the Dauphin-Ochre School Area, formed by Order in Council following a favourable vote of the electorate of the district, (1947). Present legislation would permit the Lieutenant-Governor-in-Council to establish three such areas for experimental purposes.

"Rural School" in Manitoba means any school district situated in one or more than one rural municipality or unorganized territory. It may contain unincorporated hamlets. Rural school districts are set up by the Council of the Municipality by by-law usually in response to a petition of five or more interested ratepayers. The district is not to exceed five miles in length nor to contain more than 20 square miles exclusive of roadways. There must be at least 10 children of school age within the boundaries of the district.



### Secondary, Continuation and Junior High Schools.

Collegiate Institute refers to a secondary department of a school which employs four teachers or more for which secondary school teacher grants are paid. Collegiate Department is similar except that three grants are received while two-room and one-room High Schools receive two and one grants, respectively. A continuation school must enroll at least 10 high school pupils and have one teacher who exclusively instructs pupils in Grade VII and up. Junior High Schools must operate as a unit and employ at least three teachers for Grades VII, VIII, and IX.

### Correspondence Courses.

Instruction by correspondence is available on application, and without fees, to any residents of Manitoba: who are pupils of Grade I-IX and reside at least  $3\frac{1}{2}$  miles from their nearest school with no transportation provided; who present medical certificates indicating inability to attend school; who have been recommended by the Supervisor of School Attendance; or are wards of the Director of Public Welfare, a Children's Aid Society or Child Welfare Organization. Others may enroll by paying the prescribed fees which are somewhat higher for non-resident than resident students. Fees for resident students enrolling for Grade IX correspondence courses are payable by local school boards.

Instruction by correspondence for Grades X to XII is available on payment of the prescribed fees to: pupils from districts where the work is not offered, students physically unable to attend school, and adults. In addition, teachers and pupils enrolled in a high school who have the approval of the principal may receive lesson helps for the prescribed fee. Lesson helps and a Teacher's Advisory Service is provided for permit teachers. Tests and term papers are corrected for a fee. The practical work of the Science subjects must be taken at certified summer school classes. Correspondence pupils are expected to attend school regularly if feasible. Enrolment in 1949-50 was 2,010, with more enrolled in Grade IX than any other grade.

### Technical Education.

Manitoba was the last of the provinces to sign the Vocational Schools' Assistance Agreement to obtain Federal and Provincial funds for technical and vocational education on the high school level.

Greater Winnipeg established a Vocational-Technical High School covering such groups as: electric crafts, metal crafts, graphic arts, industrial art, building crafts, office work, the distributive occupations, woodworking, power and needle crafts, etc. Twelve other high schools offer technical courses. Vocational Correspondence Courses are available to secondary scholars.

Composite high schools are being developed. The first was established at Dauphin. It provides five separate courses: general, agricultural, home economics, commercial, and industrial.

### Manitoba Technical Institute.

On September 1, 1948, this Department absorbed the staff and facilities of the Canadian Vocational Training Branch of the Dominion Department of Labour. The Institute provides technical training beyond that available in the secondary schools and below the level of a university degree. Courses vary in length from



six weeks to two years and cover a wide variety of fields. Theoretical training is provided for apprentices.

Teacher Training Summer School Courses were held at the Manitoba Technical Institute in general shop, art and crafts, and homemaking. At Brandon Technical Art Department, classes have been offered in general shop. Some classes in general shop, homemaking and commercial education have been offered in other schools. About 2,820 outside Winnipeg and 5,212 within Winnipeg were enrolled in regular technical classes. Another 2,438 attended evening classes; while 475 enrolled for Home Study vocational courses, 402 attended the Winnipeg School of Art, and 293 attended Youth training courses in Agriculture and homemaking.

#### Local School Districts.

Manitoba has 2,189 schools, 1,454 of which are one-room, 656 more than one-room rural or hamlet schools and 79 located in the five cities or towns of 5,000 or more. There are 120 one-room high schools, 55 two-room high schools, 23 collegiate departments, 26 collegiates outside and 6 within Winnipeg and 18 junior high schools in Winnipeg.

In non-union districts, the Rural municipal council may act on petition, or without, to form or alter school districts by giving at least 10 days' notice in writing, informing all concerned ratepayers and the secretary-treasurers of the districts affected. Districts with debenture debts must secure permission of the Minister before altering boundaries.

School districts may be formed in unorganized territories if a petition of five resident property owners forward a petition and it is approved or if the Minister decides and there are 10 or more property owners and 10 or more children of school age.

Union districts are districts comprising: (a) lands situated in two or more rural municipalities, (b) a town or village and adjoining territory. To alter or change such district requires: a petition signed by six or more electors sent to the councils concerned and to the school inspector who, as secretary, calls the first meeting allowing at least 14 days for the clerks of the municipalities to notify all ratepayers of the time, place and purpose of the meeting. Each council appoints one arbitrator and an additional one is appointed whenever the number is even. Appeals against any by-law, decision or refusal to pass such by-law may be made to the county court by any four electors within 20 days of the passing of the Act.

#### Transportation of Pupils.

Ordinary districts are not responsible for pupils' transportation. Consolidated schools must provide transportation or make an allowance to parents who provide such. Upon receiving approval from the Minister, a school district may include more than 20 sections of land if provision is made for the daily conveyance of all children who dwell more than one mile from the school.

#### Annual Meeting of Ratepayers.

The school business is closed for the year by June 30. The secretary must give all books, vouchers, etc., to the auditors by July 10. Notice of meeting is posted seven or more days previous to the date which is between the 9th and 25th of January as decided by the trustee board. Five electors constitute a quorum.

Neither a member of the board nor the secretary can act as chairman. Motions may be decided by a show of hands or ballot, although a ballot is required for the election of a trustee. Nominations for trustee must remain open for one hour. One-fifth or more of the electors may demand a poll to settle any issue. Provision is made covering procedure for holding such poll. The chairman votes only in case of a tie. The secretary forwards one copy of the report of the meeting to the inspector and places another in the minute book.

The suggested order of business for such meetings is:

- (a) Appointment of chairman and secretary;
- (b) Nominations for office of trustee;
- (c) Reading and adoption of minutes of last electors' meeting;
- (d) Reading of the report of the trustees, and discussion and disposal of the same;
- (e) Reading of the report of the auditor or auditors, and discussion and disposal of the same;
- (f) Election of people's auditor;
- (g) Miscellaneous business;
- (h) Election of trustee or trustees to fill any vacancy or vacancies;
- (i) Adjournment.

Rural school districts in a suburban area may by resolution decide to hold the election of trustees at the same time as municipal officers are elected. Appointment of auditors, auditing of books and accounts of the secretary-treasurer, the annual report of the trustees, and returns to the Department, follow provisions of the Act covering town schools.

Inspectors may call such meeting should the trustees neglect to do so.

In unorganized territories, once the district has been formed, any two residents may call a meeting for the election of trustees.

The meeting to organize Rural Trustee Boards may be held following the annual meeting or within one week of that date. All trustees elected take the oaths of office and of allegiance. Regular and special meetings are called by the secretary. Special meetings are called upon receipt of a request in writing from three electors.

#### E. School Boards.

Each rural school district elects three trustees; each rural consolidated school elects five. Provision is made for increasing the number from three to as many as seven. Unless changed by a by-law, all cities, towns, and villages which are divided into wards elect two trustees for each ward, while those which are not divided into wards elect three trustees as in rural schools, although the number may be increased to any number below seven.



### Qualification of a Trustee and Voter.

For election as trustee, an individual must be: A resident ratepayer, a British subject; 21 years of age, able to read and write and understand the Public School Act. To vote in school elections, a person must be a British subject, 21 years of age, and enrolled on the latest voters' list for the district.

### Duties of Rural Trustees.

In general, trustees are the custodians of the district's property, business managers for the school district, employers of teachers and janitors and administrators of the school law with the assistance of the school inspectors.

It is the responsibility of rural trustees: to fix the place of annual meetings and the time and place of special meetings; to prepare and submit a report to the annual meeting covering their proceedings, receipts and expenditures; to transmit reports to the Department; to notify the inspector and the clerk of the municipality by January fifteenth of each year, of the number of legal teaching days that the school was open during the last preceding calendar year; to have custody of, acquire and hold or dispose of school property; to provide accommodation for pupils between the ages of six and sixteen years; to provide for stabling the horses of children who drive to school; to keep the school property in repair; to erect a flagstaff and fly the British national flag; to visit the school and see that it is conducted according to the regulations of the Department and to see that only authorized texts are used in the school; to engage the required number of teachers, none of whom may be a son, daughter, brother, sister, husband or wife of a trustee except with the approval of the Minister; to submit to the council, by January thirty-first, annually, estimates of requirements for the coming calendar year; to provide an adequate supply of pure drinking water; to allow teacher-students to attend their school for practice teaching; to furnish instruction for Grades I to IX unless exempted from responsibility for teaching Grade IX by the inspector, in which case provision must be made for instruction by correspondence or at the nearest secondary school, with any fees being paid by the trustees. Trustees or rural school districts may not purchase maps, books, etc., the price of which is ten dollars or more unless they are selected from a list approved by the Minister.

School Boards, other than city boards, must advertise for tenders for fuel, building materials, the construction and repair of buildings and the installation of sanitary conveniences whenever the cost is more than \$100.00. They submit plans and specifications for new buildings or additions and receive approval of the Minister before building. They create a reserve not to exceed 60 p.c. of the annual requirements of the district.

Trustees may resign in writing. They do not receive remuneration except in municipal districts, nor may they benefit from school contracts except in specified instances. Penalties are provided for neglect of duty while in office. Trustees are disqualified through being convicted of offenses with prison terms of five years or longer; by becoming insane; by missing three consecutive meetings, or by ceasing to be resident of the district.

### Secretary-Treasurer.

The Secretary-Treasurer must be a British subject, 21 years of age. He is appointed by the Board and may be one of their number. His remuneration shall not exceed \$25.00 annually except that where two or more teachers are employed it may be as high as \$100.00. In consolidated districts and municipal districts, his remuneration is fixed by the Board. He is bonded by the Department.



Among his duties are the following:

- (1) to keep, in English, a complete record of all school meetings;
- (2) to keep the inspector informed concerning the election of new trustees;
- (3) to receive and deposit all school monies and to disburse them by cheque also countersigned by a member of the Board when authorized by a majority of the Board;
- (4) to retain all cheques for the auditors;
- (5) to produce all papers and monies when requested for trustees, auditors or other competent authority; and
- (6) to call meetings when requested by the Board or special meetings when requested in writing by any two ratepayers.

#### Auditors.

One auditor is appointed by the electors at their annual meeting, a second by the trustees on or before July 10. Trustees and their officers may not refuse to furnish the auditors with any information within their power. Should the auditors disagree, the inspector may decide. When both auditors object, the annual meeting may make the decision.

#### Area School Board.

An area Board of Trustees consists of one trustee for each ward except where a ward comprises all of a municipality. Trustees remain in office for two years. Vacancies caused through resignation or death are filled for the unexpired part of the term. The first board selects, by lot, those trustees who are to hold office for one year only, and where the number of trustees is odd, the number is one less than half.

The Government appoints the first returning officer, but when the Board meets, it makes all future appointments. The returning officer prepares a list of voters annually by wards on the basis of the latest revised list which is to be furnished by the secretary-treasurer of the municipality. A copy of the list is posted in each municipal office concerned by May 15, and one sent to the secretary-treasurer of each union district. The returning officer conducts the election and reports the names of those elected to the Minister and to the secretary-treasurer of the area where such exists.

Qualifications of electors, candidates, techniques of conducting the poll etc., are those required by the Municipal Act, provided further that each member of the Board must reside in the ward for which he is elected.

The first meeting is called by the returning officer within a week of its election and a chairman and vice-chairman elected. A secretary-treasurer is appointed but may not be elected from among the board members.

District boards retain the following rights: They have custody and management of all school property, moveable and fixed, and may effect emergency repairs at the expense of the area. They hold board meetings to consider educational matters, and call annual or other meetings as required by law. They nominate a qualified available person as teacher, suggest several possible teachers, or

recommend the transfer of any teacher on specific grounds in writing. The board of the area may give consideration to the recommendations and the district board may appeal in writing against their decision to the Minister who will then appoint an appeal board consisting of the Chief Inspector of Schools and a trustee from each board concerned.

Each area board enjoys all powers and duties conferred upon the board of a city, town or village and may -

- (a) administer and manage the educational affairs of each school district in the area;
- (b) determine which school any of the children should attend;
- (c) make provision where necessary for pupils to attend schools outside the district or pay the parents in lieu of transportation;
- (d) provide for high school construction at convenient points;
- (e) provide a suitable area office and equipment;
- (f) engage a secretary-treasurer and other employees, fix their remuneration and pay them;
- (g) provide for necessary expenses;
- (h) make provision for accurate records of finance, business transactions, etc.;
- (i) require that all funds be kept in a chartered bank;
- (j) provide for an annual audit, and
- (k) pay an indemnity, not exceeding \$4 for attendance at meetings, and not more than \$100 a year, and 10¢ per mile each way for each meeting attended.

The Board may pass by-laws not inconsistent with this part.

An inventory of the assets and liabilities is prepared by each district and a copy sent to the Minister before an area is organized and the area board takes over all contracts, liabilities and assets; provided that the Minister makes any awards deemed necessary in adjusting assets and liabilities. The awards are binding.

#### F. Teachers.

##### Normal School.

The Department of Education provides for the establishment of model and normal schools and prescribes suitable classification, organization, discipline and government for each. It makes regulations respecting the qualifications of teachers and pupils in these institutions, appoints examiners and prescribes their duties respecting the administration of examination papers.

Teacher training in Manitoba is concentrated in Winnipeg in a residential



Normal School at Tuxedo for students with Grade XII or the equivalent; and in the Faculty of Education of the University of Manitoba, where university graduates receive their professional training. Some 400 to 500 young men and women from the small towns and rural areas may be enrolled in the Normal School annually where suitable surroundings and good living conditions are provided and where they will be able to participate in extra-curricular activities and prepare themselves for teaching. Provision is made for a number of them to defray part of their expenses by helping with the work of the institution. The remaining cost may be borrowed under the Youth Training Plan. Board and lodging has been provided for as little as \$30 for a six-week summer course (1946). Classes include: citizenship, social studies, psychology, physical education, music, art, speech, health, as well as mathematics, English and practice teaching.

The Normal School staff in 1948 consisted of the principal, assistant principal, 14 teachers and a librarian. Enrolment was 397.

To assist inexperienced teachers, an advisory service issues bulletins and answers inquiries.

### Teaching Personnel.

The professional standing of teachers in Manitoba in publicly-controlled elementary and secondary schools varied from permit teachers to specialists with post-graduate training in education in 1948. As in the other provinces, the teaching corps suffered for lack of qualified recruits, especially males; and from an exodus of qualified personnel, especially specialists in science and mathematics. Of 4,683 teachers in 1949, 1,454 taught in one-room rural schools, 1,523 in rural schools of more than one room, 483 in towns and villages, and 1,223 in city schools. Of the 4,683 teachers, 758 were university graduates, 3,164 had Class I or higher standing, 699 Class II, 94 miscellaneous and special, and 721 temporary or permit certificates.

Certificates granted by the department include the following\*:

- (1) First Class
  - interim, Grade B, Grade A
  - permanent, Grade I-IX, Grade B, Grade A
- (2) Collegiate
  - interim and permanent
  - permanent, superior, collegiate
- (3) Principal's Certificate
  - valid for continuation and one-room high schools
  - valid for one and two-room high schools
  - valid in all secondary schools
- (4) Industrial Arts Certificates for teachers with specialist technical qualifications.

Experience of the teachers varied from less than one year to more than thirty-five years. The number having one year, two, three and four years respectively, was 782, 323, 266 and 204. The number with from five to nine years was 712, ten to fourteen years, 526, fifteen to nineteen years, 401, and twenty years up, 1,152. Most teachers, with the exception of those in city schools, did not remain for long in one school. The median (average) length of time was 2.1 years for all teachers and 1.7 for rural one-room teachers.

\* The School Law provides for Second Class Certificates, but none are granted at present.



These teachers entered into contract with the boards of trustees by written agreements on a form drawn up and approved by the Department of Education, and providing for a salary of not less than \$120 a month of which not more than \$5 a month could be deducted for use of a teacherage. All qualified teachers hold a legal certificate of qualification for Manitoba. It is their duty:

- (1) To teach diligently and faithfully all the branches required to be taught in the school according to this agreement and the School Act;
- (2) To keep the school register and record admission, promotion, removal, etc., of all pupils; to keep a record of free text books furnished by the Department, and all library books;
- (3) To maintain proper order and discipline; to take possession of any dangerous weapon brought to school by the pupils;
- (4) To fly the flag during school hours, weather permitting;
- (5) To report to the School Board and the Inspector when taking charge or resigning;
- (6) To give the trustees access to the school register, deliver school property on demand of a majority of trustees, furnish the Department and school inspector with any information required concerning the school and prepare such reports as required under the regulations;
- (7) To notify the medical officers or trustees when the presence of contagious diseases, vermin, or skin diseases are suspected; to prevent the attendance of all pupils suspected until furnished with a written statement from a competent source indicating that no danger exists.

A teacher of a one-room school and the principal of all others, subject to provisions of "The Public School Act", is in charge of the organization, management and discipline of the school. He has a time table prepared and displayed in each classroom, approves of homework assigned, and co-operates with the attendance officer. Subject to approval of the Inspector (Superintendent) he grades and promotes pupils in Grades I to VIII. The principal may temporarily suspend a pupil for cause and report such to the Board which reviews the case.

Inspectors during official visits are in complete charge of the conduct of a school.

Teachers are entitled to 20 days' sick leave each year. After three years of continuous employment, unused sick leave is cumulative up to 60 days. Winnipeg is permitted to make its own regulations for sick leave.

#### Retirement Allowances to Teachers.

The Act which established the present Teachers Retirement Allowances Fund, was passed in 1948. It provided for two separate accounts. First, the annuities account comprising teachers' contributions plus the interest on these computed at a rate set from time to time by the Board; teacher's contributions accumulated under the former act which were transferred to this; and teachers' contributions deducted at the source. The trustee boards make the deductions and in turn the Minister deducts a like amount from the grant and pays it to the Board. The Minister makes similar deductions from the salary of each Crown-employed teacher and pays them into the fund. Second, the pension account with is made up

of: the moneys paid in by the Provincial Treasurer; any surplus left in the annuities account when it was transferred from the former act; an amount paid in by the Boards of Trustees for each teacher employed, equal to the amount paid into the annuities account; and a like amount for each teacher employed by the Crown, paid in by the Provincial Treasurer. Payments from school boards are deducted from grants payable and paid to the Board.

In addition to the compulsory payment of five per cent of salary into the annuities account, teachers may contribute a further amount according to age. Teachers of ages 20 to 24 may contribute 1 per cent; teachers 25 to 29, 2.5 per cent; teachers 30-34, 4 per cent; teachers 35 to 39, 6 per cent; teachers 40 to 44, 10 per cent, and teachers 45 and up, 15 per cent.

The Board is trustee of the pension fund. It manages, administers and invests the amounts in specified securities only, keeps all unvested moneys in a chartered bank and pays interest to the teachers' accounts.

Provision is made for the Comptroller General to audit the accounts at least annually and report on the condition of the fund in a report which is tabled by the Minister in the assembly. An actuarial appraisal is made every three years or at other times on request of the Board.

When the present act came into force, special provisions covered teachers who would have retired within a year under the former act, and ensured that no teacher would lose by the change. It was further provided that teachers would not be penalized through transferring to a position under the Manitoba Civil Service and coming under the Manitoba Civil Service Superannuation Act. Teachers on exchange outside the province may continue to contribute, while exchange teachers teaching in Manitoba do not come under the act.

The Board is empowered to make regulations which: prescribe forms to be used; fix the rate of interest to be credited to teachers in the annuities account; require school boards to make returns; prescribe dates, manner of payments and information necessary to receive retirement allowances, disability allowances or refunds.

Teachers may retire and apply for a pension at the end of June or December when they become: 60 years of age and have taught 30 years, 61, 62, 63 and 64 years of age and have taught 29, 28, 27 and 26 years respectively, or at age 65 or above. Teachers must have taught at least five of the immediately preceding 10 years in the provinces and provide all necessary information to receive a pension.

The retirement allowance payable in 12 installments consists of (1) the annuity which is the annual sum that the amount to the credit of the teacher can reasonably provide when computed with consideration of actuarial tables and principles, and (2) the pension which is \$17.28 for men and \$15 for women, multiplied by years of service up to 40.

Teachers may elect in writing, at the time of their retirement, whether they wish to receive the regular allowance as provided or to receive a guaranteed retirement allowance for a fixed period of 10 years or longer. Where the teacher elects to receive a guaranteed allowance or some other plan approved by the Board, the amount of allowance is the present worth of the annuity and pension divided by the number of years named. Should the teacher die before the period ends, the remaining payments are paid to a designated beneficiary or otherwise to one or more relatives selected by the Board.



Teachers who have been employed for fifteen or more years and retire due to total, permanent, disability may apply for a pension. The disability allowance consists of annuity and pension components and is computed as for a retirement pension.

Disability allowances are payable monthly, and cease on the last day of the month in which the beneficiary dies. At the discretion of the Board, a partial disability allowance may be granted. A teacher who retired with a disability allowance who becomes once more able to return to work, or part-time work, has his case reviewed. Where a teacher comes under the Workmen's Compensation Act, the Board does not pay him the pension portion, but only the annuity portion of his pension.

#### G. Miscellaneous.

##### Attendance and Enrolment.

All public schools are free to children of ages six to 21 who attend the nearest school. Beginners who will be six years of age before the end of the term may be enrolled in all rural schools, except consolidated schools, in the fall or after Easter, unless the trustees, with the approval of the inspector, allow them to enter in the fall only. Enrolment times for beginners in all other schools are fixed by the trustees.

##### Religious Teaching.

Religious teaching may be introduced by a resolution of the trustees, or by a resolution signed by at least 10 parents in a rural school, or 25 parents in other schools. It may be conducted during the last half hour in the afternoon or specified days, or all teaching days, by any Christian clergyman who officiates in the district.

Wherever the average attendance of Roman Catholic children is 40 or more in towns or cities, or more in other districts, the parents may petition the Board to hire at least one certified Roman Catholic teacher. Similarly, non-catholic parents may petition the Board to employ a non-Catholic teacher.

Pupils are segregated for the religious period only. They may be dismissed, and remain only with the approval of their parents. Otherwise public schools are non-secretarian and no religious exercises other than in the time allowed is permitted.

##### School Hours, Holidays and Vacations.

School hours are fixed by Departmental regulations. Holidays include Saturdays, Sundays, days named by the Minister, Governor General-in-Council, Lieutenant Governor-in-Council with the exception of Arbor Day, and the day fixed for the celebration of the reigning sovereign's birthday. When statutory holidays fall on a Sunday, the following day is taken. The Minister may make Saturday a teaching day by regulations.

Schools regularly operated throughout the year take the following vacations: the full week beginning with Easter Monday; from July 1 to the fourth Monday in August of any day following, but not later than the Tuesday following Labor Day, and from December 24 to January 2, inclusive. Each school is in operation for 200 days during each calendar year.



### School Closed During Teacher's Illness, etc.

Schools may be closed for as many as 20 days due to illness of the teacher, or up to 60 days where cumulative sick leave covers three years or more, or where the school is closed by order of a Medical Health Officer. Schools may be closed during a Teacher's Convention or when the school is needed for a polling booth.

### School Visitors.

Public school visitors include: resident judges, members of the municipal council and clergymen who are British subjects.

### Textbooks and Library.

Only texts authorized by the Department may be used in school. No grants are payable to schools using unauthorized textbooks, and teachers may be fined for introducing them.

Each municipal council may levy sums for the establishment and maintenance of a public school library subject to regulations of the Department.

Expenditure on books, by the Minister, for schools are deductible from the legislative grant. For schools of one or two classrooms, books are selected from the official library lists and purchased through the Manitoba Text Book Bureau. Library books and periodicals for use in the elementary grades of village and town schools with more than two classrooms are selected by the teachers from the official library lists and purchased through the Manitoba Text Book Bureau.

### School Census.

The Minister or School Board may appoint necessary officers to take a census of school children of ages seven to 14. No unauthorized persons may do so. All parents, guardians, officers of corporations, etc., must give required information to the census officers. Penalties are provided.

### Accidents.

Unless negligence is shown, the school district is exempt from liability for accident or death of any pupil. Liability for defective apparatus can result only if it can be shown that one or more of the trustees or agents were aware of the defect.

Any district may provide technical education for pupils by putting them in charge of any person engaged in business. A Board providing such service and the person in charge is exempt from liability for accidents if reasonable precautions were used and no negligence or misconduct observed.

Boards may organize school patrols to control traffic and are exempt from responsibility for accidents resulting thereby.

### School Sites.

Schools may not be erected on a site of less than three acres, without permission of the Minister. Regulations provide for plans of all school buildings being approved and the buildings being insured. All school buildings are required

to have: a minimum of 15 square feet of floor space and 180 cubic feet of air per pupil; ventilating appliances providing 25 cubic feet of moving air; a heating plant ensuring a winter temperature of 70 degrees and relative humidity of 40 p.c.; window space to provide a minimum of 30 foot candles at the desks. Other regulations cover such factors as blackboard space, sanitary facilities, sport equipment, etc.

After a district is organized, a special meeting is called to select a site by a majority vote. Where an additional site is needed, it is selected by the trustees. The site may not be within 150 yards of a garden, orchard, pleasure ground, or dwelling house without consent of the owner, except in urban areas. Before a site can be changed, the trustees must get the consent of two-thirds of the electors at a special meeting. If between one-half and two-thirds of the electors want a change, it is settled by arbitration. The inspector calls the two other arbitrators who may not be residents of the district. If the minority neglect to appoint an arbitrator, the inspector and arbitrator selected by the majority act, but if the majority do not appoint an arbitrator, there is no arbitration. Where both parties wish it, the award may be reconsidered.

Where the owner of suitable land refuses to sell or demands an exorbitant price, the price is fixed according to arbitration and interest is 6 p.c. per annum. The Municipal Act applies. The parties concerned pay the costs of arbitration.

Where the owner is absent, he is given notice by mail if possible, otherwise through publication. Trustees of land or guardians, executors, etc., may act for the owner.

#### H. Financing Manitoba's Schools.

Levies for school purposes are classed as general or special. The general levy is made on the municipality as a whole on a balanced assessment. Special levies are additional levies for specific needs and are imposed on individual school districts.

The Balanced Assessment in districts in unorganized territory is the assessed value of land and buildings as shown in the equalized assessment of the Manitoba Assessment Commission, plus the assessed value of personal property and a multiple of the business assessment. In districts within a municipality, it is a proportion of the equalized assessment of the municipality equal to the ratio of the assessment in the district to the total assessment on land and buildings in the municipality, plus the assessed value of personal property and a multiple of the business assessment.

Grants include the regular grants to the schools, which together with the general levy of six mills on the balanced assessment in a municipality, and 10 mills in unorganized territory, bring their guaranteed annual support up to \$1,400 per authorized teacher; with special grants for specified purposes. To meet the needs of certain high assessment districts, and amendment provides in effect for a minimum grant of \$200 per authorized teacher for a full year's operation.

To qualify for each full grant, a school district must operate for 200 days in the calendar year, with a qualified teacher receiving not less than \$120.00 per teaching month in charge, and have completed all prescribed forms for the year. Regulations cover grants to schools which cannot qualify for the regular grant.

Money may be borrowed through school boards issuing debentures for capital



outlay, or note or bank overdraft for current expenses to an amount not exceeding the year's current levy.

The municipality is required to collect a uniform rate of six mills on its balanced assessment. \$1,400 per authorized teacher per year is set as a basic figure in the cost of education. The Provincial Government pays to each district the difference between the amount raised by general levy and the basic \$1,400, with a minimum government grant of \$200 per authorized teacher. Each district which wishes to provide more ample services levies an additional tax for its own use. For each authorized high school teacher an additional grant of \$500 is made to the district. However, the number of teacher grants to be paid is determined by the lesser of: the number of teachers employed or according to the enrolment.

Where there are more teachers than rooms, the Government may use the figure obtained by dividing the total school population by 30. Where a kindergarten is in operation, half the enrolment may be added to the elementary enrolment.

Junior High Schools receive a grant of \$350.00 per approved Grade IX teacher in addition to the Combined Grant if enrolment is above 20 for one room and 30 or over for all others.

#### Library and Laboratory Grants.

Fifty per cent of a school district's approved expenditure on library books and laboratory within annual set limits are covered.

#### Technical Education Grants.

School districts with two or more high school rooms may organize a technical department, have its floor plan, equipment, time schedules and program approved and receive grants for Homemaking, General Shop, and Commercial Departments. The Department pays up to 50 p.c. of the amount expended but not over \$400 for each Technical Department. In addition, \$1 per day per teacher may be paid for each teacher engaged in instruction in technical courses and \$300 per teacher for each two-hour evening session where ten or more pupils are enrolled and the class approved.

The Department may pay up to 50 p.c. of the cost of each Technical Correspondence course, authorized by the Minister, for secondary school pupils or adults.

#### Grants for Equipment for School Lunches.

This grant cannot exceed half of the cost of such equipment, or \$25, for approved expenditure.

#### Grant for Academic Night Schools.

Where ten or more pupils are enrolled in approved courses, a grant of \$1.50 per two-hour session may be made.

#### Grants for Non-Resident Pupils.

An amount equal to 25 cents per day of actual attendance, but not more than \$50 a year, may be paid to districts for non-resident pupils from unorganized territories unless such pupils are necessary to bring the school enrolment to the



minimum to obtain the full regular grant.

The Lieutenant Governor may from time to time authorize that grants be paid from the Consolidated Fund for: school libraries; technical and vocational courses; manual training departments; domestic science departments; demonstration rural schools; boys' and girls' clubs, or instruction in agriculture, or any two or more of these.

#### Debentures.

All debenture issues must be approved by the Municipal and Public Utility Board. Where debentures are not met and a judgment is obtained, the Assessment Commission may strike such rate as the Minister approves for satisfying all or part of the judgment given.

The following provisions govern loans: no loan under \$2,000 may exceed 15 years, 9 months; no loan term can exceed 20 years 9 months, except that a consolidated or municipal school district may borrow for a period of 30 years and a city for 50 years. The principal is repayable in annual instalments but provision may be made for the loan to be repayable by equal annual instalments. The by-law may permit the district to redeem the debentures before due date. Every by-law for issuing debentures receives approval of the resident electors at an electors' meeting if the issue is for \$5,000 or less, whereas if the issue is above \$5,000, the secretary-treasurer of the school board sends it to the secretary-treasurer or clerk of the municipality. In Rural Union School Districts, the Municipality most concerned submits the by-law to the electors. In other union school districts, the town or village having jurisdiction in the district submits the by-law with the co-operation of the other municipalities concerned. If the district is not a Union District, the Municipality in which it is situated submits the by-law to the resident electors.

In order to borrow more than \$5,000 in unorganized territory, the trustees must pass a by-law, prepare an electors' roll which is reviewed by the Assessment Commission, then submitted within two months in the approved manner.

Should a by-law fail to carry, it may not be submitted again for at least six months and then only with approval of the Municipal Board. When it carries, the Secretary of the school district forwards the prescribed material to the Municipal Board.

The functions of the Municipal Board are prescribed by law. Appeals against their decisions may be made to the Lieutenant Governor-in-Council.

Special provisions cover the City of Winnipeg. The Winnipeg School Board may issue short term debentures up to five years which are redeemed from the proceeds of authorized long-term debentures. It may issue debentures up to \$60,000 for a new school without authorization by the district.

Regulations govern the preparation and sale of debentures. All districts which have previously issued debentures not payable in instalments are required to raise an annual sinking fund sufficient to meet such debentures when due. The sinking fund is invested with the provincial treasurer with interest at 4 p.c. per year unless otherwise specified.

School boards may borrow money on unsold debentures.

In 1950 provision was made for any ratepayer to pay his share of the total costs of a new school or addition to school in a lump sum rather than by successional annual levies.

#### Borrowing for Current Purposes.

On the strength of expected funds, trustees may borrow money by giving promissory notes to the bank, so long as they do not exceed the current estimates. Where a school is managed under an official trustee, loans must be approved by the Minister or Chief Administrative Officer.

Where accommodation for pupils or teacher is inadequate, the Minister may approve of increasing the estimate for the year. The special levy is shown and levied by the municipality.

When authorized by the school district taxpayers may furnish materials or perform work instead of paying taxes.

#### Fees.

Non-resident pupils from a district with no secondary school may be charged up to \$5 per month per pupil when they do not attend the nearest High School if in Grade XI or higher. Pupils from Dominion Government lands may be charged up to \$3 a month to Grade VIII and the pupils and parents may be held responsible for the fees.

#### Revenue in an area.

Where a larger school area has been formed, the Board of Trustees of the school area at its first meeting:

- (a) estimates the probable revenue of the area from grants, and other sources;
- (b) estimates probable annual expenditure including capital expenditures, and fixes the amounts to be raised by levies on the taxable property in the area.

The board also estimates additional expenses and necessary levies. These are apportioned among the municipalities, parts thereof, or other territories.

The Board annually establishes the amount required for -

- (a) rural school districts in the area without secondary schools;
- (b) rural school districts with secondary schools, and
- (c) school districts wholly or partly within incorporated towns and villages.

In rural school districts which do not maintain secondary schools, the Board annually determines the average per capita high school cost per pupil in incorporated towns and in rural areas maintaining secondary schools, by dividing the total estimated cost by the total number of pupils in each, respectively. The Board includes in its estimate for districts without high schools, one-third of the per capita cost for urban high schools multiplied by the number of pupils resident in such rural districts and in attendance at urban high schools, and one-third of the per capita high school cost for rural high schools multiplied by the number of



pupils in attendance at urban high schools.

Second, the Board deducts all expected grants for the three classes of schools. Third, the Board apportions the amount to be raised in each of the three classes among the school districts on the basis of a balanced assessment of the districts.

The amount apportioned to each municipality, part of such, or other territory, is the sum of the amounts apportioned to the districts included. The Board apportions to each municipality, etc., the amount to be raised by special levy. Details of apportionment are sent to the secretary-treasurer of each municipality concerned and the Assessment Commission, and each levies and collects a rate sufficient to provide the amount required from the taxable property within the municipality.

#### Local Levies for Schools.

Each year the Council of every municipality levies and collects a tax upon the taxable property in the municipality at a rate to produce a sum equal to a levy of six mills on the balanced assessment of the municipality. In Unorganized Territory, the rate is sufficient to produce a sum equal to a levy of 10 mills on the balanced assessment of the district.

A proportionately lower rate may be levied when the above tax would be greater than the guaranteed annual support of the district times the number of teachers, plus the amount required from other districts in which the schools are closed.

Districts which do not provide instruction in the secondary grades levy to pay 25 cents per pupil per day to schools attended by their pupils. Secondary schools attended by out-of-district pupils render accounts to such outside districts by February 1. In a union school district, the council of each municipality concerned levies to pay its portion of such fees.

Each municipal council apportions the sum of money payable to the districts according to the regulations. Payments are made on or before November 30 and March 31.

Moneys payable to the school district are a debt payable by the municipality bearing interest at 4 p.c. per annum from date due.

By February 1, trustees of schools wholly, or in part, in unorganized territories apply to the Manitoba Assessment Commission setting out the amounts needed for approved items after deducting the legislative grant and any amounts receivable from the municipality. The Commission then calculates the amount receivable from a tax of 10 mills on the balanced assessment, and in case of a district wholly in unorganized territory, the difference between the amount of the approved expenses for the year and the guaranteed annual support of the district. Where part of the district is in organized territories, the amount they should contribute is deducted and the remainder is to be raised by the Commission through a levy. The resident administrator levies a tax sufficient to produce the money needed and pays it to the trustees in two instalments. An instalment consisting of all money collected up to November 15 is paid before November 30; the remainder is paid by March 1.



### Government Grants.

The Provincial treasurer, with moneys authorized by the legislature from the Consolidated Fund, pays a grant to the trustees of each district as follows:

- (1) To districts wholly in one or more municipalities, the guaranteed annual amount (\$1,400 for each authorized teacher) less the amount payable to the trustees by the municipality or municipalities from the proceeds of the general levy and the amount of any other revenue as set forth by the Minister;
- (2) To districts wholly in unorganized territories the guaranteed amount less that paid by the Manitoba Assessment Commission from the proceeds of general levy and other revenues as set forth by the Minister;
- (3) To union districts partly in unorganized territory the guaranteed amount less those amounts received from the general levy or other revenues as stated;
- (4) To districts closed because of small enrolment, a sum equal to \$11 per month per pupil. Closed schools shall pay a tuition fee of not less than \$3 per month for each pupil enrolled in another school.

The council of a municipality and the resident administrator of a local government district pays one-half of the sum levied to the Board of Trustees on December 1 and the balance on January 31. The Board may borrow on this for current annual expenditure by an overdraft from any bank or on a promissory note of the Board. The amount may not exceed the amount to be levied for the current year or levied during the previous year.

The Area Board may borrow by debenture for capital outlay if approved and authorized by the Municipal and Public Utility Board. Assent of the electors is not required where the total amount of debt does not exceed \$20,000 or where the money being borrowed is to refund debentures.

Other money by-laws are sent to the returning officer who submits them to a vote of the electors.

Grants to school areas from the Consolidated Fund may not exceed by more than 20 p.c. the aggregate of all grants payable to that area if it has not been established, but remained as separate districts.

The Minister may expend annually on libraries, as prescribed in the regulations, the sum of \$10 to \$15 for each of the teachers employed in the district and deduct the amount from the grant.

The Lieutenant Governor-in-Council, may make regulations prescribing -

- (a) the method of calculating the number of teachers authorized for a district,
- (b) the qualifications of such teachers,
- (c) the number of teaching days the school must be operated,
- (d) the times at which the grants are paid,  
and the trustees must conform to be eligible for those grants.

The grant may be paid directly to the teacher or teachers at the discretion of the Minister, or be given to the trustees subject to specified conditions.

Where there is a merger of school districts and arrangements have been made for transporting the pupils more than a mile from school, the Provincial Treasurer, with the approval of the Minister, may pay up to one-half the cost of transportation.

In unorganized or other territory where the Minister does not deem it expedient to establish a school district, he may provide and furnish a school house, pay all or part of the teacher's salary, operate a van route and provide any incidentals. The Minister then exercises all powers and duties of a School Board in levying and collecting taxes.

With approval of the Lieutenant Governor-in-Council, other grants may be made by the Department for night schools, school libraries, technical and vocational courses, manual training departments, domestic science departments, demonstration rural schools, boys' and girls' clubs and instruction in agriculture.

Grants to the School Trustees' Association are from \$1,000 to \$4,000 per year.

The Lieutenant Governor-in-Council may make special grants to school districts when deemed necessary.

Grants may be paid to schools conducted by the Government of Canada in lieu of fees, if such comply with Manitoba school regulations.

#### Reserve Funds.

For a number of years Manitoba has made provision for the establishment of capital reserves for the erection of school plants. The trustees, pursuant to a by-law, may add to the school levy not more than one mill (this may be increased to 3 mills with permission of the Minister) to create a reserve fund to be expended for new building, equipment and other capital expenditure. The Minister may require that the by-law be approved by the ratepayers. The reserve is deposited with the Provincial Treasurer who invests the sum on behalf of the school district in prescribed securities. A reserve fund may be expended for obligations previously incurred.

GRADE OR YEAR	INSTITUTIONS OF PUBLIC EDUCATION IN ONTARIO 1948										APPROX. AGE
8											25
7											24
6											23
5											22
4											21
3	<div>SECONDARY SCHOOLS</div> <div>COMPOSITE WHEN COMBINED UNDER ONE PRINCIPAL</div> <div>5 UNIVERSITIES 20 COLLEGES</div> <div>POST GRAD STUDIES IN ARTS</div> <div>HONOUR B.A. DEGREE</div> <div>PASS B.A. DEGREE</div> <div>POST GRAD STUDIES</div> <div>DEGREES IN DENTISTRY MEDICINE THEOLOGY</div> <div>COLLEGE OF EDUCATION</div> <div>28 TEACHERS 320 STUDENTS</div> <div>NORMAL SCHOOLS</div> <div>8 SCHOOLS 82 TEACHERS 1165 STUDENTS</div> <div>SPECIAL SCHOOLS</div> <div>ONTARIO AGRICULTURAL COLLEGE</div> <div>ONTARIO VETERINARY COLLEGE</div>										20
2											19
13-1	SEC. SCHOOL HONOUR GRAD. DIPLOMA	VOCATIONAL		ACADEMIC							18
12	SEC. SCHOOL GRADUATION DIPLOMA	RYERSON INSTITUTE OF TECHNOLOGY		SCHOOLS 430 TEACHERS 3600							17
11		PROVINCIAL INSTITUTE OF MINING		STUDENTS 39,500							16
10	PUBLIC	SEPARATE	PROVINCIAL INSTITUTE OF TEXTILE	HIGH SCHOOL ENTRANCE					SCHOOL FOR THE BLIND	TEACHERS 17 PUPILS 165	15
9											14
8	SCHOOLS 6,000	PROT. SCHOOLS 3	VOCATIONAL SCHOOLS * 45						SCHOOL FOR THE DEAF	TEACHERS 36 PUPILS 290	13
7	TEACHERS 14,600	TEACHERS 7	TEACHERS 1,500								12
6	PUPILS 437,000	PUPILS 150	PUPILS 30,000								11
5		R C SCHOOLS 836	SPECIAL INDUSTRIAL SCHOOLS FOR PUPILS FROM AUXILIARY CLASSES								10
4		TEACHERS 3,400	5 SCHOOLS 66 TEACHERS 1,500 PUPILS								9
3		PUPILS 103,000									8
2											7
1											6
K											5

\*23 composite schools and 440 teachers are included in both departements. There is no duplication of students

Note: The above does not include 124 private schools and 87 private business colleges



A. Brief History of Education in Ontario.

1. Elementary and Secondary Education.

The present provinces of Ontario and Quebec, were known as Upper and Lower Canada respectively from the time of the Constitutional Act of 1791 until 1867. The early settlers of Upper Canada were chiefly immigrants from the British Isles, or United Empire Loyalists from the United States. The first Lieutenant-Governor, John Graves Simcoe, who was interested in education, made provision for the establishment of four grammar schools and also reserved 500,000 acres of uncleared lands to endow a university at York (Toronto).

An Act of 1807, usually referred to as the Grammar Schools Act, provided for the establishment of a school in each of the eight districts<sup>1</sup> of the province. A grant of £100 was to be paid toward the salary of a teacher for each school, and five trustees were to be appointed by the Lieutenant-Governor for each district to nominate the teacher after examining his "moral character, learning and capacity". This Act laid the foundation for secondary education in Ontario.

The Common Schools Act of 1816 was intended to provide elementary schools throughout the province. The Lieutenant-Governor was authorized to appoint a Board of Education of five persons in each of the districts to superintend schools established under the Act. An appropriation of £ 6,000 was to be divided as directed by the Lieutenant-Governor, but no school was to receive more than £ 25. The Board of Education was authorized to spend up to £100 of the amount apportioned to the district for books. The people of a town, village or township, where at least 20 children would attend school, were to erect a schoolhouse, and three trustees were to be elected by a majority of the inhabitants irrespective of property qualifications. Duties of the trustees included the making of necessary rules and regulations and the appointment of a teacher, who must be a British subject, but whose other qualifications were to be determined by the trustees. The school grant was to be based on pupil attendance. No provision was made for levying rates on property for maintenance, nor was there provision for inspection or supervision. Schools established under this Act were usually built by a local subscription list and supported by rate bills on the parents. School houses were of log construction with primitive accommodation and equipment. Instruction was usually confined to reading, writing, and arithmetic, with perhaps some attention to history and geography.

The Act of 1824 provided for an appointed Board of Education with powers to prescribe text-books and courses of study for common and grammar schools throughout the province and to establish qualifications for teachers. This centralized authority was transferred in 1850 to a Council of Public Instruction, and in 1876 was vested in a Minister of Education responsible to the Legislature.

Upper and Lower Canada were united in 1841, and an immediate attempt was made to provide a new educational system. A permanent school fund arising from the sale of public land was established, and the annual grant for education was increased to £ 50,000. The office of Chief Superintendent of Education was created, though within a short time it was found necessary to appoint a Chief Superintendent for each province. To meet the divergent religious views in the two provinces,

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1. Upper Canada was originally divided into districts for judicial purposes. The districts were later subdivided into counties. In 1841 the municipal functions which had been accumulating as judicial duties were transferred to newly established municipal councils.

provision was made for a religious minority to establish and support its own schools. Certain of the other provisions of this legislation, such as a plan to establish township school boards, were soon repealed after they were found to be unacceptable.

The Common School Act of 1843 attempted to turn the administration of education over to local authorities. While there was to be a Chief Superintendent, with duties including the apportionment of the school fund, there were also to be district or county superintendents with duties overlapping those of township, town or city superintendents. These local officials dealt with the apportionment of the grant from the central authority, the examination and certification of teachers, the inspection of schools, and the mapping of school-section boundaries. In each school-section there were to be elected three trustees whose powers included the custody of the school, the employment of the teacher, the collection of rate bills, and the choice of text-books and courses. The provision for separate schools for a religious minority was continued, and a conscience clause appeared for the first time in connection with religious instruction.

Dr. Egerton Ryerson, who was to exert a powerful influence on the educational developments of the next thirty years, was appointed Assistant Superintendent in 1844. He visited Europe and the United States and made a report which was chiefly responsible for the changes in the school system introduced by the Act of 1846. This Act began a return movement toward a greater centralization of authority. The Chief Superintendent (Ryerson himself after 1850) and the General Board of Education were responsible for government grants, text-books and courses, and the establishment of a normal school. District or county superintendents retained their powers of inspection and the certification of teachers. To provide continuity in office, one of the three local trustees was to be elected each year. They were still responsible for local financing by the collection of rate bills, though in 1850 a local choice between fees and taxes was permitted.

In 1870 all rate bills and fees were abolished. All schools became free and attendance compulsory. The common schools became public schools while the grammar schools became high schools or collegiate institutes. Local superintendents became county inspectors. The central authority prepared examination papers for the admission of pupils to high schools and determined the qualification of teachers.

In 1876 the office of Chief Superintendent was abolished and a Minister of Education, a member of the Executive Council of the Province, assumed the administration of educational affairs through a Department of Education. Changes in the system since that date may be gathered from the description of the present administrative organization given in succeeding pages of this summary. The Ontario school system has recently been surveyed by a Royal Commission. Some reorganization has been effected since its report has been under consideration and other changes will probably follow.

## 2. University Education.

In 1797 the first appropriations of land for the endowment of a University of Upper Canada were made but before this University opened its doors there was a long period of struggle to determine its status and control. A Royal Charter was secured in 1827 by the Reverend John Strachan for a college with a governing body and staff which were to be entirely Anglican. While Strachan's plans were supported by succeeding Lieutenant-Governors and their Executive Councils, popular opposition from the Legislative Assembly to its denominational character



succeeded in deferring the opening of the College. The Methodists in 1836 and the Presbyterians in 1840 established their own institutions at Cobourg and Kingston respectively. King's College, with an amended charter and largely freed from Church control, opened in 1843. By the University Act of 1849 King's College was made completely non-sectarian and renamed the University of Toronto. Bishop Strachan then founded Trinity College, an Anglican institution free of State control.

The succeeding years have seen a gradual federation of denominational colleges with the provincial University of Toronto. During the same period, Queen's University at Kingston and the University of Western Ontario at London, both non-denominational, McMaster University (Baptist) at Hamilton and the University of Ottawa (Roman Catholic) have developed as independent institutions. The latest foundation, Carleton College at Ottawa, offers courses at University level. In addition there are a number of affiliated and independent colleges.

#### B. The Department of Education.

The Ontario Department of Education is responsible for the administration and enforcement of the statutes and regulations respecting all types of schools which are supported in whole or in part by public funds. Its scope of activities has widened to meet the cultural and recreational needs of community life in the province.

The Minister of Education, in his responsibility as head of the Department, is assisted by a Chief Director who advises him in matters of policy, and a Deputy Minister who is his executive officer. Under their direction the various branches and divisions carry on the work of the Department.

The principal administrative officials of the Department are the following: Chief Director, Deputy Minister, Superintendent of Elementary Education, Superintendent of Secondary Education, Superintendent of Professional Education, Registrar and Chief Accountant.

#### Duties and Powers of the Minister.

According to the Department of Education Act "there shall be a department of the Government of Ontario to be known as the Department of Education which shall be presided over by the Minister of Education".

The duties and powers of the Minister of Education are defined mainly in the Department of Education Act, but auxiliary duties and powers are given under other School Acts.

The Minister is entrusted with the administration and enforcement of all statutes and regulations concerned with all schools below university level supported in whole or part by public funds, and with supervised and outdoor playgrounds and public and travelling libraries.

He has management and control of normal schools, summer schools and schools for the deaf and the blind. He also has management and control of the college of education where secondary school teachers are trained, although in actual practice this college is operated as a faculty of the University of Toronto.

Subject to the approval of the Lieutenant-Governor in Council the Minister makes regulations for publicly-controlled schools concerning:



- (1) the establishment, administration and government of such schools as well as courses of study and examinations to be used;
- (2) the admission of pupils;
- (3) the qualifications and procedure covering the appointment of teachers, inspectors, directors, superintendents and other officials; the form of contract for teachers; terms and conditions governing the services of teachers;
- (4) cadet corps, gardens and libraries;
- (5) the accommodation and equipment of school buildings and arrangement of the premises;
- (6) the exchange of teachers with other provinces or parts of the British Commonwealth;
- (7) the authorization of textbooks and books of reference for pupils, teachers and teachers-in-training; requiring boards to provide books for pupils;
- (8) prescribing fees for candidates for departmental examinations, remuneration for presiding officers and examiners at departmental examinations, providing for the establishment of supervising examination boards and prescribing their duties; conducting examinations, deciding on results and granting diplomas and certificates of standing;
- (9) establishing scholarships and prescribing terms and conditions for awarding them;
- (10) the use of schools for observation and practice teaching by teachers-in-training;
- (11) the granting or cancellation of teachers' certificates;
- (12) prescribing qualifications and experience necessary for entrance, sitting for examinations and teaching in all schools;
- (13) organizing medical and dental inspection of pupils where provision was inaugurated by school boards prior to July 31, 1924 and approved by the Minister of Health;
- (14) providing for the affiliation of all types of high schools with universities and normal schools;
- (15) governing the establishment and maintenance of public schools on crown lands and assisting in their maintenance; governing the attendance of pupils residing on such crown lands and providing for their transportation or assisting in the cost of their education; providing for transportation to institutions of higher learning for qualified pupils; and fixing the methods of calculating the cost of educating pupils on crown lands and authorizing boards to charge such pupils fees, or entering into an agreement with Canada for the payment of a set amount;
- (16) providing for the apportionment and distribution of all money appropriated or raised by the Legislature for educational purposes;

- (17) defining "approved cost" and "cost of operating" for the purpose of grants to boards and prescribing the conditions governing the payment of legislative grants;

Similarly, the Minister may make regulations:

- (1) providing for programmes of adult education, recreation, camping, athletics and physical education;
- (2) defining "area community programme", "area recreation committee", "area recreation director", "assistant", "community programme", "director", "joint community-programme", "joint recreation committee", "municipal council", "recreation" and "recreation committee"; "approved maintenance and operating costs" for grants for programmes of recreation;
- (3) providing for the apportionment and distribution of money approved by the legislature for
  - (a) adult education, recreation, camping, physical education,
  - (b) the maintenance of historical, literary and scientific institutions;
- (4) governing the payment of grants for the above activities and institutions;
- (5) authorizing
  - (a) municipal councils to appoint recreation committees, or two or more municipal councils with a combined population under 25,000 to appoint joint recreation-committees with approval of the Minister;
  - (b) recreation committees or joint recreation committees to appoint directors, assistants and secretaries;
  - (c) joint recreation-committees or recreation committees in municipalities with a population above 25,000 to appoint area recreation-committees and area recreation-directors and
  - (d) two or more municipalities to enter into agreements for programmes of recreation;
- (6) prescribing the composition of various recreation committees, the number of members, assistants etc., for which grants may be paid and fixing and authorizing the payment of special grants.

In addition, the Minister is empowered and obliged

- (1) to apportion and pay all sums received from the Government of Canada or source other than the legislature;
- (2) to appoint members of supervising examination boards and set their remuneration and allowances for expenses;
- (3) when deemed necessary to pay travelling and other expenses and per

diem allowances for living expenses of students attending professional training schools;

- (4) to accept evidence of experience, academic scholarship or professional training, where it is deemed equivalent, in lieu of requirements for a teacher, head of a department, inspector, etc.;
- (5) to grant certificates of qualification as teachers and instructors in the Ontario School for the Blind and Ontario School for the Deaf to qualified teachers;
- (6) to require all school board employees to submit regularly to medical examination (1951);
- (7) to submit questions arising upon school law to the Supreme Court;
- (8) to determine all disputes, complaints and appeals for which other recourse is not provided;
- (9) to suspend or cancel any certificates or qualification;
- (10) to appoint commissions to report on school matters under The Public Inquiries Act;
- (11) to report annually to the Lieutenant-Governor on education with suggestions for its improvement;
- (12) to use any schools for practice-teaching;
- (13) subject to the regulations, to prescribe subjects, time allotments for subjects, text-books and reference books in all schools supported in whole or in part by public money.

The Minister may grant a temporary certificate to any candidate if he feels his services are needed for special reasons. He may guarantee school debentures and penny bank investments.

The Lieutenant-Governor in Council may authorize the closing of any school or grade for a special period but grants will continue.

The Minister may take such steps as are necessary to establish a college of education and pay necessary expenses through moneys appropriated by the Legislature. He is granted \$6,000 for scholarships in post-graduate courses in France.

#### Duties and Responsibilities of Officials of the Department.

The Chief Director is the chief educational officer of the Department. The Deputy Minister and all other officials of the Department are subject to his direction. He is the Minister's chief advisor and consultant on all matters pertaining to the Department. He presents the reports, recommendations and memoranda of all officials to the Minister for consideration, conveys to the officials the Minister's directions in all matters relating to educational policies and makes known to the officials the Minister's decisions on problems which may require Ministerial consideration.



The Deputy Minister is in charge of the internal administration of the Department. Through him the official correspondence is conducted. He directs the office staffs, and in general, supervises the assignment of clerical staff, ordering of equipment and supplies, payment of grants and accounts, and all other routine of the Department not directly controlled or directed by the Chief Director.

The Chief Accountant is responsible for all accounting for the Department, ordering of equipment and supplies for the Department and for the schools and institutions maintained by the Department, and all matters involving the staff in connection with payment, group insurance, superannuation, and attendance. In addition the Chief Accountant, through the Supervisor of Grants, is responsible for the calculation of Provincial Grants for education, and for the preparation, under direction of the Chief Director and the Deputy Minister, of the Department's annual estimates. He also prepares Recommendations to the Lieutenant-Governor in Council concerning all matters which require approval by Order in Council.

The Statistician is responsible for the collection of provincial educational statistics and for the preparation of the statistical portion of the Minister's Annual Report. In addition, he makes special statistical studies from time to time upon the request of the Chief Director or the Deputy Minister.

The Legislative Librarian is responsible for the administration of the Legislative Library, which includes a government document section, Law Library, Educational Branch, and a newspaper section.

The Archivist of Ontario is responsible for the custody of the Archives and provides for the needs of historians and other research workers with respect to the early history of the province.

The Inspector of Public Libraries is responsible for promotional work connected with establishing new libraries and developing library extension in the rural areas through County Library Co-operatives. He inspects all libraries in the province. Under his direction are the Province of Ontario Travelling Libraries and the Teachers' Reference Library.

The Editor of Textbooks supervises the preparation of textbooks, pamphlets containing the courses of study, departmental circulars, and special announcements. He is responsible also for the editorial work in connection with the Minister's Annual Reports.

The Registrar is responsible for supervising the preparation of examination papers for all examinations set by the Department, and for general supervision of the conduct of Departmental Examinations in local centres. He is responsible also for the issuing of Departmental diplomas and certificates and of teaching certificates. He oversees the administration of Departmental Summer Courses for teachers and of the administration of all matters relating to scholarships and bursaries.

The Superintendent of Professional Training superintends and directs the work of all the Normal Schools in which elementary teachers are trained. In addition he supervises the Ontario School for the Blind and the Ontario School for the Deaf.

The Superintendent of Elementary Education is responsible for the promotion, organization, and supervision of elementary education in Grades I to X as

provided in the public and separate schools.

The Superintendent of Secondary Education is responsible for the promotion, organization, and supervision of secondary education in Grades IX to XIII as provided in the continuation, high, and vocational schools and collegiate institutes. In addition he has joint responsibility with the Dean of the Ontario College of Education for the training of teachers for academic secondary schools. Under his direction, the Director of Vocational Education has supervision of the Provincial Technical Institutes, joint responsibility with the Dean of the Ontario College of Education for the training of vocational teachers and of teachers of shop work, and also acts as the liaison officer with Canadian Vocational Training and with the apprenticeship and foremanship training of the Provincial Department of Labour.

The Registrar of Trade Schools is responsible for the administration of the Trade Schools Regulation Act which regulates the activities of various types of privately operated Trade Schools, including privately operated business schools and colleges.

The Director of Community Programmes is chiefly interested in adult education, community recreation, and the provision of classes in English and Citizenship for new Canadians.

Under the joint direction of the Superintendents of Elementary Education, Secondary Education, and Professional Training, the following officials are responsible for the activities indicated by their respective titles:

The Director of Correspondence Courses;

The Director of Music;

The Director of Physical and Health Education;

The Director of Guidance;

The Director of Art;

The Director of Audio-Visual Aids;

The Director of School Attendance and Railway School Cars;

The Director of French Instruction and the Director of English Instruction, under the direction of the Superintendents of elementary and secondary education supervise instruction in the bilingual schools which enrol about 50,000 French-speaking pupils;

The Superintendent of Elementary Education and the Superintendent of Secondary Education are each assisted by a staff of Inspectors. Elementary school inspectors are located throughout the province. A public school inspector is responsible for supervision of the public schools in a county or sometimes a part of county. Separate school inspectors usually supervise separate schools of several counties. In a number of cities and some suburban municipalities, the school board appoints its own inspectors of public schools. While these officials may be assigned additional duties by their respective boards, they are responsible to the Minister with respect to their inspectoral duties. Secondary school inspectors, high and vocational, work from the Department of Education as headquarters.



## C. Municipal Organization and Local School District Organization.

### Municipal Organization.

Ontario falls naturally into two fairly distinct areas. The older of the two, the well-populated Southern Ontario, with its developed fertile farm lands and numerous industrial centres, extends from the lower Great Lakes and the St. Lawrence River northward to the Severn River, the Muskoka region, and Algonquin Park and comprises about one-seventh of the area of the whole province. The rest of the province forms Northern Ontario, much of which is a sparsely settled area in which the mineral and forest wealth is only partially developed.

Southern Ontario is divided into counties for municipal and judicial purposes. There are 43 counties which were originally established as judicial districts. Municipal functions were separated from the judicial in these in 1841. In each county there is a "county town" where the county council meets and the county court sits.

Counties are governed by councils composed of the reeve and deputy Reeves of local municipalities (towns, villages and townships within the county). Each county is made up of from four to 25 townships and the villages and certain towns situated within the area. The remaining towns and the cities are separated for municipal but not judicial purposes. However, a city or separated town may be the "county town". In four instances two or three counties are united under one county council for municipal purposes.

Taxes for main roads, bridges, education (chiefly secondary) and administration of justice are apportioned among the local municipalities, mainly on a basis of an equalized assessment, and levied and collected by the local municipality on behalf of the county. Expenditures for education consists largely of the cost of educating children who do not reside in a secondary school district, the taxes being levied in the areas concerned.

In Northern Ontario, municipal organization is growing as new areas are opened up and settlement increases. Growth of cities and towns parallels expansion in primary industries. Outside of these municipalities the surveyed territory in Northern Ontario consists of organized and unorganized townships. School organization is well integrated in the former while in the unorganized townships, there is a considerable number of school sections. Northern Ontario is divided into territorial districts for judicial purposes.

The following local municipalities are recognized in the province:

#### Cities

Cities for incorporation must have a minimum population of 15,000. There are 29 in the province. They are incorporated by the Ontario Municipal Board or by special legislation. They are governed by an elected mayor and council of aldermen. Some of the larger cities elect boards of control. Each is a unit for school organization as are towns and villages.



### Towns

Towns for incorporation must have a minimum of 1,000 people within an area of 500 acres. Here the Council consists of an elected mayor, reeve, deputy reeve and councillors. Eight of the 103 towns in the counties are separated municipally from the counties. In the territorial districts the minimum requirement for a town, of which there are 46, is 500 people residing within 750 acres. The council consists of a mayor and 4, 6 or 9 councillors. Towns are incorporated in the same manner as cities.

### Villages

There are 146 villages in the counties and 10 in the territorial districts. Those in the counties are created by the county councils if there are at least 751 persons within 500 acres. Those located in the territorial districts are created by special act of the provincial legislature.

### Townships

These are rural municipalities averaging 100 square miles with 2,000 people. They are governed by an elected reeve, deputy reeve (if there are more than 1,000 electors) and four or fewer councillors. In Northern Ontario an unorganized township, or a union of unorganized townships, may be incorporated by the judge of the territorial district concerned. United townships also occur in sparsely-settled portions of some counties. There are 429 townships in the counties and 142 in the territorial districts.

### Improvement Districts

This is a recent development to meet conditions mainly found in Northern Ontario. Each is composed of one or more school sections governed by a board of three trustees appointed by the Lieutenant-Governor in Council. There are 15 improvement districts at present.

### The Organization for Local Schools.

Ontario has a decentralized system of educational administration in which a fair share of the control over educational matters is delegated to local authorities called boards of trustees. These local school boards administer their many duties under authority of the provincial Schools Acts. Some of these duties are mandatory and some optional. In general, municipal authorities levy and collect by school rates such sums as required by the boards of trustees for school purposes.

The various school acts set forth the types and conditions under which the various types of school boards may be established. These vary in number of trustees, terms of office, and method of election or appointment, but have a good deal in common. Rural boards are usually formed of three trustees elected for three years with one elected each year after the first year. Township boards consist of five trustees elected by ballot for two years; three of whom are elected one year, and two the next. The election is conducted at the same time as the municipal election. Consolidated school districts elect five trustees for three years; while small towns and villages elect six trustees for two years, three being elected each year.

## 1. Elementary Education.

The school section is the basic public school unit for school administration in rural areas. Each township council, upon incorporation, is required to divide the township into public school sections. Where there is no municipal organization, as in certain areas in Northern Ontario, a public school section may be established by the public school inspector, with approval of the Minister of Education.

The urban municipality is the basic urban public school unit. However, towns and villages may have portions of townships joined thereto for public school purposes.

The Separate Schools Act provides for the establishment of a separate school within a public school section; but when the separate school is established and the school built, the geographic limitations of the separate school unit need not correspond to the boundaries of the public school section, but are determined by the circumference of a circle of which the radius extends three miles from the site of the schoolhouse.

The Public Schools Act makes provision for forming township school areas, consolidated school areas, separate school unions, union public school sections, and metropolitan school areas. Considerable progress has been made in recent years in the organization of these larger units of administration so that they now include sixty per cent of the original number of basic elementary school units. In January, 1951, 526 township school areas in the province represented the dissolution of more than 3,323 school sections.

### Duties of Elementary Boards.

Each elementary school board is empowered to:

- (1) Appoint, pay, transfer or discharge its officers - secretary, treasurer, (usually secretary-treasurer) and tax collector (in unorganized territory);
- (2) Purchase, hold, dispose of, or rent school property and equipment, determine the number and type of schools and provide accommodation and equipment sufficient for all children in the section of ages five to 16;
- (3) Determine the number of teachers required; appoint, discharge or transfer them; decide terms of employment and rank; and pay them monthly;
- (4) Permit the use of the schoolhouse for any lawful purpose which does not interfere with the operation of the school. In practice, schools are used for meetings, lectures, concerts, socials, polling booths, church services and Sunday Schools, to name but a few;
- (5) Fix the time and place of board meetings; in rural schools inspect the school premises during the first meeting of the year; prepare and submit estimates to the municipal council; submit account books to the municipal auditor and publish the auditor's report<sup>1</sup>;

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1. In the case of rural school sections and separate schools the report is read at the annual meeting in place of being published.



- (6) Expel refractory pupils when necessary;
- (7) Make an agreement with the local board of health covering medical and dental services;
- (8) Report to the Minister the number of deaf and dumb children in the area.

A board may, if it is deemed expedient:

- (1) Provide for kindergartens, school gardens, home economics, evening lectures, industrial training, summer or vocational schools<sup>1</sup>;
- (2) By itself or by agreement with another elementary or (in urban centres) secondary school board or boards, engage instructors in agriculture, home economics or manual training. Special teachers are commonly found in urban centres and township areas;
- (3) Exempt indigents from taxes; provide surgical treatment for any child on the advice of the teacher, school nurse or medical inspector;
- (4) Provide, if required, a teacher, etc., for pupils in a charitable institution whether within or outside the city;
- (5) In urban centres, contribute to pension or life insurance funds for all employees, and supplement superannuation allowances;
- (6) Make grants for physical training, games, etc.; maintain cadet corps; operate playgrounds and gymnasium classes and provide supervisors;
- (7) Support school fairs, establish a penny bank<sup>2</sup> for children's savings;
- (8) Pay the travel expenses of teachers and board members attending educational conventions and pay legal fees of teachers or board members in defense of a suit;
- (9) Provide for transportating pupils to elementary or secondary schools, after approval by the Minister.

The Separate Schools Act states that a separate school board shall exercise all the powers of a public school board. There are, however, a few duties and powers exercised by separate school boards alone.

## 2. Secondary Schools.

These include continuation schools, high schools and vocational schools.

### 2 (a) Continuation Schools.

Subject to approval of the Minister, continuation schools may be organized by

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1. These last three, in practice, are not operated by elementary school boards.
  2. The penny banks were operated in larger centres. Usually one of the chartered banks provided the service free of charge. Suspended during the war, they have not been revived.



the public school board of a municipality, school section or township school area, a separate school board or by agreement between two or more public school boards, or by one or more of such boards and one or more separate school boards. A continuation school district consists of the property liable to assessment and taxation for the purposes of the continuation school. A number of continuation school districts are presently being absorbed into high school districts and the schools are either closed or become high schools within a district.

#### Continuation School Boards.

A continuation school board is a body corporate, distinct from the public school board, even though it may be composed of the same persons. There are several types of continuation school organizations:

- (a) Each public or separate school board of a single school section acting as a body corporate for continuation school purposes may operate a continuation school, usually in the same building as the elementary school;
- (b) Agreements may be entered into by two or more public school boards, or by one or more of such boards and one or more separate school boards for the joint establishment and maintenance of a continuation school, in which case the school is under the control and management of a board composed of not more than two-thirds of the members of each of the boards by which it was established.
- (c) At the option of the township council, wherever a township school area absorbs a former school section or sections in which a continuation school has been established, the township school area board or elected trustees may constitute the continuation school board, and where a separate school board is a party to the agreement establishing the school, representation is provided for the separate school board.
- (d) Where a township school area absorbs some but not all of the school sections whose boards have established a continuation school by agreement, whether in conjunction with one or more separate school boards or not, the continuation school board is composed of, -
  - (i) the township school area board;
  - (ii) two members of each separate school board which is a party to the agreement; and
  - (iii) two members of each board which is not absorbed in the township school area but is a party to the agreement.
- (e) Special provision is made concerning the composition of a board where the section in which the continuation school is established is not absorbed into the township school area.

In addition to the membership outlined above, the county in which a continuation school district is situated may appoint one member to the continuation school board for a term of two years, and, where the district comprises parts of more than one county, each county has the right to appoint a member. In practice, very few county members are appointed.

The duties and powers of a continuation school board and the qualifications of

trustees are the same as those for a public school board.

### High Schools and Collegiate Institutes.

#### 2 (b) High Schools.

Every city and separated town is a high school district. Subject to the approval of the Minister of Education, high school districts in towns, villages and townships which are not separated from the county for municipal purposes, may be established, altered or dissolved by the county council. Also subject to the Minister's approval, the council of a municipality, or the councils of two or more adjoining municipalities in a territorial district, may pass by-laws to establish the whole or any part of the municipality or municipalities as a high school district. The Lieutenant-Governor in Council may establish a high school district in an unorganized township.

Collegiate institutes differ from high schools only in staff requirements; their boards are the same as high school boards.

A reorganization of high school districts is taking place at the present time. Many county councils have taken steps to create districts comprising approximately 200 square miles, with about 7,000 population and an assessment approximating \$7,000,000.00. This organization usually provides for a school of 300 pupils, who can be offered a varied curriculum to the end of Grade 13.

In counties, trustees are appointed by the municipal council in proportion to the population of the municipalities comprising the high school district, with additional members representing the county and the public and separate schools. In cities and separated towns not having boards of education, the high school boards consist of six trustees appointed for a three-year term by the municipal council, of whom two retire annually.

#### 2 (c) Vocational Schools.

Subject to approval of the Minister, a high school board or board of education may establish a vocational school in a high school district.

Boards may provide the following courses of study:

- (a) Pre-vocational school courses;
- (b) General full-time day courses;
- (c) Part-time day courses;
- (d) Special full-time day courses;
- (e) Evening courses.

Pupils entitled to enroll in a day high school under The High Schools Act may enter the vocational school.

In addition to work in general academic subjects, the vocational schools offer practical instruction in Shop Work, Home Economics, Art, Agriculture and Commercial subjects.



Instead of establishing a vocational school, a board may arrange to have its pupils instructed in another vocational school paying the cost of education and transportation.

Where one or more vocational schools are established, the board must appoint an Advisory Vocational Committee to manage and control the school or schools. Subject in some cases to the approval of the Minister and the board, and in others of the board only, the Committee is given authority to provide a site and building, and generally to do all things necessary for carrying out the objectives of the Act.

The Committee, which must consist of eight (8) or twelve (12) persons, is composed of representatives of the board, and of employers and employees. Its members must be British subjects, and persons who, in the opinion of the board, are particularly competent to give advice and other assistance in the management of the school under the charge of the Committee. In addition, the Committee may co-opt as many board members and employer and employee representatives as it desires, but the numbers of the latter two must be equal.

The annual estimates of the Committee, when approved by the board, are added to the other estimates of the board submitted to the municipal council which makes the levy. All minutes and accounts of the Committee must be kept separate from those of the high school board.

The Committee, with the approval of the Minister and the board, may:

provide a site, building and equipment;

select courses of study and provide for examinations and diplomas.

Subject only to the approval of the board, it may:

purchase text-books, select teachers, determine teachers' salaries, fix fees, and generally do all things necessary for carrying on the work of the school.

#### Duties and Powers of High School Boards.

The first meeting of a new board established by a county is called by the clerk of that municipality which has the largest population within the high school district, and in cities and separated towns by the clerk of the municipality. Thereafter, the first meeting each year is held on the second Wednesday in January unless the retiring board has set another date.

The board is empowered to appoint a chairman, a secretary and treasurer or secretary-treasurer, and, generally, to maintain and conduct the school or schools under its jurisdiction.

Both public and separate school supporters living within a high school district are required to contribute toward the support of the high school. Any rate-payer who is a British subject of at least twenty-one years of age, who resides within the high school district or within five miles of its boundaries, whose taxes for school purposes are paid, and who is not otherwise disqualified, is eligible as trustee. A trustee becomes disqualified if he:

- (a) enters into a contract involving money with the board of which he is a member;



- (b) votes on any question affecting a company of which he is a shareholder, officer or employee;
- (c) becomes a teacher under a board having jurisdiction in the high school district;
- (d) is convicted of an indictable offence, but not until the time allowed for appeal has expired;
- (e) becomes mentally ill;
- (f) is absent from board meetings for three consecutive months without authorization;
- (g) is a member of a municipal council.

High school boards are empowered to acquire, sell, transfer or lease property; establish whatever schools they consider necessary; establish summer or vocational schools and operate gymnasiums, playgrounds and rinks; appoint a supervising principal where there are several schools; provide or arrange for the transportation of resident and county pupils, supply texts and pupils' supplies free or collect 25 cents per month for them; pay for the medical and dental inspection of pupils inaugurated prior to the 31st of December, 1941; provide for a penny bank; pay travelling expenses of teachers and trustees to educational conventions; pay legal expenses when a teacher or trustee successfully defends himself if sued for libel or slander arising out of the employment, suspension or dismissal of an employee; establish a pension fund for employees; contribute towards life insurance; grant a retiring allowance to employees; and provide for a maximum of five scholarships open to the children of ratepayers.

#### Boards of Education.

Boards of education are established to bring the administration of all public and high schools in a high school district under one board. The necessary qualifications for a board member are the same for a public school trustee. There are two distinct types of boards, according to the manner in which they are established.

#### Union Board of Education.

Before a union board may be formed, it is essential that the public school section and the high school district cover the same area which, however, need not necessarily be limited to a single municipality.

A high school board and a public school board may unite, after having filed with the clerk of each municipality in the district certified copies of resolutions to that effect passed at separate meetings. The union takes effect on the date of the first meeting of the union board which is held on the second Wednesday in January. The union board may be dissolved by resolution at a special meeting, to take effect on a specified date.

#### Municipal Board of Education.

In a high school district comprising one municipality, this type of board is initiated by by-law of the municipal council. The board consists of elected members, with a representative appointed by the separate school board (if any)

and one or three members appointed by county council, as provided in The High Schools Act. The elective members are elected at the ensuing municipal election: the appointive members are thereupon appointed and the board is ready to function.

Where more than one municipality is included in the high school district, under certain conditions, the county council may pass a by-law establishing a municipal board for the district. The number of members composing a municipal board of education varies according to the population. Elected members must be ratepayers and must reside within five miles of the high school district.

Where the Lieutenant-Governor in Council has established a high school district in unorganized territory, he may also establish a municipal board of education and make provision for its composition.

#### Variations.

Regardless of the type of board, wherever the school is open to county pupils, the county council may appoint members as in the case of a high school board.

The council of any municipality may, before October 1st of any year, submit to a vote of the persons qualified to vote for public school trustees the question of electing all members of a municipal board annually, instead of biennially. Annual elections once established must be continued for five years before the question of reverting to a two-year term may be considered.

Similarly, the council of a city of 100,000 or over may put to a vote the question of election of trustees by wards, in which case there would be two trustees elected for each ward for two-year terms, one from each ward retiring annually. Once established this may be repealed only by vote of the electors.

Vacancies among elected members are filled during the first eleven months of any year by a vote of the remaining board members. Vacancies among appointed members are filled by the appointing body concerned.

#### The Consultative Committee.

Any county council may establish a Consultative Committee consisting of the local public school inspector (or one of them if there are more than one), an officer appointed by the Department of Education, and three other members appointed by the council. This committee may be consulted by either the county council or the Department in connection with establishing, altering or dissolving high school districts. It has the power to require all necessary information from the schools, but its report is not binding on either party.

#### Some general provisions.

The first meeting of a new board in any year is held on the evening of the second Wednesday in January unless the former board has determined otherwise. The original first meeting is held in the municipal building or the usual place of meeting of the public school board. Thereafter the board may determine its place of meeting.

At the first meeting the board elects a chairman for the year and a secretary and treasurer or secretary-treasurer when these posts are vacant. In the cities, the secretary-treasurer is commonly called business-administrator. In



a few cases, administration is a duty of the public school inspector who is termed inspector-administrator or superintendent of schools.

In addition to exercising the powers of a high school board and a public school board, a board of education having jurisdiction over more than one high school may, subject to the approval of the Minister, modify the prescribed course of study, provide for special or advanced instruction, and designate schools according to the course of instruction provided therein.

In accounting, the assets of the public schools must be kept separate from those of the secondary schools. In case of dissolution of a union board, the assets revert to the constituent boards. Any assets in common are divided by agreement.

#### D. Organization of Schools.

While the core of the provincial school system of Ontario is made up chiefly of the elementary and secondary school divisions, it also includes Normal Schools, Schools for the Blind and the Deaf, and such special services as Correspondence Courses and Railway School Cars maintained by the province through the Department of Education. The provincial university and other institutions of higher learning, supported wholly, or in part, by provincial grants, are usually not considered as an integral part of the provincial system but as independent units forming the upper section of the educational ladder.

##### 1. Elementary Schools.

Two main types of elementary schools are provided for under the School Act; first, the "public school"<sup>1</sup>, which is non-sectarian and set up under the provisions of The Public Schools Act and, second, the "separate school", provided for by the Separate Schools Act. In practice, the separate schools are usually Roman Catholic schools.

Elementary schools are required to give instruction to the end of Grade 8 and in certain of the schools they may do so to the end of Grade 10. Kindergartens are operated in the majority of city schools and in some schools in smaller centres. A few junior kindergartens enroll pupils of ages 4 and 5.

The first tax-supported school established in any area under the Public School Act is known as the Public School<sup>1</sup>. It is free to all children of ages 5 to 21. There were some 6,000 such schools in the province employing 14,000 teachers and enrolling 440,000 pupils in 1948. In addition there were 837 Roman Catholic separate schools which had been established where there were sufficient Roman Catholic resident pupils. These represented about 13 p.c. of the elementary schools, employed 3,200 teachers and enrolled 104,000 pupils. Forty per cent of these children are French-speaking and many of the schools have instruction in both French and English within the regulations.

There were four Protestant separate schools, two in urban centres, and two in rural areas, with an enrolment of about 150 pupils.

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1. Continuation schools, high schools, collegiate institutes, vocational schools, etc. are also "public" schools in the sense of being publicly supported and free to all Ontario children who can meet entrance requirements but the term "public" has been limited through common usage to publicly-supported elementary schools which are not separate schools.



The principal of an elementary school is responsible for the grading and promotion of the pupils, subject to the approval of the local school inspector. In 1950 the High School Entrance Examination, which in recent years had been written only by those candidates who were not recommended for promotion to Grade IX by their principals, was discontinued.

The elementary school Programme of Studies is undergoing revision at present in which the schools teachers are privileged to exercise considerable choice in determining subjects of studies and subject matter. In addition to regular classes many boards of trustees provide Opportunity and Auxiliary classes for cripples or retarded pupils and for those with sight, speech or hearing defects.

### Secondary Schools.

Secondary schools are either academic or vocational.

Academic secondary schools include three types, namely, continuation schools, high schools and collegiate institutes.

- (1) Continuation Schools: These are, in effect, small high schools, usually located in small centres which rarely provide instruction in Grade 13. They are graded "A" or "B" according to the number of teachers. A Grade "B" school must employ two teachers exclusively for continuation school work unless established before January 1st, 1946, in which case there may be one full-time teacher in the continuation school and a second teaching in the continuation school for half her time. The latter spends the remaining half of her time instructing pupils in the elementary grades.
- (2) High Schools: These are secondary schools which provide instruction in grades nine to 13. In addition to the general academic course leading to University entrance, some of these schools offer Commercial and Agricultural courses, and many have courses in General Shop Work and Home Economics.
- (3) Collegiate Institutes: These are high schools in which certain departments are directed by teachers with specialist standing.

Vocational Schools offer industrial, commercial and technical courses. They are established in the larger centres of population. The industrial courses prepare students for employment in the trades, crafts, and industries: the commercial courses for commercial work; and the technical courses for University training in Engineering, Home Economics, Commerce and Finance.

Some of the smaller urban centres, unable to support individual academic and vocational schools, have established "composite"<sup>1</sup> academic and vocational schools in the same building under one principal. In the larger high school districts which are being formed, an effort is being made to include instruction in Agriculture, General Shop Work, Home Economics and Commercial subjects in the high school instead of establishing a special vocational school under the provisions of The Vocational Education Act.

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1. "Composite" in most of the other provinces is used for schools offering academic, commercial, agricultural, technical and home economics courses but providing that students may combine classes from any of these to secure necessary credits.

### Certificates and Diplomas.

The principal of a secondary school is responsible for promotions within the school. Upon the recommendation of the principal and staff, the Department of Education grants the Intermediate Certificate to pupils who successfully complete the programme of studies for Grades VII and VIII and one of the courses for Grades IX and X. Similarly, the Secondary School Graduation Diploma is granted to pupils who successfully complete one of the courses - general, industrial, agricultural, home economics, commercial, or art - of Grades XI and XII. Completion of the General Course of Grades XI and XII was formerly called Junior Matriculation.

Grade XIII standing, formerly called Senior Matriculation, is only obtainable by passing uniform Departmental examinations.

### Provincial Technical Institutes.

Subject to approval of the Lieutenant-Governor in Council; the Minister of Education may establish, maintain, conduct and govern schools for advanced technical training in one or more branches of industry, or may enter into an agreement with any organization for that purpose. Such schools are supported by the province alone, or by the province and the Dominion. Interested organizations may contribute.

A school providing instruction in one branch of industry is known as a "Provincial Technical Institute". A school providing instruction in more than one branch of industry is known as a "Provincial Polytechnical Institute".

A technical institute is administered by a board assisted by an Advisory Committee. A polytechnical institute is administered by a board assisted by an Advisory Council and an Advisory Committee for each branch of industry in which training is given. Appointments to the board council and committees are made by the Minister of Education.

Already four of these schools have been established to provide technical courses for capable young people who wish to obtain advanced training in special vocations.

- (1) The Provincial Institute of Mining, established at Haileybury, serves the needs of the extensive mining areas of Northern Ontario.
- (2) The Provincial Institute of Textiles was established at Hamilton in the centre of the primary textile industry of the Province.
- (3) The Lakehead Technical Institute, Port Arthur, was established to provide technical training in Mining, Forestry and Agriculture.
- (4) The Ryerson Institute of Technology, Toronto, was established to provide advanced training in a number of branches of industry.

### Railway School Cars.

The Department of Education operates six railway school cars which bring elementary, secondary, and adult education to small isolated communities along the railway lines of Northern Ontario. Each car is divided into a classroom and living quarters for the teacher and his family. Each car has a circuit of approx-



imately 140 miles and spends two weeks at each of from two to five stops. Enrolment is usually from twenty to forty pupils for each car, and school is held from 40 to 100 days per year at each stop.

#### Correspondence Courses.

Correspondence courses enable those Ontario children who are ill, confined to hospitals, sanatoria or preventoria, or who live at isolated points within the province, to continue their education. Recently, courses up to the end of Grade XIII have been made available to adults who are unable to obtain an education otherwise. The courses are free, except for a nominal charge in the case of employed adults. Enrolment in Grades I to X was 1,559 in 1950-51.

#### Schools for the Deaf and the Blind.

The Department of Education maintains a School for the Deaf at Belleville and a School for the Blind at Brantford. The latter school serves the Provinces of Manitoba, Saskatchewan, and Alberta, as well as Ontario.

#### Teacher Training Schools.

The Department maintains eight normal schools for the training of elementary school teachers and, by arrangement with the University of Toronto, the Ontario College of Education for the training of secondary school teachers.

#### Complementary Institutions.

There are a number of special educational institutions which supplement the regular school and university system of Ontario.

The Provincial Department of Agriculture maintains a school of agriculture at Kemptville, and the Ontario Agricultural College and the Ontario Veterinary College at Guelph. The latter two are affiliated with the University of Toronto.

Osgoode Hall at Toronto is operated by the Law Society of Upper Canada as a training school for the legal profession.

The Ontario College of Art receives financial assistance from the Department of Education.

### E. Teaching Personnel.

#### Training of Elementary School Teachers.

Teachers for elementary schools, public and separate, are trained in eight Normal Schools located at Hamilton, London, North Bay, Ottawa, Peterborough, Stratford, Toronto, and the University of Ottawa, Ottawa. In the last named institution, teachers are trained for work in elementary schools in which French is a subject of instruction with the approval of the Minister of Education.

Candidates are admitted to the First Class course given at all the Normal Schools upon submission of:

- (1) evidence of standing in five Grade XIII papers of which one must be either English literature or English composition (in case of the University of Ottawa Normal School, one must be either English literature or



English composition and a second must be either French literature or French composition);

- (2) evidence of British citizenship; and
- (3) evidence of having successfully completed the medical examination provided for applicants to training schools.

Candidates are admitted to the Second Class course given in the University of Ottawa Normal School upon submission of evidence of standing in English, special French, mathematics, and social studies of Grades XI and XII, together with requirements (2) and (3) stated above. The courses given in all the Normal Schools are one school year in length, are entirely professional, and, with the exception of additional methodology in French given at the University of Ottawa Normal School, are identical. Courses include a study of methodology and management, and a programme of practice teaching. Practice teaching includes weekly lessons taught in urban and rural schools and four weeks of continuous observation and practice distributed equally between urban and rural schools.

Successful students are granted, according to the courses taken, either Interim First Class or Interim Second Class certificates valid for five years. An Interim First Class certificate is made permanent upon submission of an inspector's certification of two years of successful teaching experience, together with:

- (1) evidence of a successful second year of teacher training, or
- (2) evidence of six credits, each credit representing either a professional summer course, a university course, or three years of successful teaching experience.

In either case a summer course in Education must be included.

Ex-service personnel, with at least Grade XI and XII standing, are granted, for purpose of entrance to Normal School, standing in one Grade XIII paper for each six months of active service. They are also granted, for purposes of making an interim certificate permanent, one credit for each year of active service.

Because of a shortage of teachers which developed during the war and which has persisted in the post-war period, emergency summer sessions are currently being held at the North Bay and Toronto Normal Schools for the training of non-certificated persons who have been engaged as teachers by boards which have been unable to secure qualified teachers. Candidates for admission to the emergency summer sessions must hold Grade XI and XII standing. Two summer sessions, each of six weeks' duration, and an intervening year of experience certified by the inspector as being successful, lead to an Interim Second Class certificate in the case of these teachers.

A Primary Specialist course is offered at the Toronto Normal School for those who are proficient in vocal and piano music and who hold either a First Class certificate or an approved university degree. The course is of one year's duration and leads to an Interim Primary Specialist certificate valid for teaching in junior kindergarten, senior kindergarten, kindergarten primary, and Grades I and II.

#### Training of Secondary School Teachers.

All secondary school teachers, both academic and vocational, are trained at

the Ontario College of Education in Toronto. In the academic category, there are two main types of teaching certificates; the High School Assistant's Certificate; and the High School Specialist's Certificates. The former certificate qualifies the holder to teach academic subjects in a secondary school; the latter qualifies the holder as head of a department in a collegiate institute. Training courses are one year in length. Total fees amount to approximately \$ 150.

Interim High School Assistant's Certificate, Type B.

For admission to this course a candidate must hold a degree from a British university in a course approved by the Minister as to admission requirements and as to content of the courses. He must be a British subject, at least 20 years of age, must be of good moral character, and must be approved by a selection committee chosen by the Dean of the College and composed of members of the staff and one member of the Ontario Secondary School Teachers' Federation. In addition he must pass a medical examination.

The course of training for the Interim High School Assistant's Certificate, Type B, includes study periods and practical work. The subjects studied include an Introduction to Education, Educational Psychology, School Management and Law, and methods in teaching two of English, geography and history, mathematics, science, Latin, French, German, Greek, Spanish and Italian. The practical work includes observing and assisting teachers at work in their classrooms and practice teaching.

After two years of successful teaching on the Interim Certificate, the teacher is granted a Permanent High School Assistant's Certificate, valid for life.

Interim High School Assistant's Certificate, Type A.

Concurrently with the course for the Type B certificate, a candidate who has obtained at least Second Class honours in an approved Honour Course at university may take the course leading to the Type A certificate. The additional work required includes two seminar periods a week and special observation and practice teaching. The course for the Type A certificate allows for specialization in all academic secondary school subjects. The Type A certificate is not granted unless the candidate is also entitled to the Type B certificate.

After two years of successful teaching in the subjects of his specialization the holder of an Interim Type A certificate is granted a Permanent High School Specialist's Certificate, valid for life.

Additional Courses for Academic Secondary School Teachers.

Candidates for the Type B or the Type A certificate may in addition take one of the following supplementary courses leading to special certificates: physical education, art and crafts, vocal music, instrumental music, commercial work, industrial arts and crafts, and school librarianship.

They may, if they prefer, take a supplementary course qualifying them as elementary school teachers, but in this case a subsequent summer course must also be taken.

A summer course is provided whereby successful elementary school teachers who hold the required academic standing may obtain the Interim High School Assistant's Certificate, Type B.



One-year courses are provided whereby a candidate who already holds an Ontario teaching certificate may obtain the Intermediate Home Economics Certificate or the Intermediate Industrial Arts and Crafts Certificate.

#### Additional Information.

Provision is made for admitting to the final examinations of the College of Education without attendance teachers who have already had equivalent professional training outside Ontario and who hold the required academic standing.

The High School Principal's Certificate may be obtained through a summer course provided by the Department of Education. For admission to this course, an applicant must have demonstrated capacity for leadership and must have been graded above average by the inspector or inspectors concerned in each of two years of successful teaching experience in the provincial secondary schools subsequent to the date of his Permanent High School Assistant's Certificate.

The College of Education also offers graduate work in education leading to the B. Paed. D. Paed, M.A., and PhD degrees. These courses are usually taken in the summer and are open to both elementary and secondary school teachers with the necessary qualifications.

There are two main types of vocational teaching certificates: the Ordinary Vocational Certificate; and the Vocational Specialist's Certificate. The former certificate qualifies the holder to teach in a vocational school; the latter qualifies the holder to act as a Shop Director in a vocational school.

#### Interim Ordinary Vocational Certificate.

The course leading to this certificate is one year in length. Male applicants must be between the ages of 23 and 35, and women between 23 and 32. They must hold Grade 12 standing or be able to pass qualifying examinations in English, mathematics and science. In addition, they must have the training required of a journeyman in their respective trades and sufficient experience with approved high-grade firms to show that they are familiar with recent developments in industry. They must also pass an examination designed to test their trade skill.

The Permanent Ordinary Vocational Certificate is granted to the holder of the Interim certificate who has taught successfully for two years in a day vocational school.

In actual practice many teachers obtain the Interim Intermediate Industrial Arts and Crafts Certificate in one year, after attending Normal School for one year

#### Interim Vocational Specialist's Certificate.

The holder of a Permanent Ordinary Vocational Certificate may be granted an Interim Vocational Specialist's Certificate, valid for two years when he submits evidence of Grade XIII standing in English Literature, English Composition and four other papers; of above-average teaching ability, certified by the inspector concerned; of trade skill, knowledge, and experience in the subjects of his specialization; and of the successful completion of a professional training course in vocational subjects consisting of two five-week summer sessions.

The Permanent Vocational Specialist's Certificate, valid for life, is granted after two years of successful teaching in the applicant's field of specialization.



### Duties of Teachers.

The duties of teachers are outlined in the School Acts and regulations. Teachers are expected to teach diligently and faithfully the prescribed subjects in the various grades, to maintain proper order and discipline, "to encourage pupils in the pursuit of learning, and to inculcate by precept and example respect for religion and the principles of Christian morality and the highest regard for truth, justice, loyalty, love of country, humanity, benevolence, sobriety, industry, frugality, purity, temperance and all other virtues". The English language is to be used; the schoolhouse is to be ready for the pupils at least 15 minutes before the hour; the roll is to be called every day and visitors' names inscribed in the visitors' book. Teachers are responsible for classifying and promoting pupils; following the course of study, preparing and following a time table, using only prescribed textbooks, attending teachers' institutes, holding closing exercises, and holding such examinations as are recommended by the inspector. They provide the Minister and inspector with all information requested, care for the health of the pupils, and preserve school property. Pupils suspected of having infectious diseases are refused admission until furnished with a certificate by a qualified health officer or doctor. Those guilty of persistent truancy, opposition to authority, or conduct injurious to the moral tone of the school may be suspended and the parents and board notified.

In continuation schools, due to the difference in circumstances, additional duties fall on the continuation school staff, mainly the principal, who will:

- (1) only admit pupils from another school who produce letters of honourable dismissal;
- (2) keep a permanent record of the history of each pupil;
- (3) determine the order in which subjects are to be taken and distribute the subjects among the staff;
- (4) provide for the supervision of pupils before 8.45 a.m., during noon hour and after closing;
- (5) explain to the pupils at the opening of school in September, and as often thereafter as necessary, their duties, the courses of study, the vocations to which they lead and the requirements thereof;
- (6) act as presiding officer at an examination centre when appointed by a competent authority.

In high schools the principals are also required to exercise general supervision over homework assignments and assemble the staff from time to time for a general discussion of problems affecting the welfare of the school.

In vocational schools the organization requires certain duties of department heads beyond close co-operation and consultation between the principal and heads of departments. The department heads are responsible for:

- (1) the organization and management of their own department including courses of study and assistance in the general organization and management of the school as a whole;
- (2) the maintenance of equipment and keeping inventories of supplies up to date;

- (3) preparation of the annual budget of the department and initially all requisitions for the department, and;
- (4) teaching as required by the principal.

#### Teachers' Contract Agreement.

The terms of contract between boards and teachers are covered by the various School Acts and Regulations, and some protection is given to boards and teachers in the matter of termination of contract, sick leave, and other eventualities. The contract is deemed to continue from year to year unless terminated as follows:

- (1) at any time by mutual consent of teacher and board;
- (2) on the 31st December on one month's written notice from either party;
- (3) or on August 31st after three month's written notice.

Termination of contract by a board must be in writing with reasons for dismissal clearly indicated.

Unless otherwise expressly agreed, a teacher is entitled to the proportion of his annual salary that the number of days taught is to the number of teaching days in the year. He is allowed at least four weeks sick leave with pay in any one year if his absence is certified to by a physician or dentist. There is no loss of pay where a teacher is absent due to quarantine or when called as witness in a court. Appeal on any disputes regarding remuneration is to the division court<sup>1</sup>.

#### Superannuation.

All teachers in the provincial schools and those elementary school inspectors who are employed by urban school boards, contribute 6 p.c. of their salaries to a provincial superannuation fund. The province contributes 4 p.c. of the total amount of teachers' salaries and of the salaries of the inspectors concerned. School boards make the necessary deduction from the monthly pay cheque of each teacher and inspector employed by them, and retain these deductions until the end of the academic year, when all deductions are reported to the Superannuation Commission, along with a record of the length of service during the year for each contributor. The total of the deductions made by each school board, after having been checked by the Commission, is then subtracted from the grants apportioned to that board and placed to the credit of the superannuation fund.

The fund is operated by a commission of nine, - five named by the Minister of Education and four elected by the affiliated bodies of the Ontario Teachers' Federation, - with a permanent secretary and staff. There is a triennial actuarial valuation of the fund.

Full "service" pensions are granted after 35 years of service provided that the contributor is at least 62 years of age at the date of retirement, or are granted after 40 years of service regardless of age. Reduced "service" pensions are granted after 30 years of service, regardless of age, or after 25 years of service, provided that the contributor is at least 62 years of age. Disability pensions granted after at least 15 years of service are of two types:

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1. A county civil court dealing with suits for small accounts.



- (a) the "complete" disability pension where the teacher, while employed, has become physically or mentally incapable of earning his livelihood, and;
- (b) the "partial" disability pension where the teacher, while employed, has become physically or mentally incapable of continuing as a teacher, but may be able to earn a livelihood in some other type of work.

A contributor may withdraw his own contributions from the fund before becoming eligible for a pension if he retires permanently from the profession after five or more years of service.

The basic formula for the calculation of the pension is  $n/50$  of the average salary for the last 15 years of contribution where "n" is the number of years of service (years prior to the beginning of the fund in 1917 count as half-years in the calculation, but as full years in establishing eligibility). The maximum pension is \$3,000; the minimum is \$600 for all types of pension.

Provision is made for widows, or for children under 18 years of age, of male pensioners and of male teachers who die in service after serving at least 15 years. Similar provision is made for the widower of a woman teacher provided that he was incapacitated and fully dependent upon her at the time of her death or retirement. Her children also, receive treatment similar to that of male teachers.

The government has undertaken to make up the operating deficit in any year in which the current expenditures exceed the current receipts.

#### F. Miscellaneous Items.

##### 1. School Attendance.

Every child 5 to 8 years of age, who is enrolled, is subject to the attendance regulations for terms in which he is enrolled.

Every child 8 to 14 years of age must attend school unless exempt because he:

- (1) is under efficient instruction;
- (2) is unable to attend because of illness or unavoidable cause;
- (3) has completed grade 12;
- (4) is prevented by lack of school accommodation, or
- (5) is excused by a School Children's Employment Certificate, valid for not more than six weeks in a term, issued by a school attendance officer.

Every adolescent 14 to 16 years of age must attend school full time unless he has been granted a Home Permit or an Employment Certificate, or is a rural pupil whose services are required in the household or on the farm of his parent or guardian. A pupil in the latter group may retire from school at 14 years of age without obtaining a Home Permit.

Where part-time courses are established, pupils 16 to 18 years of age who did not attend full-time between 14 and 16 years, or who are not otherwise exempt,



are required to attend part-time classes for a minimum of 320 hours each year.

An attendance officer is appointed by the Public School Board or Separate School Board of every urban municipality, every Board of Education or High School Board, the council of every organized township, the school board in unorganized territory, and where so desired by a board of public school trustees or separate school trustees employing not fewer than five teachers in a township. The attendance officer carries out his duties connected with enforcement, reports monthly to the appointing body and annually to the provincial attendance officer. He performs his duties under the direction of the inspector.

Any school board may at any time make a complete census of all children under 21.

No one may employ anyone under 18 for full-time work unless the employee has a school dismissal card or an employment certificate. Where children are not in attendance at school, parents are liable to a penalty of from \$1.00 to \$20.00 or may be subject to a bond of \$100.00. Where the pupil is an adolescent, employers or parents are liable to a penalty of not less than \$1.00 and not more than \$20.00.

## 2. School Terms.

The school year is divided into two terms. The first begins on the first Tuesday after Labour Day<sup>1</sup> and ends on December 22 (or December 19 if the 22nd is a Monday). The second term commences January 3 (January 6 if the 3rd is a Friday) and ends on June 29 (or June 26 if the 29th is a Monday).

Subject to the approval of the Minister, in exceptional circumstances, an inspector in one of the Territorial Districts may determine the length of the School year to suit unusual local needs. For example, there are situations where it is desirable to hold school throughout the summer and to close school during certain winter months.

Schools are legally closed every Saturday, every statutory holiday, the week following Easter, and on any holiday proclaimed by a municipal council (but not by a school board). A school may also be legally closed by order of the local medical health officer.

Rural elementary schools keep Arbour Day on the first Friday of May with special lessons on nature study, the planting of trees and the beautification of school grounds. All schools celebrate Empire Day on the last school day before May 24. In some areas a school fair is held in the fall.

## 3. School Hours.

By regulation, all schools shall assemble at 9 a.m. and be dismissed not later than 4 p.m. unless the board, with the approval of the Minister directs otherwise. Children up to Grade 3, under certain conditions, may be required to attend only 2½ hours per day. In practice this usually applies to kindergartens.

Noon recess in rural elementary schools is usually of one hour duration from 12.00 to 1.00, and in urban schools from 12.00 to 1.30. In rural high schools within

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1. The first Monday in September.

the new larger areas there is a tendency to reduce the noon lunch period to one-half or three-quarters of an hour in order to minimize problems of discipline and provide for early closing, so that buses may deliver the more distant pupils to their homes at a reasonable hour.

In elementary schools there is a recess of at least 10 minutes during the forenoon and the afternoon. In secondary schools these recesses are optional with the board and are not usually allowed.

#### 4. School Visitors.

School visitors may visit public schools, attend any school exercises, examine the progress of the pupils and the management of the schools, and give advice to teachers and pupils and such others as they deem expedient.

Those authorized as visitors are judges, members of the provincial Legislature, members of municipal councils (for schools within the municipality) and every clergyman within the municipality wherein he has pastoral charge.

The list of authorized visitors to Roman Catholic separate schools varies somewhat from the above. It includes the Minister of Education, members of the Legislature, public school inspectors, the heads of municipal councils (of the schools within the municipality) and clergymen of the Roman Catholic Church.

Except by members of the Roman Catholic Clergy, the right to visit a school is rarely exercised.

#### 5. Patriotic and Religious Education.

The School Acts recommend that each teacher inculcate loyalty and love of country by precept and example, and the Regulations specify the use of the flag and the singing of the national anthem as a part of the daily opening and closing exercises.

Religious education in Ontario schools is based on the philosophy that the schools exist for the purpose of preparing children to live in a democratic society which bases its way of life on the Christian ideal. It is divided into two phases (a) religious exercises and (b) systematic study.

##### (a) Exercises.

Every public and secondary school is opened with the reading of Scripture and repeating of the Lord's Prayer or other approved prayer. The programme for the public schools suggests that a hymn be sung also.

##### (b) Systematic Study.

This is confined to public schools and consists of two 30-minute periods per week given immediately after opening or before closing. A complete programme of study has been drawn up and a set of teachers' guides provided.

It is intended that the course be taught by the teacher but a clergyman (or a layman selected by a clergyman), instead of the teacher, may give the instruction. In secondary schools a clergyman (or a layman) may give religious instruction to pupils of his own denomination at least once a week after the hour of closing. Two or more denominations may agree to have one and the same instructor.



(c) Exemptions.

A pupil may be excused from either or both parts of the instruction at the request of the parent. A teacher may be exempted from giving instruction by a request in writing to the board. The board then makes other arrangements to provide instruction. A board may be granted exemption from providing instruction by an annual written request to the Minister with reasons. Few boards make this request.

Emblems of a denominational character must not be displayed in public or secondary schools during school hours.

(d) Training of Teachers.

Religious training is given by local clergymen of the various denominations at the provincial normal schools.

G. Financing of Education.

1. Sources of Funds.

Education is free (i.e. provided through taxation) for all elementary and secondary school pupils who attend a school which they may lawfully attend. Consequently, the amount of those funds derived otherwise than from taxation is negligible.

Taxation for school purposes is based on the assessed valuation of land, buildings and business, with provision for a tax on mines income. Business assessment is based on a fixed percentage of the valuation of land and buildings used for business purposes. Assessors are appointed by local municipal authorities in organized areas and by school boards in unorganized areas. In the latter case, a member of the board may be appointed as assessor. Provision is made for equalizing the assessment within the local municipalities of a county for county levies, and throughout blocks of school sections in unorganized areas.

In organized municipalities, appeals against assessments may be made to the court of revision appointed by the council of each municipality, with further appeal to the county judge and, in certain cases, to the Ontario Municipal Board. In unorganized areas, appeal is first to a court of revision composed of the treasurers of the school boards concerned, after which an appeal may be taken to the district judge.

(a) Public and Separate Schools.

(i) From the Province.

Approximately 35 per cent of the income of public and separate schools is derived from provincial grants. The rest comes mainly from the local tax levy, township grants, the county, other school boards and individuals.

(ii) From the Township (rural public schools only).

Each organized township is required to pay at least the minimum grant, as shown in the table below, to every rural public school section. This grant is to be used for the payment of teachers' salaries. It is raised through a direct tax on the public school supporters throughout the township. It is not paid where the teachers' salary is below \$1,200.



TABLE<sup>1</sup>

<u>Average equalized assessment per School Section</u>	<u>Grant payable for each Principal</u>	<u>Grant payable for each additional Teacher</u>
\$100,000 and over	\$600	\$400
\$ 60,000, but less than \$100,000	500	350
\$ 40,000, " " " 60,000	400	300
\$ 30,000, " " " 40,000	300	200
Under \$30,000	150	100

Where a school is closed and the pupils from that section attend a neighbouring school, the township grant is limited in amount to the lesser of (a) the township grant, (b) the actual cost of education and transportation. Where an entire township forms a township school area, the trustees' requisition becomes a general rate over the township and, hence, the grant is only theoretical.

(iii) From the County.

Counties have certain specified responsibilities in meeting the cost of educating pupils from children's shelters and houses of refuge.

A few counties pay small grants to assist the school boards to purchase library books and to teach Agriculture.

(iv) From the Ratepayers of the  
School Section.

The balance of the money required by the local public or separate school board, after deducting the amounts to be received from all other sources from the estimated expenditures, is obtained from this source. The school board submits its estimate of this "balance" to the municipal council, which levies the amount required upon the ratepayers by direct taxation. In unorganized areas, the board itself makes the levy upon the ratepayers.

(v) From Another Board.

A board may pay for the education of its pupils at the school of a neighbouring board.

(vi) From Non - Residents.

A parent who is assessed in more than one school section may send his children to school in any section where he is not a resident if his assessment there is equal to the average assessment of residents of that section.

While parents of non-residents are required to pay fees under certain circumstances, the board of the section where the parent resides is required to remit to the parent the amount of the fees not exceeding the amount of school taxes paid. The amount involved in such transactions is very small.

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1. All organized townships in the territorial districts come under the last group regardless of assessment.

(b) Secondary Schools.

Secondary schools include continuation schools, high schools, collegiate institutes, and vocational schools. In a county the school board of a city or separated town may declare its schools open to county pupils and to resident pupils of other school districts in the home county or adjoining counties. The board of any secondary school may similarly declare its schools open to pupils from the home county and adjoining counties and from high school districts in such counties. Consequently, there may be five classes of pupils, according to place of residence, as follows:

- (1) resident pupils,
- (2) resident pupils of other secondary school districts,
- (3) county pupils
- (4) territorial district pupils, and
- (5) other non-resident pupils.

Resident pupils are those who live within the boundaries of a secondary school district, or whose parents or guardians are assessed in the school district for an amount equal to the average assessment of the ratepayers thereof.

Resident pupils of other secondary school districts are those pupils who attend a school in another district because (a) it is more accessible, (b) it offers a course of study not given in their own school, or (c) the home district has no school.

County pupils reside within a county (either the home county or an adjoining county), but outside a secondary school district.

Territorial district pupils reside in one of the territorial districts of Ontario, but outside a secondary school district.

Other non-resident pupils are those who choose to attend a school other than the one they would ordinarily be required to attend. The present policy of enlarging high school districts has reduced the number of county pupils and pupils attending from outside secondary school districts.

The County.

The county assumes the net cost of educating county pupils. Fifty per cent of the cost to the county is apportioned, according to the equalized assessment, among all parts of the county not included in a secondary school district, and the remaining fifty per cent is charged against those municipalities in which the parents reside, in proportion to the perfect (possible) aggregate attendance of county pupils.

Where a secondary school has a Department of Agriculture, the county is required to provide an annual grant of \$500., and may make a grant for other school purposes. In 1950, 70 academic secondary schools and two vocational schools had Departments of Agriculture.

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(1) Not applicable to separate schools.

### The Territorial Districts.

In territorial districts, the Province pays for the education of those academic pupils who do not reside within a secondary school district and of those vocational pupils who do not reside within a district in which there is a vocational school.

### The High School District.

The amount required by a high school board or board of education to maintain the high schools, collegiate institutes and vocational schools under its jurisdiction, after deducting all other sources of income, is levied, collected and paid to the board by the local municipal council or councils concerned. Any amount required for debenture principal and interest is paid directly to the municipality which issues the debentures.

A secondary school district is responsible for the total cost of education of those pupils attending a neighbouring school where:

- (1) the home district has no school,
- (2) the neighbouring school is more accessible, or
- (3) the neighbouring school offers a course of study not given in the home school.

These situations frequently occur. Many continuation school pupils, for example, attend the nearest high school for instruction in the work of grade 13.

## 2. Borrowing Powers

### (a) Temporary loans.

Rural public school boards may borrow only to pay teachers' salaries. Separate school boards may borrow for any current needs. A High School board, where the district is composed of more than one municipality, may borrow for current purposes.

### (b) Capital funds.

Separate school boards may borrow for capital purposes by means of any legal instrument.

All public and secondary school boards when borrowing for capital purposes must use debentures issued by the municipality in which the school is situated. (In unorganized areas, the boards issue their own debentures). The municipality is responsible for levying and paying annual charges. Where more than one municipality is included in a section or district, each municipality assumes its share of the annual charges and pays the amount raised for this purpose to the municipality that issued the debentures.

Repayment is usually on a basis of approximately equal annual payments of principal and interest. Sinking fund issues are no longer permitted. Generally speaking, capital outlays, whether from current or capital funds, require approval of the Department of Education if grants are to be paid thereon. Each issue of municipal debentures must be approved by the Ontario Municipal Board. A high school board is restricted to an annual expenditure of \$5,000 for capital outlays from current funds, unless a greater sum is authorized by the Ontario Municipal Board.

School boards may build up reserves for capital outlays under conditions set forth in The Municipal Act.



### 3. Provincial Grants

The basic grant to both elementary and secondary schools consists of a per pupil grant and a percentage of the "approved cost". Special grants are paid towards courses in agriculture, shop work and industrial arts and crafts, home economics, and for auxiliary classes and kindergartens. "Approved Cost" is the sum of the payments made from current funds to defray the cost of certain current operations, capital outlays and capital charges. Capital outlays are subject to approval of the Department of Education if they are to be eligible for grants.

Public and separate school boards in a city, town or village, where the population is 2,500 or more, receive a per pupil grant and a sum equal to a percentage of the approved cost, the percentage increasing from around 16 to 40 as population increases from 2,500 to 200,000 or more. Boards of larger units of administration and those where the population is below 2,500 receive the same grant per pupil of average daily attendance during the previous year, plus an amount computed as a percentage of approved cost ranging from 40 to 92, the percentage depending on the assessment per class-room unit. Also a grant of \$300 is available to a board in the year it enters a larger unit and to a larger unit for each school section or separate school area included previous to the current year.

In addition to the above-mentioned grants, the 1951-52 estimates of the Department of Education included the sum of \$2,000,000 for free text-books and library books in elementary schools. Boards are required to furnish books free to elementary school pupils, and the boards may recover their expenditure on approved text-books up to an amount of \$3.00 per pupil in average attendance in 1950. In addition, boards in urban municipalities with population under 2,500 and boards in rural municipalities with population under 20,000 are reimbursed for the amount expended on library books up to \$1 per pupil.

Special regulations cover grants to continuation schools located in territorial districts or on islands. Otherwise the grant for continuation schools is a percentage of the approved cost.

The High school grant is dependent in part on the population per municipality concerned and computed from a scale which also considers whether the grant is being paid to:

- (1) the board in a city, separate town, or other urban municipality in a county;
- (2) the board of an urban municipality in a territorial district;
- (3) the board of a district not operating a school; or
- (4) the board of a high school district consisting of a township or of all or parts of two or more municipalities which do not include an urban centre of 20,000 or more.

Night school grants to continuation schools and high schools are based on salaries of the night school teaching staff during the previous year. Continuation school boards receive a 50 p.c. grant. High school boards are paid a grant on salaries on a population basis.

### 4. Special Grants

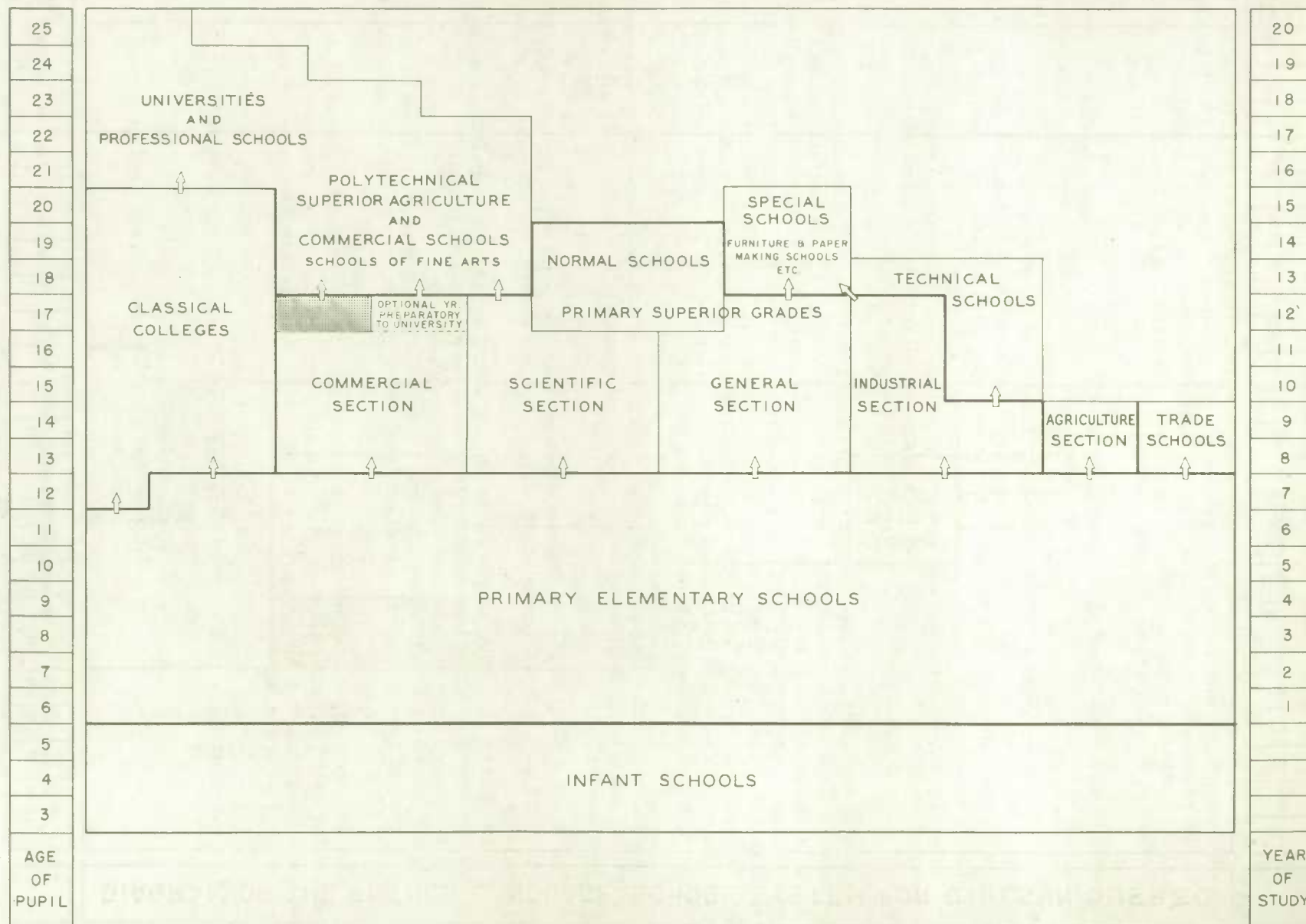
Special grants are made after consideration of the services provided in:

- (1) agriculture;
- (2) auxiliary classes;
- (3) general shop and industrial arts and crafts;
- (4) home economics;
- (5) kindergarten; and
- (6) night schools.

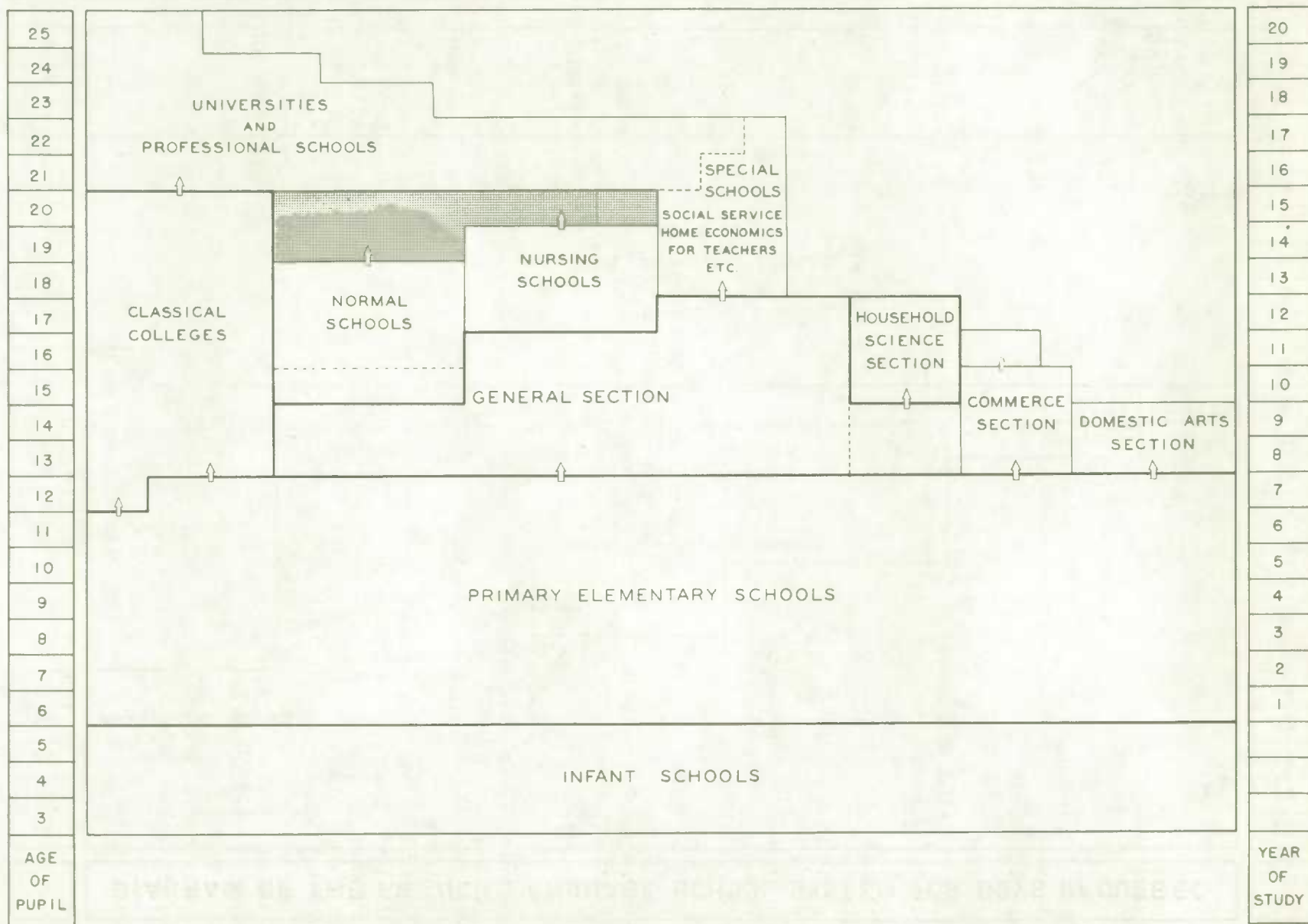
Grading of the service is based on such factors as:

- (1) equipment;
- (2) number of classes involved;
- (3) teaching provided, including certificate of teacher;
- (4) enrolment; and
- (5) accommodation available.

# DIAGRAM OF THE FRENCH LANGUAGE SCHOOL SYSTEM FOR BOYS IN QUEBEC

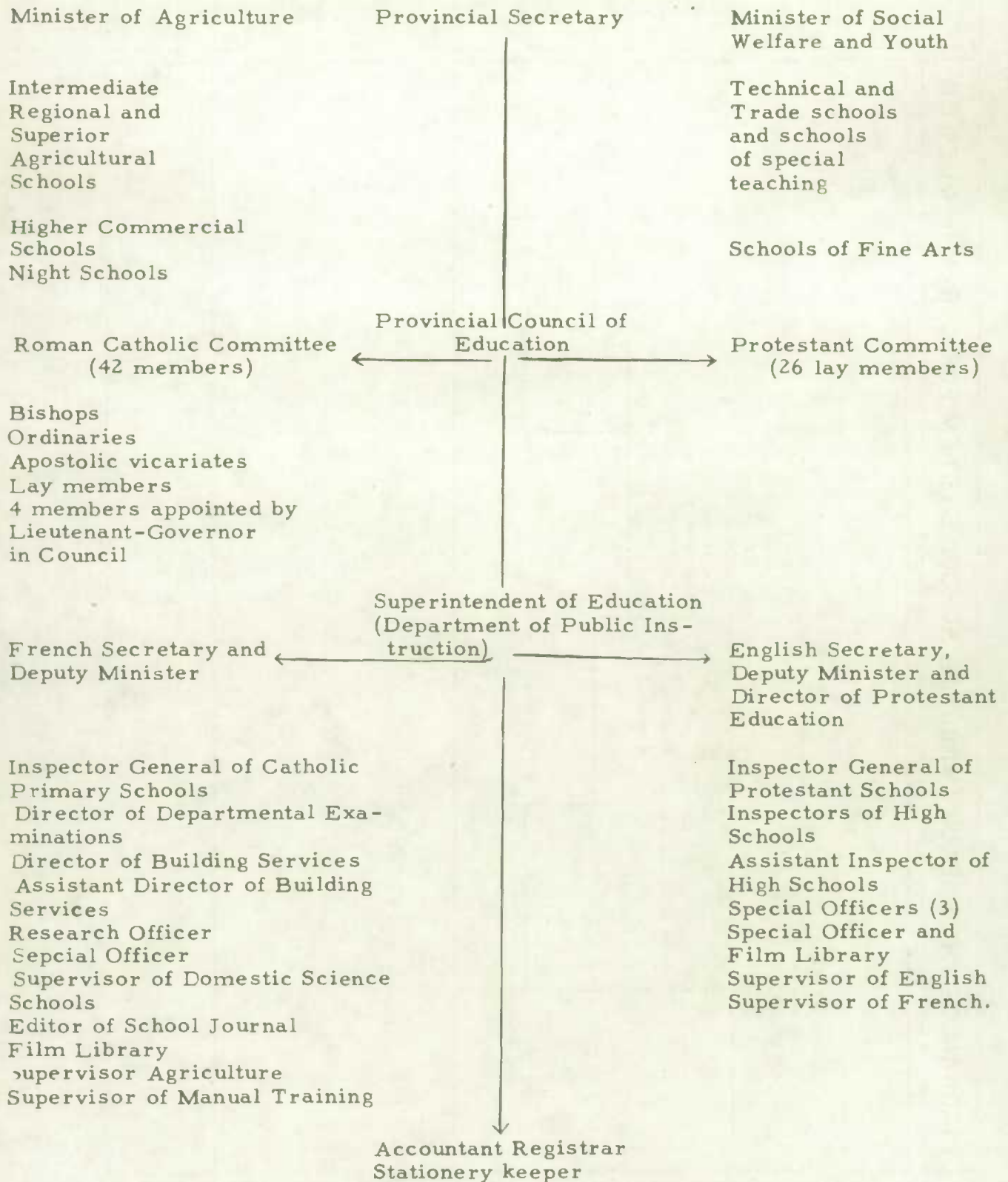


# DIAGRAM OF THE FRENCH LANGUAGE SCHOOL SYSTEM FOR GIRLS IN QUEBEC





Education Officials in Quebec's Government



## Brief Historical Sketch of Education in Quebec.

The Quebec system of education embodies a unique working compromise which was reached after almost a century of struggle for ascendancy on the part of two cultures both of which recognize education as fundamental to their way of life. That the solution has lasted for more than a century, and is still functioning satisfactorily speaks well not only for the governing bodies but for the inhabitants of the Province of Quebec. Under it two distinct systems of education operate under a common Act. Both are state systems. About five-sixths of the population form the Roman Catholic, while the other sixth forms the Protestant and non-Catholic system. The Protestant schools have much in common with those of the other Canadian provinces; the Catholic system, somewhat after the European pattern, is unique in North America.

In the Roman Catholic schools religion is not only taught but permeates throughout the life and work of the schools. This is possible because of the religious homogeneity of the great majority. Outward manifestations of their religion are observable in symbols, pictures, posters and clerical dress of many officials and teachers, but attitudes, discipline and the selection of subject matter are equally unique. The proportion of teachers in religious orders to lay teachers is roughly about even, or 1 to 5 in schools teaching to Grade VII, 2 to 1 in the intermediate grades, 3 to 1 in the higher grades of non-academic schools and more than 9 to 1 in higher academic schools and teacher -training institutions.

### The French Period, 1608-1760.

The history of education in Quebec dates back to colonial times. Champlain and his co-explorers had decided to evangelize the Indians. The task fell to the Recollets and Jesuits who taught reading, writing and the catechism as well as some agriculture and carpentry. The Recollets built the first monastery in Canada near the River St. Charles.

In 1639 a beginning was made in the education of girls with the founding of the Ursuline Convent at Quebec. Shortly after a second convent was established at Montreal by Sister Marguerite Bourgeois, founder of the Congregation of Nore-Dame.

Education during this period was not undertaken by the state but was the work of private individuals or institutions and the church and its institutions. The Grand Seminaire of Quebec was founded by Laval in 1663, the Petit Seminaire began in 1668 to prepare students for entrance to the College of the Jesuits. Bishop Laval saw to it that the needs of the poor were considered. He founded six scholarships in 1693 for boys "of good morals and adapted to manual labour". From 1680 to 1760 several schools were established in the new parishes which bordered the St. Lawrence.

### The Period 1760- 1824

When Canada came into the hands of the British, General Murray, to provide some education for the English children of military personnel, denoted Sargeant Watts as the first schoolmaster and allocated a dwelling as a school. The English settlers asked the government to establish a state system. But governments were apathetic, public opinion and vacillating, teachers were hard to get and their qualifications low. The Reverend John Stuart opened an academy in 1781 with an inefficient assistant paid at the rate of 25£ a year. He left for Kingston in 1786.



By 1790 there were only two schools receiving government aid; each received but 11£ a year. Meanwhile the Recollets and Jesuits were forced to curtail their work. The Crown took possession of their estates by 1800.

In 1801, in response to considerable agitation, a law was passed entitled "An Act for the establishment of free schools and the advancement of learning in this province". The act provided for, among other things, a "Royal Institution for the Advancement of Learning" from which McGill University stems. By this act the schools were to be common schools. A free school would be established when a majority of citizens petitioned for one and were willing to pay for it. The masters would be appointed by the government who favoured teachers from England and the English language. The church wardens would estimate the cost and enforce assessments. Thirteen of the 17 board members were Protestant. As the Roman Catholics protested strenuously and many protestants objected to the regulations, by 1831 only 84 schools had been set up and daily attendance was low.

#### The Period 1824 - 1846

During this period legislatures sought a solution to the educational problem. In 1824 much former legislation was repealed and replaced by the Fabrique Act which allowed every church council to acquire land and property for school purposes not in excess of 100£; and provide 50£ for annual expenditure for each school - a second school might be established where the number of families exceeded 200. The system was voluntary, no special taxes were imposed, each fabrique could employ its own teachers and frame its course of study.

In 1829 an act "For the Encouragement of Elementary Education" was passed permitting the government to grant subsidies to school boards conducting good schools and allowing 20£ a year for three years to teachers in schools outside the Royal Institution where 20 or more pupils in attendance, and 10 shillings for all pupils up to 50 who were admitted free. A grant up to 50 but not over half the valuation was paid towards the cost of erecting new buildings. Five trustees were to be elected to manage each school.

For a short-time after 1831 grants were made subject to the approval of the local member of parliament, but this legislation was repealed mainly to keep the schools out of politics. In 1837 the Christian Brothers came to Canada from France and established elementary schools. The Quebec Education Society introduced the group monitor system of teaching patterned after Bell and Lancaster; a contribution to group instruction.

While there were outstanding men and women teaching a century ago, too many of the teachers were ne'er-do-weals whose qualifications were of a low order in every way. The objection to paying for the education of other peoples' children, a desire to keep taxes down and to stretch the pennies, put a premium on poorly-qualified teachers who taught for subsistence wages.

Lord Durham recommended the union of Upper and Lower Canada (now Ontario and Quebec) which was effected in 1841. An Education Act followed which provided among other things for:

- (1) The establishment of a Common School Fund of a permanent nature from the sale of lands;
- (2) The appointment of a Superintendent of Education;



- (3) Additional authority to enable municipal corporations to be Boards of Education empowered to levy taxes and build schools;
- (4) The election of school commissioners to manage the schools, examine teachers, determine the course of study and select text books;
- (5) Permission for the minority to dissent;
- (6) Setting up Boards of Examiners. The Provision allowing for "dissent", under which a religious minority might give notice of withdrawing from the established school to set up a school under from one to three trustees, gave a solution to the vexatious problem of common schools where language and religion were involved.

During the next five years attempts were made to improve the act and in 1846 all previous acts were repealed although some of the main provisions were reenacted in an act which became known as "the great charter of Education for the Province of Quebec."

Each municipality was to have one or more schools under commissioners entirely independent of the municipal councils. Dissident schools were under the supervision of three trustees. School boards could engage teachers, regulate the course of study, levy taxes, fix the fees, set the time for the annual examinations, and generally manage the schools. To receive a grant, schools must be in operation eight months during the year. The Board of Examiners was empowered to authorize textbooks and issue diplomas to teachers. Teachers could be dismissed only for cause.

By this time, although both were closed in 1837, the first English and French Normal Schools had been established in Montreal. In 1857 the Jacques Cartier and McGill Normal Schools were opened in Montreal and the Laval Normal School in Quebec.

Inspectors were first appointed in 1851. The council of Education was established in 1859 and its membership increased in 1869. In 1875 control of the Department was under a Superintendent of Education rather than a Minister, and Roman Catholic and Protestant Committees were each given exclusive jurisdiction over everything which concerned them. The Protestant Committee began to organize education for their schools throughout the Province, considering regulations for inspectors, teachers, pupils, textbooks, etc. The Roman Catholic Committee organized courses of study in their primary and secondary schools, Arts and Trades schools and normal schools. All had a strongly religious character.

#### Higher Education in Quebec

##### Roman Catholic Institutions

Laval University was recognized by Queen Victoria in 1852 and by Pope Pius IX at a later date. Emphasis was placed on developing the faculties of law, medicine and theology. Laval embraced several other schools and offered affiliation to the classical colleges, most of which accepted. A number of new classical colleges sprang up with courses determined largely by the requirements and aspirations of the home district most of which were modelled on the French classical programme covering eight years. Some of these became affiliated to Laval.

Pope Pius IX authorized the foundation of a university at Montreal 1867. One was started which soon included faculties of theology, law, medicine and arts and nine major schools have at some time affiliated with it.

In 1946 Roman Catholic institutions of higher education included 2 universities, Laval and Montreal. Affiliated to Laval are: four grand seminaries; 21 Classical Colleges, and Little Seminaries; 5 schools for men; 6 Arts Colleges for girls, 16 schools offering secondary education, and 12 offering courses in nursing.

Affiliated to Montreal are: L'Ecole Polytechnique, L'Ecole des Hautes Etudes Commerciales, L'Institute agricole d'Oka, L'Ecole de médecine, vétérinaire, L'Institut pédagogique St-Georges and L'Institut pédagogique; 22 Little Seminaries and Classical Colleges for men; 8 Arts Colleges for girls; 41 classical high schools; 15 annexed schools; schools of nursing, social service, and technicians in medical science; 4 grand seminaries for theology; 21 classical colleges; 5 special schools for men; and 26 arts colleges, 16 high schools and 12 for nursing. In addition there are 28 theological or junior colleges level schools with no affiliation.

#### Protestant Institutions

Protestant institutions of higher education include Sir George Williams College, Y.M.C.A.; Bishop's University, and McGill University.

In 1813 James McGill bequeathed 46 acres, buildings and \$110,000 to found a college in the provincial university. In June 1929 the Royal Institution for the Advancement of Learning had the college opened and teaching in medicine began. The university was non-sectarian and was supported by the people of Montreal and received large endowments from time to time. It received its first significant government grant in 1912. Four colleges were organized and affiliated with McGill; the Congregational founded in 1839 in Dundas, Ontario, the Presbyterian, 1867; the Westleyan, 1872, and the Diocesan, in 1873. At present as affiliates it has Royal Victorian College and Macdonald College, undenominational; United Theological College, United Church, Diocisian Theological College, Anglican, and Montreal Presbyterian College, Presbyterian.

In 1854 St. Francis College was founded in Richmond and shortly after Morrin College was established in Quebec. Neither has survived to the Twentieth Century.

Technical training is given in the Technical Institute and evening technical classes are given in the Montreal Technical High School. Sir George Williams College offers regular college courses in evening classes.

## 2. The Quebec Departments of Government and Education

### Departments Concerned with Education

There is no Minister of Education, the Department of Public Instruction comes under the direction of the Provincial Secretary who is also in charge of schools of fine arts, advanced commercial and night schools. He exercises general supervision over public education and controls the distribution of educational grants for all purposes. Other departments concerned with education in Quebec are Agriculture, Social Welfare and Youth, Game and Fisheries, Colonization, Mines, Health, Lands and Forests. The Minister of Agriculture controls Agricultural schools of three kinds, Intermediate Agriculture Schools, Regional Agricultural Schools and Superior Agricultural Schools, giving, respectively, two years academic and agricultural classes beyond Grade VII; winter courses of six months for young farmers



aged 16 to 24 and university level courses - in fact it constitutes the Faculty of Agriculture.

The Minister of Social Welfare and Youth instituted in 1946, aims to supervise the social welfare of the population and aid youth in the preparation and orientation of its future. It provides some fifty schools of specialized teaching, technical and trade schools, furniture, graphic arts, paper and textile schools, correspondence courses, etc. Subsidies are provided to create and maintain social works, and grants are given to aid societies for the protection of youth, work is carried on for the rehabilitation of juvenile delinquents. Scholarships are granted annually.

Four-year technical schools in five cities offer day and evening courses while trade schools in 32 centres give the first three-years course offered in the technical schools and a two-years course in various crafts or trades. An aid to youth service provides vocational orientation and services of an employment bureau. Most of the activity of the Aid to Youth Service results from federal-provincial agreements.

Under the Minister of Labour there are intermediate agricultural schools, regional agricultural schools, agricultural orphanages, dairy school, the financial aspects of schools for veterinarians, superior agricultural colleges and extension courses.

In addition there are apprenticeship centres under the Minister of Labour; schools for forest preservation, forest rangers and sawmill operators under the Minister of Lands and Forests; a course for prospectors under the Ministry of Mines; and apprenticeship fisheries school and the financial aspects of a Superior School of Fisheries under the Minister of Hunting and Fishing; a course for Hotelkeepers under the Minister of Industry and Commerce; a course in hygiene under the Minister of Health. These are in addition to the Universities, affiliated colleges and independent schools including colleges, convents, commercial schools etc.

#### The Department of Public Instruction

The Department of Public Instruction is an integral part of the Civil Service of the Province. At its head is the Superintendent of Education who is appointed by the Lieutenant-Governor in Council during pleasure.

Under the Superintendent's direction are two secretaries, English and French who, as deputy heads, have general control of the department and perform duties assigned by the Crown. The English Secretary is also director of Protestant Education recognized by law and regulations. Under these secretaries are such officers as are needed to carry out the school law.

The duties of the Department are administrative and informative. It distributes, equitably according to law, sums which are voted by the legislature. It submits annual education Budgets to the Legislature; compiles statistics on the Educational institutions; receives reports from School Boards and Inspectors; conducts examinations and prepares statements of marks for pupils in schools; awards certificates to pupils, teachers and inspectors; keeps educational records; conducts correspondence with School Boards, teachers, ratepayers and other interested parties and keeps in close touch with the schools through its inspectors.



## The Superintendent of Education

The Superintendent is the titular head of the Department of Education. Administration of the Department of Education, public schools and normal schools, come within his sphere. Ex-officio, he is a member of the Council of Education. His rights and powers, duties and obligations are conferred upon him by the Education Act. He complies with the directions of the Council of Education, Roman Catholic Committee or Protestant Committee as the case may be. When sick or absent from the Province he may be relieved temporarily by one of his deputies. He is custodian of all signed documents for the Department and delivers copies of these on receipt of a set fee.

He may withhold the grant from any municipality or institution which has failed to forward the necessary returns, adopted unauthorized textbooks, and failed or neglected to comply with other regulations or provisions of the law.

He may hold or delegate power to hold inquiries under the Act and recover costs from the losing party, or require a deposit sufficient to cover the costs. In this connection he may summon, swear and hear witnesses and compel them to produce all relevant books, papers and documents.

Among his responsibilities are the following:

- (1) To receive from the Provincial Treasurer and distribute the grants for public schools and other educational institutions;
- (2) To prepare annually a detailed estimate showing the sums required for education;
- (3) To compile and publish statistics and information respecting educational institutions, public libraries and art, literary and scientific societies and related subjects;
- (4) To provide for the legislature an annual detailed statement of education in the province with statistics compiled from prescribed forms completed by all educational institutions, and indicate what has been done with the grants;
- (5) To keep books and statements in detail so as to be able to furnish the government with necessary information;
- (6) To verify and check the accounts of all persons, corporations and associations which receive grants;
- (7) To prepare and publish recommendations and advice for the management of schools for all concerned;
- (8) To prepare and distribute necessary administrative forms.

He may also decide:

- (1) To establish and assist art, literary or scientific societies, museum or pictures galleries receiving a government grant,
- (2) To establish competitions and distribute diplomas, medals or other marks of distinction for scholastic, artistical, literary or scientific works,

- (3) To establish schools for adults or for the instruction of the laboring classes, and
- (4) In general to encourage and advance education, arts, letters and science.

#### Council of Education

This Council is composed of two Committees, one Protestant, one Roman Catholic. The Roman Catholic committee consists of: the Bishops, ordinaries or administrators of the Roman Catholic dioceses and apostolic vicariates of the Province, ex officio; an equal number of Roman Catholic laymen appointed by the Lieutenant Governor and servicing during pleasure, and four other members from among priests, principals of normal schools and teachers in primary education.

The Protestant committee consists of lay members of a number equal to the Roman Catholic lay members and appointed by the Crown during pleasure. They may include six associate members selected by the Committee and member elected annually by the Provincial Association of Protestant teachers. The additional members are not a part of the Council but may exercise similar powers.

The Council of Education has jurisdiction over school questions affecting both Protestants and Catholics while each committee decides issues which exclusively concern it.

The Superintendent is president of the Council, the two Secretaries joint secretaries who keep the accounts of the council, and enter the minutes.

The Protestant Secretary is Director of Protestant Education in Quebec. His powers and duties are determined by the Crown.

Council expenses are paid by the Superintendent out of the funds voted for that purpose by the legislature.

#### Committees of the Council of Education

Each of the Roman Catholic and Protestant Committees sits separately and appoint its chairman and secretary. Decisions reached are subject to the approval of the executive council. Each Committee makes regulations subject to the approval of the Lieutenant-Governor in Council governing.

- (1) the classification of schools;
- (2) the Organization, administration and discipline of public schools;
- (3) the Division of the Province into inspection districts;
- (4) normal schools and boards of examiners;
- (5) examination for school inspectors;
- (6) holidays. Each approves textbooks, maps, globes, models or other articles for the schools of their own religious faith. Each may revoke the diploma of any of its teachers convicted of bad conduct, immorality, drunkenness, or gross neglect of duty by ordering the teacher to appear before it, after having received a charge in writing by an inspector or other person. It may take the teacher's denial in writing and



submit the documents before the next meeting. It may order an investigation, hear witnesses, etc., dismiss the charge or submit the complaint to a special or standing sub-committee. It may appoint commissioners to hear evidence, give the parties eight days notice, take evidence under oath which it submits to the committee. The losing party pays the costs. Teachers, whose certificates have been revoked, may be reinstated after two years, but not more than once. Similarly each committee may investigate and report on the work or conduct of any of its inspectors.

The secretary of each committee keeps a record of the proceedings of his particular committee; reports to the Superintendent and his committee all documents within the jurisdiction of the Committee, deposits such records of proceedings, correspondence etc., among the archives of the Department of Education and keeps a record of all diplomas and certificates granted.

As it is a corporation, each committee may receive gifts, legacies, moneys or properties and may dispose of them for the purposes of education. Any legacy given to the Council without indicating the committee favoured is allocated according to religion of the giver or, failing such evidence, it is divided between the two proportional to population.

Unexpended deposits at the end of the year are placed to the credit of the Superintendent and paid out by him on the advice of the contributing committee.

The council and each committee fix the dates for its sessions and make regulations for its conduct. Special meetings may be called by the president, Superintendent, or the Chairman of each committee, or on the written request of two or more members after giving eight day's notice.

Each Roman Catholic church official who is a member may appoint a delegate to represent him at the Council, of the Catholic Committee, others may be represented by their colleagues.

The Council and either committee may appoint sub-committees or delegates which report to the Council or Committee which appointed it.

The Committees sit separately, about four times a year but may sit together in the Council, or in sub-committees, when their joint interest is concerned. Because their powers are so completely independent such meetings are rare.

#### School Visitors

The Superintendent, members of the two Committees, members of the Legislature, and secretaries of the Department of Education, may visit all schools in the province. Roman Catholic priests and Protestant ministers may visit schools of their own belief in the municipality in which they officiate.

No one may open a private school without permission of the Department except ministers of religion or members of a corporation created for educational purposes. The Superintendent may investigate such schools at any time and report to the Council of Public Instruction.

#### School Inspectors

The Lieutenant-Governor-in-Council may appoint qualified persons as public school inspectors at a salary determined by the Outside Service Act.



Each inspector resides within his district unless at the discretion of the Superintendent. He follows instructions given to him by the Superintendent and the regulations of his committee. He cannot hold any office under a school board.

All inspectors are required to be at least 30 years of age, in possession of a primary superior school or high school diploma, have five or more years teaching experience, and have taught within five years of appointment, and have passed an examination according to the regulations of their committee. The examinations cover: subjects in the course of study; methods of teaching; the organization, management and discipline of schools; the operation of school law and regulations of their respective committees (Exceptions for certain inspectorates are listed).

The principal duties of an inpector are

- (1) to visit the public schools in their districts,
- (2) examine the registers, attendance roll and accounts of the secretary-treasurer and,
- (3) ascertain whether the provisions of the school law and regulations are followed. The Inspectors may visit any additional schools when requested by the Superintendent and expenses for such defrayed by the Department. The inspector is expected to give help and encouragement to the teachers; and to send an estimate of each teacher's ability to the Department. Secretary-treasurers must give them access to all documents in their charge.

The Catholic Committee appoints regional inspectors each of whom superintends the seven or eight rural inspectors within his region. It also appoints an Inspector General of Catholic Primary Schools and an Inspector General of Catholic Normal Schools. The Protestant Committee appoints an Inspector General who is assisted by two Inspectors of Secondary Schools and six Regional and other inspectors.

Inspectors call, supervise, and help conduct annual conferences, discuss school administration, teaching methods, etc. Departmental officials and members of the teacher training institutions often attend these conferences.

#### Footnote

Regulations of the Protestant Committee cover the following for school inspectors:

Candidates for the examination for Protestant school inspector shall produce the following: A written application stating religious belief, age (between 30 and 50); certificates of Literary attainments and qualifications, university degrees, honours and other particulars.

Each candidate shall take examinations covering the following: methods of teaching, the organization, discipline and management of schools; duties of inspectors, school boards and teachers, school law and regulations. The papers shall be prepared and examined by a member of the Department of Education, the Inspector-General of Protestant Schools and the Dean of the School for Teachers of Macdonald College. Candidates must obtain at least 60 p.c. and the results shall be submitted to the Director. Successful candidates shall receive certificates. There is no fee.

School inspectors are required: to observe the teacher at work and make suggestions to improve her teaching and the maintenance of discipline; to teach lessons to aid the teacher; to examine the pupils to ensure that the course is followed; to ascertain whether the regulations are being followed in the classification of pupils, time table, school journal, school building, toilets, equipment etc., to interview the secretary-treasurer and commissioners giving necessary advice and submitting a written report after the autumn visit covering;

- (a) use made of the course of study and authorized text-books, methods of instruction, adequacy of school equipment, condition of buildings and toilets;
- (b) serious defects in the municipality as a whole, particular schools or individual teachers;
- (c) any actions which should be taken by the board.

Other duties are: to examine the books of the secretary and audit the books of poor municipalities when recommended by the Director; to hold teachers conferences; to report teachers who, after warning, fail to change; to forward annual reports and statistical tables to the Department before the first of August each year; to see that suitable libraries are provided in the schools and well cared for; and to distribute books purchased for school libraries.

Other officials of the Department of Education include: an accountant, registrar and stationery officer for both sections; in the Catholic section there is an Inspector General of Catholic Primary schools, Assistant Inspectors, an Inspector General of Catholic Normal Schools, Directors of Departmental Examinations, Building Services, research officer and special officer, supervisors of Domestic Science Schools, Agriculture and Manual Training, Editor of the School Journal and Film Library editor. The Protestant section has an Inspector General, High School Inspector and Assistant, four Special Officers and Supervisors of English and French.

#### Central Board of Examiners

The Legislative Council, upon recommendation of the Committees, appoints Central Boards of Examiners for the examination of candidates for teachers' diplomas. Each such board may issue diplomas for candidates of that belief. Elementary and model school diplomas, and academy diplomas previously issued by the Roman Catholic Board are valid for primary and elementary schools and diplomas awarded for Academics are valid for complementary schools. Diplomas issued by the Protestant Central Board are valid for elementary, intermediate and high schools.

It is governed by the Act and regulations of its Committee. Fees collected go to defray the expenses of the Board.

With the exception of Ministers and members of either sex of a religious corporation constituted for educational purposes, all teachers must hold diplomas issued by a board of examiners. (The Protestant Committee may rule on such exemption for Protestant ministers).



The Central board of examiners: prepares or supervises the preparation of examinations, examines the papers and issues appropriate diplomas, lists candidates in the register and enters sessional proceedings in a minute book. A record of successful candidates is transmitted to the Superintendent of Education.

The Province voted \$30,000 in the year 1951-52 to aid in the establishment of city, town, village, parish or township libraries where suitable contributions have been made for that purpose. Such aid is given in money or in books as specified. School corporations may issue debentures for library funds. The committee manages, inspects and makes regulations which it publishes in the Gazette.

The Provincial government may acquire copyrights of books, maps and other publications approved by either committee. It may distribute free of charge, books, series of books, maps and other publications selected by either committee. On the advice of either committee, or the Superintendent, the Crown may promulgate regulations for establishing, holding, directing and maintaining school exhibitions and may appoint one or more commissioners for that purpose.

#### 4. Schools in the Province of Quebec

##### Types of Schools

Quebec schools embracing some 10,000 institutions, 33,000 teachers, and 720,000 pupils exhibit greater variety than found in any other province in Canada, due in part to lack of centralization and the varied organization resulting thereof. Variations, however, for the most part occur after the elementary years of schools.

The others may be categorized as primary schools, secondary schools and professional schools. A number of them are affiliated to the universities and under the direct control of the Provincial Secretary or the Minister of Social Welfare and Youth.

The Roman Catholic elementary schools consist of infant schools, primary elementary schools, primary complementary schools, primary superior schools and domestic science schools. The infant schools are for children from three to six; the primary elementary schools cover the first seven years of school; the primary complementary schools teach the eighth and ninth years and the primary superior schools extend to the twelfth year. Pedagogy is taught in normal schools, secondary education is given in classical colleges and superior education in the Universities.

Among the special schools the following are to be found: schools for fine arts, technical schools, schools of agriculture, a dairy school, household science schools, night schools, schools of arts and manufacture, a domestic handicraft schools, extension courses in household science, a school for mental defectives, schools for the blind and deaf-mutes, a school for bush-rangers, two schools of fisheries, a furniture-making school, a school of graphic arts, a Conservatory of Music and dramatic art for the Province, a school of Catholic action, two schools of social service and independent schools offering special courses.

Where numbers permit, it is common practice to separate boys and girls by classrooms or schools even before Grade VII. From superior primary schools on, separate Courses of Study are issued for boys and girls, and classical colleges, normal schools and other higher institutions are either for boys or girls. However some girls attend technical or commercial schools.



Infant schools prepare children for the primary elementary schools. Some of them are independent institutions; the others are established by school commissions and are under the direction of religious or lay teachers.

In 1945-46 there were 14 Roman Catholic infant schools with a total enrolment above 1,300. Next were found more than 7,211 primary elementary schools with an enrolment of 497,860, taught by some 11,394 teachers many of whom were in orders. Above were some 950 primary intermediate schools with 8,800 teachers and more than 41,492 pupils of whom more than 19,000 were in Grades VIII and IX.

There were more than 514 primary superior schools with over 5,500 teachers and over 16,061 pupils, more than one-half of whom were girls of whom less than one-tenth were enrolled in Grades X, XI, and XII. About one-twelfth of the pupils were English-speaking.

Next, 41 classical colleges provided secondary education for boys, enrolled some 17,982 pupils, about 1,000 of whom were taking commercial courses. The teachers have a minimum of a baccalaureate degree. Many were priests who had a degree, five subsequent years of study and a certificate from a teacher-training institution. In addition 17 colleges for young girls and 14 religious institutions for young men also gave secondary education.

#### Protestant Schools

The Protestant schools in Quebec consist of elementary, intermediate and high school grades covering 11 school years. Some schools have one year kindergartens; then seven years of elementary school followed by four high school years leading to the High School Leaving Certificate which meets entrance requirements to all universities. Intermediate schools have a minimum of three teachers and offer nine years, or seven elementary and two high school years. High Schools have five or more teachers at least one of whom holds a permanent high diploma. A twelfth year is offered in selected schools which have adequate staff, buildings, equipment and enrolment, and is equal to senior matriculation for admission to second year university classes.

In 1947-48 there were 447 Protestant schools as follows: one-room elementary 218; other elementary 95; two-room special intermediate 14; intermediate 54; high 58; and independent 13. Enrolment was 47,033 in the elementary division, 16,136 in the high school grades, 782 in the independent schools visited by inspectors

#### Technical, Agricultural, Fine Arts, Polytechnic, Night Schools, etc.

##### Technical Schools

Government grants are given for the maintenance of technical schools at Montreal, Quebec, Three Rivers, Hull, Lachine, Shawinigan Falls and Beauceville which are undenominational. Shawinigan Falls is English-controlled, Montreal has French and English divisions while the staff and students of the others are mainly French Canadian. These schools offer scientific, and practical training for apprentices, journeymen, foreman, clerks, salesmen and others who wish to enter industry or commerce.

##### Agricultural Colleges

The three largest Agricultural colleges are at Ste. Anne de la Pocatière, Ste Anne de Bellevue and Oka. Each has university affiliation and grants degrees after four years to those who entered as high school graduates. There are also

several intermediate and regional schools of agriculture offering practical and cultural courses lasting one or two years, and five agricultural orphanages with 742 pupils.

#### Household Science Schools

Household science is taught in nearly all schools for girls but particularly in 102 primary superior, or intermediate home economics schools with enrolments of 4,807, 39 regional household management schools enrolling 21,593 pupils and eight higher institutions.

#### The School of Higher Commercial Studies

These schools affiliated with the Universities of Montreal, and Laval offer a three-year course leading to commercial careers.

#### Ecoles des Beaux Arts

These are established in Quebec and Montreal for architectural drawing, modelling, painting, sculpture and domestic arts. They offer day and evening classes.

#### Other Schools

The polytechnic school of Montreal is the Faculty of Applied Science for the University of Montreal. A five-year course leads to a diploma in Civil Engineering or General Engineering and the degree Bachelor of Applied Science.

#### Normal Schools and Scholasticates

In 1951 there were 52 Normal Schools in Quebec, one of which was Protestant. The Roman Catholic Committee maintains separate Normal Schools for boys and girls. In addition there are 15 scholasticates for brothers and 29 for sisters whose programme consists of religious instruction, philosophy, pedagogy, subjects of the course of study and practice teaching; and two special normal schools and two pedagogical institutes.

#### Training of Protestant Teachers

Protestant teachers for kindergarten classes, elementary and intermediate schools are trained in the School for Teachers at Macdonald College. High School teachers receive their training at McGill or Bishop's Universities as post-graduates. These institutions are co-educational.

Summer schools are held at Macdonald College and Bishop's University. A Summer school for teachers of French is also conducted annually at Macdonald College.

#### Roman Catholic Classical Colleges

These are unique for Canada. They offer eight years beyond the elementary school, the first four are high school years the last four lead to a Bachelor of Arts degree conferred by Laval or Montreal Universities. There are 41 colleges for boys, 17 similar institutions for girls and 14 for Brothers.



### Universities and Colleges

Quebec has four chartered universities which are independent of the Government. McGill is non-sectarian, Montreal and Laval are Roman Catholic and Bishop's is Anglican. Affiliated to these universities, which provide post-graduate classes, are a number of colleges. Sir George Williams College obtained a charter in 1948 and is noted for its evening courses.

### Other Independent Schools

Among the Roman Catholic schools are: 21 Superior teaching houses (for Brothers), Superior School of Fisheries, Catholic Action, Social Service School, Monument National public courses, Superior School of Family Pedagogy, Mechanical Drawing School etc., Institutes of Medical Technology, Notre Dame Establishments, School for the Mentally Deficient, and three night schools. The Protestants have a Social Service School. Some 88 other schools offer special courses of which two are classed as electricity schools.

### Other schools dependent on the provincial department

There are 72 not classified according to religion.

The Protestants list six night schools, the Roman Catholics the following: 1 Dairy School, 22 post-school Domestic Science schools, 9 preparatory courses of decorative art, Forest Rangers' School, Domestic Arts School (Quebec and Beauceville), 43 schools of solfeggio and music, 125 Night Schools, Furniture School, Graphic arts schools, Conservatory of Music and Dramatic Arts.

### Normal Schools, Fabrique Schools, County Academics

The legislature establishes and maintains normal schools and domestic science normal schools, with funds voted by the legislature. Practice schools are conducted in connection with these. Scholasticates of teaching Brothers or Sisters may be recognized as normal schools but maintained at the expense of the congregation.

The principals, professors and directors are appointed or removed by the crown upon the recommendation of the respective Committees. The principal makes a detailed report annually, or whenever required by the Superintendent. Pupils are admitted to normal schools according to regulations. Each must agree to pay his board, or pay back a bursary if he does not fulfill the governing regulation and to pay fines imposed. Parents, guardians or friends may assume responsibility for such payments.

The principal accounts to the Superintendent for all sums collected or recovered.

The Catholic Normal Schools grant diplomas for primary elementary, complementary and superior schools, the Protestants for elementary, intermediate and high schools and the Superintendent grants diplomas.

### Primary Complementary Schools and County High Schools.\*

School boards may combine to establish one or more primary complementary or high schools by passing resolutions appointing the chairman of the school corporations as delegates. The last delegate appointed calls a meeting, giving eight days notice, at which a chairman and secretary are appointed. The meeting may



petition the Roman Catholic or Protestant Committee and, if approved, the Lieutenant Governor in Council proclaims the establishment in the Quebec Official Gazette. Within 30 days of such proclamation the delegates meet to select three of their number to hold office until the first regular meeting of the board of delegates on the first juridical day of August, when three trustees are elected and an auditor appointed. Such boards present annual reports together with a statement of income and expenditures. The secretary of the delegates may be secretary of the Board.

A tax may be levied on the taxable, immovable property sufficient for the purchase of a site and erection of a building, payment of teachers, and incidental expenses agreed on by the board of trustees. Each school board is responsible for collecting such sums as required and paying these to the central board, half in January and half in July.

The trustees may charge monthly fees of not more than \$1.50 per pupil. Pupils more than two months in arrears are refused admission.

Each such school is entitled to a share of the government grant.

### 3. MUNICIPAL ORGANIZATION AND SCHOOL DISTRICTS

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#### Municipal Organization

Quebec, the largest province of the Dominion, has an area of 594,860 square miles, much of which is pre-cambrian rock unsuitable for agriculture. The Gulf of St. Lawrence and St. Lawrence River divide the Gaspé peninsula from the rest of Quebec.

North of the 58th parallel of latitude is a treeless zone, but south of that is a valuable tree growth varying from conifers in the north and east to mixed forests in the south. These are the basis of a great pulp and paper industry. In addition Quebec is foremost in the development of hydro-electric power. Its minerals are asbestos, magnesium, gold and copper. Its fisheries are important and the south-eastern part is suited to general farming operations. It represents dynamic expanding industry and at the same time stability in agriculture. Its education institutions are intended to instruct the boys in trades, the girls in home-making and both in citizenship.

In 1951 the population of Quebec is around 4,000,000 of whom 1,600,000 were classed as rural and 2,400,000 as urban. The urban population is to be found in 32 cities, 130 towns and 830 villages.

Cities and towns in Quebec, are established by the Lieutenant-Governor-in-Council from villages, or towns, which contain 6,000 and 2,000 souls respectively.

Villages must contain 40 inhabited houses within 60 superficial arpents (50 acres) and the taxable immovable property must be valued at \$50,000 or more. Exceptions are made in new territories within three miles of the Transcontinental Railway where an application by 25 proprietors of immovable property is adequate.

Rural or country municipalities refer to, parish municipalities, townships municipalities and generally all municipalities except town or village.

\*Ten Roman Catholic Municipalities have taken advantage of the regulations.

The County council is composed of the mayors of all local municipalities, townships municipalities and generally all municipalities except town or village.

The County council is composed of the mayors of all local municipalities in the county.

Villages, towns, cities, etc., may be erected by special acts.

Cities, towns and villages are usually left as units for education purposes except that both Roman Catholics and Protestants may select School Boards which operate separately. In the rural areas the school commissioners and trustees from districts where the number of children available for a school is adequate, otherwise they transport them to neighbouring schools. Because of the close relationship of education and religion the parish is important for school administration.

### School Municipalities

The Executive Council may form school municipalities, divide them, or alter their boundaries upon application from a majority of property owners, although a majority may not be considered necessary in unorganized territory. Each school municipality contains one or more public school under the control of school commissioners or trustees elected or appointed. On the recommendation of the Superintendent, the Executive Council may, in Abitibi and Temiscamingue, annex any territory to an organized district or organize a new district or rectify any errors when districts were organized.

The superintendent gives 15 days notice before forming a new municipality or changing boundaries but no such alteration may apply to the dissentient minority without their consent. Change of name may be made on request of the government, but must be published in two consecutive numbers of the Quebec Gazette and 15 days must elapse before it can take effect. Annexation costs are at the charge of the municipality. Ratepayers who are detailed to form a new municipality, or be annexed to another, pay all taxes to date of annexation. When a municipality is divided territorially, any assets or liabilities are divided in proportion to the valuation of the real estate.

When a new municipality has been erected the ratepayers elect school commissioners on the first Monday, or a later Monday, in July - otherwise such commissioners are appointed by the Executive Council; or the Superintendent may order an election to be held in the usual way, appoint someone to preside and fix the day and hour for voting.

The Superintendent or his appointee may inquire into the state of affairs of abolished municipalities upon the request of five or more interested rate-payers within six months. Those holding the inquiry give eight days notice. The Superintendent gives his decision on the evidence obtained. Where necessary school municipalities remain in existence long enough to carry out the Superintendent's award and report to the Superintendent by July 1, each year. The new school municipality may be required to levy an additional special tax for one or more years.

### School Districts

School district ordinarily include all primary complementary schools and all intermediate schools or high schools and all girls or boys schools or religious schools.



School commissioners and trustees divide their respective municipalities into school districts and number them or alter existing districts. Cities, towns and villages usually are left as units. Except under exigent circumstances districts may only be established if there are at least 20 children aged 5 to 16. Where a district enrolls fewer than 10 pupils the school may be closed and pupils transported to another school. The board may purchase vehicles, and arrange for conveyance by tender for one year, which position may be accepted by a board member if there are no other bidders. Where the Board does not provide vans, contracts may be for three years.

No district may exceed five miles in length unless transportation is provided. When districts are united conveyances must be provided. Contracts may be for from one to three years unless the school board provides conveyances. With permission of the Superintendent, districts may contain more than one school. Children must have permission of the Commissioners or teachers to attend schools in another district except that where no school is established they may attend a neighboring school by paying fees. The right to attend intermediate or high schools outside the district is dependent on possessing the attainment required to follow the courses.

#### Dissentients - The Rights of Minorities:

Any number of inhabitants in any school municipality professing a religious belief different from the majority, with sufficient pupils to warrant the opening of a school and a sufficient number of ratepayers to form a Board of Trustees may give notice in triplicate, of intention to withdraw and form a separate school, to the chairman or secretary before the first of May. One copy is preserved by the trustees. The withdrawal becomes effective the following July. Three trustees are elected at the usual time for election of trustees. Whenever two-thirds of the religious minority have dissented all the ratepayers who do not profess the religious faith of the majority and who do not send their children to the schools under the control of the commissioners are deemed dissentients. Should the dissentients become the majority they may organize themselves as a corporation of school commissioners after giving notice in triplicate before May 1. After July 1 an election is held in the usual way for all ratepayers unless the former majority have declared themselves dissentients by June 15. In the cities of Montreal and Quebec, and several other municipalities, Boards of Commissioners are elected or appointed for both Protestants and Roman Catholics.

School trustees form a corporation for dissentient schools in the municipality. Their share of the school fund is proportional to the children attending such a school and they, exclusively, collect taxes from dissentient inhabitants.

They are liable only for taxes or school rates imposed for the current year, or the payment of debts previously incurred and imposed within six months of notice of dissent.

To be free from responsibility for taxes levied by the school commissioners dissentients must give notice within 30 days of the formation of newly organized municipalities, elect their trustees, etc. Dissentients with approval of the Superintendent may either completely, or for purpose of sending their children to school, unite with a neighboring school municipality of their religious belief. There will then be but one rate of taxation for the two municipalities and the taxes are paid where the pupils attend. Either municipality may petition the Superintendent to cancel the union after having given 12 months' notice in the Gazette.



More than one dissentient school may be formed in a township or parish. Where dissentients have been for more than one year without a school the Superintendent, after three monthly notices in the Official Gazette, may declare the dissentient group extinct. The ratepayers are then taxed for the time they had no school and concurrently as are other ratepayers in the districts. One year later a minority may again dissent and form a corporation.

Dissentient families may contribute to a neighboring school if their children attend and if they give notice in writing. Dissentient families may cease to be such by giving notice to the Chairman and Superintendent that they now profess the religion of the commissioners of the municipality.

#### School Boards in Quebec

In Quebec the French-speaking school boards outside of the towns are generally territorially coterminous with the parish and superintend some ten teachers and 200 pupils. The English-speaking boards have of recent years been uniting into larger administrative units. Ten such boards are now established and the eleventh should follow shortly. This will encompass about half of the boards which departmental officials wish to have united. To date administrative results have been gratifying but particularly in providing high school accommodation. The first Protestant County High school has been authorized by proclamation for the municipalities of Bourlamaque, Val d'or, and Malartic.

#### School Corporations

The school commissioners and trustees in each municipality form a corporation. All acts performed by them follow resolutions of the Board adopted at regular sessions. (Should there be a break at any time without a board, power to act is vested in the Superintendent or jailing that in the Legislature).

#### Law concerning Municipal and School Corporations and their Employees

The law provides for the establishment of boards of three members to hear and decide differences between municipal, or school corporations, and their employees. At two year intervals and not later than 30 days before the end of the financial year, municipal corporation must recommend to the Minister a person to act as member of an arbitration board to resolve any differences with its employees of the corporation, or their organized accredited representatives, also recommend a representative to the board. However where different grades or classes of employees are organized into separate groups, representatives of any one group may act for that group only. If either or both parties fail to recommend a representative within the time set, the Minister makes all necessary appointments. The third member who represents the public is appointed by the Lieutenant Governor in Council.

Vacancies are filled upon recommendation of the group concerned.

Judgments may not be retroactive for more than 12 months if they concern an increase in expenditure which affects the corporation. Decisions are for 24 months and contain a clause providing for automatic adjustments according to the cost of living index. They may not be contrary to agreements fixed by law.

### Qualification of School Commissioners and Trustees

Every Roman Catholic cure, or minister of any other faith ministering in the school municipality, and every resident ratepayer able to read and write and qualified to vote is eligible as commissioner or trustee unless his or her consort is already a member. Election is for three years. Where there is a corporation of school trustees no dissident may be a commissioner and all trustees must be dissidents. No one holding a contract with the board or representing a corporation having such contract may be a board member.

### Qualification of Electors

An elector must be at least 21 years of age, a Canadian citizen, an owner of real estate or of a building assessed at not less than \$50 for those within, or \$200 for those outside of the municipality, and have paid all school contributions. Penalties are provided for persons who vote without proper qualifications.

### Meeting for Election of Commissioners or Trustees

Unless otherwise provided a general meeting of ratepayers is called for the first juridical Monday in July, after seven days public notice. The secretary-treasurer, (otherwise the chairman or senior member of the board) calls the meeting. The Chairman is chosen from among the ratepayers able to read and write. A trustee who does not retire that year, or the secretary-treasurer, may act as chairman.

The ratepayers elect five commissioners or three trustees, (able to read and write) or as many as necessary to fill the vacancies. The first meeting of a municipality is called by a resident Justice of the Peace, or, failing that, by three property owners, and presided over by a literate ratepayer. Nominations by at least two electors who are present are made verbally or in writing, within the first hour of the meeting. Candidates may withdraw by giving notice in writing at any time before the votes are counted. At the end of the hour the chairman proclaims unanimous elections, or record the voters. Each elector may vote for one candidate for each position. Agents of the candidates may examine and count the ballots before the election, and may watch proceedings. Voters are tabulated and ballots marked secretly. The presiding officer alone may give instruction on marking the ballot and, on request, may mark a ballot as directed in the presence of the agents who are sworn to secrecy. The presiding officer may preserve order by special constables, commit disturbers to custody, etc. If refused an elector must take the prescribed oath and "sworn", "refused", or "objected to" be placed after his name. Interpreters may be appointed. The election is ordinarily closed one hour after the last vote has been recorded. In case of a tie the presiding officer casts the deciding vote. At the close of the election, 5 p.m., the presiding officer certifies the number of votes cast and candidates elected. Only clergymen, persons over 60, of former trustees, may refuse to accept office if elected, or afterwards resign unless the Superintendent accepts their resignation. The presiding officer reports to the Superintendent within eight days of the election.

In default of election the Superintendent may request the Crown to fill the vacancies or order a new election.

Where election is ordinarily by ballot the school commission may order the election by ballot or word of mouth giving thirty days notice. Voting takes place one week after the meeting, or on the day following if that Monday is a holiday, and lasts from 8 a.m. until 6 p.m. On the day following the meeting, a notice is



posted giving the place, day and candidates names, residences, and professions - listed alphabetically. Where there are more than 600 voters, more than one polling division is established. The presiding officer for the meeting acts as returning officer, appoints the poll-clerk and other officers. He procures ballot-boxes and has ballots printed. Names of candidates who withdrew before the election may be stroked out uniformly in ink.

Sale of liquor is prohibited on election day.

Ordinarily trustees and commissioners remain in office for three years, (retiring by lot following the first election but after that at the expiration of three years). Each takes and has his oath of duty entered in the minute book.

Any candidate, or any five electors, may contest an election because of violence, fraud, voting of unqualified electors, etc., and have a trial before a Circuit Court of Magistrate's Court through a petition of which copies have been sent to all interested parties within fifteen days of the election, and security for costs having been given before the clerk of the court. The court may decide to hear the case, and award costs. The judgment may decide who is to be trustee or commissioner, or order a new election to be held in from 15 to 20 days.

Vacancies which occur as a result of death, change of domicile, lack of qualification, refusal to accept office, legal resignation, or incapacity lasting three months are filled by appointment of the board within 30 days. Otherwise the Crown may fill the vacancy to complete the term.

The board meets on the first Monday after notice of election, selects one of their number as Chairman and engages a secretary-treasurer if necessary. When the Chairman is absent from a meeting one of the other members is selected to act. The board fixes, by resolution, the date for their regular meetings. The Chairman may have the secretary call a special meeting giving two days notice. The school inspectors, two commissioners, one trustee or five ratepayers may request the chairman to call a meeting. Such meetings must be called within three days, otherwise a meeting of commissioners or trustees can be called by registered letter by the interested parties.

Meetings are public but committee meetings may be held in private to deal with complaints against teachers or pupils, applications for employment or other subjects of a personal nature. No person other than board members may take part in the meeting without permission from the Chairman. The Chairman votes. Questions are decided by a majority. In case of a tie, the Chairman has also a casting vote. Minutes are entered in the "Minutes of Proceedings", approved at the following meeting and show whether by-laws are accepted, amended or repealed.

#### Duties of School Boards

The Duties of the School Board are as follows:

1. To engage duly qualified teachers (but not the spouse of a member) and, where necessary, to dismiss them for incapacity, negligence, insubordination, misconduct or immorality;
2. To have the prescribed course of study followed;
3. To see that only authorized books are used. The rector or priest in charge of a Roman Catholic church may choose the books relating to religious belief for Roman Catholic schools; the Protestant Committee has the same privilege;



4. To make regulations governing the school and communicate these in writing;
5. To fix a time for the annual public examination and to attend it;
6. To make and carry out regulations respecting health in conformity with the Quebec Public Health Act;
7. To select two from among their members to visit each school at least twice a year and report on pupils, teachers, etc.,
8. To comply with all instructions in keeping accounts etc.; forward a prescribed report to the Superintendent annually before July 15; keep a register of the minutes of all meetings and book of account as required;
9. To settle all disputes between the parents or children and teachers;
10. To expel pupils who are habitually insubordinate or whose conduct is immoral in word or action;
11. Where needed, to furnish text books for indigent children and pay for them out of the school funds;
12. To pay teachers monthly:

Free text books may be provided to the end of Grade IX and paid for out of school funds, half of which will be repaid by the government. They remain the property of the Board.

A superintendent and special supervisors or teachers may be appointed for one or more schools and their duties assigned.

The board may establish school savings banks within their municipalities. The Superintendent makes regulations for these and give notice in the Quebec Official Gazette.

Teachers may be employed for the remaining part of a school year, or for one year or more by an agreement in writing which usually follow the prescribed form. The contract is in triplicate - one copy is being sent to the Superintendent within 15 days, another to the teacher and the third kept on file. Engagement of teachers who are minors is legal. Except in specified special cases only qualified teachers may be employed. Failure to comply will result in loss of grant. Teachers are required to provide a health certificate, including radiological examination.

Teachers who are not being re-engaged for the following year must be notified by June in writing. Cause need not be given. Collective notices are null but the board may specify several teachers by name. Teachers must give notice of termination of contract before June 1.

Boards administer the movable and immovable property of their corporation, acquire and hold all properties concerned and use them for the purpose for which they are intended. When necessary, they select and acquire sites, build and repair buildings, purchase or repair school furniture, lease houses and insure school property for at least half its value complying with regulations where loans are necessary. Where expedient they appoint managers for school administrators.

### Secretary-Treasurer

Every school board appoints with remuneration a secretary-treasurer who serves at pleasure by resolution of an absolute majority of the Board. The secretary-treasurer swears to discharge his duties faithfully. He has his offices where the board meets, or as set by resolution, but not in a hotel, tavern or inn although his home may be outside the district. The board fixes his public office hours and may appoint an assistant to help him. Neither may be a member of the board nor a teacher employed by it.

Every secretary-treasurer gives security to an amount fixed by the board but not less than \$1,000. In specified cases security is by a guarantee insurance company with the policy held by the Superintendent. For neglecting to require securities after 30 days notice the board may be fined.

The secretary-treasurer is custodian of the registers, books, plans, maps and other documents produced, filed or kept in his office and must not surrender them without a court order or resolution of the board. He attends board meetings and takes notes in the books provided. Certified copies of extracts from these are authentic. He collects all monies and deposit them in a chartered bank making payments from the account by resolution of the board, or signature of the chairman, for amounts up to \$10,000. Payment are made by cheque signed by the chairman and secretary. Drafts or orders specifying use, may be paid by him.

He may not discharge any ratepayer from obligations without receiving payment in full nor lend any money belonging to the school under penalty of a fine. He keeps an itemized account of all expenditures and retains all vouchers and a repertory of all transactions. Such books are open for inspection and examination during office hours. Copies of transactions etc. are available on payment of a fee.

Each school board has an accountant prepare a detailed annual report of receipts and expenditures for the year ending June 30. This report is transmitted by the accountant to the school and the department of public instruction.

### Auditors

Auditors are appointed and sworn in at the first meeting after the election each year. When the accounts are audited a report is prepared for the ratepayers and a copy forwarded to the Superintendent. Notices is posted for a meeting on the Sunday preceeding and copies of the report are made available at 25 cents or 10 cents per 100 words. An audit may be demanded at any time by any five rate-payers, the secretary, or the board, covering not more than the past five years and may be charged to the secretary-treasurer if his accounts are at fault, or to those demanding it. The secretary-treasurer is given five days notice before such audit and must attend. The auditor forwards one report to the school corporation and another copy to the chairman of the board. The secretary-treasurer must make good any deficits within 15 days or be sued and imprisoned.

Examining auditors, appointed under the Municipal Affairs Department Act, on request of the Provincial Secretary, visit school board offices (with the exception of certain boards specified) to ascertain whether:

- (1) books, registers and archives are kept correctly;
- (2) the security furnished by the secretary-treasurer is valid and sufficient;
- (3) the public monies are administered according to law;



- (4) and the laws respecting revenues and expenses of school boards are observed. Such officers may offer suggestions to bring about uniform accounting. They report in duplicate to the Provincial Secretary who may report to the boards by registered mail.

Every examining-auditor, upon instruction, holds an inquiry into the conduct of any officer. Every secretary-treasurer must co-operate. Expenses incurred by the auditors are paid out of the consolidated revenue fund.

#### Joint Schools

Two or more school municipalities may unite to build or maintain a school which is then under control of the board of the municipality in which it is situated. Trustees or commissioners from the other municipalities are represented by one or more of their number who is entitled to vote. In the absence of an agreement all may attend the meetings?

Every school corporation wishing to co-operate passes a resolution naming the amount which it will furnish. Such sum may be paid in one sum or instalments. Every corporation, desiring to participate in maintenance only, passes such resolution which also must be approved by a meeting of the ratepayers. If passed it remains in force until revoked. Any school board accepting aid from another municipality must accept pupils from that other municipality on the same conditions as from the home district.

#### Protestant Central School Boards

The Protestant Committee is empowered to make provisions for the erection and incorporation of Protestant central school boards whenever the majority of local school boards concerned have so petitioned the Superintendent, with petitions signed by a majority of the school boards. Any school may be excluded if it files a petition to that effect signed by a majority of the Board and the Secretary within 30 days of notice of publication in the Official Gazette, unless a contrary petition has been received signed by a majority of the electors and attested as to authenticity of signatures by the secretary. The constitution of any central board may be amended by resolution of the Protestant Committee.

Within 30 days of publication a central board may be appointed consisting of five ratepayers, who are qualified to be commissioners or trustees, who reside in the territory concerned and who may be a member of a local school board. Members are appointed by delegates from local school boards or failing that by the Lieutenant-Governor-in-Council. They hold office for four years.

The Superintendent calls the first meeting by giving notice in writing, at which a chairman is elected and secretary appointed. Details of internal management are governed by regulations adopted by each board. The Chairman votes and in addition has a casting vote. Boards members are entitled to reasonable travelling expenses.

Each central board is a corporation. Upon its organization it establishes the actual assets and liabilities of all local boards under its jurisdiction and makes out a detailed statement of all sums outstanding. From then on it receives an annual detailed statement of assets, liabilities, revenues and expenditures. Each year, before September 15, it reports to the Department using the official form; keeps a minute book, an account book; verifies and pays its debts; becomes custodian of immovable and moveable property, sums of money; studies reports

of the local boards, exercises all functions of local boards concerning teachers; open new schools where pupils enrolment would warrant; supervises education and if adviseable appoint a supervisor and makes or modifies regulations for the exercise of its power if approved by the legislature.

Each central board prepares a general budget providing for its own expenses and budgets received from the local school boards which, however, it may have amended. In case of emergency the central board may provide for the expenses of a local board. It fixes a date for receiving local board reports.

The central board fixes the rate of the school tax which is levied by the local boards by August 15. Taxes are collected by authorities provided according to law.

School fees when charged, are uniform for similar grades throughout the area.

The Central board pays the teachers, supervisors and other employees and approved expenses of local boards monthly. It may borrow money or become security for money borrowed by local boards provided it has permission of the Provincial Secretary and Minister of Municipal Affairs. It may contract temporary loans. But no local board under a central board may contract or renew a loan or issue bonds without permission of the central boards.

Each local school board in a central area retains many of the powers exercised by independent school boards. It forwards a report and budget to its central school board annually. It does not employ or pay teachers but employs other personnel to repair and care for the buildings, etc. Otherwise it exercises the powers generally conferred upon school commissioners or trustees by the school law. Two or more local boards may unite for all school purposes. Any dispute between a local board and its central board may be referred to the Protestant Committee and an appeal from its decision may be made to the Lieutenant Governor in Council. Disputes between two local member boards are decided by the central board but appeals may be made to the Protestant Committee. Any local board which fails or refuses to follow instructions of its central board may be deprived of its powers and duties which will then be exercised by the central board.

By-laws, resolutions and agreements passed or adopted by any local board prior to establishment of the central board remain in force if not inconsistent with provisions of the school act.

### 5. Teachers

In Quebec in 1945-1946, there was 1,585 school municipalities (districts) under the control of commissioners and 188 under the control of trustees. The municipalities contained 8,958 district of which 6,917 were primary elementary, 1,078 primary complementary, 269 primary superior, 118 colonization schools and 413 independent institutions. They employed a total of 26,503 teachers of whom 14,938 were lay teachers in 1945.

There was a shortage of teachers in all types of schools. In part this was caused by an increased birth rate which began during the war years and increased the number who entered six years later. In part it was due to teachers leaving the profession. As in the other provinces a drop in the number of male teachers was noticeable. Some 3.2 p.c. of teachers in the French schools and 9 p.c. in



the Protestant schools were not fully qualified. The government has been considering the construction of more normal schools to help meet the shortage.

Average salaries for Catholic teachers have risen considerably over the past years. In 1938 the average was \$300; in 1946 \$600 and a scale of salaries has been adopted since that time in many districts covering lay teachers. Salary schedules for Montreal, Quebec and most city teachers compare favourably with other cities in Canada and those outside the cities have been increasing year by year.

Regulations provide for Protestant teachers to be employed for a year according to the form provided. Where more than two teachers are employed one is made principal. He is responsible for the organization, classification and discipline of the school and assists the board in prescribing the duties of his assistants.

Teachers arrive at school at least 15 minutes before school opens in the morning and five minutes in the afternoon. They supervise the pupils during the recesses; maintain an even classroom temperature; inspect toilet facilities; act as custodians of school property, report any damage, and see that the building is left properly locked or under the care of a responsible person.

They promote pupils at the end of the year. A time tables is posted in a conspicuous place. Only prescribed texts are used. Each day school is opened with the Lord's prayer and Bible teaching. In addition teachers keep the pupils busy and interested; prepare their work beforehand teach diligently and faithfully all required subjects explaining each new lesson, giving individed attention to school work during school hours; and secure discipline as would a kind, firm, and judicious parent. A rubber strap may be used on the pupil's hands and a record made of the offence and punishment in the school journal. Each teacher is expected to read the regulations to the pupils from time to time; keep a record of attendance; make all returns required by the Department; follow the advice of the Inspector; preserve all records; endeavour to improve his professional status; and give adequate training in fire drill.

#### Roman Catholic Normal Schools

Quebec has numerous religious teaching communities for boys and girls. In 1948, 8,226 of the 18,470 Catholic female teachers were nuns and 3,155 of the 4,839 male teachers were brothers. The lay male teachers are trained at Laval (Quebec) and Jacques Cartier (Montreal) normal schools. Before 1939 the Central Board also granted teaching diplomas. The religious personnel are trained in 15 scholasticates which receive government grants.

For girls there are 40 normal schools where they attend two, three, or four years to obtain primary elementary, primary complementary, or primary superior diplomas. Others are graduates from higher courses at Montreal, Quebec, Trois-Rivières, Valleyfield, Arvida, Chicoutimi. All normal schools for lay female teachers are under the direction of religious teaching communities. There are some 30 women's scholasticates for nuns which are subsidized by the government.

The government grants 30, 35, 20 and 10 scholarships to pupils in the first, second, third and fourth years respectively. Expenses at normal schools are at a minimum - for example pupils paid only \$250.00 board at the government normal schools in 1950.

A special normal school at Outremont prepares domestic science teachers.

Normal schools are established by the Lieutenant-Governor in Council on the advice of one or other of the committees. The appropriate Committee selects the principal and teachers for these. The Catholic schools are under the control of the Superintendent and the programmes of study are set out by the Catholic Committee. Each normal school has a practice school attached. Normal schools are visited by the Inspector General of Normal Schools and his assistant.

Scholasticates for teaching brothers and sisters may be recognized by the Cabinet on the recommendation of the Roman Catholic Committee. They are established and maintained by the congregation to which they belong.

The Director and Central Board grant all diplomas valid for Protestant schools. Professional training is given in Macdonald College for kindergarten, elementary and intermediate diplomas and by the universities for high school certificates.

Certificates and diplomas granted include: Kindergarten, elementary, advanced elementary, intermediate, advanced intermediate and high school. Kindergarten, elementary, intermediate and high school certificates are interim but advanced elementary and advanced intermediate diplomas are permanent when issued. High school certificates are made permanent after two years of successful teaching, the others require a summer session in addition. Interim certificates normally lapse after three years but may be extended by the Director. They may be renewed within five years completing a session at summer school. Holders of permanent elementary diplomas are granted to teachers holding advanced elementary diplomas after three summer sessions. Intermediate certificates are granted to elementary teachers with Senior High School Leaving Certificates and advanced intermediate diplomas are issued to holders of intermediate certificates after three summer sessions one of which is professional in character.

Candidates for elementary certificates must have completed one year in the School for Teachers. Those for High School certificates must be graduates of approved universities with credits for specified courses in arts or science, who have completed an additional year mainly in education and composed of courses set out by the Board and approved by the universities.

Special certificates may be granted to teachers, of art, science, music, physical training or other special subject, which may be made permanent after two years.

For kindergarten Directors' Certificates, teachers must have completed a year in the Kindergarten Directors' class of the School for Teachers.

All candidates must: be Canadian citizens, British subjects or have begun proceedings for such: be 17 (by September) for an elementary diploma or 18 for any other; present a health certificate from a physician and hold a grade XI certificate for the Elementary class; a senior high school (Grade XII) leaving, or senior university matriculation certificate for the Intermediate Class; an intermediate certificate or a Kindergarten assistant's certificate plus a report of suitability from the Dean of the School for Teachers; for the Kindergarten Director's class; a school leaving certificate plus a two year course of lectures and practice work for a kindergarten assistant's certificate.

Teachers with intermediate diplomas, who are graduates from some Canadian or British University and meet all other requirements, may be granted high school diplomas.



The session of the School for Teachers begins on the first Tuesday after Labour Day and ends in June. The course of study is drawn up by the Dean and approved by the Committee. Candidates may be suspended by the Dean or expelled by the Teachers' Training Committee for improper conduct or neglect of duty. They may not take other course or do other work. Religious instruction is given during one period a week. Assisting clergymen may conduct one period a week after four o'clock.

Teachers who are awarded an elementary, intermediate or kindergarten diploma and reside more than 200 miles from Macdonald College are allowed five cents a mile for transportation. Special bursaries of not more than \$200 may be paid to rural applicants who could not enter the School for Teachers without government assistance.

### Specialists in French

High and intermediate schools under the Protestant committee, in 1946, received \$300 per annum and \$250 per annum if they were holders of first or second class French Specialist certificates respectively, provided that they were responsible for the teaching of French by the direct method in all grades. Summer school sessions are held annually for specialists. Bonuses are paid to teachers who attend them. Special provision may be made for those whose mother tongue is French.

Teachers from outside Quebec who wish to teach in Protestant schools in Quebec submit a program showing work taken; a statement of marks obtained; diplomas held; a certificate of age and normal character; evidence of being a British Subject and Protestant, and paying a fee of \$10. The Central board then determines what examinations are necessary and diplomas for which he is eligible.

### Pensions

While pensions begins at 56 for women and 60 for men who have taught for 20 or more years in primary education teaching may end six years earlier. The pension is 0.02 times the salary for the 10 highest paid years times the number of years up to 35, without maximum, but may not be less than \$240 for 20 years plus \$5 a year for each year up to 35 years.

After 20 years service an officer (teacher) may retire on pension because of a serious accident or enfeebled health when certified by a physician under oath. However, any married teacher under fifty receives only her contributions unless she is a widow who resumes teaching and pays back within five years what she received and is reinstated.

Repayment of sums without interest are made for from 10 to 20 years of service. Repayment within five years will reinstate a returned teacher. Repayment after ten years teaching are made to legal heirs when the officer dies.

An officer transferring to the Civil Service before 1942 could transfer his years and payments for pension purposes.

Persons receiving pensions due to disability must resume teaching if the disability is no longer sufficient cause for pension.

Years teaching outside the provinces may not be counted.

An Officer must produce: birth certificate, declaration of residence, certificate showing name in full, dates of entrance into teaching, teaching service and reason for applying for a pension.

Members of teaching religious communities may count five years of their teaching by paying on a salary for that period, as estimated by the commission.

A widow received a pension equal to half her husband's pension. The widow must produce her birth and marriage certificates. Half-pensions may be paid to the heirs if under 18 and if there is no widow.

The amount of the pension is equal to two per cent of the average salary of the ten highest years multiplied by the number of years of service up to 35 years or a maximum of 70 p.c. of the average salary.

The pension fund is made up of 3 p.c. and 5 p.c. respectively of the salary of every female and male teacher in primary education including lay personnel teaching without a diploma. Professors of music, drawing and other specialities may elect to come under the superannuation act. Laymen teaching in subsidized private schools may come under the pension act by permission of the Superintendent. All receipts are paid into the consolidated revenue fund and deficits are paid from the same fund. Contributions to the pension fund are retained from salaries of teachers and other officers and an equal amount is withheld from each school grant by the Superintendent.

Pensions begin for an officer when his salary ends and for a widow on the day following her husband's decease. Pensions are paid quarterly. Where no widow is left the pension is paid for the current six months to the heirs. Claims must be made before September 1 each year.

Pensions must be claimed within three years. Officers transferring to a private school may continue payments and come under the pension fund. Every officer who has resigned or whose licence was cancelled for cause forfeits his right to a pension and to any refund.

Inspectors determine teachers' salary, including wages, lodging, light, fuel premiums and bonuses but not remuneration for work done out of hours. School boards annually report salaries of all officers employed. Benefits may not exceed \$150 in cities or towns and \$50 in country municipalities for an elementary or primary elementary or intermediate school nor \$200 and \$75 in the same division for primary, complementary or high school.

#### Administrative Commission

The Administrative Commission for the pension fund consists of the Superintendent as Chairman, and five delegates; one appointed by the Roman Catholic Teachers in Montreal, one by the Roman Catholic teachers in Quebec, one by the Catholic Alliance of Professors in Montreal and two by the Provincial Association of Protestant teachers. They are not paid but their travelling expenses are paid out of the pension fund. They retain their position until replaced. Subject to the Crown, they appoint; a secretary, assistant secretary and a medical supervisor. Replacements may be requested in case of absence due to illness or other unavoidable cause.

The commission determines all questions connected with the pension fund and pensioners. Minutes of meeting of the commission are published in English



and French journals of education. Regulations made by it are published in the Quebec Official Gazette.

The pension fund account is kept by the Department of Education, certified annually by the Provincial auditor and published in the report of the Superintendent.

Pensioners must make application for pension payments. Pensions are not assignable nor liable to seizure.

#### F. Miscellaneous

Boards may establish separate schools for boys and girls. Each is considered a district.

A religious community placing its school under a board is entitled to all advantages granted to public schools.

Any school board may institute suits for the recovery of school assessment, monthly fees, etc., before a Circuit Court, magistrate's Court or Recorder's Court. Whenever the amount is over \$500 an appeal may be made to the Court of the King's Bench.

Penalties are provided by law for: refusal to accept or perform duties, fraudulent returns, refusal to restore school property, disturbing classes in school, etc.

Any ratepayer may make an appeal, or have recourses, to the Circuit Court or Magistrate's Court when: a site has been selected, a new district has been established, a district's limits have been altered or districts separated, a special tax has been levied, or the board has refused to perform any of its prescribed duties. A written notice of appeal must be served by a bailiff to the Secretary-treasurer and a duplicate returned to the court within five days. Within ten days all documents must be filed and after five days the case may be heard. The school corporation is liable to a penalty not exceeding \$20 a day for delay. Cost of the appeal are at the discretion of the judge.

#### Annual Census of Children

The secretary-treasurer during September make a census of all boys and girls from age 5 to 17 listing those attending schools within and outside the municipality, taking evening classes, etc. If this is not carried out the Superintendent has it done at the expense of the school municipality. The Crown may order other censuses. The board may employ someone other than the secretary-treasurer to take the census. The census report is to be forwarded to the Superintendent as part of the annual report. Penalties are provided for anyone who refuses to give information.

School boards are authorized to provide medical inspection for pupils and schools. Two or more boards, with permission of the Superintendent, may unite for this purpose.

#### Public Notices

Copies of public notices are posted at two different places indicated by resolution, or outside the principal door of a place of public worship and at some other public place. Notices must be read aloud on the first Sunday after posting at the close of divine service in the morning.

Notices, which should be published in weekly or daily newspapers, may be required in English and French. They should appear at least seven days before a meeting.

Special notices shall be drawn up in the language of the person addressed, if such is English or French, and may be left with him or with the agent of an absentee landlord or sent by registered mail. Special notices may be served by leaving copies with the individual concerned or by depositing them in a Post Office.

The secretary-treasurer is expected to read and post regulations whenever:

- (1) new districts are established; two districts are united or separated; the location of a school is fixed; or school property is to be altered, repaired, sold, exchanged or loans made;
- (2) when a special assessment is imposed for land or buildings and to enlarge, repair or for maintenance of a school house or furnishings;
- (3) when the school board has changed the system of assessment. No resolution passed concerning the above can come into effect until 30 days after publication.

#### 8. Financing Quebec Schools

##### Financing Quebec's Schools

Public Schools in Quebec are maintained through local taxes, government grants and fees. Each year the legislature makes grants for public schools, superior education etc. which are distributed to the Roman Catholic and Protestant schools according to the relative size of their populations as determined by the census. Taxes rates are determined by school municipalities except in the Island of Montreal. In the cities of Quebec and Montreal, the school taxes are collected by the municipal authorities, otherwise by the boards of school commissioners or trustees. Independent schools which are not subsidized support themselves as in the other provinces.

The following grants are provided by legislation or voted by the Legislature for educational purposes:

- (a) Public School Fund
- (b) Salary bonuses
- (c) Superior Education Fund
- (d) Building grants
- (e) Poor School's Fund
- (f) Education Fund 1946
- (g) Teacher Training and School Inspection
- (h) Specialized Training
- (i) Transportation and Miscellaneous

The Public School Fund and the Salary Bonuses are divided between Roman Catholics and Protestants in proportion to the number of children of each religious denomination enrolled in the schools of the province. (ss. 309 and 456 of the Education Act.)



The other grants listed above are allocated by the Lieutenant-Governor in Council according to the needs of each religious denomination. This regulation particularly benefits the Protestant schools.

#### Public School Fund

Each year the Legislature provides a grant for public schools which the Superintendent divides among school municipalities according to enrolments as shown in the annual reports. To be eligible for a school grant a school corporation must show:

- (1) that is organized and managed as provided in the school acts;
- (2) that its schools have been regularly operated during the year;
- (3) that attendance in each school has been 15 or more unless by special permission;
- (4) that a public examination was held at the end of the year and at least half of any money spent on prizes was used to buy Canadian books or government war saving bonds or stamps;
- (5) that an attested financial report on an approved form and a statistical report have been transmitted to the Superintendent;
- (6) that qualified Teachers have been employed, unless as otherwise provided;
- (7) that the teachers have been paid regularly;
- (8) that only authorized books have been used; and
- (9) that the appropriate regulations and instructions have been observed.

School grants may be withheld in whole or in part from school boards which fail to meet the above requirements.

In each municipality all sums of money which have not been specially appropriated by the end of the year are lumped in a common fund for all schools and made available for usual expenses or vacation courses for teachers provided by one or more school corporations. Unexpended funds at the end of a school year are deposited in a chartered bank or credit union.

#### Taxes

Commissioners and trustees cause taxes to be levied uniformly upon valuation of property. The valuation of property for taxation is that made by order of the municipal authorities, unless the assessment is below the real value when the real value must also be entered. The valuation roll of the municipality, or any part of it, must be made available to school boards for a small fee. Where there is no valuations roll the board causes one to be made by three experts which they appoint .

The boards of Commissioners or Trustees homologate the valuation rolls where the school municipality lies within several other municipalities. Rate-payers may complain of inequity and demand an equalization of assessment.

The new roll when completed is deposited with the secretary for inspection for 30 days during which time it is corrected or amended and complaints investigated. The school board uses the roll as basis for assessment.

School assessments and monthly fees are imposed by school corporations between July 1 and September 1. The Secretary-Treasurer makes a collection roll for each regular or special tax and may allow a discount of up to 5 p.c. for payments made within 20 days.

The local council of any city, town or village or a rural municipality, when required by the school board, collects school taxes at the same time as other municipal taxes. Otherwise the secretary treasurer gives notice of taxes due and 15 days later may levy with costs for all sums due, and under a warrant signed by the Chairman seize and sell all goods and chattels except those which are free from seizure. The bailiff executes the warrant, giving notification of day and place of sale and seizing goods forcibly if necessary. The plaintiff may oppose the seizure and receive a stay of proceedings of eight days, during which time the court investigates and decides the legality of the seizure. Where a sale is effected the bailiff pays over the proceeds after deducting costs. Any surplus is paid over to the ratepayer whose goods were sold.

Each November the Secretary-Treasurer prepares a statement showing the school assessment and monthly fees remaining unpaid, the ratepayers to whom a warrant of distress or writ of execution has been returned unsatisfied and costs unpaid, showing occupations, names, description and valuation of lands involved. When approved these are transmitted to the secretary-treasurer of each municipality involved who takes action to recover the amounts owing.

A school board may bid on goods at a sale for taxes, provided that the bid cannot exceed the amount owing plus costs and any prior claim. Property so acquired remains taxable but municipal taxes are not collectible from the school corporation.

Provision is made for redemption within a prescribed time; otherwise acquired goods may be sold by the school board within a year.

#### Corporation and Company Taxes

Only school commissioners may impose school taxes on corporated or incorporated companies. These taxes are at the rate set by the commission for all tax payers. Proceeds from such taxes must be divided between boards of commissioners and trustees in the same proportion as the school grant or in proportion to enrolments where there are two school boards. Special taxes may be levied against a corporation but only in the same proportion as for ordinary taxes. Where two school commissioners may levy taxes on a corporation the one with the greater numbers of ratepayers levies the taxes and divides them in proportion to the number of children from five to 16 years of age.

Any non-resident ratepayer may declare his intention of dividing his taxes between the two school where such exist. The school commissioners collect and apportion such taxes.

If for any reason an assessment is annulled there are provisions governing payments already made and for the making of a new assessment.



Creditors having a judgment against a school board may obtain a writ of execution unless the school board has proceeded towards collecting the amount required through a special assessment. Moveable school property may be seized and sold, or failing that a levy on the taxable immoveable property of the school municipality may be ordered and conducted by the sheriff.

### Exempt Properties

Property belonging to His Majesty, municipal corporations, courts of justice, registry offices, fabriques, religious, charitable or educational institutions and not used for revenue; bishop's palaces, presbyteries, parsonages, and their dependencies including residences; private educational institutional with 10 or more pupils report annually, and property used for exhibition or horticultural purposes, are exempt from taxation.

### Fees

Monthly fees, uniform throughout the municipality, may be charged but not in excess of 50¢ in elementary and primary grades and \$100 for complementary and intermediate grades. Indigent and penurious parents may be exempted.

### Loans

If loans are needed the school corporation must comply with the formalities of the law and negotiate for a loan as authorized for a specified purpose.

Except in Montreal and Quebec no contract is to be let without provision for the appropriation of necessary funds. The resolution may call for a special tax or loan. When acting under orders of the Quebec Public Health Act a Board may borrow the necessary money by a resolution. Otherwise contracts are void and board members may be personally responsible for the cost and liable to a fine of not more than \$500. Notwithstanding, school boards may enter into any agreement with permission of the Crown on recommendation of the Superintendent.

Without permission, school boards may not hold real estate which has an annual revenue in excess of \$3,000. Neither may they mortgage, sell, exchange nor otherwise alienate such property. Sales of school property are by auction or private sale. Any board with permission may consolidate debts lawfully contracted to be paid by annuities including interest for 50 years or less. Such corporations may, with the authorization of the Minister of municipal Affairs and the recommendation of the Superintendent, issue bond or debentures under a resolution indicating:

- (1) the object of the loan;
- (2) the total amount of issue;
- (3) the terms of the loan;
- (4) the maximum rate of interest to be paid
- (5) other pertinent details.

Public notice must be given before and after such resolution is passed. The board may order that proper notices be published in newspapers when the school municipality is situated wholly or partly within a town.

The Minister of Municipal Affairs may on recommendation of the Superintendent alter the terms of a loan within set limits.

Resolutions related to an issue of bonds on a loan not be passed without giving due public notice that such motion will be considered, or without provision for an annual tax sufficient to pay the interest and at least one per cent of the amount to create a sinking fund. Payment however may be deferred for the first two years. Monies intended for the sinking fund must be expended each year or deposited with the Provincial Treasurer. Provision is made for issuance of shorter term bonds. All bonds must bear the seal of the Department of Municipal Affairs.

Loans in excess of \$3,000 are sold by written tender official notification accepting the most advantageous offer.

Temporary loans never in excess of one-eighth of the revenue may be borrowed by means of notes for a period of six months or less pending receipt of taxes collected or government grant. The total may not exceed \$5,000 for municipalities of less than 6,000 inhabitants and not more than \$50,000 in any case. When the amount exceeds \$5,000 the temporary loan must be approved by the Minister of Municipal Affairs.

#### Superior Education Fund

The Superintendent annually apportions the grant set aside for education by the legislature, among the universities, colleges, seminaries, high schools, superior schools, intermediate schools, primary complementary schools and other primary schools that the committees think proper to subsidize in the manner prescribed and in the proportion approved. McGill University and Bishop's College are included in this as they receive special grants.

Aid granted towards superior education is annually divided among Roman Catholic and Protestant populations according to the last census. Grants are not paid to any institution which fails to report during July showing:

- (1) the composition of the governing body;
- (2) the number, names, nationality and religious belief of its pupils indicating those under and over age 16;
- (3) the number and names of the directors, and instructional staff.
- (4) the course of instruction and books;
- (5) the annual cost of maintenance and sources of revenue;
- (6) the value of immoveable property;
- (7) a statement of liabilities;
- (8) the number of pupils taught and boarded, or taught, free of charge;
- (9) the number of books, globes and maps, value of museums and apparatus for chemistry and physics, and any additional information required by the superintendent.

To receive a grant each superior school must have been in operation for at least one year and fulfilled all required conditions.



Aid to poor municipalities is distributed according to Roman Catholic and Protestant populations, upon the recommendation of the Committees and with approval of the Lieutenant-Governor in Council.

Sums received by Protestant Ministers for marriage licenses are paid over to the superintendent who distributes the amount for superior education or to poor municipalities on the advice of the Protestant committee.

#### Elementary School Fund

The Lieutenant-Governor in Council is privileged to set aside 2,500,000 acres of public lands and dispose of these by sale, investing the money in federal or provincial debentures or inscribed stock towards creating a capital sum which would produce \$180,000 annually at 4 p.c., Income from the fund is used as directed by the Lieutenant-Governor in Council to promote elementary education in poor municipalities, aid schools for the working classes in cities and towns, for primary complementary classes and an amount up to \$20,000 to improve the condition of school teachers, to supply school bodies, etc., Until the fund produces \$180,000 annually, \$325,000 is granted annually for the above purposes. After the fund produces \$180,000 the grant from the consolidated fund shall cease, but varying may be granted in later years to assure that it remains at that level.

#### Rural School Fund for School Buildings

The provincial secretary may grant up to \$5,000 to any rural school corporation supported by a population of not more than 5,000 to erect a school on their land. Since 1949 the legislature has been empowered to purchase \$1,200 plus 33 1/3 p.c. of the remainder to \$1,500; \$1,300 plus 25 p.c. to \$2,000; \$1,425 plus 20 p.c. to \$2,500 or, in exceptional cases, \$1,700 exclusive of cost of the land.

An annual fund of \$400,000 to aid rural teachers' salaries is set aside and distributed under condition laid down by the Legislature on advice of the Superintendent.

#### Education Fund

Because many school corporations were unable to meet their obligations to provide suitable public instruction and new sources of revenue had to be found, an Act to Ensure the Progress of Education was passed. It established an Education Fund in 1946, into which every holder of timber limits and every owner of wooded territories pays a stumpage due of 15¢ per cord for wood cut for commercial purposes; every holder of hydraulic powers pays 15¢ per 1,000 k.w. hours of electricity generated (provided that the amount due may be reduced by school taxes paid); the Quebec Hydro-Electric Commission pays \$2,800,000; the Provincial Treasurer pays one-half of the revenue derived under the Retail Sales Tax Act. Municipal corporations, electricity co-operatives, agents of the Crown and waterpower proprietors generating under 10,000 k.w. hours each six months do not come under this act. Since 1947 every petroleum manufacturer pays annually one-third of one per cent of its paid up capital; and telephone companies whose paid-up capital is in excess of \$1,000,000 pay one-third of one per cent of their paid up capital. "Paid-up-capital" is reduced by gross revenues from sources outside the province.

Every school corporation transmits to the Commission a detailed certified statement of its indebtedness and its reserve. A school corporation is declared in default if creditors whose claims represents 25 p.c. or more of its indebtedness

demand such action, or if the Commission judges it unable to meet its obligations. The Commission, for each school corporation in default, prepares a financial re-organization for the settlement of outstanding debts and may issue bonds or debentures for a period not to exceed 30 years and at a rate of interest of 3.25 p.c. or less, coming into effect on the date fixed by an order in council. Payment of capital and interest is guaranteed by the Government and payments are made from the education fund or failing that from the consolidated revenue fund. The Commission pays the interest and withdraws sufficient amounts to amortize the capital at a rate determined by the Lieutenant Governor in Council.

The Commission, as trustee and administrator, may seize all reserves from any corporation in default, paying all amounts derived into the education fund.

The Lieutenant Governor in Council is empowered to make regulations concerning: the form of bonds or debentures; terms and conditions for the exchange of outstanding bonds and securities, the publication of notices concerned with the bonds, the signing of bonds or debentures by the Commission, and cancellation of certificates and other securities received from school boards, etc.

A school corporation in default may neither sue nor be sued, contract or renew loans, nor increase its rate of taxation without authorization of the Commission. It must submit its budget to the Commission for approval and levy and collect taxes to meet its expenses.

Rates of electricity may not be increased nor stampage dues be shouldered indirectly because of contributions to the education fund. The Minister of Lands and Forests and Hydraulic Resources may inquire into the records and have free access to all sources of information in the companies.

School corporations, not declared in default, may come under the act by a resolution notifying the Commission of such intent.

The Lieutenant-Governor in Council may authorize the use of any excess in the fund beyond sums withdrawn for purposes of education. Any balance at the end of the fiscal year is paid into the consolidated fund.

In rural schools the minimum salary is \$600 of which up to 75 p.c. may be paid by the government if necessary.

#### I. Selected Items from the Regulations of the Roman Catholic Committee

##### School Buildings

Schools should be build on easily accessible, high, dry land, where drinking water is available; with approval of the Minister of Health and the Superintendent. The land should be away from cemeteries, sloughs, putrid smells and disturbing noises. The school yard should be levelled, drained, planted to trees and fenced. It should be at least 20,000 square feet in area with an additional 5,000 square feet for each additional classrooms. Schools must be at least 30 feet from the road.

Two rooms are required for 40 or more pupils: three for 70 and an additional room for each additional 35 pupils. The ceiling should be at least 10 feet high and each pupil should have 20 square feet floor space. Outside doors should never open into a classroom and doors at the foot of a stairway should open out.



Suitable metal fire escapes should be provided for schools of two or more storeys. Windows may be placed at the left, left and rear, or on both sides and should equal in area 20 p.c. of the floor space. They should be at least 2 ft. 9 in. from the floor open at top and bottom and be provided with screens. Where possible all schools should be wired for electricity and provide 20 foot candles. Where possible running water should be provided; otherwise a hand operated pump is recommended. Regulations cover the installation of toilets, heating apparatus, desks, blackboards and prescribe equipment which should be found in each school such as: a copy of the regulations, a programme of studies, a time table, dictionary, clock, bell, thermometer, a crucifix or at least a cross and framed pictures or statue of the Virgin, chalk and brushes, etc., and a register, a visitor's book, approved maps, globe, reading materials, a broom, snow shovel etc.

Residents may use the school house or grounds only with permission of the school board and must leave the building clean and ready for school. No one except a teacher is allowed to live in the school without permission of the Superintendent. Regulations cover washing the floor, cleaning windows, ventilating the school, etc.

School commissions are required to establish one or more primary elementary schools in each of their municipalities; and necessary primary complementary and primary superior schools. Commercial and industrial colleges may be combined with "primary complementary" or "primary superior" schools and receive grants accordingly.

Schools whether public or private may only be entitled "primary complementary" or "primary superior" by permission of the Catholic Committee, after an official inspector indicates that

- (1) there are six or more pupils enrolled in that section,
- (2) the school is in charge of a teacher holding the appropriate certificate,
- (3) assisted by competent personnel
- (4) and possesses necessary equipment and supplies.

Schools which have no pupils in these grades for two consecutive years (8th or 9th years) for complementary, and 10th, 11th or 12th for superior) lose their title. Grants are not made to schools failing to complete necessary returns nor to complementary nor superior schools with fewer than six pupils in appropriate grades.

#### Medical Inspection

Medical inspection is carried on in the school during school hours, the officers causing as little disturbance as possible and reporting annually to the boards and Department.

#### School Programme, Organization, Duties of Teachers etc.

Programmes are provided for infant, elementary and secondary schools. The principal or director is responsible for organization and discipline. Each teacher should see that the room is ready at least half an hour before time to begin, watch the temperature, ventilate the room during the intermissions, care for school property and notify the board of any breakages etc. She carries out

the approved programme faithfully, making sure pupils are ready for promotion; prepares a work book; uses only approved texts; begins and ends the class with prayer and sings O Canada at least every week. She should make her assignments attractive, keep the pupils busy, keep a register and note pupils' accomplishment. She could cover the course of study, explaining matters before making assignments and doing only school work, make the pupils understand they are under fatherly guidance, avoid striking pupils or inflicting corporal punishment as much as possible and inflict no degrading punishment. Only the principal should inflict corporal punishment. She should read and explain to the pupils the rules which concern them; keep the register and visitor's book faithfully, prepare required statistics and reports, conform to instructions of the inspector, assist pedagogical conferences, preserve copies of "L'Enseignement primaire" (primary education) and other materials of value to succeeding teachers. Provision is made for the expulsion of pupils where necessary.

### Rules concerning pupils

Each pupil is expected to be at his place and assist in the prayer at the beginning and end of each class; follow the authorized course of studies; remain attentive during the class and obey the master; be studious; respect the master and be friendly to his classmates; abstain from vulgar and profane language and come to school clean and properly dressed. No pupil below six years of age should be admitted without permission of the department. Pupils may not come to school from homes where there are cases of contagious disease until provided with a certificate from a doctor, or other proof that danger of contagion has passed. Pupils must go straight to school and back home after school and are accountable to the teachers for their conduct on the way. All absences must be justified by the parent or guardian. It is most important that pupils be present during the visit of the inspector, examinations, distribution of prizes, etc. Pupils cannot attend a school outside of their district without permission of the board. They are responsible for all breakages and damage they cause.

Certificates are granted at the end of the 7th year, 9th year, 12th year, and attestations of completion for the other grades. Certificates are necessary for entrance to the next higher stage and examinations are held for them before June 23 each year.

The Committee on Regulations, covering examinations at the end of the 7th, 9th, 10th, 11th and 12th years of school (French and English), is composed of the Superintendent of Public Instruction, the Inspector General for primary schools, two regional inspectors for a term of four years where terms overlap two years; one rural and one urban school inspector selected by the Superintendent for four years; four members of the church, two male and two female, selected by the provincial committee for four years; the Director General of Catholic studies of Montreal, his assistant and the ecclesiastical visitor. The Committee of examinations for the second, fourth and fifth high years (English) is composed of the Superintendent of Public Instruction, the inspector general of primary schools and four other members. Fees are set to help defray the cost of holding the examinations. Pupils from independent schools may be admitted to the examinations to obtain standing. Examinations are based on materials assigned to be covered during the year, and printed by the Department of Public Instruction. Regulations indicate methods of marking, and requirements for the various certificates. Examinations are marked by a committee chosen and presided over by the regional inspector for the 7th, 9th, 10th, and 11th years French and 7th year English or by a committee chosen by the Director of Studies of the Catholic Commission Montreal. Examinations for the 12th year are evaluated at



Montreal under the committee on examinations. Each year the chief of service for official examinations transmits a general report covering the above examinations to the Superintendent.

### Inspectors of schools

The Roman Catholic Committee of Examiners for inspectors is composed of nine members; the Superintendent, the Inspector General of normal schools, primary schools, the Chief of examination services, the principals of Laval and Jacques-Cartier normals, and three members named by the Roman Catholic committee. The committee meets annually and agrees on the questions to be asked the candidates the evening before the examination. Members receive \$10 a day and expenses which comes from fees or funds of the Roman Catholic committee.

Candidates must be no older than 55 with 7 to 10 years teaching experience in the province depending on their academic qualifications. They must produce a certificate of baptism, a record of school work, certificates from the chairman or secretary-treasurer of the school boards and of the curés where they taught, and make an application for admission at least 10 days before the examination date, indicating if they wish to be examined in English and including \$6.00 in fees. The candidate is examined on his knowledge of normal school programmes, pedagogy, school law, construction of school buildings and statistics collected, and is expected to write an essay related to the work of inspection and to translate French and English. Candidates may take the examination in one or two sessions.

### Duties

Each inspector is expected:

- (1) to visit each school twice a year allotting 2 hours for primary elementary, 3 hours for each primary complementary and 4 hours for primary superior schools; and in graded schools inspect not more than 6 classes a day;
- (2) at the time of their first visit and under the direction of the Superintendent to call one or more conferences of the teachers who close school for the duration of the conference. Those who assist with the conference receive the approved remuneration;
- (3) to examine the pupils on the prescribed work;
- (4) to transmit to the Superintendent the names of exceptional teachers, and teachers who are negligent in their duties;
- (5) to see that the regulations are followed, note the classification of pupils, division of time, register etc.;
- (6) to note the methods of instruction and discipline and occasionally teach lessons and counsel the teachers and note the results of his visit in the visitors' register;
- (7) to encourage the teachers to collect and transmit the best exercise books to the Department;
- (8) to check the school plant;

- (9) to complete a record for each school inspected and send a report to the secretary-treasurer;
- (10) to rate the schools in their district in their annual report to the Superintendent according to a scheme provided;
- (11) to examine carefully books and documents of the School Boards and assemble the boards for each school municipality once a year;
- (12) to transmit an annual report and statistical bulletins before the first of August each year.
- (13) to have no interest in the sale of books or school supplies.

Regional inspectors are required to:

- (1) reside within their district,
- (2) devote full time to their work,
- (3) maintain cordial relations with the inspectors under them and guide them,
- (4) visit some of the schools in their territory each year, especially intermediate technical ones,
- (5) convene their inspectors from time to time to give them professional advice,
- (6) adapt the course of study to particular needs of the region,
- (7) favour the opening and maintaining of elementary and secondary schools
- (8) prepare, with the inspectors, examinations for elementary grades,
- (9) annually organizing conferences for teachers and school boards,
- (10) superintend expense accounts of the inspectors,
- (11) take over the duties of an inspector temporarily ill,
- (12) perform any other duties assigned by the Superintendent,
- (13) report to the Superintendent monthly and annually on activities of the inspectors and state of education.

Regulations cover the submission of new text books for approval and adoption. New editions must be approved similarly as must all firms, film strips etc.

#### Prize Books

Three are distributed by the inspectors but only in schools which follow the regulations and approved course of study, and after examinations. They are not intended to replace books given as prizes by school boards, etc. Books are provided for both Roman Catholic and Protestant pupils.



## Appeals to the Roman Catholic Committee

Regulations govern procedure in appealing to the Committee against decisions of the Superintendent who is expected to co-operate in such appeal.

### Miscellaneous

Teachers should be paid at the end of each month. Their contracts should be on approved forms. The secretary-treasurer should be provided with adequate bookkeeping books, and have his travel expenses paid when authorized by the board, be paid for making the pupil census where the population is over 3,000 according to the last census or the district more than three miles across.

Municipalities which wish a subvention as a poor municipality must request such before Sept. 1, with a prescribed certificate of the inspector.

### Order of Merit

The Orders of Merit were instituted to encourage teachers through honours, recompenses and recognition for services rendered in public instruction. The first degree is a diploma of Merit entitled Cavalier of the Order of School Merit<sup>1</sup> and carries a blue ribbon. The second diploma is for an officer of the Order of Scholarly Merit<sup>2</sup> and gives a silver medal with blue ribbon bordered with white. The third degree warrants a diploma of high merit, the title Commander of the order of school merit<sup>3</sup> and a gold medal with blue ribbon trimmed with gold. These decorations are awarded after 20 years service although the first may be awarded at the end of 15 years in exceptional cases.

The jury which grants the Orders of Merit is composed of five members of the Roman Catholic committee, the Superintendent and the secretary of the Catholic committee. A remuneration of \$400 annually is paid to the secretary. The number of decorations is limited to 3 p.c. of the teaching staff, for the second degree and granted proportional to male and female, lay and religious teachers. Similarly it may not exceed one per cent for third degree orders which are distributed similarly.

### Normal Schools for Boys

The Lieutenant Governor in Council is empowered to establish and maintain as many normal schools as necessary. Scholasticates of Brothers may be recognized as normal schools if

- (1) the Scholasticate requests it,
- (2) the Inspector General for Normal Schools examines it and reports favourably,
- (3) the new normal schools follow the same programmes and rules as the old,
- (4) they are visited by the Inspector General,

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1. Chevalier de l'Ordre du Mérite scolaire.  
2. Officier de l'Ordre du Mérite scolaire.  
3. Commandeur de l'Ordre du Mérite scolaire.

- (5) they do not ask for financial assistance. An executive committee surveys the organization within the schools.

A comprehensive program is prepared. Practical work is given in a model school attached to each normal. The government appoints a principal and professors for each normal. Except for professors of music, art, or other subjects each professor should have equivalent qualifications to a primary inspector plus other relevant qualifications. All teacher-training candidates before admission submit;

- (1) certificate of baptism
- (2) certificate of good conduct signed by the curé

(3) medical certificate; and are admitted after eleven years at school and obtain a "complementary school" certificate after two years allowing them to teach grades I to IX. They may continue in the superior course for an additional year and teach in the primary superior (secondary) schools. Candidates with bachelor degrees may receive a complementary school certificate in one year and superior certificate after two years. Supplementary oral examinations may be given. Candidates are examined in both French and English.

Normal students must enter on time, provide themselves with books etc. and pay board and lodging of \$250 a year.

Rules are laid down covering the preparation and administration of examinations and their evaluation.

Teachers from other Canadian provinces wishing to teach in Quebec should submit their qualifications, diplomas, character references etc. and each case will be dealt with on its merits.

A meeting of principals or other representatives of the normal schools is called every three years to discuss normal training and make recommendations for its improvement.

A limited number of bursaries are provided at the Laval and Jacques Cartier normal schools.

#### Normal schools for Girls

Organization and conduct of girls normal schools is similar to that for boys except that the course lasts four years, is made up of three parts, elementary, complementary and superior, requiring two, three and four years respectively. Pupils are normally admitted after having completed nine years of school but may enter at the end of the 11th or 12th school years. To receive a teaching certificate a girl must be 17 years of age. Certificates are for kindergarten, elementary, intermediate and secondary (maternelles, primaires élémentaires, primaires supérieures and mériogieres). Thirty bursaries are provided and are distributed on October 1 after the pupils have been in Normal.

Provision is made for religious scholasticates to be normal schools if they comply with regulations as for the boys.

#### Medical-Pedagogical Institute of Emilie Tavunier

This institute was founded in 1938 under the direction of the Reverend Sisters of Charité-de-la-Providence for children of arrested and deficient physiques. A



special course is organized for teachers in this institution.

Institute Canon F.X. Trépanier

This institute for deaf-mutes etc. is conducted by the Reverend Sisters of Charité-de-la-Providence. The course for teachers extends from the end of September to May 15.

Pedagogical Institute of Montreal and School of Pedagogy, Laval University

This school prepares normal school graduates for superior pedagogical certificates the baccalaureat in pedagogy, a license (masters) in pedagogy or a doctorate. This school is affiliated to the University of Montreal.

The University of Laval offers a license in pedagogy.

The Superintendent and Inspector General are named as visitors of these schools.

I. SELECTED SCHOOL REGULATIONS OF THE PROTESTANT  
COMMITTEE OF THE COUNCIL OF EDUCATION

Regulations covering school grounds and buildings:

School sites must be approved by the Department and local Board of Health. They are to be located upon easily accessible, dry places, preferably elevated ground that can be provided with good drinking water. If possible they should be isolated and 30 feet or more from the public highways. The grounds of half an acre or more should be levelled, drained, and planted with shade trees. Two rooms should be provided where enrolment exceeds 35, three for 70 or more pupils and an additional room for every additional 35 pupils. Each classroom should have a floor of 20 square feet per pupil, be 10 feet high with doors opening outward and with those leading to fire escapes fitted with panic bolts. The room should be heated to 68 degrees; the windows equal to one-fifth the area of the floor should let the light come over the left shoulder of the pupil. Buildings must be erected accordance with plans and specifications of the Director. School Boards must see that repairs are made the inspector reports any defects. The school may be used by permission of the board only.

Minimum equipment includes single desks, teacher's desk and chair, at least 100 square feet of blackboard area, chalk and brushes, a wastepaper basket, a photograph of His Majesty the King, a Union Jack or Canadian Flag; suitable pictures, book cases or cupboards for books, a clock; a globe; maps of the world and Canada; a thermometer, copy of the School regulations, authorized course of study, permanent records, school journal, standard dictionary, set of text-books for the teacher's desk and, where possible, a library for each classroom. Provision should be made for visual education. An adequate supply of drinking water, and materials for washing is necessary.

Schoolrooms are to be swept daily and the floors oiled, varnished or scrubbed monthly.

The school year consists of approximately 190 days. School opens on the Tuesday following Labour Day and closes on the first Friday after June 20 except for High School examinations. Holidays are: every Saturday and Sunday; Thanksgiving Day; from 7 to 10 school days at Christmas; Remembrance Day, Good

Friday, and the week following Easter Day, up to four additional days at the discretion of the School Board, May 24, such days as are proclaimed by authority or by the Director, and two convention days for the Protestant Teachers' Association if the teacher attends. School hours are from nine till four unless shortened by resolution of the board, with a noon intermission of at least one hour and recesses of not less than 10 minutes.

Each pupil is expected to attend school punctually and regularly; follow the course of study; conform to the regulations of the school, obey direction of the teacher promptly; be diligent in study, respectful to teachers, kind and obliging to schoolmates, clean and neat in habits, person and clothing and refrain from profane and vulgar language. Pupils with contagious diseases are excluded from school until they produce medical certificates. Pupils are expected to provide themselves with necessary books, etc. A pupil must attend regularly or provide written excuses from parents or guardian. He is responsible for any breakages, etc. He may temporarily be suspended by the principal after his parents have been notified. Where his conduct is too disturbing, the School Board may expell him from school and decide whether or not he shall be re-admitted.

The Committee authorizes and amends the course of study annually and prescribe text books. It may arrange with publishers to consider texts for authorization, and authorized books may not be altered without consent of the Committee.

#### Promotion and Examinations

The principal is responsible for promoting pupils. Pupils may be exempted from writing Departmental examinations if their marks in the sessional examinations are 75 p.c. or better.

All examinations papers are prepared under the control of the Department, and regulations for the conduct of the examinations must be strictly adhered to.

The Grade XI examination is known as the High School Leaving Examination and Grade XII as the Senior High School Leaving Examination. Certificates are issued by the Department to those who are successful. There are no fees for regular examinations but supplementary examinations including September examinations cost \$2.00 per paper to a maximum of \$10.

Candidates from private schools which meet prescribed conditions may be permitted to write the examinations if they have taken essentially the prescribed work upon payment of a fee of \$10.00.

To conduct these examinations there is a High School Survey Board elected for three years, of one representative of the department and not more than 12 other representatives. It revises and approve examination papers and methods of marking; decide which answer papers should be re-read; make allowances if advisable; make nominations for examiners and in general deals with any question in connection with examinations. No person who has prepared candidates is eligible but the examiners should be experienced teachers of the subjects they mark and posses permanent High School certificates. Members of the Board receive \$25 for each meeting and expenses.

#### Medical Inspection

Where medical inspection is provided it is conducted in the school with the teachers co-operation; inspection takes place during school hours but classes go on. Each medical inspection officer reports to the department and school board annually.



### Conveyance of Pupils

School Boards may pay the fees of high school pupils attending other schools and contribute towards the expense of conveying pupils to and fro from other intermediate or high schools.

Where consolidation has been effected the school board should have a properly signed engagement with the contractor providing for the route to be covered, time schedule, engagement of competent drivers and comfortable vehicles. Copies of contracts must be sent to the Director.

School vehicles should be marked plainly "School Bus" and covered with galvanized iron or fabricoid, although waterproof wood or canvas may be used. Weather-proof sides should be provided which may be opened during the warm weather. There should be a door from the right front and rear. Doors should never be locked. A weather-proof partition should extend across the front of horse-drawn vehicles. Sleds for horse-drawn vehicles should have a wide "run". Seats should be padded or spring-filled and covered. Vehicles should be adequate in size.

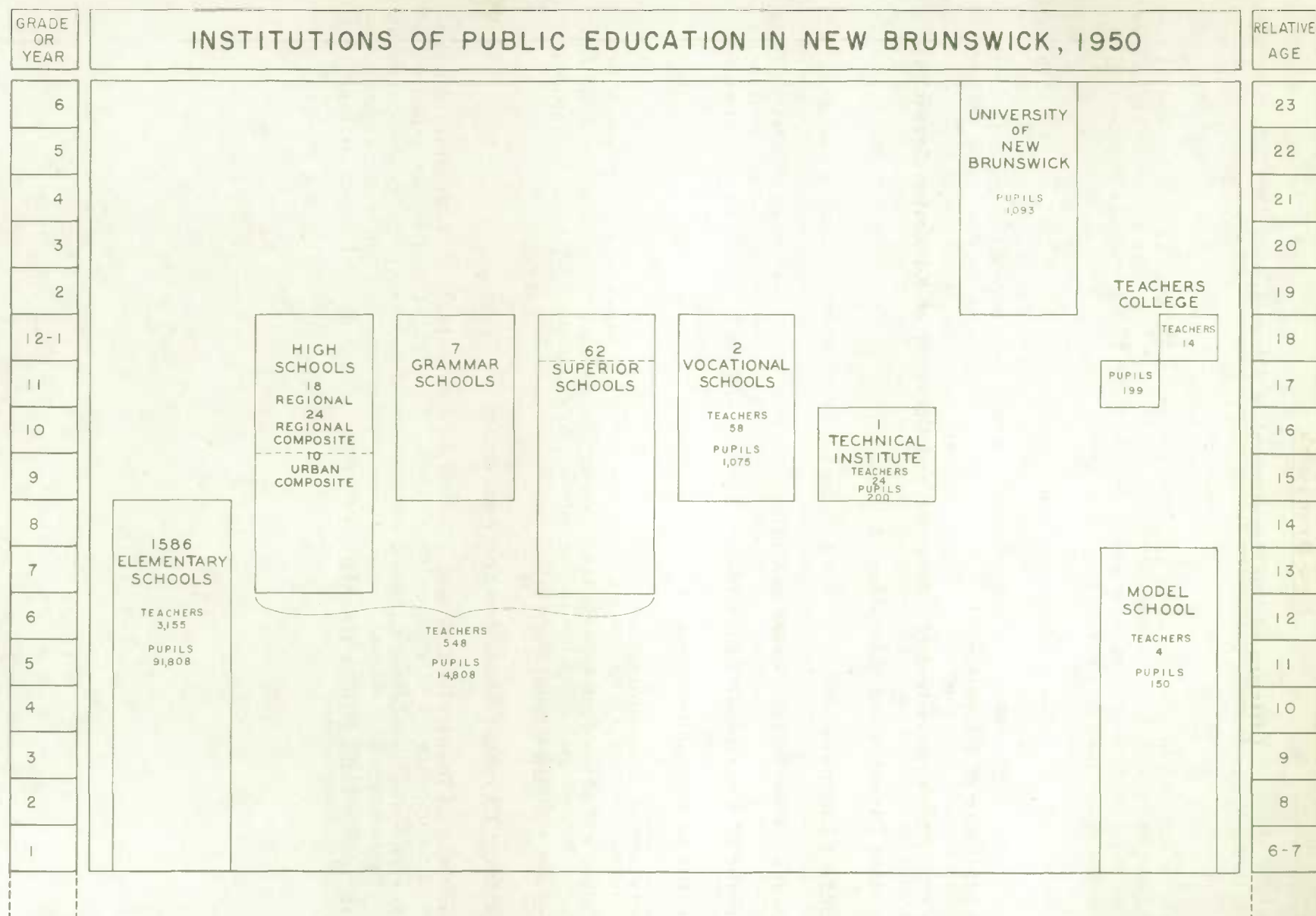
Stoves or heating apparatus constituting a fire hazard must not be used. Vehicles should be disinfected regularly. Automotive vehicles must not exceed 30 miles per hour when carrying pupils. All school vehicles must stop at railway crossings. School boards must carry accident insurance on all school vehicles. Complaints should be made to the school board. Drivers should be replaced following any serious complaint.

### Religious Instruction

Protestant schools are opened with the Lord's Prayer and the reading of Holy Scriptures. Twenty minutes are devoted to moral and religious instruction according to the course of study in the elementary grades. No pupil is compelled to participate if his parents object.

### Education of Jews

Persons of Jewish religion are treated as Protestants. Their children are treated as Protestants for all school purposes. They pay taxes to the schools under the Protestant Committee where such exist. Jews are to be counted among the Protestants for a division of money from school taxes. Pupils of Jewish religion are not compelled to read or study religious or devotional books or take part in religious exercises.



Note The above does not include the Universities of Mount Allison and St Joseph and Sacré Coeur and St Thomas Colleges, 16 Private Schools and 6 Business Colleges.



New Brunswick

Officers of the Department of Education

The Minister of Education

The Chief Superintendent of Education and Director of Education Services

Assistant Directors of Education. 2

Architect Engineer

Principal, Provincial Teachers College

Director of Vocational Education

Director of School Services

Supervisor of Transportation

Director - Correspondence School

Director - Audio Visual Education

Director - Physical Education and Recreation

Supervisor of Industrial Classes

Librarian - Departmental Library

Supervisor - School Book Branch

## New Brunswick

### A. Brief History of Education in New Brunswick.

The history of education in New Brunswick has paralleled that of the other provinces. At first, the settlers found it very difficult to provide their children with the fundamentals of education necessary to overcome the rigours of pioneer life. Later, financial support from Great Britain and trained teachers from overseas aided the growth of the education system. Public effort took over the work done under the Society for the Propagation of the Gospel; and as population expanded and wealth became available, the present system, capped by the University of New Brunswick, was evolved.

Most of the first schools were held for a few months of the year in private homes and supervised by itinerant school masters, many of whom were discharged soldiers, sometimes of questionable moral character. School books were few and costly. The first school houses were built of logs, the crevices stuffed with moss; but they were usually warmed by a generous fire blazing in an old-fashioned fireplace.

Many of the Loyalists who came to New Brunswick in 1783 were well-educated and saw the necessity for providing schools and a college. To provide some higher education, the College of New Brunswick was established in 1800 at Fredericton. Later, it became King's College and more recently still the University of New Brunswick. In 1805, the first grammar school was established in Saint John; in 1816, an act of the legislature authorized the establishment of one for each county of the province. Latin, Greek orthography, geography and mathematics made up the course of study.

Missionary work in education by the Society for the Propagation of the Gospel under the Church of England, though necessarily elementary in character, kept alive a taste for learning until conditions permitted more time and money to be devoted to education. The Society withdrew its aid in 1836. By that time, several other churches had been helping to bridge the gap and continued until the present system of free non-sectarian schools, which developed during the following half-century, was in a position to take over.

In 1816, an act provided for the appointment of town or parish school trustees who were empowered to assess the inhabitants for limited amounts for education. This power to assess was shortly withdrawn while grants from the Provincial Treasury compensated for the amounts previously received.

In 1820, the Madras (or Bell) system was introduced by the National Society, under which the master selected an usher (as disciplinarian) and instructed selected older pupils who, in turn, instructed the smaller children. The discipline was military, the background Church of England.

In 1845, a commission reporting on the condition of education in New Brunswick showed about one out of twelve children enrolled in school. Following this report, a Board of Education was formed consisting of the Governor and members of the Executive Council who were empowered to establish normal and model schools, appoint two inspectors and create agencies to sell school books. Normal and model schools were opened at Fredericton, Saint John and later at Chatham. A first class, licensed teacher received a department grant of £ 50 a year, a second class teacher £ 22 and a third £ 18; nevertheless, many untrained teachers remained. The first Superintendent of Education was appointed in 1852.



By 1871, the population of the province had increased considerably and had become more prosperous. Already, it had passed through the first stage with purely private instruction (1874); the second period which was part state-aided and part by churches, benevolent societies and individuals (1802); and the third when local machinery was introduced and state grants reached appreciable proportions. In the new era after 1871, an act provided for a free non-sectarian system of schools. Schools were to be supported by government grants, a tax levy at a fixed rate throughout the county and an additional tax levy on each district according to its needs. In other ways, the act provided for school administration much as we know it now. The religious problems were met squarely but with tolerance and understanding. Roman Catholics were allowed to instruct their child members after school hours; and, in some cases Sisters were privileged to teach in the public schools.

A manual training department was established in the Normal School in 1900, and domestic science and agriculture were introduced shortly after the first consolidated school was formed at Kingston. A few other such departments followed.

A pension scheme for teachers was started in 1910. About the same time, grants from the Strathcona Trust Fund encouraged physical drill, and the legislature made provision for physical education in the schools.

### Higher Education

The University of New Brunswick served as a grammar school after 1800, but grew to college proportions by 1821 and conferred two B.A. degrees in 1828. Until 1845, the members of the college council had to be members of the Church of England. From 1891 - 1933, it was provided that the Chief Superintendent should be president of the senate. New courses, engineering, forestry, science, etc., were added.

From 1805 on, Grammar Schools which admitted children of ten and carried them through university matriculation as in Europe were established. A few scholarships helped the needy who could qualify. It was not until 1871 that grammar schools became free and accepted common school graduates. Superior schools, one to a parish, had provided some education beyond the common school grades.

Other independent colleges, with church backing, were started. Mount Allison was founded at Sackville by the Methodists in 1858. The Roman Catholics founded St. Joseph's College at Memramcook, 1864; Université du Sacre-Coeur at West Bathurst, 1899; and St. Thomas College at Chatham, 1911.

### B. Board of Education.

The Lieutenant-Governor, members of the Executive Council, President of the University of New Brunswick, and Chief Superintendent of Education make up the Board of Education. The Lieutenant-Governor (or in his absence the Premier) with Executive Council members and the Chief Superintendent, as secretary, may form a quorum. They may:

- (1) Establish and operate a Teachers' College with model classrooms, whose teachers have half their salary paid by the City of Fredericton; appoint a principal and fix his salary and with his help appoint and fix the salaries for his assistants.

- (2) Make loans up to \$300.00 to needy qualified students.
- (3) Create inspectional districts or alter those already created; appoint qualified County Superintendents of Schools; prescribe their duties and fix their salaries.
- (4) Divide the province into school districts from time to time creating, altering or disbanding districts, considering urban localities as units and with no district having fewer than fifty resident children between the ages of six and sixteen unless it contains three and one-half square miles or more.
- (5) Make regulations for the organization, government and discipline of schools, school premises and property and for the classification of schools and teachers; appoint examiners of teachers and grant or cancel licenses;
- (6) Prescribe textbooks and apparatus for the use of schools, books for school libraries, plans for constructing and furnishing school houses, and courses of study;
- (7) Determine all appeals resulting from the decisions of inspectors;
- (8) Prepare and publish regulations under which moneys may be drawn and expended;
- (9) Make regulations for carrying out its duties;
- (10) Provide school privileges where it has been impossible to form a school board and delegate the powers of the school board to the inspector;
- (11) Vest property from a disorganized school in the Board of Education and retain it in trust for a reasonable period of time.

The Board may in altering districts also alter the Board of Trustees and relieve any person in whole or in part from previous assessments and make regulations concerning the liabilities of altered districts.

### C. The Department of Education.

Since 1936, New Brunswick education has been represented on the floor of the House by the Minister of Education, a Cabinet Minister. Under him and in charge of the Department of Education is the Director and Chief Superintendent of Education. He is appointed by the Governor-in-Council with such clerks and assistants as are deemed necessary to carry on the work of the Department. Warrants are issued to cover their salaries.

The Minister of Education is a Cabinet Minister. In determining educational policy, he receives the advice of departmental officials, consults with other Cabinet Ministers, and must receive the support of the House. The Director and Chief Superintendent of Education carries out the policy enunciated by the Minister and advises him. As Chief Superintendent, he heads the inspectorial or supervisory staff who are liaison officials between the Department and the teachers, principals and boards of trustees.



The Chief Superintendent has the following duties assigned by statute:

- (1) Under the Board of Education, to supervise and direct the inspectors and schools;
- (2) To enforce the Schools Act and Regulations of the Board of Education;
- (3) To apportion the County School Fund, withholding their share from all schools which make insufficient returns;
- (4) To furnish the inspectors with the number and boundaries of all districts within the respective counties;
- (5) Provide copies of the Schools Act for all inspectors, trustees and teachers;
- (6) Prepare for the legislature an annual report with full statistical tables and expenditures.

The Director, and Chief Superintendent of Education, has two assistants and a number of directors and officials in charge of specific departments. One assistant has charge of the accounting department; the other, who is bilingual, deals mostly with problems pertaining to the bilingual schools. An official registrar has charge of the records.

The Director of School Services is chairman of the Curriculum Committee which advises through him on construction and revision of the school programme.

The Principal of Teachers' College directs professional teachers' training for the province and is Dean of the Departmental Summer School.

The Director of Vocational Education is secretary of the Vocational Education Board which is appointed by the Board of Education. The Vocational Education Board consists of nine members of whom the Minister of Education and Municipal Affairs, the Director and Chief Superintendent of Education, the Deputy Minister of Agriculture and the Director of Vocational Education are four. In the selection of the other five members, the interests of farming, labour, manufacturing, commerce and other industries are considered. This Department controls a variety of training including industrial, home economics, agricultural, etc. It operates a Technical Institute for the training of shop teachers as well as training young people for industry. The Director of Vocational Education is assisted by the Director of Transportation.

An Architect-Engineer has oversight of all school building projects in the province, and the Department supplies, free of charge, plans for schools of not more than four classrooms.

There is a Director of Visual Education and School Broadcasting. Visual and auditory aids service in the form of films and radio programmes have increased considerably. While many schools have their own projectors, many others benefit from Rural Circuits under the National Film Board. Some 9,000 screenings of N.F.B. films were given in 1949.

A library of films and film strips have been collected by the Department which has now become the repository for films from the National Film Board Society, I.O.D.E., Provincial Government Departments, etc.

The Maritime School Broadcasting Committee in co-operation with the C. B. C. furnish ten broadcasts each week. New Brunswick furnishes three of these.

The Director of Correspondence Classes superintends academic courses for some 400 high school students. Lessons are corrected and other services provided.

The Director of Physical Education and Recreation superintends recreational work of which the Department has a comprehensive programme in operation throughout the province.

Provision is made for a school book department under the control of a supervisor who may purchase, distribute, sell or supply prescribed textbooks free to pupils up to Grade VIII. Basic texts are supplied free to all pupils from Grades I - VIII of the public schools. Expenditures are paid from and receipts paid into the Consolidated Fund. The School Book Branch acts as a distributing centre to dealers for textbooks from Grades IX - XII.

The Departmental Library is in charge of a trained librarian and staff which provides free library services for teachers, pupils and some adult groups.

There is a Director of Home Economics and also a Director of Manual Training. These Directors visit the departments under their supervision during the year and, through demonstrations and counsel, are raising the standards of these courses.

The Editor of the Forum of New Brunswick Education issues, free of charge, a monthly house organ giving news of the month to every teacher and school board member in the province.

#### County Superintendents.

School inspectors in New Brunswick are called County Superintendents of Schools. They are Department Officials who are responsible for the administration of education in their respective counties. All have professional assistants, who are experts in elementary education, a competent stenographer and a well-equipped office. There are thirteen County Superintendents. Four cities and towns have local school superintendents.

#### Among other duties, each County Superintendent of Schools:

- (1) Visits all schools within his inspectorate, examines the school, school house and premises, inspects the register and generally ascertains if the provisions of the school law are being carried out and obeyed;
- (2) Furnishes trustees and teachers with required information and advises with the teachers and trustees in all matters tending to promote efficiency;
- (3) Aids the Chief Superintendent in carrying out a uniform system of education;
- (4) Appoints a trustee under certain specified circumstances, etc.
- (5) Determines and reports to the Chief Superintendent those districts which should receive special aid.



Each County Superintendent visits each ungraded school at least once each term and all other schools once a year, except in districts having ten or more departments, in which districts the principals or local superintendents have supervisory powers. He provides boards with all necessary return forms and registers; reports necessary changes in boundaries of school districts. He reports to the trustees, and if his suggestions are disregarded, may report such to the Chief Superintendent. He confers with teachers and trustees or both and co-operates with educational institutions in the district. He is responsible for the organization of the County Teachers' Institutes or Regional Conferences. He may not absent himself from his district without permission except during the summer vacation, notification of which is sent to the Chief Superintendent.

#### D. Municipal Organization and School Boards.

New Brunswick is a comparatively small, rectangular province with an area of 27,985 square miles, and population 457,401 at the 1941 census with 313,978 classed as rural. Although it adjoins the State of Maine on the West and the Province of Quebec on the North and Northwest, it has an extensive seacoast. The surface is largely undulating, and there are many merchantable timber areas with numerous rivers to encourage fishing and hunting. Lumbering and agriculture are most important while limited resources in natural gas, petroleum and coal are available.

The urban population of 133,423 is to be found in three cities, twenty towns and several villages. In New Brunswick, cities are erected by special acts. The Town Incorporation Act of 1896 provided that where population is 1000 or more, fifty or more ratepayers may petition the sheriff to hold an election to discover whether the majority wish incorporation as a town. Incorporation as a village requires a population of 300 or more in an area not in excess of 1,500 acres, except under special enactment. Special legislation is required to set up police districts. There are other municipal corporations, incorporated under special acts and governed by a Board of Commissioners who look after public utilities etc., for the area. A municipality in New Brunswick means a county, city, town or incorporated village. Some incorporated towns include adjoining rural areas for school purposes.

Education in most urban centres is administered by an appointed body of which the minority, inclusive of the chairman, are appointed by the Provincial Government and the others by the Municipal Council. Some urban centres elect their school trustees at annual meetings of ratepayers as do all rural districts of the province. The county unit has been adopted, except for one county, for financing rural schools. The County Superintendent acts as adviser to the County School Finance Board, which is appointed by the County Councils and Government. While finances are now entirely in the hands of the county boards, local three-men boards are still elected. They serve as local committees, engage the teachers and look after local school management, submitting all bills for payment to the County Board. Under the County Finance Act, the Government guarantees ten per cent of the cost of the net school budget in addition to an equalization fund to purchase approved teaching equipment in rural classrooms.

New Brunswick has no public nursery schools or kindergartens. Its 98,715 pupils in 1949 were enrolled in elementary and high school grades and taught by 3,515 teachers. Before the County Unit Areas were established, rural New Brunswick was divided into some 1,470 local districts, many of which were unable to organize modern high school services. Now with forty per cent of the cost of building rural high schools and sixty per cent of the cost of vocational education borne by the province, Rural Composite High Schools are possible. The 1,470

school districts are rapidly becoming transformed into a smaller number of large units with a modern Composite High School at the centre. By 1949, eighteen such schools had been erected and twenty-one others were being organized. At the same time, there has been construction of other modern school buildings, a movement which should transform New Brunswick's school plants during the next five years. To ensure emphasis on physical education and recreation, no single school is subsidized which is built on less than one acre for the first room with half an acre for each additional room. To ensure ample playground, the minimum size for a Regional High School is fixed at six acres - actually the average size is about ten acres.

Removal of the pupils above Grade VI from rural schools permits rural school teachers to build a better foundation in the elementary grades.

### The School District.

The school district may elect trustees and an auditor who cannot be a trustee. It may elect representatives to Teachers' and Trustees' Institutes and pay their expenses.

An annual meeting is held on the second Monday in July at 10 a.m. unless otherwise provided, and notice having been posted at least six days previously. A chairman is elected for the meeting by the qualified voters, that is, resident ratepayers and their wives. Any such voter may be elected as trustee. The chairman conducts the meeting and, if a qualified voter, he may vote on any question when the vote is called, but he does not have a casting vote. The secretary of the board is secretary of the meeting. In his absence, a temporary secretary is elected. He keeps the minutes of the meeting which are read before the close of the meeting and signed by the chairman and secretary.

At the annual school meeting, the district elects one trustee and an auditor, decides on school accommodation to be provided, amounts to be raised and receives and passes upon the report of the trustees.

Special meetings may be called by the trustees to fill an occasional vacancy or for other purposes, except voting money, as stated in the public notice of the meeting. The Board of Education or the Chief Superintendent may direct the inspector to call a general or special meeting of the district.

The school meeting receives the written report of the Board of Trustees covering educational conditions, receipts and expenditures of school monies and requirements for the ensuing year. It receives the auditor's report, passes on the amount to be raised by the district during the ensuing year and authorizes the borrowing of money for capital expenditure. If necessary, repayment may be spread over a period of seven years (or longer upon order of the Board of Education).

Special provisions make Saint John and Fredericton each an entire district with boards of eleven and nine members, respectively; two members of each board are women, and five and four members, respectively, are appointed by the Governor-in-Council. The City of Moncton, and twelve towns also, have nine-member boards. The trustees serve without pay; may not be interested in business contracts with the board; meet monthly and at special meetings; and appoint a secretary and fix his salary.

The town of St. Stephen is authorized to continue providing free textbooks and other school supplies as it deems fit.



The town of Edmundston has a seven-man board constituted under a special act.

#### School Boards.

There shall be three trustees for each district, selected from residents who are qualified voters, British subjects and residents of the school district. They form a body corporate and remain in office until their successors are appointed. After the first year, when terms are determined by lot, one is elected each year for a term of three years. A trustee may resign with the written consent of the other trustees and the County Superintendent; otherwise, he shall forfeit \$20.00 for failing to act. He must make the declaration of office within ten days of his election. Teachers may not act as trustees. Trustees may not be interested in school contracts except with consent of the County Superintendent or approval of the ratepayers.

#### Duties of Trustees.

Trustees: (1) acquire and hold property, and money for school purposes, or dispose of same when authorized by the annual meeting and apply the proceeds towards payment of charges against the district if such exist; (2) purchase or rent lands or buildings for school purposes; contract for the erection and furnishing of school buildings; repair and obtain apparatus and equipment and generally provide for all school services; (3) follow the Schools Act; (4) determine, with approval of the County Superintendent, the location of school houses and select the sites. Where the owner and trustees are unable to agree as to price, the site may be expropriated.

The trustees are responsible for providing free school privileges for all resident children between the ages of six and twenty years, and may admit pupils from outside the district charging tuition fees when approved by the Chief Superintendent.

They employ teachers, with a contract in writing, and suspend or dismiss any teacher for gross neglect of duty or for immorality, notifying the Chief Superintendent. They visit each school under their charge at least monthly to see that the Act is followed; notify the district of the opening of school; provide for the health of the scholars; see that prescribed books are used; furnish books for pupils, when necessary paying for those of indigent children from school funds; provide a limited number of prizes according to regulations prescribed by the Board of Education; and require that all children be vaccinated before attending school.

Kindergartens for pupils from four to six may be provided in towns and cities when authorized by the school meeting. All expenses must be met from local taxes, and teachers need not be licensed.

The trustees may make such provision for retiring allowances for teachers and school officers as deemed advisable, which amounts shall be collected as part of the yearly levies.

The secretary is selected by the trustees, and must be bonded. He keeps the records, accounts and moneys of the board; collects and disburses the moneys of the district as required and produces all documents on request of the board. Where the County Unit Organization has not been organized as yet, he may receive five per cent of taxes collected (unless the taxes are paid within ten days), and 2.5 per cent of sums collected for capital expenditure. The secretary preserves all books, records and accounts for not less than six years.

The trustees present an annual report containing a statement of the educational condition of the district; a full, duly-audited, account of the receipts and expenditures of all school moneys; and a list of those assessed who have not paid their assessment. They report to the Chief Superintendent on the prescribed form and call meetings as required.

The auditor inspects and checks all school accounts, etc., before the annual meeting and, in case of dispute with the trustees, submits the point at issue to the meeting, which may in turn submit the problem to the inspector. The inspector may, at any time, audit the accounts of the district.

#### Superior Schools.

One Superior School may be established in each county for each 4,000 inhabitants or majority fraction thereof. One additional school may be authorized by the Board of Education. All Superior Schools must maintain certain required standards and receive a Superior School Grant. This grant is fixed at \$20.00 for each pupil who attends the school from outside districts, with the proviso that the grant cannot be less than \$100.00 a year, one-half from the province and one-half from the County School Fund.

Superior Schools for pupils from Grade IX up are free to all pupils within the parish in which the school is established, provided that the district in which such pupils reside supports a public school. Where there is sufficient accommodation, outside pupils may be admitted on payment of a reasonable fee.

The Principal must hold a license of the Superior, Grammar or High School Class. Instruction in all subjects of Grades IX, X, XI and XII is given. Maximum enrolment does not exceed thirty-five per teacher.

#### Grammar Schools.

One Grammar School may be established in each county. It is free to all pupils of the county from Grades IX - XII. Special Government aid to Grammar Schools consists of larger grants to teachers holding Grammar School Licenses or High School Licenses and employed in such Grammar Schools. There is a provision which limits to four the number of teachers which may receive increased grants in any one school. Grammar School Grants for teachers range from \$370.00 to \$420.00 a year, depending on the length of experience. The Principal of the Grammar School must hold a Grammar School or High School License.

If any locality or city wishes to relinquish its Grammar School status, notice to this effect must be given to the Chief Superintendent by the Trustees at least six months before the end of the school year.

#### Accredited High Schools.

High schools of New Brunswick may be accredited for one year by the Minister on the recommendation of the Chief Superintendent where: the Principal and two other teachers have: college degrees, Grammar School Certificates and three years teaching experience; the school is departmentalized; the average enrolment is not in excess of thirty-five pupils per teacher; science laboratories and library facilities are adequate, and the school is conducted as required. Matriculation certificates are granted to pupils who, in the final year of high school, make an average of sixty-five per cent and not less than fifty per cent in any subject.



### Consolidated Districts.

Where a majority of the ratepayers of three or more districts approve, the Board of Education may make an order uniting such districts into a consolidated district for the purpose of establishing a central school for Grades VII to XII inclusive.

There are two types of central schools; namely, Regional High Schools and Rural High Schools. A Regional High School is one in which, in addition to the full academic course, a full time home economics and full time vocational courses suited to the needs of the community are taught. A Rural High School is one in which only the academic course is taught. A grant of \$1,000.00 a year is paid by the Government to each district maintaining a Rural High School, and a grant of \$2,000 to each district maintaining a Regional High School. With certain limitations, provision is made for the conveyance of children to school in consolidated districts. To assist in the building of central high schools, the Government pays forty per cent of the cost of the building used for academic purposes and up to sixty per cent of the cost on such parts as are used for vocational purposes. Fifty per cent of the cost of all equipment is paid by the Government. Bonds used to cover the cost of building central high schools are guaranteed by the Government up to a period of thirty years.

### Vocational Education.

The Vocational Board, previously mentioned, makes recommendations to the Board of Education regarding vocational education and aids in organizing and superintending Vocational Schools and Departments. It reports to the Minister of Education annually.

A city or town board may apply for a Vocational School. When approved by the Board of Education, the Vocational Board helps with its establishment. Funds are obtained through taxation with the approval and within the limits set by the annual meeting, or a special meeting. A local Vocational Committee of five or seven members is appointed, the chairman and secretary of the School Board functioning in that capacity, and two or three other board members are a part of the committee when it is five and seven members, respectively. Other members represent employees, employers and homemakers.

Two boards may co-operate to establish a Vocational School under a joint Vocational Committee formed of two members of each board appointed by their own board, and three others appointed by the Board of Education to represent employees and employers; or any board may unite with any municipality under a joint Vocational Committee representing all groups and interests.

County Vocational Schools may be established under a County Vocational Committee of seven, four appointed by the County Council and three by the Board of Education (one was operating in 1949).

Appointed members of the Vocational Committee hold office for not more than three consecutive years. No appointed member shall succeed himself on a Joint or County Vocational Committee. A quorum consists of a majority of the members. Each committee submits an annual budget before the beginning of the school year. It appoints a director as head of its Vocational Schools. It does all things necessary to follow the Act and may administer and control available funds, provide suitable accommodation and equipment, employs and dismisses teachers, establishes and controls pre-vocational classes and makes returns to the Vocational Board.

Teachers must be approved by the Vocational Board. The Board of Education may establish and maintain or assist in the maintenance of schools to prepare qualified teachers in vocational education.

Any Vocational Committee may establish a pre-vocational school for those pupils who plan to enter industry and may, with approval of the Vocational Board and Board of Education, establish separate Vocational Schools, Vocational High School Departments including day, part-time and evening courses. Instruction is to be suited to persons from fourteen to twenty-five in day classes and for persons from sixteen up in evening classes.

Non-resident pupils who are refused admission at a Vocational School may appeal to the Vocational Board. If accepted as pupils, their local School Board pays such tuition fees as set by the Vocational Board.

Approved Vocational and Pre-vocational Schools receive the following grants:

(1) Sixty per cent of salaries of teachers and directors in cities of over 6,000; sixty-seven per cent for towns of from 2,000 to 6,000; and seventy-five per cent in smaller towns and in counties; (2) fifty per cent of the cost of equipment; (3) an apportionment of moneys available for vocational education for expenditures on buildings; (4) two-thirds of sums paid by school boards for tuition in Vocational Schools.

The first annual report in 1920 recorded an enrolment of 1,434 night school students. The 1949 report listed two Vocational, eleven Urban Composite and eighteen Rural High Schools with a full-time day enrolment of 2,574, part-time enrolment of 3,177 in shop and home economics and a night school enrolment of 2,029. There were 417 commercial students, 219 industrial, 13 agricultural, 271 pre-vocational, and 100 in home economics. Seven teachers were assisted to secure advanced training, and veterans are being trained at Moncton under the C.V.T. programme to serve as teachers of shop subjects.

The New Brunswick Technical Institute was organized as a provincial school on Nov. 1, 1948, at Moncton in quarters where the Rehabilitation Programme had been carried on. It was intended to provide advanced trade training and supplement the work of the industrial departments of the Composite Schools and continue a modified form of the C.V.T. classes.

#### Education of the Blind.

Residents who are parents or guardians of a blind person between ages six and twenty-one may have the child admitted to Halifax School for the Blind (or other accepted school) where he will be boarded and educated during the school terms. Pupils entered at an age below 10 may stay until they are 17; pupils under 13 may remain for 7 years; those between 13 and 17 may stay for five years, and those from 17 to 21 for three years. The Governor-in-Council may make provision for those over 21 to enter the school for three years; or extend the time of any others.

For each entrant the board receives \$350.00 per year from the Provincial Treasurer and the same amount from the county of which the pupil is resident. It completes a semi-annual report on a form prescribed by the Chief Superintendent of Education, showing names, ages, residence, attendance, etc.

#### Education of the Deaf and Deaf Mutes.

The Governor-in-Council may designate acceptable schools for the deaf.



The head of a community in which a deaf child of from six to twenty-one years has a legal residence, may order admittance of the child into a school for the deaf for such period as in the case of the blind. The Governor-in-Council may provide for a deaf pupil of over twenty-one years to enter for three years and extend the legal time for any other pupil. Compensation shall be provided from the Provincial Treasury at \$350.00 a year, and a like amount from the County School Fund. Similar reports to those for blind pupils shall be furnished the Chief Superintendent of Education semi-annually. A similar contribution shall be made from the County School Fund or failing that from the city or town in which the deaf pupil has a legal residence.

### Teachers.

The demand for teachers continues in part due to a shortage of qualified teachers, in part because of a growth in school population.

### Teachers' College and Licensing of Teachers.

Provision is made for one session of two terms - from September to December and January to June, each year at the Teachers' College. Graduates in Arts, or applicants with a Class II License with one term at the college, may enter for the second term as candidates for Class I License. Applicants promise to pay \$20.00 per session if they fail to teach three years in New Brunswick. Teacher training courses for home economics and commercial teachers are given at the Saint John Vocational School.

All candidates for Teachers' College entrance are required to have passed their Junior Matriculation. These examinations are held on the first Tuesday in July at such places as the Minister determines.

With more teachers enrolling in college courses, the work in Teachers' College has become more and more professional. The Teachers' College course is designed to familiarize student teachers with methods of teaching and actual classroom administration at the elementary level, where the majority will teach.

Teachers are now granted Interim Licenses on the results of their work during the teacher-training course and are not required to write more or less academic examinations.

All student teachers write a number of examinations in December and June, which are set and marked by the staff of Teachers' College.

Holders of First Class Licenses may obtain Superior Class Licenses by writing special examinations in Latin, French and practical mathematics.

Holders of First Class Superior Licenses may obtain High School Licenses by writing the examinations prescribed according to the syllabus.

High School Licenses may also be obtained by those who have First or Superior Class Licenses and are graduates in Arts or Science from recognized universities and have courses in education approved by the Board of Education.

Any candidate who holds a B.A. or B.Sc. degree, obtained upon completion of four years of training in advance of Junior Matriculation at a chartered college or university, and who has completed one additional year in courses in education approved by the Minister of Education, is granted an Interim License of the High School Class.

A student teacher upon graduation receives an Interim License. This Interim License is good for three years and may be made permanent after two years of successful teaching and attendance at two or more summer school sessions. The number of courses required, etc. to obtain the various certificates is given in the departmental regulations.

Where a licensed teacher is unobtainable, the Chief Superintendent may issue a Third Class License to a competent individual valid for one year. Application for such Local Licenses are made through the County Superintendent. An Assistant's License, Third Class, valid for one year in a specified ungraded school of forty pupils or upwards may be issued by the County Superintendent.

A Bilingual Certificate for teaching in French language districts is awarded to any student teacher who passed on French Grammar, Composition and Literature, entrance and final examinations, and prepares himself to teach in French and English to French-speaking children.

Specialists' Certificates are issued to teachers with permanent first or higher certificates, who have had five successful years of teaching, and obtain twenty-four credits beyond those necessary for their permanent license in approved courses. Certificates are classed as: elementary, secondary, vocational and supervision.

#### Duties of Teachers.

Each teacher calls the roll every morning and afternoon and keeps a daily register open for inspection at any time under penalty of forfeiture of grant. He teaches all branches required in accordance with his agreement and the Schools Act and is responsible for maintaining proper order and discipline. He is expected to consider the comfort and health of the school, enforce cleanliness and inform the medical school inspector whenever a case of communicable disease is suspected or exclude the child until he can be examined. He is to hold a public examination of the school each half year and sign an affidavit that the school was conducted as prescribed. Each teacher collects information respecting the number of people of the district and the number of pupils not attending school. This information is to be forwarded to the inspector at the end of the year to be filed with the Chief Superintendent.

To strive diligently to have exemplified in the intercourse and conduct of the pupils the principles of Christian morality, but to avoid the use of any religious catechism or interference with the religious tenets of any pupil.

To teach health, supervise the playground, emphasize fair play and generally care for the deportment of the pupils to and from school.

Not to enroll any new pupil without permission of the Board and to keep track of transfers.

To give pupils the required noon hour and recesses, keeping them in only because of gross misconduct. To suspend a pupil temporarily and report such to the Board, who shall confirm, modify or remove such suspension.

To see that the schoolhouse is kept in good order but not to perform house-keeping duties.

To regulate the temperature of the room, care for the yard, buildings, etc., and notify the secretary of needed repairs.



To post a time table.

To attend school regularly, except during illness, and with permission of the board to attend all meetings.

To submit, when required, his license and agreement to the County Superintendent and help him in the performance of his duties.

The form of agreement for employing teachers is prescribed. The agreement continues in force unless either party gives one month's notice not later than May 31. Salary must be stated as a fixed sum. Average daily attendance should not exceed forty pupils daily, unless the enrolment does not exceed forty-four or unless a classroom assistant is employed.

The number of school days in the school year is fixed at 200.

The teacher of the highest grade in a departmental school is principal unless the trustees decide otherwise. He has supervision over the time tables, exercises, methods, and general discipline and on occasion exercises paramount authority in discipline.

Any city or town enrolling more than 2,000 pupils may employ a Superintendent of Schools. Boards may employ one or more supervisory principals who spend part or all of their time in supervision.

Any teacher may, with the approval of the County Superintendent, be allowed two days to visit other public schools for professional observation. Ten or more teachers within a county may request the County Superintendent to form a Teachers' Institute. The enrolment fee may not exceed one dollar. The teachers elect officers and form a Committee of Management. Regional Conferences have, in recent years, replaced the County Institutes and are held Monday to Friday preceding Labor Day. The program is arranged by the County Superintendent.

#### Teachers' Pensions and Disability Allowances.

Pensions and disability allowances are payable monthly. Applicants should have taught thirty-five years under a regular license to be eligible for a pension, and twenty years for a disability allowance. Each must file a copy of the registry of birth or such proof as may be acceptable. Each recipient must send a witnessed request to the Chief Superintendent monthly.

Qualified male teachers of sixty and female teachers of fifty-five who have taught thirty-five or more years in the public schools of New Brunswick may receive a pension equal to seventy-five per cent of the average salary up to \$2,500.00 during the last five years of teaching. Qualified teachers with not less than twenty years service, upon certification of total disability to teach, may receive an amount equal to the number of years taught (to the nearest year) divided by thirty-five, times the average salary during the last five years of service. Neither the pension nor disability allowance may net below \$450.00 nor above \$1,875.00.

Under the provisions of the Teachers Pension Act passed in 1944, teachers make payments to the Pension Fund on a percentage basis of total earnings as follows:

- (a) Where the rate of annual salary of the teacher is \$1,600.00 or less, the deduction is 2.3 per cent of the amount earned.

- (b) Where the rate of annual salary of the teacher exceeds \$1,600.00, the deduction is four per cent of the amount earned each year during the first twenty years of service, and after twenty years of service five per cent thereof, provided that no payment shall be made in respect of annual salary earned in excess of \$2,500.00.

Inspectors, Teachers' College instructors, local superintendents of schools, secretaries to the school boards and all others devoting full time to the public schools are included in this act. Time given to the Department of Soldiers' Civil Re-establishment may be counted as teaching time by qualified teachers. To receive benefits all employees other than teachers must pay the maximum paid by teachers into the fund.

Necessity compels the omission of many items of interest in connection with the education in New Brunswick. For those who are interested in more complete and detailed information, the writers of this report refer them to the Schools Act and Amendments, the Regulations of the Board of Education and the Annual Reports of the Department of Education.

#### E. Financing of the Schools of New Brunswick.

All teachers receive a Provincial Grant according to the classes of licenses held and their years of service, and ranging from \$101.00 to \$420.00 a year.

In each county, a tax equivalent to sixty cents per head of the inhabitants of the county is levied each year as a County School Fund. Half of this is apportioned each term by the Chief Superintendent of Education on the following basis: \$30.00 is paid to each district in respect of each qualified teacher employed. Certain grants are made from this fund towards the education of the blind, the deaf-mutes, to certain poor districts and to Superior Schools. Any balance left is apportioned according to the attendance of pupils at school.

Any additional sums required are levied according to one of the following plans:

1. In districts and towns not operating under the County Finance Act (1943) or under Section 105 of the Schools Act, the amount needed is voted at the annual meeting of the ratepayers and levied on the district by the Board of School Trustees.
2. In cities and towns operating under Section 105, a requisition is made by the Board of School Trustees to the City or Town Council for the necessary amount which is levied along with other city or town taxes.
3. In counties operating under the County Finance Act, a budget is presented by each District School Board to the County Finance Board of the amount of money required for the coming year. A requisition is then made upon the County Council by the County Finance Board for the amount needed for the whole county. Payments are made by the County Secretary-Treasurer to the Secretary-Treasurer of the Finance Board from time to time as required. The latter pays all teachers' salaries, monthly, and all other bills as they are presented by such local board.

The above is for ordinary expenses only. In case a district has assumed any extraordinary expenses, its board must present a Supplementary Budget covering the same. The budget is levied by the County Council on the particular district that has assumed the obligation.



In 1949, the Provincial Legislature made provision for a Social Service and Education Tax. Part of the money received from this levy is distributed among the various counties, cities, towns, and other districts in such a proportions as to make the cost of education about evenly divided between the province and the local agencies.

#### Transportation.

The ratepayers may vote money to provide transportation for school children from remote parts of the district to the school. Where two districts unite and provide conveyance, grants from the provincial revenues may equal half the cost. The Board of Education may order the union of two districts and require them to provide transportation.

When three or more schools are united, the new board may be increased to seven, and the methods of its selection fixed by the Board of Education.

The Board of Education may set aside \$5,000.00 a year for board for children in unorganized school districts.

Increased demands for transportation have resulted in considerable legislation in the last few years. Now a county Finance Board may enter into an agreement for the conveyance of school children. School buses are to be purchased by tender and must meet the School Bus Standards set by the Department which have incorporated all modern safety devices and provide the maximum of comfort with the minimum of cost.

A voluntary School Bus Driver's Course has been established and has received the co-operation of the R.C.M.P. and bus officials.

In 1949, there were 252 buses as follows: 25 horse drawn, 111 cars, 39 truck conversions, 35 contracted buses and 42 school owned buses. More than 5,000 pupils were conveyed, the average load being 20.5 pupils.

#### Rural Schools Assistance Aid for Capital Expenditures - 1943.

The Lieutenant-Governor may raise, by way of debentures, up to \$2,000,000.00 exclusively for approved construction of the following:

1. Where a consolidated school district establishes a central rural Composite High School with not less than three approved courses of which one shall be college preparatory, an amount not exceeding forty per cent of the cost of the building and fifty per cent of the cost of approved equipment,
2. Where such a school district has outstanding indebtedness against such a school forty per cent of the debt,
3. When a rural school district proposes to erect a new elementary school building forty per cent of the cost up to \$20,000.00,
4. Where it proposes an addition, forty per cent up to \$1,000.00 per classroom added,
5. Where it proposes to install an electric lighting system forty per cent of the cost up to \$50.00 per classroom and forty per cent of the cost of a modern sanitary system up to \$750.00.

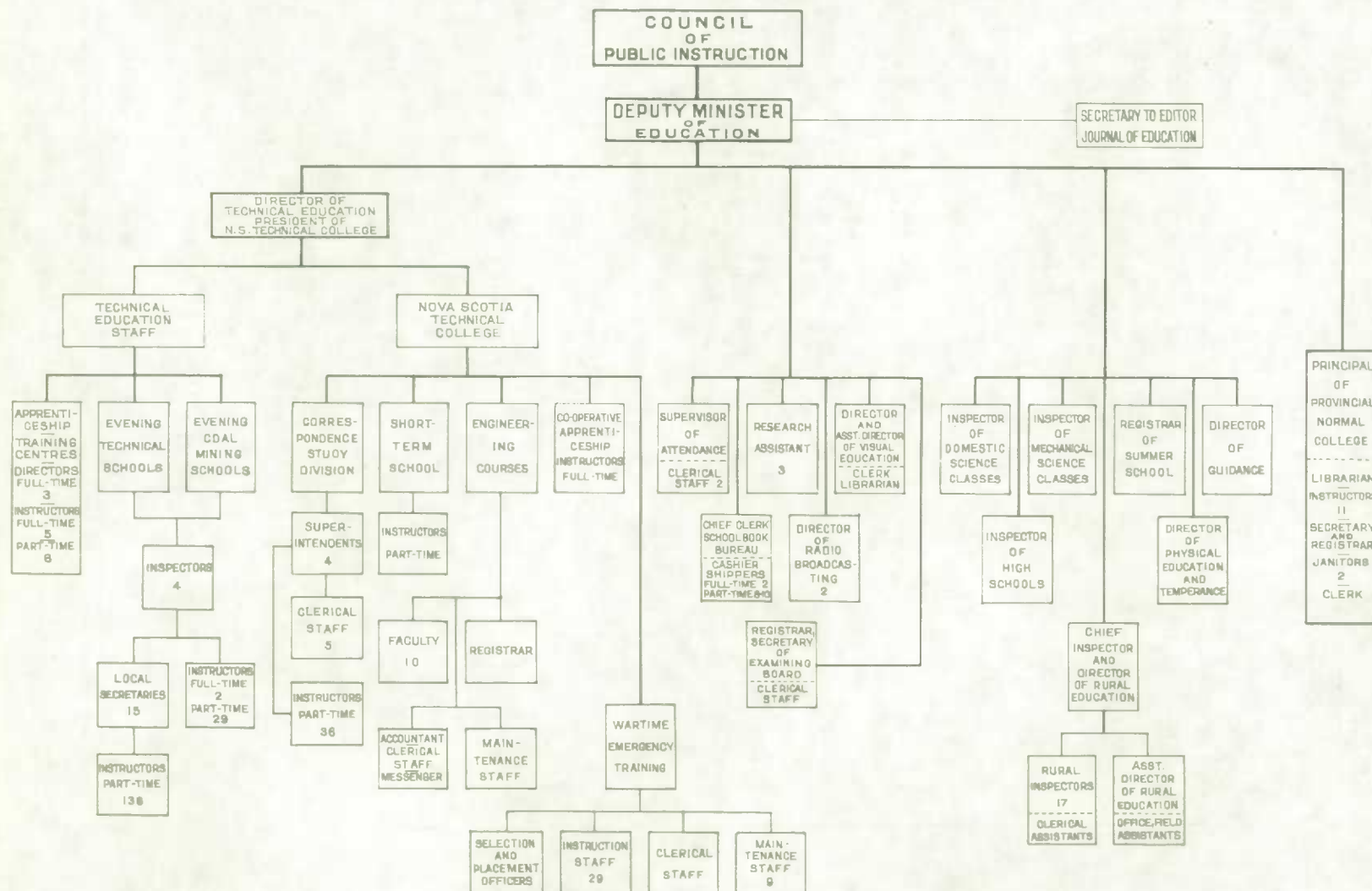
County Schools Finance Act.

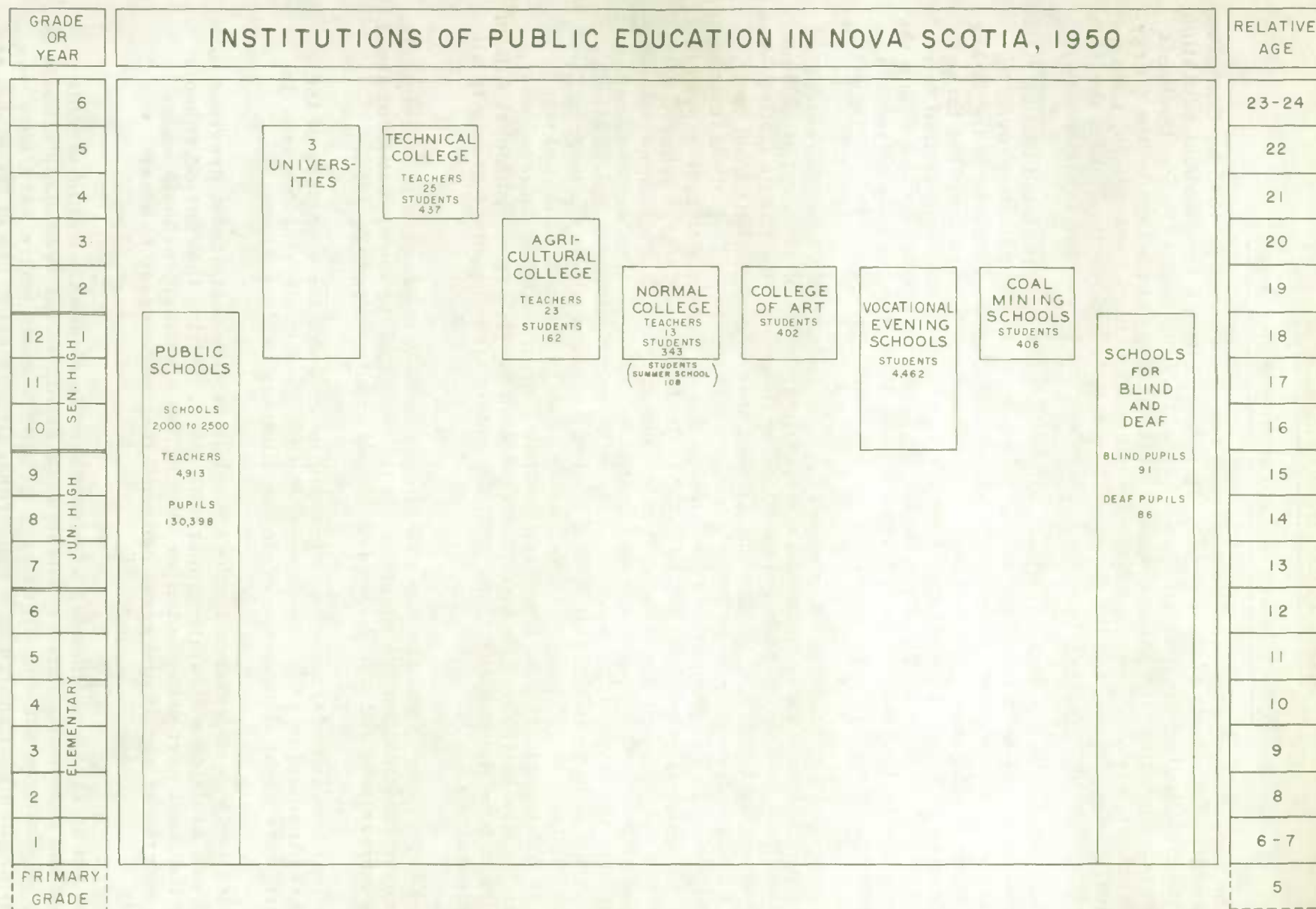
The County Council when requested by a majority of rural school districts situated within the county may establish a Finance Board as follows:

1. A Finance Board shall have seven members, three appointed by the Governor-in-Council of whom one shall be designated chairman; and four by the County Council of whom one shall be selected as vice-chairman. The County Superintendent of Schools shall attend the board meetings in an advisory capacity.
2. Five members may function as a board, four as a quorum. The term of office is three years after first appointment. The Governor-in-Council may select members to fill vacancies. Members shall be paid school expenses but no salaries but shall select a secretary, set his salary and present his duties.



GOVERNMENT OF NOVA SCOTIA  
DEPARTMENT OF EDUCATION





Note: The above does not include 3 smaller Colleges, 15 Private Schools and 7 Business Colleges



## EDUCATION IN NOVA SCOTIA

### A. Brief History of Education in Nova Scotia.

The first known school in Nova Scotia was established in 1645 by Charnisay at the French settlement of Port Royal. However, little is known about education before the first half of the 18th century...From 1700 to about 1750 most schools were operated by itinerant schoolmasters assisted and encouraged by the clergy. These teachers were influenced greatly by early educational reformers, such as Comenius, Locke, Milton and the Jesuits...From time to time throughout the 18th and early 19th centuries private schools were opened in various centres.

The first Act in Nova Scotia concerning education (1766) stated that no schoolmaster could keep a school until he had been examined and approved by the local clergy or, where there were no ministers, by two Justices of the Peace and six other inhabitants. At first there were religious restrictions but these were removed shortly. Land grants of 400 acres in each township settled were made under the same act. The first monetary support provided by law within the province came in 1780 when a lottery was legalized for the purpose of raising school moneys.

The founding of colleges and universities in Nova Scotia was characterized by a vision of higher education for all and a strong desire on the part of various religious groups to provide higher education for their people. King's College was founded under the Church of England in 1790. Other denominations used their influence to have free grammar schools established in 1811. One of these schools, Pictou Academy, was incorporated in 1816 but had no degree conferring powers and functioned as a high school to 1832. In 1820 Dalhousie College founded after the model of a Scottish University was undenominational. Many attempts were made to consolidate King's College and Dalhousie. This desire was realized in 1923. In 1838 the Baptists founded Acadia College at Wolfville. The Presbyterians founded a college in affiliation with Pictou Academy which was eventually moved to Halifax. In 1854 St. Francis Xavier College (Roman Catholic) was founded at Antigonish, and St. Mary's, a second Roman Catholic College, was opened in Halifax in 1860. The Methodists of Nova Scotia supported Mount Allison University in New Brunswick. Until 1881 the public treasury made grants to all these Universities.

The University of Halifax was established in 1876 in an attempt to bring all degree-conferring institutions together. It failed to get the co-operation of several of the universities and was disbanded and all grants stopped in 1881.

College Ste Anne (Acadian) was founded in 1890 and the seminary of the Holy Heart (Acadian) in 1895. Both were given degree conferring powers. In 1926 there were eight degree-conferring institutions in Nova Scotia.

Education was undertaken by the church or private individuals previous to 1732 and was assisted with state grants until 1811. During that period schools were for the most part patterned after the English secondary schools where children entered at age 10 and remained until they were ready to enter university.

The Act of 1811 was intended to encourage the establishment of schools throughout the province. Three trustees were appointed for secondary schools in a number of districts and annual grants of £150 were made where assurance was given that English grammar, Latin and Greek, Orthography, use of the globe, and practical mathematics would be taught. Townships, districts and settlements were

constituted as virtual corporations for school purposes provided they contained 30 families. Qualifications for voters were laid down.

In 1826 the Justices of the Peace were required to subdivide the county into sections of about four miles in diameter. The principal of assessment for obtaining local funds was recommended in the act of 1811. In 1864, despite outside criticism, the government introduced a free school system which provided for maintaining the schools through taxes. The school program formulated before 1885 was patterned on the 8 - 4 plan leading to the universities, Normal Colleges and other special schools. Schools were to be supported by provincial grants, which were to be paid directly to the teacher according to certificate held; a municipal or county grant of \$25 obtained through a poll tax, - the remainder was distributed according to average attendance, and sectional property assessment.

Other landmarks of progress in education in Nova Scotia (in some cases dependent on legislation) were: School for the Deaf, 1851; School for the Blind, 1867; College of Agriculture, 1885; Summer School of Science, 1887; School of Art, 1887; Training in English in night school about 1890; School of Horticulture, Wolfville, 1894 (later merged with the College of Agriculture); First experiment in consolidation, 1903; Manual training in high schools, 1890 (about); School of Mines, before 1896; Director of Technical Education appointed and a technical college founded, 1907. Director of Rural Science appointed, 1912.

#### The Nova Scotia Technical College

The Technical College, founded in Halifax under 1907 legislation, provided for scientific research, instruction in civil, mining, mechanical, chemical, metallurgical and electrical engineering. Originally the Director of Technical Education was president of the College. The Nova Scotia Technical College Act of 1947 provided for continuance of the institution. Under this Act, however, the President is appointed by the Governor-in-Council. The teaching staff have the rank of professors, associate professors and assistant professors and are recommended for appointment and promotion by the President. It is governed by a Board composed of the Minister of Education, the President, the President of the Nova Scotia Research Foundation, the Heads of Universities or Colleges with which the Technical College is associated, two members selected by the Alumni Association and five members appointed by the Governor-in-Council.

Applicants for regular admission to the College must have attained the age of nineteen years and completed the standard course at one of the affiliated universities or colleges. Some special students are admitted who wish to take one or two subjects for information only and are not working towards a degree.

#### The Nova Scotia College of Art

Enrolment in 1949-50 was 402 of whom 37 were full-time professional students in the diploma course. Graduates are awarded the diploma of Associate of the Arts. In addition to regular courses, classes were conducted at several educational institutions off the campus. Special Saturday morning classes were offered for boys and girls from 8 to 14, other classes were given to high school pupils, a public school teachers' group of 24, part-time students, and students of commercial art. Attention is given to the production of displays, etching, crafts in leather, silver, weaving, embroidery, textile printing woodcarving and pottery.



## The Department of Education

### Organization

The Nova Scotia school system is similar to that in the majority of provinces in that it is a single organization uniting the organization of instruction from kindergarten to university but providing terminal courses at the secondary level for those who wish to enter employment at that time.

The present form of governmental administration of education in the province has stemmed from the appointment, in 1850, of a Superintendent of Education to advise and assist the government. However, until 1949 the constitution of the Department of Education of the government differed somewhat from the present organization and that now found in most of the provinces of Canada. Until that year the members of the Executive Council of the government (the Cabinet) formed what was known as a Council of Public Instruction. The Premier was President of the Council and the Superintendent of Education was its secretary. The provincial government did not appoint a Minister of Education nor was the Department of Education headed by a Deputy Minister, but by a Superintendent of Education.

In 1949 Nova Scotia's first Minister of Education was appointed and in 1950 the post of Superintendent of Education was abolished and a Deputy Minister of Education appointed. Under the Deputy Minister is the Department which executes the provisions of the School Act under which the Public School system operates.

The Governor in Council is empowered to:

- (1) make regulations respecting grants from legislative appropriations and prescribe terms and conditions upon which grants are paid for
  - (a) conveyance of pupils,
  - (b) operation of school libraries,
  - (c) school equipment,
  - (d) increasing teachers' salaries,
  - (e) operating and maintaining consolidated schools,
  - (f) a city or town providing education for pupils of a consolidated area;
- (2) appoint a principal of the Provincial Normal College;
- (3) Make regulations covering the construction, location and control of all public buildings;
- (4) make regulations for night schools;
- (5) prescribe terms and conditions covering borrowing and repaying from building funds provided by the Legislature;
- (6) make regulations under which teachers are classified and teachers' licenses granted, suspended or cancelled;

- (7) provide for grants; establishment of minimum salaries, selection and appointment of inspectors, prescribing their duties; and prescribe courses of study, text-books and apparatus for public schools;
- (8) receive in trust, hold and expend sums of money donated, bequeathed or subscribed for public schools,
- (9) determine all cases of appeal from decisions of district boards and trustees and make orders thereof;
- (10) classify schools according to class of licence to be held by the teachers;
- (11) make regulations for closing schools with enrolments below ten and provide for the education of pupils thereby affected;
- (12) provide for the medical examination of teachers and conditions governing such and, subject to The Public Health Act, set conditions under which a teacher may continue teaching; and prescribe conditions concerning the cancellation, suspension or modification of contracts between teachers and trustees resulting from such medical examination;
- (13) make necessary regulations to ensure that the act will be carried out.

#### Duties of the Minister of Education

The Minister of Education may:

- (1) subject to the regulations, direct the expenditure set aside by the legislature for educational purposes;
- (2) prescribe regulations covering admission to, graduation from, and conduct of the Provincial Normal College;
- (3) divide the Province into inspectorial divisions;
- (4) classify teachers and teachers' licenses considering the regulations;
- (5) regulate school sessions, holidays and vacations;
- (6) prescribe the form of school registers and other forms of administration;
- (7) approve plans for schools and other school buildings;
- (8) appoint a qualified Provincial Board of Examiners for the high school grades and fix their remuneration;
- (9) establish and operate the "Nova Scotia School Book Bureau" for the purchase, sale and distribution of school books and other materials;
- (10) supervise Inspectors of Schools, the Provincial Normal College, public and other educational institutions receiving provincial aid;
- (11) require reports and returns from teachers, trustees and other conducting public schools.



The Deputy Minister of Education is a civil servant and specialist in education. He advises the Minister and as his executive assistant administers the program set out by the Minister.

The Director of Educational Services is the chief professional and field officer of the Department. He supervises and directs the field staff in interpreting and carrying out in the schools the administrative and educational policy of the department. In this work, he is assisted by an Assistant Director and the local administrative officers and units.

The Principal of the Nova Scotia Normal College supervises the work of the province's single normal college where teachers are trained.

### Inspectors of Schools

Nova Scotia utilizes the services of a Chief Inspector of Schools, an Inspector of High Schools and district inspectors. The Chief Supervisor must budget his time to cover as many of his manifold duties as possible during the year. The recent unprecedented activity in new construction, renovation and repairs were largely due to natural growth in school population, a lag in construction resulting from the depression and war years and availability of grants for construction in towns and cities. In addition considerable survey work was done relevant to the construction of urban junior and senior high schools. A comprehensive survey of transportation facilities was undertaken during 1949.

The Inspector of High Schools supervised 91 schools which qualified for high school department grants and took an interest in, teachers' institutes, organization of curricular and extracurricular activities, equipment and supplies, construction etc.

There are fifteen inspectors of schools (in seventeen districts) some of whom are assisted by curriculum supervisors. Among their duties, inspectors:

- (1) compile from the trustee's returns, a list of teachers, their qualifications and days taught; a statement of the apportionment of the municipal school fund; and a report covering the teachers;
- (2) keep an up to date record of the boundaries of each school section and provide copies for the section.
- (3) inspect, at least once a year, all schools within their districts and prepare an annual report;
- (4) furnish trustees and teachers with information on the education act;
- (5) inspect and report on school libraries, bilingual schools, and the education of defective children;
- (6) promote improvement in school houses and grounds, hold and attend public meetings and encourage the establishment of schools;
- (7) organize and conduct teachers' institutes;
- (8) aid the minister in carrying out a uniform system of education;
- (9) provide information on disbursement of funds, work being covered in school, general conditions, and required statistics.

### Other Officials

The Inspectors of Household and Mechanical Science, the Directors of Vocational Education, Guidance, Rural Education, Adult Education, Radio Education, Visual Education, and Curriculum and Research, and the Supervisors of Attendance and Temperance Education are responsible for the areas indicated by their titles. The Librarian maintains the Central Library for teachers and educational officials and provides source books for schools and school libraries. The Acadian Visitor is one of the French-speaking inspectors who visits bilingual schools in the Province. The Secretary of the Department edits the official publications, including the Journal of Education which has been issued continuously by the Department for more than eighty years.

### Divisional Programs

**Rural High Schools.** This plan to develop rural high school areas makes provision for one of the greatest forward steps in Nova Scotian education since free schools were established eighty years ago. It calls for the consolidation over a period of years, of upwards of seventy-five high school areas, rural and urban, throughout the province.

The aim of the program is to provide general high school education suited to the needs of rural children throughout the province. In some localities consolidated high schools have already been operating to a certain extent with pupils from surrounding rural areas attending urban high schools. Where this appears to be the most satisfactory arrangement, the new program will provide for support and amplification of existing consolidation. But a complete and careful survey of the Province is being made and consolidated rural high schools will be established in such rural and urban centres as best serve the needs of the locality.

The object is to provide rural children with adequate facilities for general academic high school education; and for practical training at the high school level in appropriate fields for those whose concern is vocational rather than academic education. To this end a full high school curriculum is being made available to rural pupils through these schools, opening up to all of high school age the best facilities available both in general education, and in the special fields of industrial arts, household science, and commerce, with special programs to suit varying localities.

Rural Education benefits in three ways:

- (1) A rural high school provides in a separate centre extensive services and facilities for Grades VII to XII inclusive. Accommodation for village and rural pupils in these grades is thus being expanded and made conveniently available throughout the province on an unprecedented scale.
- (2) The rural common schools in the consolidated areas continue to function; usually however with only the first six grades enrolled.
- (3) The rural high school provides an ideal centre for adult activity of an educational, social and cultural nature.

Fundamental factors that determine the size and location of rural high school areas are:



- (a) Sufficient pupils must be available to provide an effective school.
- (b) The area must be of ample size and adequately served by a network of roads, to ensure safe and economic conveyance of pupils to the school.

Most of the older pupils are transported daily, to and from school, while those in the more remote sections may board near the schools.

Wherever enrolment in a consolidated area makes it possible the central high school building plant will contain;

- (a) a minimum of four academic classrooms,
- (b) facilities for mechanic science and domestic science,
- (c) a combined auditorium and gymnasium,
- (d) Adequate space for laboratories and library,
- (e) facilities for a hot lunch,
- (f) adequate playground space,
- (g) space for school garden and demonstration plot,
- (h) hostels for boarding pupils (where necessary),
- (i) space for storing school buses, (where necessary),
- (j) a teacherage, where inadequate boarding facilities for teachers exist.

The program of studies for rural consolidated high schools in general will follow the program for general public schools, with however, the addition or substitution of subjects and materials related to the economic life of the community.

Most of the general survey work for purposes of determining the number and size of areas and the approximate cost of the entire program has been completed. Eight rural high schools are now in operation and two more will probably open in the fall of 1951.

#### Vocational Education

The Vocational Education Act of 1947 provides for the appointment by Governor-in-Council of a Director of Vocational Education and assistants necessary to carry out the responsibility. The Director of Vocational Education is expected;

- (1) to exercise general supervision over conduct and management of all schools and educational services established or carried on under the Vocational Education Act,
- (2) to promote the establishment of vocational schools,
- (3) to report annually to the Legislature on the state of vocational education in the province,

- (4) to perform such other duties as are from time to time prescribed,
- (5) to report on and recommend the necessity or desirability of establishing vocational schools in such places as will most effectively meet the requirements of the population, industries and businesses of the province;
- (6) to report on the amount of local aid to be furnished and the facilities which can be afforded for such schools.

The Governor in Council may from time to time enter into agreement with a municipality or municipalities for the purpose of establishing, maintaining and operating vocational schools at the joint expense of the Governor-in-Council and the other party or parties. Regional vocational high schools for the county areas of Halifax and Yarmouth have been completed. Instruction offered by them is predominantly vocational.

Vocational Evening Schools may be established in cooperation with local school boards where they are deemed necessary. Such schools are for the purpose of instructing persons who desire,

- (1) additional education in their vocational field or,
- (2) education related to their vocations or,
- (3) education in preparation for entrance into a vocation.

A total of 4,462 were enrolled in 240 classes in 1949-50.

Schools for Miners are operated "for the purpose of instructing persons who wish to prepare themselves to undergo examination by the Board of examiners for the purpose of obtaining certificates of competency as managers, underground managers, overmen, mine examiners, stationary engineers, or other colliery officials or work for whom certification after examination may be deemed advisable under the provisions of 'the Coal Mines Regulation Act' and amendments thereto". They are under the supervision of the Director of Vocational Education. In 1950 an Advisory Committee of 5 members was formed representing: Operators, Miners, Department of Mines, Technical College and the Department of Education. Enrolment was 406 in thirty classes in 1949-50.

All expenditures are defrayed out of the Provincial Treasury.

Vocational Evening and Coal Mining Schools must have competent instructors in charge of each class. Not more than 50 evenings sessions of any class are held during a winter term, instruction being in 2 hours sessions, 2 evenings a week. Equipment, books, supplies, etc., are supplied by the Vocational Education Division. Where ten or more persons want instruction, in a worthy, gainful occupation, the Director of Vocational Education may have an instructor appointed and a school established. Terms are from October to May.

The Department of Education may from time to time establish Technical Institutes to furnish vocational education for positions auxiliary to but not in the field of the professions. The instruction in these schools is above the level of the vocational high school but below that of the university. These schools may be separate institutions or departments associated with vocational high schools or with business, industrial or scientific enterprises.



A correspondence study branch is maintained to provide both general and vocational courses for those who cannot secure the instruction by some other means. This service is extended to children who are unable to attend public schools because they live in remote areas or are physically handicapped.

The Vocational Education Division also has established a School for Marine Engineers and Schools for apprentices. Attendance varies from 38 to 52 at the School for Marine Engineers as many can attend only when they are in port but study at sea until ready to write the examinations. During the year 1949-50, 34 passed their examinations. The schools for apprentices are designed to meet the needs of particular trades and occupations and supply the necessary related knowledge. There were 468 apprentices in 34 classes and 217 in evening courses in the building trades. Work was continued with inmates of the penitentiaries. A Land Survey School was established in 1949.

#### Household Science and Mechanic Science

The Inspector of Household Science supervises the 70 or more Household Science teachers. In 1950 there were 96 departments in operation, 36 of which were full time. In some cases teachers were conducting classes in more than one school where the size of schools did not merit a full time teacher.

Mechanic science in Nova Scotia dates back to the turn of the century. Ten shops were established by 1927. Now the Inspector of Mechanic Science supervises the 54 shops in the province under the direction of some fifty teachers. In 1942 the practice of bringing Mechanic Science to rural areas by means of Shop mobiles was established and has been found highly effective. Four are in operation with more planned for the future. In 1950 Mechanic Science classes were attended by 6,198 boys as well as a number of girls on a part-time basis from grades 5 to 11 inclusive. Present emphasis is on proper work habits and attitudes through a broad activity programme.

#### Adult Education

The programme of the Adult Education Division is directed toward helping communities develop appropriate educational activities, to provide assistance to special groups wherever required and to cooperate with other educational bodies whether governmental or voluntary. Activities carried on during 1949-50 included: community centred elementary classes for 314 post-school persons in 21 communities who wished to remedy their lack of basic skill in reading, writing and arithmetic; one - or two-day courses for those wishing to lead discussion groups active co-operation of the Nova Scotia Library Commission; continued development of rural community demonstration work; a two-weeks course given in residence for farm folk interested in community leadership; support of more than fifty classes in worthwhile fields in co-operation with the Vocational Education Division, cultural services including dramatics in which helps were provided and assistance given in organizing and operating local theatres, providing a Provincial Drama Festival and assisting in the tour of the Nova Scotia Travelling Players during the summer in the first approach to a "live theatre" in the province for some years. The fourth travelling exhibition of Nova Scotian paintings was seen by 15,000 people in 49 communities. Music materials were used by 35 groups, short courses for leaders provided and many choral groups were organized. A ten-day residential summer school of drama and community music trained leaders in these fields. A Gaelic Service to foster Gaelic or Highland Scottish culture was established. Materials were provided and kits prepared to assist trustee associations. In addition activities included the promotion of the school as a community centre; improved training at the Nova Scotia Summer School for

teachers interested in community services; close co-operation with coloured communities and assistance to them in developing local projects; continued study by regional representatives of their regions, their problems and the best way of assisting groups in their activities. The tour of the Nova Scotia Traveling Players in the summer is the first approach to a "live theatre" in the province for some years.

The above is in many instances a continuing development of the program in the past which included rural community work; short courses for leaders; community life conferences; literary and elementary education; co-operation with Regional Library Commission, parent education service, dramatics, library and advisory service and the travelling art exhibits.

The Adult Education Division co-operates with other educational services to avoid duplication of effort.

### Rural Education

In its program the Rural Education division undertakes the preparation of aids to teacher Study Clubs and the filling of requests from teachers for materials and advice on individual problems. Over a period of years this has become an accepted and well known service for teachers.

This division has fostered the organization of Home and School Associations. New Organizations for the year ending July 1951 totalled 46, with 12 other dormant organizations being revived.

### Curriculum and Research

The program of this division, is pointed toward continuous development to ensure that the lag between school practice and modern needs may be kept to a minimum. To this end three meetings of the Curriculum Advisory Committee were held to review the work of sub-committees in charge of curricula for elementary, junior high and senior high schools. More than 65 groups of common school teachers had participated in the initial stages and changes are being effected in most subjects at the various levels. The Curriculum Advisory committee has teacher, lay and professional representation and has organized such sub-committees as are needed.

### Visual Education

A central film library has been built up and is constantly being expanded for the use of schools and other educational services (Adult, Home & School, etc.). Films circuits have been organized and films are forwarded to schools upon requests. The visual education branch works in close co-operation with the National Film Board. Regional representatives of the National Film Board operate film circuits and provide service for schools and communities which lack projectors. More such circuits are being organized and coverage for the province is increasing.

### Radio Education

The Nova Scotia Department of Education co-operates with the Departments in New Brunswick and Prince Edward Island to produce programmes of radio education. The programmes are presented in collaboration with the C.B.C. and independent radio stations.



Broadcasts throughout the year include: French, History, Junior School Music, Geography, Agricultural Science, etc., and in addition the National School Broadcasts.

Information covering the broadcasts and the program schedule are contained in a booklet "Atlantic School Broadcasts" which is sent to all teachers. Schools which use radio for educational purposes receive a free receiving license.

### Guidance

The Guidance program in Nova Scotia had its formal beginning in 1943. An Assistant Director was appointed in 1947. Some thirty trained Guidance Directors, all of whom have completed or are presently engaged in Post-graduate work in Guidance, are doing part-time or full-time work.

Many of the Guidance Departments throughout the Province conducted field trips to industrial, business and professional establishments; arranged for student on-the-job experience wherever possible and practicable; held Career Day Conferences; produce a series of radio programs and set up a School Placement Bureau.

Among the outstanding achievements to date are:

- (1) Introduction of the Cumulative Record system in Grades 1 to XII. A similar record has been developed for use by the Industrial Arts Departments throughout the province;
- (2) Introduction of an Occupations Course into grade IX which is being extended into grades X and XI as rapidly as conditions will permit;
- (3) The monthly publication of a Guidance Newsletter;
- (4) Setting up guidance libraries and occupational information files throughout the province, and inaugurating an occupational information loan service from the office of the Director of Guidance;
- (5) Preparation of the monograph TO TEACH OR NOT TO TEACH;
- (6) Co-operation with the Visual Education Branch of the Department of Education, the Film Library contains a good selection of guidance films;
- (7) Courses in guidance offered each year at the Nova Scotia Summer, School, and a correspondence Course through the Department of Education;
- (8) Expansion of vocational courses offered by Maritime Universities;
- (9) Standardized testing introduced into the school systems wherever qualified personnel are available. Counselling service is also offered in these schools;
- (10) Preparation of four exhibits of guidance materials, including books, pamphlets, Career Books, posters and photographs which are available on loan to schools and organized groups;
- (11) The Division was instrumental in the formation of a Maritime branch of the National Vocational Guidance Association.

### Apprenticeship Schools

These are established and operated for apprentices in accordance with an agreement with the Department of Labour. A total of 468 apprentices were enrolled in 34 classes.

### School for Marine Engineers

During the 1950 school year the average monthly enrolment was 45 and daily attendance 8. Students prepared for the examinations and 34, of the 42 who tried them, were successful.

### Correspondence Study Branch

Regular school courses are provided for children who are legally unable to attend school, and vocational and academic courses are free to teachers and available at a nominal charge to other residents of the province. Enrolment was 1,012 during the year of whom 452 received their courses free, 1,738 new courses were issued during the year while 344 had been held over from the previous year.

### Maritime Home for Girls

This home provides courses in laundering, cookery, sewing and home nursing and awards certificates for proficiency. The Vocational Education Division provides a grant to support the work.

### Land Survey School

The school opened in 1949 with an enrolment of 10 which would probably have been greater except for administrative difficulties in getting started.

## C. Municipal Organization and School Boards

The Province of Nova Scotia has an area of 21,069 square miles and varies in width from 50 to 105 miles. The Island of Cape Breton forms the Northeast portion while the mainland is connected to the province of New Brunswick by the Isthmus of Chignecto. On the Atlantic side the mainland is generally rocky, open to the sea storms and deeply indented with good harbours for fishing fleets. The western slopes from the low mountainous ridges face the Bay of Fundy and the Gulf of St. Lawrence and provide fertile plains and river valleys adapted to fruit growing and mixed farming. Nova Scotia leads in the production of bituminous coal. In 1941 the province had a population of 577,692 of whom 310,442 were rural. The 267,540 urban dwellers were to be found in 2 cities and 43 towns.

The province is divided into 18 counties useful for judicial purposes. Twelve of these are municipalities while the remaining six are divided into two municipalities each, making a total for the province of 24. A municipality has the exclusive right to vote, levy, collect, receive, appropriate and pay all sums required for the conduct of its affairs. The right to borrow money and pass by-laws is subject to the approval of the Minister of Municipal Affairs. For municipal purposes cities and towns are separated from these municipalities.

In Nova Scotia a city is a selfgoverning unit within the limits of its charter, which cannot however violate Provincial Legislation. It is incorporated by special charter. With the exception of Glace Bay and Dartmouth the 43 towns are incorporated under the Towns Incorporation Act which demands 1,500 persons in



an area of 640 acres or less.<sup>1</sup> Every incorporated town is governed by a Mayor and Town Council of not less than six.

There is no provision for incorporating villages, but the residents of unincorporated localities within a municipality may incorporate Boards of Commissioners to manage and administer such services as water and sewage.

#### School divisions

For educational purposes the province is divided into:

- (1) Divisions (inspectors) the territory in charge of a school inspector;
- (2) Municipalities under a Municipal School Board;
- (3) Sections, which are self-governing school territories about four miles square of which 43 were urban and 1,700 rural or village in 1950. Each village section is the local unit of administration.

Since 1942 rural and village sections have been reorganized on a municipal basis. This reorganization of some 1,600 sections into 24 administrative units ensures greater uniformity in tax support and returns. Cities and most towns were not included in these municipal units. A uniform levy over the whole municipality has replaced sectional assessment for current expenditures and makes it easier to operate an equalization fund.

#### D. School Boards and Trustees

##### Rural sections

Each rural section elects three trustees, one each year after the first year. One trustee may represent the poll taxpayers; the others must be solvent, resident ratepayers who are not inspectors of schools or teachers. Women may hold office. Trustees must withdraw or pay a fine when they no longer qualify; they may also be fined for failure to act. Occasional vacancies may be filled by special meetings or at annual meetings. Where the annual meetings fails to fill vacancies, upon a petition of five ratepayers and a certificate from the inspector of schools, the Municipal Board appoints a trustee or trustees. Each holds office until his successor is appointed. A trustee may resign with the written consent of the other trustees and inspector - otherwise he may be fined. The inspector upon request of the district, department or board, may make appointments if the board has failed to do so. Trustees may not be interested in contracts for the sale or purchase of a school site or building.

##### Duties of the Trustees

Duties of the trustees include the following:

- (1) to manage school property;
- (2) to maintain school during the school year;
- (3) to employ a qualified teacher with an authorized contract;

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<sup>1/</sup> Acts of 1941. Chapter 3. An Act to Amend and Consolidate Chapter 84 of the Revised Statutes, 1923, "The Towns' Incorporation Act". Section IV.

- (4) to visit the school at least four times a year including, when practicable, the visit of the inspector and the annual examination;
- (5) to support the teacher and expel any pupil who is persistently disobedient;
- (6) to provide for heating and ventilation, outhouses and good housekeeping;
- (7) to give notice of meetings;
- (8) to select, subject to the approval of the inspector and the Department, a design for the building and enter a contract for its construction; select the site and provide for fire insurance;
- (9) to provide free schooling for all between the ages of 5 and 16 in the district and for those over 16 in accordance with regulations of the council. Trustees are to provide at least one room and teacher for each 40 or 50 pupils, and a special room where there are 15 or more pupils of school age "retarded" and in charge of a competent certified teacher;
- (10) to regulate, with the principal or supervisors, the distribution of pupils where there is more than one department;
- (11) to assess and collect taxes to pay any judgment against the school board;
- (12) to present an annual written report, including a financial statement, at the annual meeting;
- (13) to complete the form furnished by the inspector for each department and certified by the teacher, and in case of a border section to report to the two inspectors on request;
- (14) to furnish a copy of the minutes duly signed within one week of a meeting;
- (15) to appoint the secretary and one trustee to sign all cheques, etc., for the board;
- (16) to make arrangements for the conveyance of pupils to and from school;
- (17) to enforce the provisions of the Public Health Act concerning attendance at school;
- (18) to dismiss a teacher by unanimous decision, who may appeal to the council;
- (19) to make an annual estimate of all sums required for the purpose of the section for the ensuing school term and to forward a copy of such estimate to the inspector at least thirty days before the time fixed for the annual school meeting;
- (20) to rent or lease a building, for school purposes, when necessary;
- (21) where feasible to enter an agreement, whereby the pupils of one section may attend another section for a fixed yearly sum, such sum to be raised as taxes;



- (22) to combine with the other directors when a higher academic institution is organized in the section;
- (23) where property is needed for school purposes and the price is adjudged too high, the trustees appoint one arbitrator who will meet with a second arbitrator, or, if none is appointed within 10 days, to have the inspector request the warden to select one. The two arbitrators select a third, or, failing agreement, request the county district judge to make such appointment. Such board (or any two of them) may make the final award. Possession is obtained on payment of the amount awarded;
- (24) to dispose of land as recommended by the school meeting with the concurrence of the inspector;
- (25) to permit the use of the school building for the purpose of vocational evening schools and schools for miners so long as it does not conflict with regular school purposes;
- (26) when empowered by the board to borrow money for capital expenditure, to issue debentures with coupons attached to cover such and provide such security as approved by the inspector; and pay them off in not more than 20 yearly installments from tax proceeds;
- (27) all children in institutions for the poor are required to attend the nearest school. Fees shall be paid annually by their home municipality or, lacking such, from the Provincial Treasurer.

#### Secretary of the Board

The trustees appoint a secretary at their first meeting. He provides a bond with two securities which are held by the Education Office. A trustee may resign, with permission of the other trustees and the inspector; the secretary must have the consent of all the trustees and the inspectors.

Duties of the secretary. He is expected,

- (1) to keep an account and records of trustees' meetings in a proper book,
- (2) to collect and disburse all money,
- (3) to keep the school house and house and grounds in repair, provide furniture, fuel, school books, maps, etc. and keep a record of such;
- (4) to distribute new school registers and file used ones,
- (5) to provide the teachers with an inventory of school property,
- (6) to take care of the school library and see that it is managed according to regulations,
- (7) to transact any business directed by a majority of the trustees in session,
- (8) at least three days before the annual meeting to provide a detailed statement of receipts and expenditures with all related documents for the auditors.

An annual meeting of all ratepayers is held in all sections before the last Monday of June on a date fixed by the Inspector allowing the trustees two weeks notice. The trustees post notice of meeting at least five days before the date set. If the Inspector does not set a previous date the meeting is held in the school house on the last Monday in June. The school year is from August 1 to July 31.

The meeting elects trustees; determines the amount, if any, to be raised by the section required, above the minimum program to manage the school, and purchase land or construct buildings or libraries; and may consider other educational matters.

Resident ratepayers and their wives select the chairman and secretary for the meeting and vote on all issues. Challenged persons may vote after making the prescribed declaration but may be fined \$5-\$10, or imprisoned, for improper declaration. Persons paying the current poll tax may vote for trustees. The auditors selected audit the school accounts before the meetings; and any item to which they object is brought before the meeting. Auditors should be selected by the annual meeting. The inspector must be notified in case of failure to hold a meeting and may call a special meeting. The trustees may call special ratepayers' meetings to consider money matters, or for other authorized purposes.

Urban sections, The Town's Incorporation Act provides that each town is a separate section with the control and management of the public schools vested in a Board of Commissioners with the powers of school trustees. The town council appoints three members, two of whom must be members of the town council. Commissioners appointed by the Governor-in-Council are appointed for three years upon the retirement in order of those first elected. Members of the town council may not be selected by the Governor-in-Council as commissioners. Women are eligible for appointment.

The Board of Commissioners controls and manages the town schools. It appoints and dismisses teachers and other employees and makes necessary regulations. The town clerk is clerk and treasurer of the Board. Members of the Board choose a chairman at a meeting on the second Tuesday of February.

#### Municipal School Board

Under the municipal reorganization of 1942, the Municipal School Board consists of three members appointed by the council and three members appointed by the Governor-in-Council. The Municipal clerk is ex-officio a member, and its secretary. Membership is for three years. Vacancies are filled for the unexpired term.

When a Municipal School Board is appointed it takes over the functions of district boards which are dissolved.

The board is empowered:

to approve estimates submitted by the trustees,

to employ and pay teachers,

to pay to trustees sums required for the maintenance of schools,

to make and carry out agreements for the conveyance of pupils, to employ necessary assistants.



to make necessary regulations and, with the approval of the Council;

to form two or more sections into a consolidated section assuming any indebtedness and paying operating expenses,

to appoint local advisory committees for any consolidated school areas, fixing number and term of office,

to fix the amount and, where necessary to borrow money to purchase and operate vehicles for transportation, provide hostels or boarding houses, or pay pupil's board in private homes,

to apply and hold in trust any public school buildings, garages, hostels, etc. provided by the province for any consolidated school area,

to enter into contract with any city or town for the education of some or all of its pupils.

The Board meets at least twice yearly and the members are paid up to \$10 a day, as determined by the Council and travelling expenses.

The Board appoints a chairman and a treasurer annually. It submits estimates to the municipal council by July 15 for the minimum program approved by the Board.

All schools conducted under the education act are non-sectarian.

Schools may be closed where the number of children in the district between the ages of six and 20 is below 12 and the average attendance below six, except with special permission to remain open. Where schools are closed annual school meetings are held for the district and provisions made for conveying the children to the most accessible school and payment of reasonable tuition fees. Should the section fail to provide for such schooling the Department of Education may order a tax levy. Should the section fail to provide schooling for two years, the Department of Education may dissolve the section and annex the territory to a contiguous section.

#### E. Teachers

##### Number and qualification

In 1950 Nova Scotia employed 4,912 public school teachers not counting substitutes. Of these 782 were university graduates, 2,285 held Academic, High School or First Class Certificates, 1,406 had Second Class, 662 Third Class Certificates, and 560 had D, temporary or permissive certificates. Experience of the teachers varied from less than one year to 35 years or more.

As in the other province teachers are certificated by the provincial Department of Education after having completed professional training at the normal school. Teachers are employed by the school boards and are subject to the regulations of the Education Act.

##### Classes of Certificates

There are now four classes of certificates issued: Academic, High School, Superior First, and First. Requirements for candidates are as follows:

- (a) Academic - age 22, certificates of moral character from a minister and a Justice of the Peace, holder of High School Class License with a post graduate degree, an honour's degree or a professional course of at least one year in Education; a Physical Training Certificate and three years or more of successful teaching in a grant-aided high school or other position as noted in the Education Act.
- (b) High School Class - age 20; certificate of moral character; a Physical Training Certificate; a B.A. or B.S.c. degree from an accepted university; and a university teacher training diploma.
- (c) Superior First - age 20; certificate of moral character, as above; a pass certificate for Grade XII or better; a superior First Rank Normal College Diploma; Physical Training Certificate. An interim license is granted and made permanent after one year of successful teaching and two sessions at summer school. The interim certificate is valid for five years.
- (d) First Class - age 19, certificate of moral character, pass certificate for Grade XI; First Rank Normal College Diploma, Physical Training Certificate; an interim certificate is granted and made permanent after one year of successful teaching and one session at summer school. The interim certificate is good for three years.

Special licenses such as for Mechanic Science and Domestic Science are awarded by the Department of Education upon completion of satisfactory training. Candidates are selected on aptitude, abilities, and interests for a two-months probation period. They must be 18 years of age or over and hold a Class "B" or High School Certificate. A two-year work course is required. Teachers with a Mechanical Science License who have completed required courses may be awarded the Industrial Arts Diploma.

#### Teachers' Salaries

A province-wide minimum salary scale was approved in May 1946. The scale not only provides for a minimum based on the class of license but makes allowance for yearly increases in most instances up to the tenth year, and for five year periods after that up to the 21st year. Provision is made for additional increments based on additional years of training and degree of supervisory responsibility. Increments now depend on summer school attendance. Teachers of Industrial Arts, Household Science, and Physical Training are rated according to their training and certificates. Principals and vice-principals receive additional increments based on the number of rooms in the school. The latest Minimum Salary Scale is appended.

Since 1946 provincial grants have been paid to the Municipal School Boards and included in the contractual salaries of teachers. Rural teachers receive the higher amount of :

- (1) the amount provided under the Municipal school unit regulations plus the provincial aid or,
- (2) the amount stated as minimum on the provincial salary schedule. Grants are provided to maintain the minimum salaries prescribed.



### Duties of teachers

Teachers are required,

- (1) to hold a license issued by the Department of Education,
- (2) to teach diligently and faithfully all branches required and to keep order and good discipline,
- (3) to call the roll morning and afternoon and keep the register ready for inspection,
- (4) to assist the trustees in classifying the pupils and institute examinations for transferring them from grade to grade,
- (5) to inculcate a respect for religion and Christian morality, etc.,
- (6) to report to the inspector all children with defective, sight or hearing who are unable to benefit from the usual instruction,
- (7) to care for school property and reimburse the trustees for destruction to school property due to neglect or failure in discipline,
- (8) to have a public examination at the end of each year and notify trustees, parents, etc.,
- (9) to have the pupils notify their parents of school meetings as directed,
- (10) to furnish any required information concerning the school to the trustees, examiners, commissioners, etc.,
- (11) to attest to the correctness of all returns, and
- (12) to keep informed of all changes in school law.

Teachers have general oversight over the school premises. They provide appropriate instruction as to the nature of alcohol and tobacco. Use of improper language may result in a fine of from \$5 to \$25. For failure to carry out all instructions, grants may be withheld.

### Nova Scotia Teachers' Pension Act

A pension system for teachers in Nova Scotia was set up in 1928. Originally it consisted of a contribution from the provincial treasury. Later contributions were increased to 16 per cent from provincial aid and a like sum from the Provincial Treasury since the original scheme was found to be actuarially unsound. The whole pension system was reviewed for some time and a new Teachers Pension Act was put into operation in 1949 which provided security for teachers and their dependants.

In addition to matching the contributions from the teacher, dollar for dollar, the provincial government agreed to set aside for thirty-five years a sum sufficient to cover the actuarial deficit from the old act, that is, pay superannuation to teachers who would qualify under the previous act.

Male teachers contribute 6 p.c. of salary and female teachers 5 p.c. Pensions are payable after 35 years of service to males aged 65 and females aged 60. The pension is 2 p.c. of the average of the last fifteen years salary for each year of teaching service. In computing the pension one year's service before 1928 counts for one half year and from 1928 to 1949 for three-quarters of a year of service. Full credit is given for service from 1949 on. After 15 years of teaching service teachers may retire due to physical or mental incapacity at reduced rates of pension. The maximum pension is \$3,000.00 a year.

Participants leaving teaching may receive any contribution made after 5 year's contributions.

#### F. School Finance

##### Three sources of Revenue

School boards in Nova Scotia finance their schools from:

- (a) the Municipal School Fund,
- (b) municipal rates and
- (c) Provincial grants. To supplement the minimum program supported from these sources, a local sectional levy may be authorized.
  - (a) The Municipal School Fund forms only a small part of educational revenue. It is derived from a levy of \$ 1.00 per capita based on the latest census. According to the Education Act the clerk of the municipality adds to the amount required for county purposes
    - (i) one dollar where no sum is fixed,
    - (ii) one dollar plus any addition fixed by the Arbitration Committee (below),
    - (iii) one dollar plus any addition fixed by a Municipal Council, for each inhabitant according to the last census of the municipality. The amount is then divided among and borne by the municipality and incorporated towns and cities in the same proportion as the county fund and collected as other taxes. Every incorporated town and city pays its share to the Municipality before June 30.

The clerk of each municipality informs the Minister and the Inspector as to the amount provided for the support of the schools. A sum equal to half this fund may be advanced to the municipality for a period of not more than four months.

At the close of each year the Municipal School Fund shall be appropriated to: the Directors of the School for the Deaf and School for the Blind, and to the trustees of schools coming under the School Act. Every school section receives \$ 120.00 per year plus small library grants where certain fixed standards are attained.

- (b) Municipal rates. Under the municipal unit the contribution from the property tax is fixed by a formula which used the school rates for 1941-42 as a base. It is stated that, during the first three years after the establishment of the Municipal School Board the tax is to be fixed



at 90 per cent of the amount which would have been levied if the median tax rate in the school sections in the municipality in the school year immediately preceding the establishment of the Board had been levied on the net assessed valuation of all the real and personal property and income for the calendar year just ended; provided that such median tax rate may in no case exceed the median tax rate for the school year which ended July 31, 1942. During each succeeding period of three years, the year immediately preceding is used as standard. The balance required for the minimum program must come from the Provincial Equalization Fund.

Each Board furnishes the Municipal Council with its budget not later than December 15 and this is collected with other taxes for the municipality. The Municipal Council may advance part of the amount pending collection of the rates. Where necessary the Board may, with approval of the Minister of Municipal Affairs, borrow by debentures for a term not exceeding five years.

The Council may impose a poll tax of from \$2 to \$5 on all males from 21 to 62 years of age who are not assessed for real or personal property.

A Municipal Council, at a regular or special meeting, may undertake to revise the basis of assessment and form a committee composed of two members selected by the Municipal Council, two by the Executive Council and a fifth by the Committee, to fix the rates for the next three years. They may not lower it temporarily and must declare the basic rate when the revision is complete.

(c) Provincial Grants

With the organization of the municipal unit, an Equalization Fund has been set up. When the cost of the minimum program for a municipal unit, as set forth under the regulations is not met by the municipal rates and the allocation of the Municipal School Fund, the difference is made up from the Provincial Equalization Fund. A salary adjustment grant was introduced to institute the new minimum salary scale. Government funds also cover grants to pensions, high schools, normal college and summer school, vocational education, rural education, libraries and many other activities. Special grants are allocated for: Domestic Science, Mechanic Science, School for the Blind, School for the Deaf, Conveyance, etc.

A junior high school grant is paid if the building used has five classrooms exclusive of special classrooms; a total enrolment of 175 in Grades VII, VIII and IX; classes that contain no more than 40 pupils; at least two teachers with university graduation and professional standing, the full junior High School program is offered; ample playground space is provided; a library of at least 500 volumes is available and salaries meet the minimum set.

Where high school facilities are provided for grades including grades IX to XI the following grants are paid,

- (a) where one teacher is employed, \$165 plus an amount equal to half that spent on apparatus, equipment or materials, but not over \$150,
- (b) where two teachers are employed \$325 and half the cost of equipment up to \$300,
- (c) where three teachers are employed \$475 and half the cost of equipment up to \$450,

- (d) where four or more teachers are employed, \$650 and half the cost of equipment up to \$600.

When Grade XII is taught with four teachers who are university graduates or specialists (one in science) and where adequate facilities are provided, \$750 is granted annually; half to increase the teachers' salaries and half for instructional materials. Where pupils from outside the section equal more than one-third of the enrolment admittance may be refused to Grade IX students. Where the urban school section has a population of more than 50,000 the grant is doubled.

For every deaf or deaf mute person in the School for the Deaf \$350 is paid from the Consolidated Revenue Fund and \$350 from the Municipal School Fund of the municipality concerned. Where such deaf person is also blind such payments are doubled. Similar amounts are paid to the School for the Blind.

#### Urban Finance

The Board forwards its annual budget to the Council soon after each civic election. Where part, or all, of a school section has been annexed to a town for school purposes the amount needed is levied on the whole territory. The town advances necessary sums pending collection of the rates.

Where it is necessary to borrow money to purchase land, construct new buildings or make extensive improvements, the Board must get permission from the Council to issue debentures having 20 or fewer installments and bearing interest at 6 p.c. or less.

Each year the municipal clerk prepares an assessment roll of those ratable for school purposes. The town clerk fixes the rate from this list. When authorized by a town meeting the council may borrow for the purchase of land for school purposes and provide for repayment of the loan from the current year's taxes.

Towns which qualify participate in Junior High School, High School, Science, and other grants. They also receive certain sums per pupil according to the daily attendance of students from outside sections. Most towns are not included in the municipal unit.

#### Arbitration Boards

Provision is made for arbitration boards where public utilities, court houses, jails, etc. are maintained jointly for municipalities, cities, and towns. In a few cases Joint Expenditure Boards have been established.

#### Borrowing powers

Provision is made for sections to borrow for capital outlay by debenture or otherwise, the amount to be repaid, as previously stated, in equal annual installments not exceeding 20. Authorization to borrow must be secured before a section can incur such an obligation.

#### School Building Fund

The School Building Fund was started in 1944 and the amount increased to \$1,000,000 in 1949. It may be used to provide loans to assist school sections in constructing, erecting, acquiring, purchasing, altering, furnishing or equipping school buildings or purchasing school buses.



## Libraries

Nova Scotia has developed a pattern of library services which embodies;

- (1) Independent regional library systems with provincial support;
- (a) a central book buying and cataloging agency for all regions;
- (3) a union catalogue for the province;
- (4) a centralized reference service;
- (5) A central advisory office to deal with problems of organization and administration. A Carnegie Grant proved invaluable in establishing regional libraries.

TEACHERS' MINIMUM SALARY SCALE FOR RURAL, VILLAGE AND URBAN  
SCHOOLS IN THE PROVINCE OF NOVA SCOTIA

Class of License	Year of Teaching Service						
Teacher of Academic Subjects	1st	2nd.	3rd.	4th.	5th.	6th.	7th
Academic .....	....	....	....	2100	2160	2220	2280
High School .....	1740	1800	1860	1920	1980	2040	2100
"A" - Sup. First .....	1200	1260	1320	1380	1440	1500	1560
"B" - First Class issue prior to 1947 .....	1020	1080	1140	1200	1260	1320	1380
"B" - issue in 1947 and thereafter..	1020	1080	1140	1200	1260	1320	1380
"C" - Second Class Permanent .....	1020	1080	1140	1200	1260	(no further increments)	
"D" - Third Class Permanent .....	1020	1080	1140	(no further increments)			
Teacher of Academic Subjects	8th	9th	10th	11th 15th	16th 20th	21st on	
Academic .....	2340	2400	2460	2520	2580	2640	
High School .....	2160	2220	2280	2340	2400	2460	
"A" - Sup. First .....	1620	1680	1740	1800	1860	1920	
"B" - First Class issue prior to 1947 .....	1440	1500	1560	1620	1680	1740	
"B" - issue in 1947 and thereafter..	1440	1500	(no further increments)				
"C" - Second Class Permanent .....							
"D" - Third Class Permanent .....							
Temporary "C"	775						
"Permissive Teachers" (a) Gr. XI without training	650	No increments					
(b) Without Gr. XI Summer School training	650	No service credits					
(c) Without Gr. XI, without training	600						

Teachers of Industrial Arts, and Household Science, holding either a First Class or Superior First Class license, shall (in view of the additional year's training required) receive \$180 per annum over and above the corresponding scale for teachers of academic subjects.

Teachers of Industrial Arts, and Household Science, holding either a High School or Academic license, shall be reimbursed according to the corresponding scale for teachers of academic subjects.

Teachers of Physical Education, holding a Superior First Class License, shall in view of the additional year's training required, receive \$180 per annum over and above the corresponding scale for teachers of academic subjects.

All other teachers of Physical Education shall be reimbursed according to the corresponding scale for teachers of academic subjects.

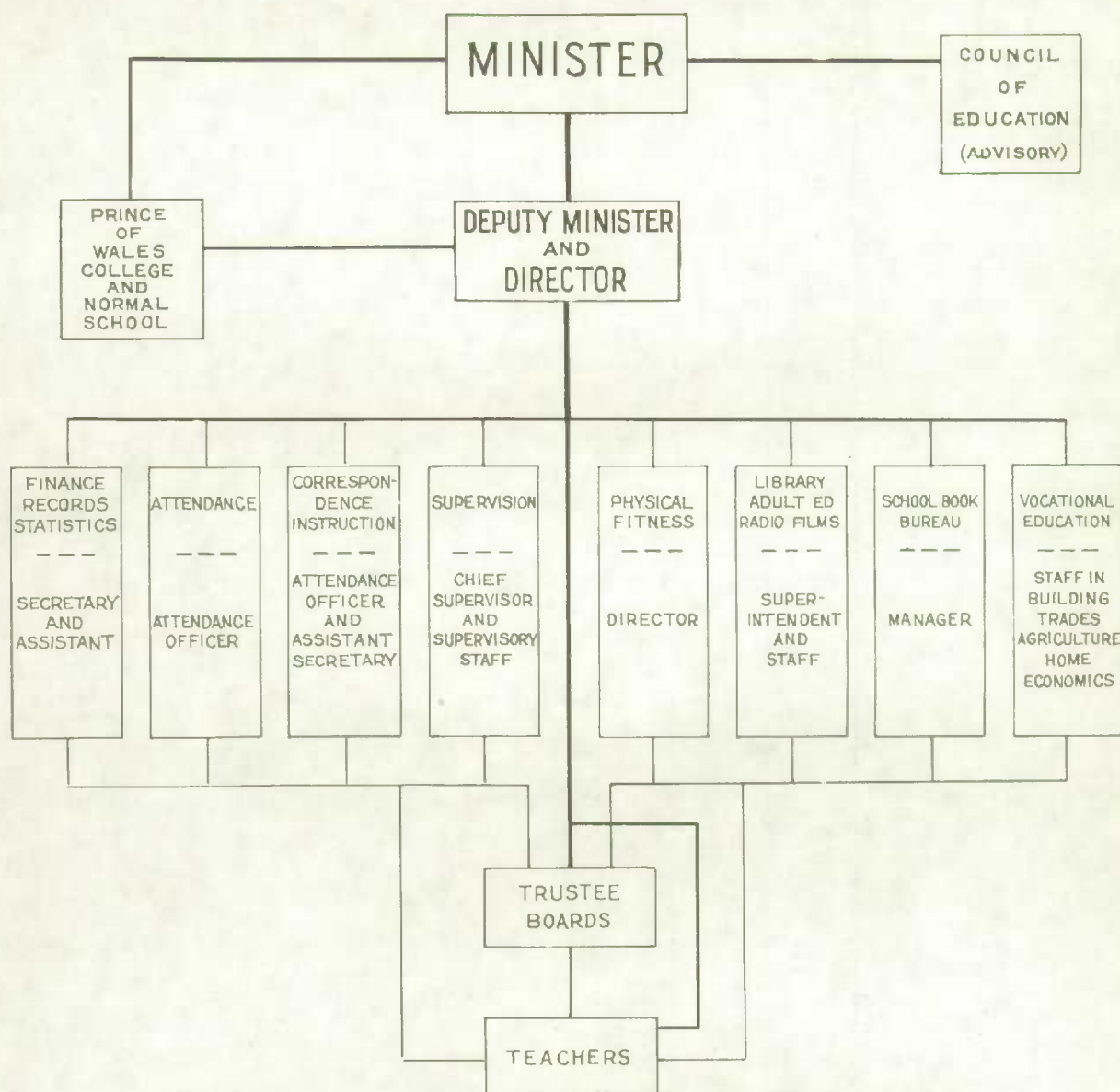
After the school year 1946-47 the increment of the 11th, 16th, and 21st years will depend upon attendance at Summer School or equivalent refresher course during each of the previous five-year period.





# GOVERNMENT OF PRINCE EDWARD ISLAND

## DEPARTMENT OF EDUCATION





GRADE OR YEAR	INSTITUTIONS OF PUBLIC EDUCATION IN PRINCE EDWARD ISLAND 1949 - 50				RELATIVE AGE
4	PRINCE OF WALES COLLEGE				20
3					19
2	PUBLIC SCHOOLS	ACADEMIC PUPILS 447	COMMERCIAL PUPILS 75	TEACHERS TRAINING PUPILS 76	18
12-1		1 MODEL SCHOOL TEACHERS 4 PUPILS 118	38 TEACHERS		17
11					16
10					15
9					14
8					13
7					12
6					11
5					10
4					9
3					8
2					7
1					6

Note The above does not include St Dunstan's University (R.C.) 5 Private Schools, 3 Business Colleges

## EDUCATION IN PRINCE EDWARD ISLAND.

### A. Brief Historical Introduction to Education in Prince Edward Island.

Education in Prince Edward Island dates back beyond 1767 when a land grant of 30 acres per township was set aside for school use. A national school was opened in Charlottetown in 1821.

The first educational act passed in 1825 authorized the government to pay one-sixth of the teachers' salaries and fifty pounds sterling to each of the three counties for the masters of grammar schools for a period of four years. Appointment of the first General Superintendent was in 1837. While this official was replaced during the years 1848 to 1853 by County Superintendents, the position was re-established for the Island in 1853.

In 1852 the Free Education Act provided for the payment of the greater part of the teachers' salaries from the provincial treasury. In 1856 the first normal school was opened. Prince of Wales College, established in 1860, was opened to women and amalgamated with the Normal School in 1879.

The Public School Act of 1877 set up an educational system from which the present organization stems. Among other things, it provided for the following: appointment of a Chief Superintendent of Education, and a Board of Education formed of the members of the executive, the principal of Prince of Wales College and the Chief Superintendent, (The Board was empowered to establish normal schools and model departments, appoint school inspectors, examine and license school teachers, prescribe school books, etc.); school revenue to include (1) grants from the provincial treasury for teachers' salaries and costs of administration, (2) the proceeds from local assessment inclusive of a poll tax of \$1 and a land tax, and loans drawn for seven years or less, for capital charges and other expenses. Children between the ages of 8 and 13 were required to attend school annually for at least twelve weeks, six of which must be consecutive. The school system was to be non-sectarian. The Board of Education was to help provide library books. Holidays in the rural areas were to include three weeks in May, the first week in July, and three weeks in October.

The first consolidation of the Public School Act was effected in 1903. Other consolidations followed ten years or more later.

### Department of Education Act, 1945.

This act introduced certain changes affecting school administration. The Department of Education is presided over by a Minister of Education who is responsible for the management and direction of the Department. The non-political head of the Department is Director of Education and Deputy Minister of Education. To assist him there is a Secretary of Education, appointed by the Lieutenant-Governor-in-Council and such other officers, supervisors, clerks, etc., as are deemed necessary.

The Lieutenant-Governor-in-Council appoints a Council of Education which consists of: the Minister of Education, chairman; the Director of Education, vice-chairman; the Secretary of Education, Secretary; the Principal of Prince of Wales College; the Rector of St. Dunstan's University; representatives appointed from a slate of three nominees from each of: - the Prince Edward Island Federation of Agriculture, the Provincial Command Canadian Legion, and Prince Edward Island Teachers' Federation; and three representatives from the Central Women's Institute appointed from a slate of six nominees. Other organizations are



entitled to representation if organized in a provincial federation recognized by the Government. Representative members hold office for three years and may be re-nominated. This Council is intended to provide a widely representative body to advise and inform the Minister.

Two noteworthy improvements were achieved through the Act of 1945. First, administration was facilitated by placing in the hands of the Minister much of the business of the Department which previously had to await action by the Board of Education and, secondly, by providing for a representative body of citizens to act as an Advisory Council to the Minister.

#### Duties of the Advisory Council.

The Council of Education considers matters referred to it by the Minister, and other matters relating to public education. The Minister convenes it at least three times a year and provides the agenda. Special meetings may be called at the request of five members and matters may be submitted to the secretary by any member for consideration.

#### Regional High School Areas.

The 1948 session of the Legislature provided for the establishment of Regional High School Areas and high schools within the area.

The 1949 session of the Legislative Assembly amended the Public School Act to provide for the establishment of larger units of School Administration. One such larger area was organized of seven former districts and a part of one other.

Provision was made for setting up a Land Valuation Board to eliminate many of the existing inequalities in property valuation for taxation for school purposes. A provincial Board of Evaluators appointed in 1949 evaluates the property of the one larger unit.

A second amendment has empowered all trustee boards to request the services of the Land Valuation Board to make an equitable and uniform valuation of all real property within a district.

#### B. The Department of Education.

In Prince Edward Island the broad educational policy is determined by the Minister of Education, other cabinet ministers and the Council of Education acting in an advisory capacity.

#### Duties of the Minister of Education.

The Minister, through his Department, has the execution of the laws and orders of the Province and the administration of public business relating to:

- (1) Means and measures for the promotion of education;
- (2) The selection, training, examination, classification and licensing of teachers;
- (3) Schools and Colleges receiving aid from the Department unless otherwise provided in the Act or Acts establishing or governing such schools or colleges;

- (4) Supervision and inspection of schools;
- (5) Public examinations;
- (6) Adult Education;
- (7) The Prince Edward Island Libraries;
- (8) Prince of Wales College and Normal School;
- (9) Correspondence Instruction;
- (10) Such other matters relating to education as may from time to time be assigned by the Lieutenant-Governor-in-Council to the Minister.

The Deputy Minister of Education, who is also the Director of Education, is the chief executive official under the Minister of Education. He is empowered with the general supervision and direction of the Department. He remains in office, despite government changes, as do other members of the Department.

To assist the Deputy Minister, there is a Chief Supervisor of Schools who is head of the Supervisory staff and also Registrar.

The Secretary of Education corresponds to the Accountant in several other provinces. He keeps the financial records of the Department.

The Supervisor of Teacher Training is head of his department, the Provincial Normal School, at Prince of Wales College, and the only teacher training institution in the province.

The Supervisor of Correspondence Instruction and Attendance Officer has charge of the Correspondence Study Branch and the enforcement of attendance regulations. The Correspondence Study Branch acts as a clearing office, sending out the lessons, which are returned each week, corrected by the instructors and returned to the pupil. Lessons are available for Grades I to X inclusive. As attendance officer, the supervisor co-operates with the local Director of Family Allowances.

The Superintendent of Libraries and Director of Adult Education is in charge of the 24 regional library branches. He directs the Adult Education Programme and is the local representative of the National Film Board.

The Director of Physical Fitness organizes and directs the physical education program and interscholastic athletic events.

There are six supervisors of schools who visit the schools at least twice a year and do considerable demonstration teaching. They assist the Attendance Officer and submit monthly reports to him.

#### Duties of the Deputy Minister and Director of Education.

The Deputy Minister, who is also Director of Education, is responsible, among other duties, for the following:

- (1) Supervise and direct the Department, and all educational institutions which are not excepted by the Department of Education Act;



- (2) Issue certificates and licenses to teachers in accordance with regulations of the Department;
- (3) Cause copies of the School Law and regulations to be published and furnished gratuitously to School Boards and Teachers;
- (4) Enforce provisions of this Act and Regulations of the Department;
- (5) Prepare and submit to the Minister from time to time recommendations for the improvement and extension of Educational Services;
- (6) Foster public relations in Education through agencies of mass communication;
- (7) Report annually to the Minister of Education on the actual state of Education throughout the Province, including such statistics and information generally, as the Minister may require;
- (8) Deal with all other matters which may be delegated to him from time to time.

#### Duties of the Supervisors of Schools.

Each Supervisor of Schools is expected to:

Examine all schools and school houses within his district;

See that the school law is obeyed and report to the Director of Education as required;

Provide trustees and teachers with desired information respecting the Public School Act, and performance of their duties, and consult with and advise them so as to promote their efficiency;

Report any teacher who is considered to be inefficient and any district which fails to make reasonable provision for the health, comfort and progress of its pupils;

Promote the advancement of education through public meetings;

Establish teachers' institutes;

Perform duties as required by the Director of Education in carrying out a uniform system of education;

Appoint a trustee, or trustees, when necessary and investigate all complaints in respect of the election of trustees;

And determine which districts are entitled to receive special aid as poor districts.

Supervisors also assist the Attendance Officer by investigating and reporting upon infractions of the attendance regulations.

Prince of Wales College and Provincial Normal School, etc.

The Prince of Wales College is a junior college which provides four academic years of school for pupils who have completed Grade X. The Normal School is found in one wing, together with the model school which it conducts.

A vocational school, recently erected on the grounds of Prince of Wales College, is jointly financed by the Federal and Provincial governments. Courses are provided in Commerce, Household Science, Farm and Automotive Mechanics, Bricklaying and Plastering, Plumbing and Pipefitting.

Under the Vocational Training Agreement, short courses are given in Agriculture, Practical Veterinary work, Household Management, Egg Grading, and Farm Mechanics. Financial assistance is given to university students in necessitous circumstances.

A limited amount of high school work is carried on outside Charlottetown. In 1949-50, there were 376 primary schools and 79 graded schools in operation. Eleven vans were used to transport pupils from closed schools.

Among the other educational institutions, not under control of the Provincial Department, are St. Dunstan's University and three Convent Schools under the auspices of the Roman Catholic Church; the Charlottetown Kindergarten, (Wesleyan Methodist) and two orphanages, St. Vincent's Roman Catholic and the Prince Edward Island Protestant Orphanage.

C. Municipal and School Organizations.

Prince Edward Island, the smallest province of the Dominion, is about 135 miles in length and varies from two to 35 miles in width. It is separated from New Brunswick and Nova Scotia by the Northumberland Strait, which is about 30 miles wide at either end, but narrows to nine miles from Port Borden to Cape Tormentine. The terrain is comparatively level and the climate is tempered by the waters of the Gulf of St. Lawrence. Agriculture and fishing are the chief industries.

Its population of 95,047 in 1941 was made up of 70,707 rural and 24,340 urban dwellers. The urban dwellers are found in the city of Charlottetown and seven towns, ranging in population from 500 to 5,000, all incorporated under Special Acts.

In 1949-50, there were 79 graded schools and 376 ungraded primary schools in operation. All schools were controlled and managed by separate and distinct School Boards of three members each, except in the city of Charlottetown, the town of Summerside, and School Unit No. 1, where larger boards are permitted under legislative enactment.

Annual Meeting.

Annual meetings are held in the school house on the last Tuesday in June at 7 p.m., the date being fixed by statute. The meeting elects a qualified rate-payer as Chairman; receives the annual report of the trustees which includes an account of the expenditures of all monies, etc.; receives the auditor's report; selects the auditor for the following year; elects a trustee (or trustees); and conducts other business including the planning of expenditures for the ensuing year.



Wives or husbands of qualified voters were given a vote at School Meetings by legislation, 1949.

Special meetings may be called by the trustees, giving six days' notice, or by the Director of Education.

#### Trustees.

Charlottetown and Summerside are to be considered as special districts. They have nine and seven board members, respectively, four of whom are appointed by the Lieutenant-Governor-in-Council, the remainder being appointed by the city or town council. Each year one of each group retires and the vacancy is filled. The board appoints a secretary and pays him a salary.

In all rural districts, three trustees are elected for three years by qualified resident voters, one being elected each year to replace the members retiring, unless additional vacancies have occurred which also must be filled. At the request of seven ratepayers of a district, or when authorized to do so by the Director of Education, the Supervisor of Schools may fill a vacancy. A trustee may resign with the consent of the other trustees and the Supervisor of Schools.

#### Duties of Trustees.

Trustees take custody of all school property, monies, etc., and administer school business within the meaning of the School Act. This includes:

- (1) Construction and repair of school buildings and furnishings;
- (2) Purchase of such supplies as are authorized by the school meeting;
- (3) Borrowing money which is to be paid back in 12 or fewer instalments in amounts up to \$3,000 and in 20 instalments or fewer for larger amounts, providing further that all debentures for \$5,000 up must be countersigned by the Provincial Treasurer who guarantees the principal, as well as the interest when provision is made for the amortization of such debentures over a twenty year period;
- (4) Selection of sites for new or additional school lands. Provision is made for assessing the value of this by a Sheriff or Constable summoning five disinterested freeholders, not resident in the District, to fix a just valuation on the land;
- (5) To provide, free of charge, school privileges for all resident children of school age, and admit pupils from outside the district for reasonable tuition fees, sanctioned by the Supervisor of Schools.
- (6) To regulate, with the teachers, the attendance of pupils in the several departments and suspend or expel any persistently disobedient pupil;
- (7) To employ teachers by a written contract and to suspend or dismiss any teacher for gross neglect of duty or immorality;
- (8) To visit each school under their charge at least monthly;
- (9) To provide books for children whose guardians fail to provide them and to collect the cost from such guardians if they are not indigent;

- (10) To see that the Chairman and Secretary for the ensuing year are appointed at the first meeting;
- (11) To prepare such semi-annual and annual reports as are required by the Department of Education.

The Secretary is to be bonded, and is to receive a commission not to exceed 10 per cent of all monies collected, (5 p.c. when sums are paid before December 1st) and 5 p.c. of all monies raised for purchase or erection of a schoolhouse, site or improvements.

Procedure for taking action against trustees and satisfying any judgement against them is laid down.

#### D. Teachers.

Prince Edward Island employed 707 teachers in the publicly-controlled schools in 1949-50. Of these 259 had Class I or higher, 352 had Class II, and 33 had Class III certificates; the remaining 63 were teaching on permissive certificates. Teachers are certificated by the Department of Education according to their academic and professional training. A superior First Class License is granted to students with Senior Matriculation who successfully complete one year in the Provincial Normal School; a First Class License to those with Junior Matriculation standing; a Superior Second Class License to students who complete Junior Matriculation after taking the normal course; and a Second Class License who receive 90 p.c. of the marks for a Superior Second Class License (1946). They must be 18 years of age, of temperate habits, good moral character and with at least nine months' attendance at the Normal School, or its equivalent. No teacher under 21 years of age may teach in the school he or she attended, without consent of the Director of Education. Qualified teachers from other provinces may be granted permission to teach in Prince Edward Island. During the war, as in other provinces, difficulty was experienced in obtaining qualified teachers. Temporary licenses were granted when necessary. Special licenses to teach may be granted to persons qualified to teach particular arts or crafts. Licenses expire if not used for four consecutive years.

#### Duties of the Teacher.

Every teacher is expected to: keep a daily register; diligently and faithfully teach all branches required by his agreement and the School Act; maintain proper order and discipline; suspend any pupil who wilfully and habitually opposes his authority and disobeys the rules of the school; supervise the health and comfort of the pupils and report the appearance of any contagious or infectious diseases; hold a public examination of the school each half year; and prepare and forward to the Department all required forms and reports.

Where more than one teacher is employed, the head teacher is known as the principal and the other teachers are assistants. The principal, with the approval of the School Board, prescribes the duties of his assistants.

Each teacher manages his school according to the School Law and regulations. He may suspend a pupil for cause, but expulsion of a pupil from school is a power vested only in the Board of School Trustees. After one or more suspensions, a pupil must be expelled, unless improvement is shown.

Teachers are expected to attend regular meetings of their institutes; issue monthly report cards for the information of parents; keep school on all authorized



days; make up days lost due to illness or other cause by teaching on Saturdays; be punctual, and require the pupils to be the same; practice Christian virtues without interfering with the religious tenets of the pupils.

#### Superannuation of Teachers.

An Act for the superannuation of teachers of the province came into effect in 1931. Teachers contribute five p.c. of their total salary. Superannuation is possible after 30 years of teaching if the teacher is 60 years of age or older. A teacher may also be superannuated after 15 years of teaching service upon a physician's certificate indicating mental or physical incapacity to continue. The superannuation allowance is one-sixtieth of the average salary for the five consecutive years of highest salary, multiplied by the total number of years' teaching up to 40 years. Teachers leaving the profession receive any contributions made beyond those for the first two years, which amount is forfeited to the fund. The fund is guaranteed by the Provincial Government.

#### E. Miscellaneous Items.

##### School Year.

The school year consists of 200 teaching days divided into two terms, one ending on January 31 and the other on June 30. Vacations consist of six weeks, beginning July 1 and two weeks in October, as set by the trustees (unless the majority of the ratepayers wish eight weeks in the summer), and one week at the end of December. Charlottetown and Summerside have nine weeks in the summer. Saturdays, statutory holidays, and days proclaimed by the Provincial or Dominion authorities are school holidays.

School is held from 9:30 to 3:30 with one hour for noon recess with an intermission of ten minutes in the morning and afternoon. Rural districts may shorten the noon recess to half an hour and dismiss at 3 p.m.

##### Attendance.

All rural children in the compulsory school attendance age (7 to 15 years) are required to attend school 75 p.c. of the days in which school is in operation each month. A 90 p.c. attendance is required in the towns of Summerside and Charlottetown. Parents and guardians who fail to send their children to school for the required number of days are liable to a fine of \$20.00 and to have family allowance payments suspended.

On application to the school supervisor, parents may procure work certificates for not more than six weeks in any school year, which will allow pupils to remain out of school to perform necessary work at home. Work certificates are not granted to enable pupils to hire out for labour.

The schools are non-sectarian. Reading of the Bible without comment is permitted where parents desire it, but children are not obliged to attend this exercise unless their parents wish it.

Incorporated towns may introduce and maintain medical inspection of pupils and buildings.

Regulations state that the school yard should be not less than one acre for one and two department schools with additional space for larger schools. Recommendations provide for equipping, operating and administering the schools. There is a

prescribed course of studies which the teacher follows. Penalties are provided for anyone, including trustees, who withholds school property or wilfully disturbs a school in session.

### Financing the Schools.

Financing education in Prince Edward Island is inevitably different from that in the other provinces. In size it would easily lend itself to equalized assessment and uniform taxation throughout the province. Until the present, 1950, the government grants, which equal about 60 p.c. of district expenditure, are proportionately larger than in any of the other provinces, except Newfoundland. Revenue for the schools comes from government grants and the district assessment, including the poll tax.

The salaries of teachers are provided for in part from the provincial treasury. All other items of fixed or current expenditure are provided for by district assessment. School buildings may be financed by a loan, extending over a period not exceeding twelve years when the total amount borrowed is \$3,000 or less, and not exceeding twenty years in all other cases.

### Grants for Teachers' Salaries.

The School Act sets forth minimum salaries with the proportions to be provided by the Province and the School Boards, respectively. A School Board may (and at present most boards do) pay the teacher more than the minimum. The Act provides a penalty for contracts below the minimum. All grants for teachers' salaries are based on a teaching year of 200 days, and the average daily attendance maintained by a school for the term during which salary is claimed.

#### A. TO LEGALLY QUALIFIED TEACHERS.

##### 1. Basic Grants.

Classification of Teachers	Basic Govt. Grant	Minimum District Supplement	Maximum Government Supplement	
			Rural	Urban
Teachers of Grade XII	1200	450	300	300
Teachers of Grade XI	1000	400	275	275
Teachers with a First Class License	750	250	75	50
Teachers with a Second Class License	650	200	75	50
Teachers with a Third Class License	500	150	75	50



2. Grants on Experience in addition to the above.

At the beginning of the:

3rd year of teaching .....	\$ 50
7th year of teaching .....	100
11th year of teaching .....	150
15th year of teaching .....	200

Notes:

- (1) The above is the revised schedule of minimum salaries adopted April 1, 1947.
- (2) Record of service payments have been in effect since July 1, 1942.
- (3) There is now equality of pay as between male and female teachers.
- (4) Rural and urban teachers receive the same basic grants except in the matter of bonus supplement paid by the government to teachers of the First, Second and Third classes of license.
- (5) Bonus supplement within the limits of the maximum amounts indicated is paid by the government to teachers of Grades XI and XII on the basis of two dollars for every dollar paid by the district over and above the minimum supplement required to be raised, and to all other teachers on the basis of 50 p.c. of the amount paid over and above the district minimum for each grade of license.

Grading of Teachers in Small Schools.

By regulation of the Department of Education, schools are graded according to the enrolment of pupils and for salary purposes, the teacher may be considered to have the corresponding grade of certificate, regardless of her actual certificate.

<u>Number of Children</u>	<u>Grade of School</u>
10 or less	3
11 to 18	2
19 or over	1

B. TO PERMIT TEACHERS.

Persons granted Temporary Permits to teach since 1950 receive basic salaries from the Provincial Treasury as set forth in the following schedule:

CLASSIFICATION	QUALIFICATIONS	Basic Govt. Grant	Minimum District Supplement	Maximum Government Supplement	
				Rural	Urban
A	Grade X standing	\$ 350	150	75	50
B	Grade X plus one additional year of extra study	400	150	75	50
C	Grade X plus two additional years of academic study	450	150	75	50
D	Grade X plus three additional years of academic study	550	150	75	50
E	Grade X plus four to six additional years of academic study	650	150	75	50

The Director of Education may grant an additional bonus of from \$50.00 to \$100.00 to any person qualified for a Permit-to-Teach who has already shown exceptional efficiency in teaching and/or who has had partial training in methods of teaching or who has passed in a related educational subject or subjects.

The basic salary for Classification D applies to Permit Teachers of Classification E who are employed in schools where the enrolment is 11 to 18 pupils.

The basic salary for Classification C applies to Permit Teachers of Classifications D and E who are employed in schools where the enrolment is 8 to 10 pupils.

Although permit teachers receive bonus supplement from the Government, they are not given record-of-service grants.

Grants for teachers' salaries are dependent on attendance. Where the average daily attendance falls below 60 p.c., a proportionate amount shall be deducted from the teacher's salary unless the loss is due to the prevalence of sickness. The trustees are responsible for making up this deduction at the expense of the negligent parties or by a general levy.

Additional amounts beyond the grant needed for teachers' salaries, and other school purposes including school grounds, school buildings, fuel, light, equipment, interest on money borrowed, personal expenses incurred by the trustees, etc., may be determined at the school meeting. Such amount is raised by a poll tax, dog tax and property tax.

The School Act requires every school district to collect a poll tax of from \$1 to \$10 from every person over 21 years of age who either is assessed therein in respect of real property or is a householder. Every male person over the age of 21 years, and under 65, who is not a property owner or a householder, is liable for a poll tax of \$1.



Residents of the district are taxed for school purposes and non-residents are taxed on their property in the district. Similarly, all corporations, companies and firms are taxed, except cheese and butter factories, public halls, churches, cemeteries, parochial residences and orphanages.

Every annual or special school meeting may vote to exempt any individual because of age, infirmity or poverty.

The trustees secure all information necessary to compile the assessment role and strike such rate as will produce the necessary funds. The Director of Education is given a copy. The Secretary collects the funds and may sue if the taxes are not paid and receive a judgment against the lands. The sheriff may be instructed to sell the lands and any surplus may be returned to the owner on application to the judge of the County Court.

If the trustees of any district are unable to discharge their duties through failure of the school meeting to authorize taxation, they shall make an estimate of the amount needed, list the residents liable for poll and property taxes, make a valuation of taxable property and submit these to the Supervisor of Schools. He reports to the Director of Education and authorizes the trustees to collect the necessary amount. Trustees may be authorized to borrow money for necessary expenditures.

Provision is made for obtaining additional revenue from a dog tax of \$1 for each male and \$3 for each female dog. The proceeds may be used for school books, clothing, etc., for children of indigent families. Only a few school districts collect these and they receive little.

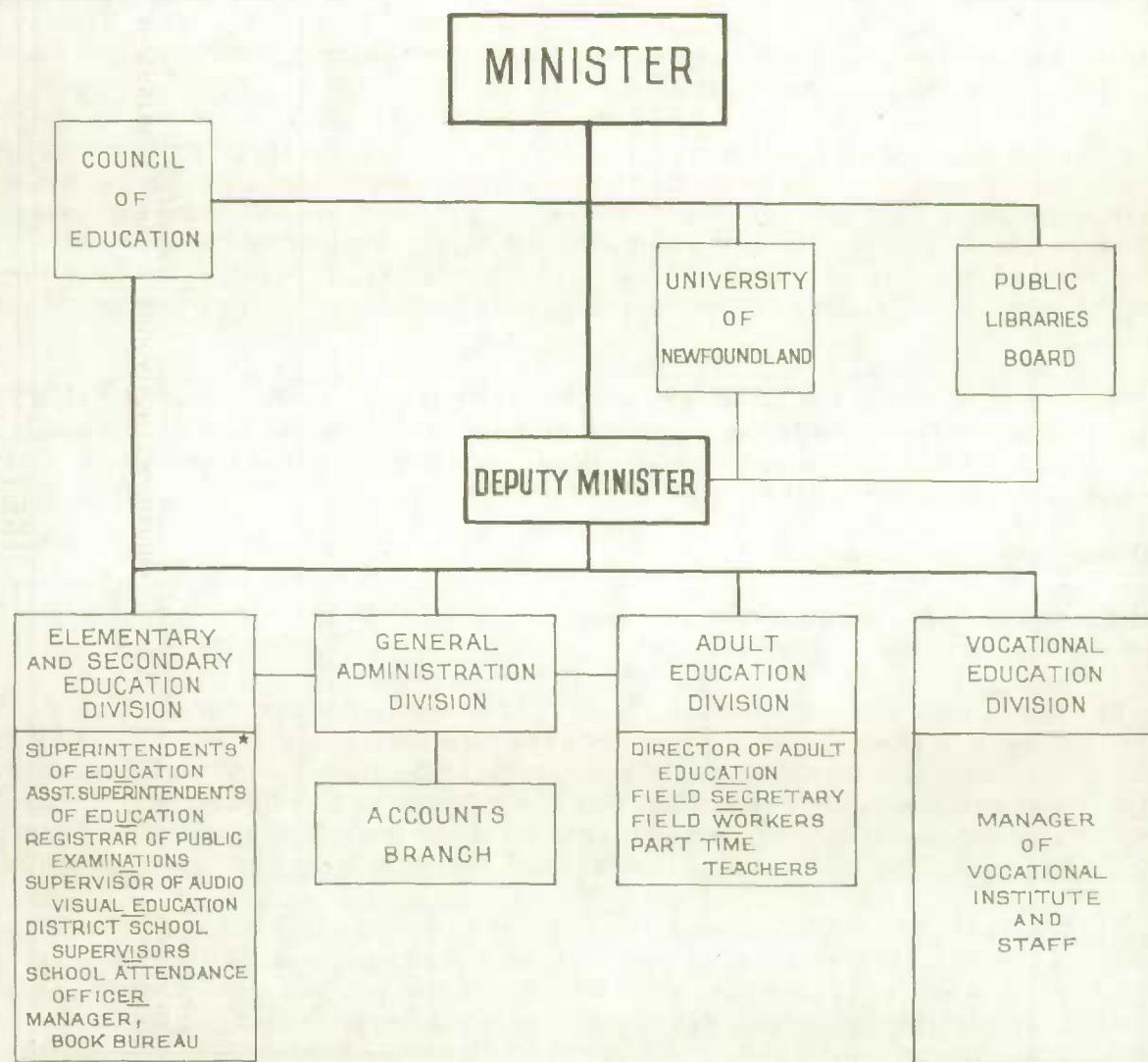
#### School Improvement Grants.

In order to encourage boards to improve school properties, grants from the Provincial Treasury are available to districts on the following bases:

- (1) For a new school building, from \$500 to \$1,000 (depending on the plan used and the facilities provided) for one room, and from \$250 to \$500 for each additional room if the district spends at least an equal amount and the plan of the building, the school site and the completed project are approved by the Department of Education. The maximum grant to any school district for a new school building may not exceed \$2,500.
- (2) For school improvements, a sum not to exceed \$300 for one room and \$150 for each additional room up to a maximum of \$750, if the district spends at least an equal amount, and if the project, which may include remodelling, painting, furniture and equipment, enlarged grounds, major playground equipment and improved lighting, heating and sanitation facilities, is first submitted to and approved by the Supervisor of Schools.

# GOVERNMENT OF NEWFOUNDLAND

## DEPARTMENT OF EDUCATION



\* Share responsibility re CURRICULUM WORK

### COMPOSITION OF COUNCIL OF EDUCATION

MINISTER (CHAIRMAN)  
 DEPUTY MINISTER (VICE CHAIRMAN)  
 FOUR SUPERINTENDENTS  
 EACH OFFICIALLY REPRESENTING  
 HIS RELIGIOUS DENOMINATION VIZ;  
 C.O.F.E., R.C., U.C. and S.A.

### UNIVERSITY PROGRAMME

ARTS & SCIENCE COURSES LEADING TO B.A. AND B.Sc. DEGREES [4 YEARS]	ENGINEERING COURSE [3 YEARS]
PRE MEDICAL AND PRE DENTAL COURSES [2 YEARS]	
HOUSEHOLD SCIENCE [2 YEARS]	



GRADE OR YEAR		INSTITUTIONS OF PUBLIC EDUCATION IN NEWFOUNDLAND 1951								RELATIVE AGE	
4	<div><div>SECONDARY</div><div>ELEMENTARY</div></div>	<div><div>1,200 SCHOOLS</div><div>2,400 CLASSROOMS</div><div>2,450 TEACHERS</div><div>80,000 PUPILS</div></div>	<div><div>UNIVERSITY</div><div>ARTS AND SCIENCE</div><div>EDUCATION</div><div>ENGINEERING</div><div>PRE-MEDICAL AND PRE-DENTAL</div><div>HOUSEHOLD SCIENCE</div></div>	<div><div>ST. JOHN'S VOCATIONAL INSTITUTE</div><div>PUPILS 125</div></div>	<div><div>ADULT EDUCATION CENTRES</div><div>PUPILS 917</div></div>	<div><div>STUDENTS 450 to 500</div></div>	20				
3							19				
2							18				
1							17				
11							16				
10							15				
9							14				
8							13				
7							12				
6							11				
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1							6				
K							5				

Note: Secondary is a continuation of Elementary. In other words secondary schools are academic, not vocational. Student may matriculate through grade XI or may merely qualify for a school leaving grade XI certificate depending on the courses studied in grade IX, X XI

## NEWFOUNDLAND

### A. Historical Introduction to Education in Newfoundland

The first school to be founded in Newfoundland, of which there is any record, was established in Bonavista in 1726 by the Rev. Henry Jones, who came to the colony from the society for the Propagation of the Gospel in Foreign Parts. A school in St. John's followed in 1744 and was the work of the same society. During the following century complete responsibility for education, including finance, was the work of the churches, private individuals and organizations. By the end of the century some 20 or 30 schools were in operation in various parts of the island. School lasted all day or from six to six, and it was thought that all children should attend until the age of six or seven. Teachers were paid £15 a year and fees, often in quintels of fish, were paid by those who could afford them.

The first attempt to establish higher education was in 1798 when a grammar school for both sexes was started. About 25 merchants and inhabitants agreed to contribute certain sums to pay the principal's salary.

Schools of the Society for the Propagation of the Gospel were succeeded by those of the Colonial and Continental Church Society in the first half of the nineteenth century. Teachers from the Society's training school, Baldwin Gardens, London, introduced the Bell monitorial system. By 1842 the society had established sixty schools enrolling about 3,500 students.

In 1833 the Right Rev. M.A. Fleming, O.S.F., Roman Catholic Bishop of Newfoundland, arranged with the Presentation Convent at Galway, Ireland, to establish a convent school at St. John's, Newfoundland, which would offer free education to Catholic girls. In 1842 he negotiated with the Sisters of Mercy in Dublin, Ireland, for the establishment of a convent school for the daughters of parents in a position to pay for the education of their children.

Referring to the work of the Presentation Sisters, the Bishop wrote a friend in Ireland, 1843: "When you now take into account that for nearly eleven years more than one thousand children have been in daily attendance at these schools, you can well estimate what a world of good have these pious ladies accomplished in that humble retirement that almost shuts out the world's praises, but gives them the happiest title to endless reward".

The Right Rev. Edward Field established a teachers-training school in St. John's in 1855 which enrolled 60 teachers-in-training in 1882. He also enlarged the theological institution, established seminaries for boys and girls and founded orphanages and many other educational institutions.

In the meantime the state had entered the education picture. A representative government, granted to Newfoundland in 1832, passed the first Education Act of 1836 in which it attempted to make education non-denominational. By this Act the island was divided into nine educational districts and school boards were appointed to administer the appropriations to the denominational school organizations. Many complaints were lodged against a provision of this act which prescribed the Irish national school series of readers and the Bible for all schools, and an agitation was set on foot for a division of the grant.

An amendment, seven years later, recognized the Roman Catholic Church, and Church of England, and provided equal grants for each to continue its education work. An inspector was appointed and fees were made compulsory. At



that time the country was divided into 36 education districts - 18 Protestant and 18 Roman Catholic. Later amendments served to create a system definitely along denominational lines.

In 1846 an attempt to establish a non-denominational academy failed and was superseded by the successful establishment of three academies, Roman Catholic, Church of England and Wesleyan Methodist. Provision was made for the appointment of Roman Catholic and Protestant inspectors and by 1875 three inspectors had been appointed.

In 1874 an Education Act recognized the denominational system and provided for separate denominational public schools. This Act remained substantially in effect until in 1935 the Commission of Government reorganized the Department of Education. A previous act in 1927 was a logical development of the 1874 act. It had made provision for a uniform system of education within a denominational framework. Policies were to be formulated and controlled by a Bureau of Education consisting of 12 members including the Prime Minister as President, the Secretary for Education as Deputy President, three denominational superintendents, three assistant superintendents, the educational secretary of the Salvation Army and three other members, one nominated by each of the major denominations. Administration of the Department was carried out under the Secretary for Education by the superintendents and their staffs.

In April 1935 amendments changed the organization radically. The Bureau of Education and Superintendents were superseded by a newly appointed Secretary, for Education, who was subject to the Commissioner for Home Affairs and Education, and two assistant secretaries - later a third was added. The secretaries were chosen on a denominational basis but were not official representatives of their respective religious bodies. To maintain close liaison between the Department, denominational schools and church organizations, and Advisory Committee was appointed, consisting of six members, representing the Church of England, Roman Catholic, and United Church. However as this Committee was not in close touch with the problems of the Department it was ineffectual. In December of the same year the office of Secretary for Education was abolished and the office of General Superintendent restored.

The Amendment of 1935 did not meet with general approval and in 1939 the Education Act was again amended to restore an organization similar to that prior to 1935. A Council of Education was established with the Commissioner and Secretary of the Department as Chairman and Vice-Chairman respectively. The three Assistant Secretaries and the Salvation Army representative were known as Executive Officers. Three Assistant Executive Officers were appointed and in 1946 a non-professional Assistant Secretary was added to the Department staff.

The Council of Education, subject to approval of the Minister, is responsible for educational policy, and the Executive Officers, who, outside of the Council were regular Civil Servants, carried out the policies of the Council affecting their respective denominations under the supervision of the secretary. For their respective denominations the Executive Officers were in effect Superintendents of elementary and secondary education. Since joining Canada in 1949 a Minister of Education has been appointed to take the place of the Commissioner while the permanent head of the Department is now Deputy Minister instead of Secretary.

A National Handicrafts Centre was started in 1946, placed under the Education Department in 1948, but discontinued in 1950. It aimed to train voluntary

leaders in handicrafts for organizations throughout the country and made efforts to use native materials, local woods, cotton, etc.

The first kindergarten was opened in 1894 and the first manual training school in 1903. Vocational training began with ex-service men after World War I, but was dropped until the Vocational Institute in St. John's was set up for ex-service men of World War II. For the past 40 years, institutes organized by Dr. Wilfred Grenfell in arts, crafts, manual training, gardening, cattle, hog raising, etc., have contributed to practical education in Northern Newfoundland and Southern Labrador.

#### Northern Labrador.

The Moravian Missions were established on the Newfoundland Labrador around 1771 in response to a request for help in stopping the feud between the Eskimo and Newfoundland fishermen. They were invited to Christianize the Eskimo and were given jurisdiction over some 700 square miles of mainland and adjoining islands.

In 1926, the Hudson's Bay Company established trading posts in the Moravian territory and in 1942 the Department of Natural Resources took over these posts and accepted responsibility for the well-being of the Eskimo. Co-operation between the government departments (Natural Resources, Education, Health and Welfare) and the Moravians is producing good results.

In recent years, the Moravians have experienced difficulty in securing qualified teachers. Ideally, teachers should speak both Eskimo and English while other abilities such as music or crafts are an added asset. Problems of educating the Eskimo children, children of mixed Eskimo-English marriages and children of missionaries and post managers are difficult. The latter are generally sent out of the country, although correspondence courses could be used whenever someone could provide supervision.

The Moravian Missions were conducting boarding schools at Makkovik and Nain with accommodation for day pupils, and day schools at Hopedale and Hebron. Enrolment was 33, 68, 12 and 42 respectively, but it was estimated that there will be about 270 children of school age in the territory in a few years. Elsewhere, and mainly further south, there are three Grenfell Mission schools at Cartwright, Northwest River and St. Mary's and 21 public schools made up of 13 Church of England, 7 United Church, and 1 Roman Catholic school. These come under the jurisdiction of the Department of Education, as do public schools in Newfoundland.

The Adult Education movement dates from 1929. Night schools changed from schools offering the same studies in the same way to adults as to day school pupils, to Opportunity Schools in which special teachers were employed to instruct for 25 hours a week, about 18 to 20 of which were to be spent in homes, on invitation. Regular daytime teachers assisted through teaching regular classes in the evenings.

#### Higher Education.

Before 1890, the highest education obtainable in Newfoundland Colleges (high schools) was the London Matriculation. In 1915, a senior associate grade was added, in part to meet requirements of Canadian universities, and the



denominational colleges became affiliated with certain Canadian and American universities. Students who had successfully completed their senior matriculation might enter second year courses in those universities.

Provision was made by statute for the establishment of a specified number of denominational colleges; inspection of these by the Superintendent of that Denomination; control by a Board of Directors who were nominated by the respective denominational Authorities, appointed by the Governor-in-Council, and empowered to administer the business of the college including necessary borrowing, construction, appointment of personnel, etc.

These colleges were intended to serve the whole Island as residential schools, training teachers in addition to their other functions. Actually they have a long and honoured tradition, are well established, and exercise considerable influence on the Island. Strictly speaking they correspond to collegiate institutes as found in several other provinces.

#### B. Department of Education

The Newfoundland Department of Education is presided over by the Minister of Education who holds office during the life of his government. The Minister has charge of the administration and direction of the Department. To assist him the Lieutenant-Governor in Council appoints a Deputy Minister of Education who holds office during pleasure. During his absence his functions are performed by the senior Superintendent of Education.

The Deputy Minister is responsible under the Minister for the execution of the laws and orders and the administration of public business relating to education. His position is comparable to that of Deputy Minister of Education in the other provinces.

Next to the Deputy Minister are four Superintendents of Education one from each of the Church of England, the Roman Catholic Church, the United Church of Canada and the Salvation Army. They are appointed by the Lieutenant-Governor in Council. Within the Department they are the recognized representatives on educational matters affecting Boards of Education, schools, and teachers. As members of the Education Council they have an important role in the formulation of policy covering elementary and secondary education. As officials of the Department they carry out the policies of the Council in the schools of their religious group.

Each Superintendent performs the following functions for his denomination:

(1) Acts as official liaison officer;

(2) Administers under the Deputy Minister the Department's business relating to the Boards of Education, schools, Boards of Directors, colleges and teachers;

The Manager of the Book Bureau purchases textbooks and other materials to sell to pupils at reduced rates through the principals of the schools.

An Administrative Officer assist the Deputy Minister, looks after the more strictly business aspects of the Department's work and acts as Recording Secretary of the Education Council.

Three Assistant Superintendents of Education carry on the general work of the denominational branches of the service under their respective Superintendents.

The Accountant is responsible for checking financial transactions and keeping the financial records of the Department.

In addition to the work of administering elementary and secondary education the Department now administers Adult Education, Audio-Visual Education and Vocational Education. Few schools possess receiving sets but a beginning was made in 1949 through utilizing programmes of the CBC and the Maritime School Broadcasts. A supervisor of Audio-Visual Education has recently been appointed and close collaboration with the Maritime School broadcasts is planned.

#### District School Supervising Inspectors

The Department has a staff of 22 Supervisors to supervise 1,200 elementary and secondary classrooms in a territory where distances between schools, and travelling conditions, are time consuming. Much of the travel is by boat and depends on favourable weather conditions. The Supervisors function as liaison officers between the Department and Districts. Recruited from among the teachers, their main purpose is to assist teachers and improve educational conditions in Newfoundland. They are given definite responsibility with regard to the curriculum and text books prescribed for the schools. Since 1948 they have been grouped to form standing sub-committees which make a critical analysis of the course of studies and the textbooks from the point of view of suitability and relation to the teacher-training course.

As part of their in-service training they are convened at headquarters for a Conference lasting from three weeks to a month at least once a year usually in January, but may meet for shorter conferences in September and March.

These conferences enable the field men to become thoroughly familiar with the Department policies and trends and the men in the Department to become familiar with the situation throughout Newfoundland. Supervisors are appointed from members of the four major religions.

Since 1944 three members of the staff, in order of seniority, have been given a full academic year's leave of absence to take special courses in Education at recognized universities. They receive full salary, travelling expenses and tuition fees. Each year some of the supervisors constitute the teaching staff of the summer school conducted by the department for beginning teachers. Those not so engaged are employed at office work in the Department.

#### Higher Education

In 1925, in order to provide more advanced training, a junior college was organized in St. John's and known as the Memorial University College. In 1949 the status of the college was raised to that of a degree-conferring institution by the Memorial University Act. The Act provided for a Chancellor, Convocation, Board of Regents, Senate, Faculty Councils and Faculties. The act states that within the province no other university having corporate powers can be known by the same name nor use "university" nor "varsity" in its name, nor have the power to grant degrees. The University may establish faculties, grant degrees including honorary degrees, conduct research, acquire property, erect buildings, etc. It may affiliate any college or other institution with the university. To date Queens College (a Church of England Theological College) and St. Bride's College (a residential school for Roman Catholic young ladies and pupil teachers) have affiliations with the University.



To prepare pupils for entrance to Memorial University there are a number of colleges most of which have residential and day students.

The Roman Catholics support St. Bonaventure's College for boys and St. Bride's College for girls of which the College of Our Lady of Mercy is a part. Enrolment in the three institutions totals approximately 1,400 pupils. Bishop Field College and Bishop Spencer College attract Church of England boys and girls with enrolments of 300 and 400 respectively. Prince of Wales College and Holloway School co-educational schools under the same Board, enroll about 1,000 United Church and Presbyterian pupils.

In 1948 the University employed 25 faculty members and offered more than 54 subjects of instruction. There were 397 regular students enrolled and 80 were graduated at the end of the year. Courses were offered in Arts and Pure Science, Pre-medical, Education, Engineering, pre-Agricultural and Household Science, fields. A summer school session is conducted for school teachers and other qualified persons. There was no organized Extension Department as such, but considerable work of this type was done including a School of Navigation, lectures to nurses in training, etc.

#### Teacher Training

The first teachers in Newfoundland were trained in Great Britain. Training began on the Island in 1851 when the Wesleyans opened a Normal Day School. The Church of England opened a teacher-training centre in 1855 which functioned until 1901. Other normal schools followed. The first non-denominational normal school was established in 1921 but closed in 1932 due to general economic conditions. Teacher training became a function of the Memorial University College in 1934. The teacher training programme now includes a four-year Education course leading to a B.A. in Education. Summer sessions for teachers were held at irregular intervals from 1917 on and are now a regular part of the professional training offered at Memorial College.

#### Public Examinations

The Council of Higher Education was incorporated by legislation in 1893. It conducted examinations from the Primary School Certificates, Grade VI, to Senior Matriculation, Grade XII. At first these were conducted in England but one by one they were taken over by local authorities or in co-operation with the Common Examining Board of the Maritime Provinces and Newfoundland.

This Council was dissolved in 1949 by an Act Relating to Public Examinations in Schools which provided that the Minister, with approval of the Lieutenant-Governor in Council, may appoint a committee to be known as the Advisory Committee on Public Examinations.

The Committee consists of the Registrar as Chairman and 13 or more persons engaged in teaching in Newfoundland, chosen proportionately from the Roman Catholic Church, Church of England, United Church and Salvation Army. The members hold office for three years; one member from each denomination retires each year but may be re-appointed. Vacancies are filled by the Minister from members of the same denomination.

Members serve without remuneration.

The Committee considers and makes recommendations concerning public examinations. The Minister may regulate:

The manner in which public examinations are to be held;

The time and places for public examinations;

The subjects of examination;

Diplomas and prizes, and persons eligible;

The appointment and remuneration of examiners and others conducting public examinations.

Entrance fees for those taking public examinations.

### C Municipal Organization and School Boards

The Island of Newfoundland, roughly triangular in shape and covering some 42,700 square miles, lies across the mouth of the Gulf of St. Lawrence. At its northern point it is separated from Labrador, which has been a part of it since the 18th century, by the narrow Strait of Belle Isle. Labrador covers 110,000 square miles or some three per cent of the area of Canada.

The seas surrounding Newfoundland are shallow and with the rivers represent the greatest potential source of wealth in fish, waterfalls suitable for hydro-electric development and timber stands in the river valleys, but mineral areas in the interior remain for the most part untapped. Forest areas are being scientifically exploited by the pulp and paper industry.

The people of Newfoundland for the most part dwell in some 1,300 different and distinct scattered settlements which hug the meandering shore of bays and inlets and live off the sea. About half of Newfoundland's population of 322,000 are found in the Avalon peninsula, 57,000 of them in greater St. John's. For the most part Newfoundland does not have municipal Government as in the other provinces nor are schools supported by a direct tax on property.

About one-third of the people are dependent in one way or another on the fishing industry. The second largest group are employed in some phase of forestry or mining. Another 36,000 farm or have small holdings but 33,000 of these consider themselves also fishermen or trappers. Other gainfully occupied are employed in secondary occupations.

Practically all of the smaller settlements developed on a denominational basis. In part this accounts for Newfoundland's education system developing denominationally; in part it explains why overlapping of education services does not constitute a major problem despite the fact that a great majority of the schools are denominational. Only in the larger more industrialized settlements have workers of all faiths been attracted to settle together. In these, several schools would be necessary, whatever the organization. A survey by supervising inspectors in 1944 showed approximately 15 p.c. of the settlements with duplication of effort; one-third of these were in the largest settlements. About one pupil out of every eight attends a school of some other denomination.

While the schools are denominational the main differences are to be found in religious instruction and basic readers. All schools follow the same curriculum and for the most part use the same texts. All secular teachers follow the same training courses. Certification of teachers is uniform. The same policy of supervision is carried out in all schools. Actually there is but one system of education operating through a number of denominational branches.



## School Districts

The unit for school administration is the Education District. New districts may be formed, or districts may be altered by Orders in Council. The authority for each district, known as a Board of Education, consists of five or seven members appointed from among prominent members of the community.

Newfoundland is divided into 283 education districts of which 90 are Church of England, 74 Roman Catholic, 87 United Church, 16 Salvation Army, 15 Amalgamated or Inter-Denominational and 1 Seventh Day Adventist covering the entire island.

The government, on the recommendation of the appropriate Superintendent, appoints a Board of Education consisting of five or more persons of the religious denomination of the residents of the districts one of whom shall be the senior clergyman in the district.

The education act provides for the establishment of Boards of Education and schools on an inter-denominational basis of two or more denominations. Some of the largest and best schools are of this kind and are known as Common or Amalgamated Schools. In 1949 there were 1,187 schools and 2,286 classrooms. Of these, 778 were one-room units. The number of teachers was 2,024 of whom, 802 were men and 1,622 women. Of these 112 men and 57 women had university standing. Of the others 300 men and 542 women had associate or first class standing, 137 men and 472 women teachers had second class standing, 109 men and 314 women had third class standing while the remaining 144 men and 247 women were uncertificated.

In 1949 enrolment was 75,086 of whom 37,336 were boys and 37,750 girls. Of the total 25,719 were Roman Catholic, 21,147 Church of England, 17,771 United Church, 4,643 Salvation Army, 4,745 Amalgamated, 585 Community, 233 Seventh Day Adventist and 243 Land Settlement.

## Duties, Functions, and Powers of a Board of Education

The Act empowers School Boards to exercise the following functions when expedient:

1. To open and maintain schools in places most convenient for a majority of the residents;
2. To promote night schools and continuation classes if funds permit;
3. To appoint and dismiss teachers;
4. To prepare and transmit to the proper Superintendent duly audited annual returns;
5. To appoint one or more school visitors for schools distant from the residence of the chairman or members of the Board;
6. To inform the proper Superintendent concerning the expenditures of school money, management of the school, vacancies and appointment of teachers;

7. To hold an annual meeting on the first Wednesday in July or as soon as practicable thereafter, and other meetings necessary to conduct the business of the Board; (Regulations govern the conduct of such meetings).
8. To prescribe courses of studies and text-books for its schools;
9. To provide each school with a register, log-books, chalk and ink;
10. To arrange for members of the Board of Visitors to visit all schools;
11. To provide for regular medical inspection of the pupils twice a year, or more if possible;
12. To provide and maintain adequate school housing with ample light and ventilation, furniture and apparatus;
13. To arrange for fuel and for janitor service for which pupils may be charged special fees;
14. To care for school buildings and premises and awaken public sentiment in favour of education;
15. To expend all money allocated for educational purposes;
16. To make by-laws, rules and regulations in accordance with the provisions of the act, all of which must be approved by the Crown;
17. To appropriate any surplus funds for other inspected schools within or outside the district;
18. To set the periods of vacation;
19. To purchase, hold, sell and convey property of every description for education purposes, provided that local inhabitants raise an account at least equal to any grant made;
20. Subject to the approval of the proper Superintendent, borrow and raise money through debentures or loans;
21. To determine the scale of fees in respect of pupils beyond the compulsory school age. Fees are to be paid in advance but may be waived in the case of a fatherless child whose guardian is not in a position to pay, or where fees cannot be paid because of poverty;
22. Arrange for a conference of the Board and teachers on the first Saturday in November to consider the needs of the district.

The accounts of each Board are audited. Boards may sue and be sued.

Vacancies in the Board occur whenever a member resigns, moves to another district, or is absent for six months.

The Governor-in-Council may remove or replace any Board whenever it is considered expedient.



In a district where no Board exists the appropriate Superintendent functions in lieu of the Board until one is appointed.

Boards of different denominations, whose districts coincide in whole or in part, may establish and maintain a common school, and have a common board set up when approved by the denominations concerned, the Council of Education and the Crown.

In a community where one or more Boards do not wish to maintain a separate school, or where a majority of the children do not belong to any of the religious denominations which maintain schools, provision may be made for joint school services with the property vested in the Minister of Education and the school administered by an officer of the Department with the assistance of a local committee.

#### D. Teachers

Teachers are employed by the Boards of Education. Their form of contract is prescribed. The contract is terminable by either party giving one month's notice at the end of a school year, or three month's notice at the end of a school year, or three month's notice during the school year. The Board may terminate the teacher's contract summarily for drunkenness or immoral conduct or conviction for a criminal offence. Teachers who do not teach for the full year are paid proportionately for the number of days taught. Public school teachers are required to:

1. Hold school regularly;
2. Teach diligently and faithfully all branches required by the Schedule of Studies;
3. Maintain proper order and discipline and exercise reasonable care of school property;
4. Report requirements for apparatus, materials and repairs;
5. Report on fuel supply;
6. See that the school is properly cleaned etc., and oversee its ventilation;
7. Collect and account for any fees;
8. Arrange for regular physical exercise for pupils;
9. Follow a time-table posted in a conspicuous place;
10. Keep a log book recording matters of special interest such as pupil's transfers, examinations, promotions, disciplinary action, needs, etc.
11. Keep a visitors' book;
12. Keep a record book showing attendance, promotion etc., for all pupils;
13. Give the Board and School Visitors access to school records and deliver any school record or book to the chairman of the Board, or a majority of the Board, or to the Superintendent, and provide any available information requested;

14. Hold a public examination at the end of each half year where practicable;
15. Refrain from imparting any religious instruction to pupils whose parents might object;
16. Principals, including teachers in charge of a one-room school, make all reports required;
17. Observe Empire Day and Armistice Day (Nov. 11th); and keep the Friday of "Save the Forest Week" as Arbor Day.

#### Teacher Training

The Crown appoints Board of Examiners of from three to five members for each denomination with not less than 10,000 members. Each Board examines all candidates for pupil-teacher or teacher and grants certificate of grade or license to each teacher according to regulations and requirements of the Council of Education. A Board may cancel a teacher's certificate for drunkenness or immoral conduct. It may make rules and regulations necessary for the discharge of its duties.

Two or more Boards may agree to form one Board of Examiners with representation as recommended by the Council of Education.

No person may teach without a certificate of grade issued by a Board of Examiners as prescribed by regulations unless he has a license from the appropriate Board of Examiners permitting him to teach for one year.

The Council of Education is empowered to make regulations: specifying number and names for the grades of teachers' certificates: covering the validity of such certificates: the admission and indenturing of pupil teachers and the training, examining, grading and certifying of teachers.

Teacher training is conducted at the Memorial University. The Academic and professional training is integrated and a four-year differentiated programme is offered. Similarly the Summer School is conducted at the Memorial University and the work integrated with the regular courses. In addition, since July 1950 the Dept. of Education conducts a special summer school for beginning teachers. Prior to 1946 professional training was given as a more or less self-contained year's work and the various certificates were based on the completion of this course plus one or more years of academic work. The new course was spread over four years and so organized that in each succeeding year greater emphasis is placed on academic subjects, or from three calculating salary grants, establish a scale of salaries based on teachers' qualifications and experience, prescribe limiting factors governing different classes of teachers and schools, determining the number of teachers in schools for whom grants will be paid considering enrolment, and conditions under which part of any grant will be paid; allocate money voted for maintenance and repair of schools or equipment and supplies; and regulations governing sick leave and special leave for teachers.

All regulations must be published in the Newfoundland Gazette and laid before the Legislature within 15 days of date of opening of the succeeding session.

The Department may recover any overpayment through deductions on the grant and may make pension and income tax deductions.



### Teacher's Certificates and Licenses

Certificates are Graduate, University, Associate and First Grades which represent 4, 3, 2 and 1 years in Education and 4, 3, 2 and 1 years of teaching, respectively. Licenses A, B, C, are granted for completion of specified courses at recognized institutions and D for those who fail to qualify for them.

The A License may be granted to candidates who have completed the first year of approved study in Education or its equivalent. The B and C License require completion of the respective B and C. Summer School courses at recognized institutions while the D License is granted in special cases to candidates who do not meet all requirements for other licenses.

### Retirement Act

Every teacher in College, Public School or Special School who is paid by the Department retires at age 60; or sooner if he is unable to continue his duties due to permanent physical or mental incapacity. Any teacher may be retired after the number of his years of pensionable service plus his age equals 92; or a teacher in certain specified circumstances may retire on a deferred pension on or after age 55 if he has 30 years of pensionable service.

The amount of any teacher's pension is obtained by dividing the average of any five years of his salary by 45 and multiplying by his years of pensionable service up to 30. Payments are monthly.

A widow of a pensionable teacher shall receive one half the pension payable to the husband if he had reached pensionable age, if she is not more than 20 years younger than her husband, and if her husband has taught for at least 10 years or has retired on a deferred pension, provided further that the husband has paid the extra 1 p.c. premium required. An orphaned child of a pensionable teacher receives one half of the amount of the pension until he reaches 16, or where there is more than one child, the pension is divided equally among them and the amount is paid over to the guardian. Similarly children of a widow who dies while receiving a pension receive the pension until reaching age 16.

Every married male teacher or widow actively engaged at the passing of the act was required to elect before August 31, 1950 whether or not he or she, wished to be excluded from these provisions of the act. Within six months of being married, becoming the widow of a teacher, or resuming teaching. Other who become eligible must elect whether or not they wish to come under these provisions. Members of religious orders may come under this act if they so elect.

Regulations clearly state what service can be counted as pensionable.

The premium to be paid monthly is 3 p.c. for females and 4 p.c. for males or, provision is made for a widow or dependents, an additional 11 p.c. of salary. The Department may deduct payments as they fall due.

The right to a pension may be forfeited should a teacher's certificate be cancelled.

Rebates may be made to teachers who retire from teaching after having taught for six years or more according to an established sliding scale under which 100 p.c. is returned after 15 years teaching service.

All teachers who had paid for at least one year under the previous act might elect to remain under it and be pensioned accordingly.

#### E. School Attendance

Every principal records the names of all children under age 14 who have been accepted as pupils. Compulsory school attendance introduced in 1942, covers children 7 to 14. Parents or others having the care of a child of age 7 to 13 years, inclusive, must have such a child enrolled in a school within one month unless:

1. The supervisor or chairman of the district certifies that the child is under efficient daily instruction outside school.
2. The court is satisfied that the child is being efficiently instructed,
3. The child is unable to attend school because of sickness or other unavoidable cause,
4. The child is needed to support himself or someone else and a certificate valid for not more than two months has been issued by a magistrate or other person designated by the Department, and a copy has been forwarded to the Minister,

No person shall be liable to any penalty if:

1. He is unable to have a child enrolled at the school of his selection because of insufficient accommodation.
2. The child is under 10 and the nearest school of his denomination is more than one and a half miles distant, or more than two miles for children of any age or,
3. A board of education has excused the child due to travel difficulties, etc.

Every principal reports all absences on the last day of each month or whenever requested by the Minister.

Penalties are provided for all persons who neglect to send children under their care to school. The school register may be used as evidence of absence. A bond may be required instead of a fine.

Ane police constable or ranger or other person appointed by the Crown to enforce the act; may send any child suspect of truancy home or to school; may enter any public place, or place where children might be employed or congregate. Any person who attempts to prevent children from attending school or officers from enforcing the act is liable to a fine for each such offense.

Pupils within the compulsory school years may not be charged fees.

A principal may upon certification from a competent authority excuse from attendance any child who is unable to profit from school instruction, or may, with approval of the Board, suspend for one week or less, any child for a serious breach of discipline. Parents of the child are given an opportunity to make representation in writing.



Teachers may refuse to admit any child under five years of age. When the attendance exceeds 30 in one-room schools, or 50 in two-room schools, children under six may be refused admission. Boards may in certain circumstances close schools to children under six and even to children under seven in the afternoon.

#### F. School Finance in Newfoundland

A larger percentage of school revenue comes from the provincial Department in Newfoundland than in any other province of Canada. Of the total expenditure by the province about 9 p.c. or \$3,662,959 was allocated for education in 1948. Of the total provincial expenditure on education \$162,910 or 4.4 p.c. went for administration: \$2,227,266 or 60.8 p.c. went for teachers salaries, \$513,042 or 14.0 p.c. was spent on construction or improvements; \$216,932 or 5.9 p.c. in maintenance and equipment and \$243,026 or 6.6 p.c. for summer schools, school supplies, adult education, the Memorial College, Dalhousie University, Moravian Missions, library service and visual education.

The government upon the recommendation of the Council of Education, may make regulations which provide on non-discriminatory basis the method of calculating salary grants, establish scale of salaries based on teachers' qualifications and experience; prescribe limiting factors governing different classes of teachers and schools; determine the number of teachers in schools for whom grants will be paid considering enrolment, and conditions under which part of any grant will be paid; allocate money voted for maintenance and repair of schools or equipment and supplies; and make regulations governing sick leave and special leave for teachers.

All regulations must be published in the Newfoundland Gazette and laid before the Legislature within 15 days of date of opening of the succeeding session.

Where a teacher dies and the amount payable to the teacher by the Board of Education is \$250 or less the Minister of Education is empowered to pay any necessary debts or expenses incurred by the teacher and distribute the remainder to the heirs.

The Department may recover any overpayment through deductions on the grant and may make pension and income tax deductions.

Returns from the latest public census are used to determine the proportion of appropriations. Any balance on hand June 30 each year is surrendered to the treasury.

Regulations govern the payment of grants.

The Department of Education pays to each Board in 10 equal consecutive monthly instalments beginning in September 5/6 of a grant as determined on a non-discriminatory basis; and every Board receiving an allocation in respect to the salary of a teacher, pays the teacher for days taught. The Department pays the remaining sixth in two equal consecutive instalments in July and August providing that the annual reports have been recorded.

The Department of Education before the end of each month pays to every Board of Education in 10 equal consecutive monthly instalments beginning September, 5/6 of a grant determined on a non-discriminatory basis as provided by regulations; and each pays the salary of that teacher during the period in which school is open; and the Department pays the remaining one-sixth of such a grant to the teacher concerned in two equal monthly instalments in July and

August of each year. (The Minister of Education may authorize the payment of the instalments at shorter intervals than one month).

The Department likewise pays instalments to the Board of Directors of every College established under the act for each teacher employed, and salaries of teachers in schools other than Public Schools. In all cases July and August instalment may be withheld unless the prescribed annual return has been received.

Similarly moneys set aside for maintenance, repairs, equipment and supplies are paid to the appropriate Boards of Education. Other sums provided for assistance to pupil teachers, for Board contingencies, for industrial education and for the erection and equipment of Public Schools are apportioned among the several religious denominations according to their respective populations.

The Lieutenant-Governor in Council may establish a salary schedule considering classes of teachers and schools and determine conditions under which grants or parts of grants may be allocated or paid as a bonus; also provide for the allocation of money voted for maintenance and repair and prescribe conditions under which sick leave and other special paid leave is granted.

Regulations become effective from the date of publication in the Newfoundland Gazette or as set forth in the regulations.

Teachers are paid proportionately for parts of months worked except that a teacher who dies is paid for the whole month. In case of death if the amount of salary owing does not exceed \$250 the amount may be distributed by the Minister of Education with regard to costs of burial etc.

Where an error has occurred in salary payments to teachers the Department may increase, reduce or suspend future payments to make up the difference.

The number of salary units or teacher grants for schools of four rooms or more is determined from the previous year's enrolment omitting all pupils below age six, or above age 14, who were in attendance for less than 60 days. For schools of less than four classrooms similar regulations prevail except that pupils who were not six years of age by December 31 may not be counted. In computing total enrolment pupils transferred in are counted and those transferring out are omitted. Enrolment for new schools for the opening year is the current enrolment. No salary is provided where enrolment does not exceed five pupils, and salary for one teacher for half a year is paid where enrolment exceeds five but not 11. One salary unit is provided when enrolments from 11 to 41, two salary units for enrolment 41 to 81, three salary units for enrolment from 81 to 131 and an additional salary unit for each additional 40 pupils. In schools containing more than five and 11 classrooms respectively, one and two salary units beyond the number of classrooms may be provided. University Grade salary is payable to teachers in one-room schools enrolment of at least 31 and with 11 or more pupils in Grades VI and up. Associate Grade salary is payable in one-room schools with an enrolment of at least 21 and with six or more pupils in Grades VII and up. The number of Graduate and University Grade salaries is determined by the number of pupils above Grade VII as follows: 11-30 - 1; 31-70 - 2; 71-110 - 3 and for each additional 40 pupils 1 more.



## Activities of the Federal Government Related to School Education

The Fathers of Confederation, who framed the British North America Act under which the Dominion of Canada was established as a federal union, granted sovereign powers over education to the several provincial legislatures by section 93 which stated that "in and for each province the legislature may exclusively make laws in relation to education". It provided further "that nothing in any law shall prejudicially affect any right or privilege with respect to denominational schools which any class of persons have by law in the province at the union". In addition the Federal Government retained responsibility for the education of the Indian population and for Canadians living outside the provinces, for example those presently in the North-west Territories and Yukon.

Since the time of Confederation, many unforeseen problems have arisen, some in connection with education. Certain of these problems have been solved within the province, but others were inter-provincial or nation-wide. Among the latter were some connected with national defence, unemployment, social welfare and vocational training. As these vitally concern the whole nation, the Federal Government has in certain cases provided education grants or facilities to assist the provinces or, as with the armed forces, to fill the need. This chapter indicates some of the ways in which certain national departments of government, functioning normally, came into various direct or indirect relationships with certain educational services, or have provided educational facilities for specified groups.

### Indian Education.

The Indian Affairs Branch of the Department of Citizenship and Immigration is in charge of Indian welfare including education. Personnel in the Education Division includes a Superintendent of Education, an educational survey officer, a supervisor of vocational training, a supervisor of physical education and recreation, clerks and stenographers. To conduct the work in the field, regional inspectors have been appointed for four of the provinces and others will be appointed in the near future.

The Department of Ottawa works with the provincial Education Departments. Generally, the curriculum followed in the Indian schools is that of the province wherein the Indian school is located. Off the reserves there are Indian children attending white schools, whites attending Indian schools and five combined white and Indian schools. Each year a number of Indian children who graduate from elementary schools enroll in provincial secondary schools, etc.

The Governor in Council is empowered to establish (a) day schools and industrial or boarding schools for any Indian reserve, or (b) to declare any school which has agreed to provide board, lodging and instruction for Indian children to be an industrial or boarding school. Transportation to and from boarding schools may be provided. Regulations may prescribe a standard for the buildings, equipment, teaching, and discipline of all schools, and provide inspection services.

The whole or any part of the annuities and interest moneys of Indian children attending a boarding school may be applied towards their maintenance.

The chief and council of any board may visit any school to see their children at reasonable times agreed upon by the Indian agent and the principal of the school.

Children of ages 7 to 16 must attend school. Those from 16 to 18 may be retained in school if it appears necessary to their welfare. No Protestant child is assigned to a Roman Catholic school, nor any Roman Catholic child assigned to a

Protestant school. Truant officers may be appointed and are empowered to investigate cases of truancy. Royal Canadian Mounted Police and special constables are truant officers. Penalties are provided for parents or guardians who fail to cause a child to attend school after notice. However children are exempted from attendance if they are unable to attend by reason of illness or other cause; if the child has completed Grade VIII; and if he has been excused in writing by the Indian agent for temporary absence to assist in urgent necessary husbandry or household duties.

Land may be taken from an Indian for school grounds upon payment of compensation agreed upon or determined.

The Department of Health and Welfare co-operates in the health programme. School lunch facilities are available in all schools. Suitable menus, shopping lists and recipes are provided as are vitamin pills and biscuits. Two nutritionists visit the boarding schools.

Meetings of the Special Joint Committee of the Senate and the House of Commons appointed to examine and consider the Indian Act, which began in 1946, focussed attention on inadequacies of the Indian school system. As the hearings continued, it became evident that there were complaints not only from the Indian people but from the churches concerned, and also from other interested organizations. One striking fact established was that a large group of Indian children of school age were not receiving any education. An estimate at that time placed it at 11,000.

Realizing the seriousness of the situation, the Government immediately took remedial steps by providing greatly increased sums of money to effect necessary improvements. A school building program was inaugurated and construction was started on several Indian reserves. This program, which is being continued, has resulted in a marked increase in day schools, teachers employed and pupils enrolled.

By March, 1951, there were 597 establishments of which 46 were seasonal and 553 regular schools. Of these, 71 were residential and five are combined white and Indian schools. The Government employed 561 teachers, of whom 38 were welfare teachers. Enrolment of white and Indian pupils in Indian residential schools in 1951 was 9,357 and in the day schools 15,514. Another 1,180 Indian pupils were enrolled in provincial and private schools, 12 in college, 5 at normal schools, 13 in training for nurses, 28 in commerce and trades and 39 in other schools. While schools vary from one to 12 rooms in size, most of them are one-room and isolated.

The aim of the Indian Affairs Branch is to provide educational facilities for every Indian child. To accomplish this, every reserve must be carefully assessed to determine the type of school which should be provided. Educational survey committees have been established to conduct the necessary investigations, and as a result of their studies, decisions are being made with regard to the location, size, and type of school to be erected.

Also carrying on the work of educating the Indians there were 69 residential church schools, of which 43 were Roman Catholic, 17 Church of England, 7 United Church and 2 Presbyterian. Percentage of attendance is higher in these than in the day schools and the enrolment about two thirds as great. These schools employ their teachers and pay their salaries and are as autonomous as other private schools.



Many obstacles must be overcome to provide schools in those isolated sections in which many Indians live. Because of difficulties in transportation, day schools are erected in many and varied ways using log, metal, and prefabricated construction. For example, materials were hauled by tractor train to a reserve in the Norway House Agency of Manitoba; a prefabricated school was transported to a fishing village on the coast of British Columbia, and logs were hauled to erect a log school in the Yukon.

Where the erection of day schools is not feasible, because of the nomadic habits of the Indians concerned, residential schools are built. Three such schools were under construction in 1950-51, and will serve children in isolated Indian reserves.

In addition to this school building program, existing educational facilities in both day and residential schools have been improved.

In its report on June 22, 1948, the Parliamentary Committee made the following recommendation with regard to Indian education:

"Your Committee recommends the revision of those sections of the Act which pertain to education, in order to prepare Indian children to take their place as citizens.

Your Committee, therefore, recommends that wherever and whenever possible, Indian children should be educated in association with other children".

To carry out this recommendation of the Parliamentary Committee, as it concerns Indian children on reserves close to white communities, the Department of Citizenship and Immigration has conducted negotiations with local school boards and provincial departments of education, and is appointing Regional School Inspectors to assist in dealing with the problems involved.

There was an increase of over 300 pupils in attendance in provincial schools from 1950 to 1951. Similar increases are expected for some years to come.

It is realized that the calibre of teachers in the schools must be such that Indian schools can keep pace with provincial schools. As many of the Indian schools are on isolated reserves where living conditions are quite different from those in settled areas, good salaries have to be paid and comfortably-furnished living accommodation must be provided. To this end, a salary schedule has been introduced with consideration for grade of certificate held. Free teacherages are provided for practically all of the day schools. To assist in holding teachers, the benefits of the Federal Civil Service Superannuation Plan have been extended to them. By 1951, 28 teachers had taken advantage of this offer and are now permanent civil servants.

Teachers are obtained through newspaper advertising, recommendation of churches, etc. Teachers of the denomination of the majority of the board are usually selected. For hiring new teachers, the policy of the Department has been stated as follows: "(1) To replace unqualified teachers, and (2) To gradually reduce the number of teachers holding Second Class certificates." The following table indicates the improvement which has taken place since the introduction of the first salary schedule in September of 1947:

	Jan. 1948	Jan. 1949	Jan. 1950	Jan. 1951
No. of day schools operating	249	258	304	373
No. of classrooms operating	352	383	432	487
No. of Teachers, Grade IV	3	3	5	5
No. of Teachers, Grade III (1st Class Certificates)	97	133	172	242
No. of Teachers, Grade II (2nd Class Certificates)	106	104	109	107
No. of Teachers, Grade I	120	102	95	76
No. of Principals	10	14	18	19
No. of Welfare Teachers, Grade III	5	9	14	17
No. of Welfare Teachers, Grade II	8	13	11	12
No. of Welfare Teachers, Grade I	3	5	8	9

While statistics are not available for residential school teachers, who are hired by the various churches, there has been improvement in the qualifications of these teachers also.

An increase in the number of pupils in Indian schools and an improvement in the calibre of teachers has resulted in a steady trend towards a greater number of pupils entering higher education. In 1949, there were 661 pupils attending classes above Grade 8, an increase of about 200 over the previous year. In September of 1950 there were 834 students attending secondary classes. Many of these young people can become proficient in vocations which are of value to their fellows. They are being encouraged to make their profession either teaching or nursing. An increasing number of day schools are being taught by qualified Indian teachers. There are grants for pupils taking secondary education. Each year teachers recommend promising students. Some attend Indian secondary schools, others enter provincial public schools.

A program of vocational training, adapted to the needs of Indian pupils, is provided in the larger day and residential schools. Certain basic skills are taught, and at the end of each year, merit badges are awarded to foster interest. Such skills as leatherwork, woodworking, metal work, boat building, trapping, poultry raising, sewing, knitting, weaving, and cooking are covered in the courses. In addition, where sufficient older pupils are available, regular courses are given in woodworking, metal work and electricity.

An important development in Indian administration is the recent addition of trained welfare teachers who combine social work and teaching. Operating on a provincial regional basis, they are an integral part of the larger educational picture, and through their efforts a degree of adult education affecting the home is expected to ensue. Of particular importance is the work accomplished in organizing and encouraging Indian women's organizations such as the Homemakers' Clubs. Improvement of home living conditions, juvenile delinquency problems, sanitation safeguards, development of child care and instruction, and home economics are aspects of the social worker's responsibilities which should influence the whole educational program on Indian reserves.



### Education in the North West Territories.

The Northwest Territories comprise that part of the mainland of Canada lying North of the Prairie Provinces and British Columbia and East of Yukon Territory, including islands to the North of Canada's mainland, an estimated 1,304,903 square miles of land and fresh water areas. The 1941 census placed the population of the Territories at 12,028, including 2,284 whites, 4,334 Indians, and 5,404 Eskimos. Mining activities during recent years have caused an increase in the number of whites.

Educational matters concerning the Northwest Territories come under the jurisdiction of the Northwest Territories Council.

The education of white, Indian, Eskimo and half-breed children is carried on at territorial and Indian day schools maintained by the Federal Government, and at residential and mission day schools operated by the church of England, the Roman Catholic Church and the Northern Canada Evangelical Mission. The Government assists these schools through annual operation grants, through grants for the maintenance of native children and the children of destitute white and half-breed parents, and by furnishing school supplies and equipment. Administration of these is the responsibility of the Northern Administration and Lands Branch, Department of Resources and Development, Ottawa. The Commissioner of the Northwest Territories is advised by a committee which is presently engaged in planning a distinct system of education suited to conditions in the North.

The administration is responsible for the welfare of all Eskimos and must take into consideration their nomadic character, and the fact that they can neither follow a regular course throughout the year, nor a regular series of curricular materials leading to university without abandoning the Eskimo's way of life. It is, however, considered important for them to learn English, simple arithmetic, health care, preservation of wildlife, and obtain an appreciation of the social world in which they live.

At present there are six Eskimo schools in the Canadian Arctic and some Eskimo children attending the government school at Aklavik. In addition, two day schools are operated by the Federal Government at Fort Chimo and Port Harrison in Eskimo territory in the province of Quebec. Health centres are operated in connection with these schools under direction of the Department of National Health and Welfare and under the supervision of the wives of the teachers in four of them.

As with the teachers of Indians, the teachers of the Eskimos are now civil servants, classified as welfare teachers, with salaries fixed according to experience and qualifications and a living allowance of \$900 for single and \$1,500 for married teachers. Comfortable living quarters are provided at a nominal rate.

Construction of school buildings presents a problem which has, however, not been insurmountable. The school at Fort Chimo, for example, is a prefabricated structure with walls of wood panels, roof of sheet aluminum, heated by space heaters, and fitted with a chemical toilet, water from a spring-fed stream and power equipment. At Coral Harbour, Coppermine and Cape Dorset, buildings are prefabricated and well-equipped. Consideration has been given to providing residences for the Eskimo children.

Various techniques including film strips are used to make education attractive and will supplement the "Book of Wisdom for Eskimos" now being prepared by the Administration in both Eskimo and English.

The Administration and Canadian Handicrafts Guild of Montreal, to encourage and foster an outside market for bowls, knives, carved dolls and miniature kayaks, which become novelties and works of art outside the territories, purchased some 1,100 pieces, most of which have been well received in the provinces.

School supplies have also been furnished to a number of mission schools operated within Eskimo territory in Quebec.

A noonday lunch is served in the schools.

A modern eight-room public, elementary, and high school was completed at Yellowknife in 1947. It is the only school maintained chiefly through local taxation and administered by a local school board in the Northwest Territories. It receives a grant from the Canadian Government.

Scholarship awards and tuition grants are provided to worthy students. Manual training equipment and supplies are provided for residential schools. Shipments of films are made on a monthly basis. Since 1947, school programmes have been re-broadcast over CHAK, Aklavik. All schools in the Northwest Territories are inspected periodically. The schools of the Mackenzie District are inspected by a superintendent of education located at Yellowknife.

Grants for indigent children in residential schools totalled \$55,928.94.

SCHOOLS OF THE MACKENZIE DISTRICT OF THE NORTH WEST TERRITORIES,  
1951.

Aklavik	T.D.S.	A.R.S.	R.C.R. <sup>x</sup>	Fort McPherson	I.D.S.
Coppermine	T.D.S.			Fort Good Hope	I.D.S.
Tuktoyaktuk	T.D.S.			Fort Franklin	I.D.S.
Fort Resolution	T.D.S.	R.C.R.	R.C.D.	Arctic Red River	I.D.S.
Fort Simpson	T.D.S.	R.C.D.		Fort Roe	I.D.S.
Fort Smith	T.D.S.	R.C.S.		Fort Providence	R.C.D. R.C.R.
Yellowknife	P.S.			Discovery	M.D.S.
Hay River	I.D.S.			Port Radium	M.D.S.
Rocher River	I.D.S.				
Fort Norman	I.D.A.				

x	A.R.S.	Anglican Residential School
	R.C.R.	Roman Catholic Residential
	R.C.D.	Roman Catholic Day
	T.D.S.	Territorial Day School
	M.D.S.	Mine Day School
	I.D.S.	Indian Day School
	P.S.	Public School

Number of boys .....	615
Number of girls .....	604
Number of residential pupils .....	363
Number of day pupils .....	866
Number of White pupils .....	314
Number of Half-Breed Indians .....	298
Number of Indians .....	452
Number of Half-Breed Eskimos .....	26
Number of Eskimos .....	152



Also 61 pupils enrolled in Federal Government Schools for Eskimos in Northern Quebec and Cape Dorset and Coral Harbour in Eastern N.W.T., 523 pupils in Mission Day Schools, operated by church denominations in the Eastern Arctic Region.

#### Education in Yukon Territory.

Yukon territory is a somewhat triangular area of 207,076 square miles, 5.6 p.c. of the area of Canada, at the extreme northwestern part. It is bounded on the South by British Columbia, on the West by Alaska, and on the North-east by the Mackenzie district of the Northwest Territories. Its population in 1941 was 4,914, made up of 3,172 Whites, 1,701 Indians and 41 others. By 1948, the population was thought to have grown to 7,500, with 5,900 Whites.

The Territorial Government is now composed of the Commissioner of Yukon Territory, who is appointed by the Federal Government and is under instruction of the Minister of Resources and Development, and an elective Legislative Council of three members, elected for a term of three years. The Council sits separately, at Dawson, and presents ordinances to the Commissioner for his assent. The members are elected from the electoral districts of Dawson, Mayo and Whitehorse. The Yukon district is represented in the Federal Government by the Yukon-Mackenzie River member.

The Territorial Government maintains schools for White and half-breed children. Public schools are operated at Dawson, Mayo, Whitehorse, Carcross, Teslin, Brook's Brook, Swift River and Destruction Bay. Of these, Brook's Brook, Swift River, and Destruction Bay are one-room schools on the Alaska Highway for maintenance personnel. Dawson and Whitehorse have high school departments which prepare students for the university entrance examinations of the British Columbia Department of Education. These are graded at Victoria. Students in outlying districts may obtain correspondence courses at nominal cost from the British Columbia Department of Education.

In addition to the public schools, there are: St. Mary's separate school in Dawson, which operates a day school, and the Convent of Christ the King at Whitehorse, a residential school which accepts day pupils.

The Yukon Schools follow the British Columbia curriculum and have enlisted many teachers from that province. Educational matters in the Territory are in charge of a Superintendent of Schools, who is also principal of the school at Dawson. He is responsible to the commissioner and inspects the schools annually.

The administration of Indian Affairs in Yukon Territory is in charge of a resident Indian agent at Whitehorse, under direction of the Indian Affairs Branch, Ottawa. The Indian Welfare program includes providing assistance in making a livelihood, education, administration of treaty money, family allowances, relief to old and physically infirm and providing supplies and equipment where necessitated by circumstances. A recent education survey by the Indian Affairs Branch was followed by the construction of new schools.

Education of the native children is carried on in day schools operated by the Indian Affairs Branch, or in the residential schools of religious denominations which receive a grant from that Branch for each Indian child registered. Indian day schools are operated at Whitehorse, Mayo, Moosehide, Carmachs and a joint school at Teslin. An Indian residential school at Carcross is operated by the Church of England and a private school at Whitehorse is subsidized. Plans call for a residential school at Teslin.

### Agricultural Education.

In 1912, the Agricultural Aid Act was passed, as it was felt that something should be done for agriculture temporarily, pending a report of the Commission on Industrial Training and Technical Education. The Act provided that in any year, the Governor-General-in-Council could grant to each province such sum as was voted by Parliament for that purpose. The Minister of Agriculture then might enter into an agreement with the Government of any province, setting forth the terms on which the subsidy was to be granted and purposes for which it should be expended. An appropriation of \$500,000 was made for the first year and apportioned among the provinces on the basis of population. Most of this was spent for agricultural educational purposes and proved so beneficial that the Agricultural Instruction Act of 1913 followed.

This Act was intended to aid and advance the farming industry through instruction in agriculture. The following sums aggregating \$10,000,000 were to be appropriated and paid out of the Consolidated Revenue Fund of Canada for 10 years ..... 1914, \$700,000; 1915, \$800,000; 1916, \$900,000; 1917, \$1,000,000; 1918, \$1,100,000 and a like sum each year until 1923. Of these sums: \$20,000 or less was to assist the work of accepted veterinary colleges and allocated according to enrolment for the previous year; \$20,000 was to be paid to the government of each province and the remainder divided according to the population tabulated by the last decennial census. The Minister was empowered to appoint officers sufficient for necessary inspection, examination and reports, who were to be paid out of the moneys appropriated for this purpose. The Governor-in-Council could make such regulations as seemed desirable to effect the purposes of the Act.

There was no provision in the Act concerning sharing the cost with the provinces, nor for Dominion supervision of projects undertaken and expenditures incurred. As a result, projects ranged from the construction and operation of Agricultural schools, such as Olds and Vermillion in Alberta, to boy's and girl's clubs, surveys and demonstrations, etc. Much of this work was terminated when the Dominion funds were used up... At present, it is difficult to separate agricultural education activity or costs from other activity of the Department of Agriculture. Contributions to agricultural education include: agricultural publications directed towards educating rural folk, information service from experimental farms, whether by correspondence or through bulletins, service for fairs, exhibitions, and films, slides, etc., and other assistance to rural education activities.

### Vocational Education.

The Federal Government's participation in vocational education has been a matter of contributing to the economic efficiency of the people in relation to home and foreign markets. It is the responsibility of the Dominion Government to ensure an adequate supply of skilled workers for the Nation's industries. This is particularly true in times of emergency such as war time, when the Nation's safety depends in part on the efficiency and number of tradesmen. At other times desire of people in outlying areas for an opportunity to learn a trade may be the paramount interest. To provide for such training, it was felt necessary to give stimulation and assistance to the provincial governments to encourage the development of more adequate provision for vocational education. Vocational training is much more costly to establish and conduct than academic instruction. Equipment is expensive, and may shortly become obsolete. Training must keep abreast of modern trends and developments in industry.



In 1909, the Honourable W. L. Mackenzie King, Minister of Labour, received favourable responses from the provinces to his suggestion that industrial efficiency could be advanced through the appointment by federal authorities of a Royal Commission on Industrial Training and Technical Education. The report of the Committee of the Privy Council of Canada was approved by the Governor General in 1910, and the Royal Commission on Industrial and Technical Education was appointed. The Commission prepared a comprehensive report covering all levels and branches of education, outlining a Dominion Development Policy and Plan, which represents the first attempt to formulate an educational program on a Canada-wide basis, involving the active participation and leadership of agencies created by the Federal Government. The report recommended a complete system of vocational education in secondary schools throughout Canada under provincial control, but financed from federal, provincial and municipal contributions. It suggested daytime vocational and technical schools with evening classes and correspondence courses for those already employed. The beginning of the world war the following year temporarily put an end to consideration of the matter.

The first world war revealed the need for a more widespread competence in technical knowledge and skills. This need for vocational education and an extension of the period of education for youth was appreciated by both the Federal and Provincial Governments. The Federal Government passed the Technical Education Act, 1919, and the provinces enacted legislation to take advantage of the grants provided. The Act provided for an aggregate amount of \$10,000,000 to be paid out of the Consolidated Revenue Fund of Canada as follows: 1920, \$700,000; 1921, \$800,000; 1922, \$900,000; 1923, \$1,000,000 and \$1,100,100 each year until March 31, 1929.

Each provincial legislature was required to signify its desire to participate. A basic sum of \$10,000 was allotted to each province and the remainder was divided according to population.

The federal officers who reported on the administration of this act pointed out that no national policy for vocational education had been adopted and no attempt had been made to impose a new system of training or organization. Each province faced unique problems and limitations and each undertook to work in its own way. The Technical Branch of the Department of Labour confined its efforts to spreading information, assisting provincial and local boards when requested, and confining federal grants to work which was designed to educate people for industrial life. An increasing tendency towards co-operation on the part of the provinces was observable.

The agreements with each province excluded assistance to projects for: students under 14 years of age, courses of college grade, institutions owned by religious orders or by private corporations or individuals, agricultural instruction, manual training and elementary schools. It permitted: the rental or purchase of lands, buildings and equipment; maintenance of plant and equipment; provincial administration costs of vocational education; salaries for vocational teachers and the training of vocational teachers.

By 1929, Ontario was the only province that had used the full amount of its allocation. The Technical Education-Extension Act provided that during the next five years the other provinces might earn the unused part of their allotment. (Manitoba was the last province to take full advantage of the grants). In 1931, in response to urgent requests for a continuance of federal aid, the 1931 Vocational Education Act was passed which would have provided \$11,250,000 had it not been postponed due to the economic and industrial emergency with its accompanying

strain on government coffers. This Act was repealed in 1942 by Claus XIII of the Vocational Training Co-ordination Act.

#### Vocational Training, 1932 and After.

An estimated 70,000 unemployed single men in 1932 created a situation which warranted emergency measures by the Federal Government. An order-in-council established unemployment relief camps. These camps were organized and operated through the Department of National Defence, but were in no sense military. Camps were not to exceed 2,000 in number and the men were to be employed in a variety of such worthwhile projects as developing landing fields, municipal airports, forestry projects, restoration of historic fortifications, etc. In March, 1945, some 28,000 men were registered and 113,000 had passed through the camps. The Federal Government spent more than 3.5 million dollars in maintaining these camps. Considerable effort was put forth to provide recreation, entertainment and education. Some registrants attended elementary classes in Frontier College, some gained shop experience, others took refresher training in their trades or obtained seasonal employment. From 1935 on, the camps were gradually closed, the last one in July, 1936.

By that time, the government had decided to deal with the individual rather than groups. Men were placed on private farms after negotiating with the owners. However, this was but a partial solution at best. In 1937, by the Youth Training Act, the Dominion Parliament allocated one million dollars to be used in co-operation with the provinces to promote and assist in the training of unemployed young people between 16 and 30 years of age to fit them for gainful employment. The amount was increased to \$1,500,000 in 1939. The Federal Minister of Labour was responsible for dispensing the money. He worked with the Provincial Departments of Education and Labour and, to a lesser degree, with other departments such as Forestry, Mining and Agriculture. He set up the present Training Branch in the Federal Department of Labour to organize and administer the Dominion-Provincial Youth Training programme.

The programme included a wide variety of projects for urban and rural youth, such as mining, prospecting, surveying, forestry, industrial training, agricultural courses, farm mechanics, fisheries, physical training, citizenship, home service training, waitress training, dressmaking and financial aid to students.

Contributions were made on a fifty-fifty basis to safeguard provincial autonomy in education and ensure a proper accounting for all monies expended. Federal funds were available for: - training projects to increase employability of unemployed youth; short learnership courses up to one year in length which were devised to provide theoretical training concurrent with specific employment; work projects designed to restore morale among unemployed young people; and training projects of a physical nature for unemployed youth. The unemployed young people included those from 16 to 30 who were "necessitoris, unemployed and registered with the Employment Service of Canada". Provision was made for extending the age limits. Selection was left to the provinces, and the needy were given preference.

No part of the contribution of the Federal Government could be used to assist the province in carrying on its regular programme in the vocational schools and colleges. Approved were such items as: forest conservation work, technical training in mining: training for rural living: industrial apprenticeship and learnership: women's specialized training, and urban technical occupational training.



In 1939, the Federal Government announced a new programme of co-operation with the provinces to benefit unemployed youth through an annual appropriation of \$1,500,000 for three years. Costs of assisting students of college grade, other than those in theological colleges and seminaries, were to be shared. The number to be selected was approximately 300, 500 and 700 during the first three years; the amount of aid was in no case to exceed \$25 a month or \$200 a year.

In 1940, the Dominion-Provincial War Emergency programme was officially organized and sums were appropriated by Parliament to carry on such training at federal expense. The following schedules were carried on under this agreement and were administered by the Training Branch:-

Schedule "G" - Training of tradesmen and aircraft personnel for the R.C.A.F.

Schedule "K" - Training of tradesmen for Army and Navy, and workers for war industries.

Schedule "L" - Vocational rehabilitation training of men and women discharged from active armed forces.

The Youth Training Act, 1939, expired in 1942 when the employment situation had improved due to an increase in employment opportunities. The student aid project, intended to meet the need for doctors, engineers and scientists necessary for the war effort, received special emphasis. In 1941-42, 10,549 young women and 9,234 young men were given training.

The Vocational Training Co-ordination Act of 1942 is an enabling act to assist in providing various types of training needed to prosecute the war, whether for tradesmen, men in the Armed Forces or employees in industry. It provides for: vocational training projects for the conservation and development of natural resources; continuation of projects carried out under the Youth Training Act; training of industrial apprentices and supervisors; development of vocational training at the secondary school level, training of Counsellors, and retraining of workers who had previously been employed but are now unemployed because of technological developments.

An Advisory Council, consisting of a chairman and sixteen members, was appointed representing employers, organized workers, provincial officials in vocational education, veterans, women's organizations, and agriculture.

Projects carried on by the Department of Labour in co-operation with the Provincial Governments is now generally known as Canadian Vocational Training. During the year 1944-45, 7,122 trainees were enrolled in the Youth Training Programmes in agriculture, rural homecrafts and other related subjects, or were given assistance to attend university, to train for nursing, or to attend teacher training institutions. The Federal Government also provided assistance to some 65 students in medicine, dentistry, science and engineering. These were selected for academic merit, plus financial need.

Activities carried on by Canadian Vocational Training during 1948-49 included:

1. Youth Training and Student Aid;
2. Supervisory Training;
3. Apprenticeship Training;

4. Rehabilitation Training of Veterans;
5. Training of Unemployed Persons;
6. Vocational Schools' Assistance;
7. Replacement of Equipment Depreciated Through War Emergency Training;

Other activities included:-

1. Promotion and Co-ordination of Canadian Vocational Correspondence Courses.
2. Preparation of the booklets "Apprenticeship in Canada" and "Vocational Education in Canada".

As the needs of war industry and the Armed Forces fell off, the war emergency programme was reduced. Pre-employment full-time classes enrolled almost 2,800 men and 1,300 women in 1944-45, while part-time classes were larger and those in industry increased.

Canadian Vocational Training, at the request of the Department of Veteran's Affairs, was responsible for the organization and operation of special vocational training for veterans and for pre-matriculation classes to prepare veterans for entrance to university or entrance to certain specified occupations. The total enrolment in 1944-45 was 5,667 men and 1,123 women. Special centres were opened to supplement provincial and municipal schools, as well as privately owned business colleges.

Arrangements were made for other veterans to train on the job, with D.V.A. supplementing what the veteran earned until his earning capacity was up to normal.

In 1944, ten-year agreements were completed between the Dominion Department of Labour and all provinces except Quebec and Prince Edward Island, under which the Federal and Provincial Governments would share expenses equally in training apprentices in correspondence courses, part-time or full-time classes. The agreements set standards and conditions under which grants would be paid. The Department of Labour of each provincial government was responsible for the general standards and regulations of apprenticeship training, for the indenture-ship of the apprentice, and everything pertaining to his training while working for an employer; the Department of Education was responsible for drawing up suitable courses for each trade, providing training facilities and engaging competent instructors.

#### Education in the Penitentiaries.

In Canada, penitentiaries are maintained and controlled by the Federal Government, while reformatories and jails are within the jurisdiction of the provincial governments. Persons sentenced to a term of two years or more are sent to one of the eight penitentiaries, one of which is exclusively for women. While much of the education has been at the elementary level, or trade training, correspondence courses from provincial departments and universities enable inmates to earn high school or university graduation. Libraries are provided. Education is conducted outside of hours of labour. On the average, the number of inmates in the penitentiaries is 3,650 men and 40 women.

Provision for the teaching of illiterates in penitentiaries began in 1921.



Present regulations of the penitentiary provide that inmates of low literacy should attend school until their educational level reaches a minimum of public school leaving if possible. Such inmates are assigned to school for two or three half-days per week. During the fiscal year 1948-49, the educational staffs were increased. At the present time, fifteen qualified teachers are engaged to direct his work. Necessary text-books and supplies are provided for the inmates free of charge.

School correspondence courses are available to all inmates. The majority are enrolled in courses offered by the Department of Veterans Affairs. These are provided by D.V.A. for veterans free of charge while non-veterans take them on request, at the expense of the Department of Justice. An increasing number of inmates are availing themselves of correspondence courses offered by provincial Departments of Education which in most cases are offered free of charge by the provincial governments to inmates normally domiciled in their respective provinces. A limited number of inmates are taking university extension courses and certain Canadian universities have co-operated by waiving the usual fees. Efforts are being made to provide necessary text-books through the penitentiary library. At the present time approximately 1,500 inmates are enrolled in correspondence courses of some kind.

A programme of full-time vocational training, covering 1,000 hours and mainly in the construction trades, is now provided in four penitentiaries primarily for selected, younger inmates. Efforts are being made to relate vocational training in the institutions to the apprenticeship and trade-training programmes of the various provinces. All instructors are qualified vocational instructors. At the present time, 21 qualified vocational instructors are in charge of approximately 200 inmates who are undergoing training.

#### National Defence and Education.

The relationship of the Department of National Defense to education is immediate and direct in that the Department is responsible for the instruction and training of all who have joined the military, naval and air branches of the defense services of the Dominion, whether this entails classes for literacy, training for trades or for officer training services in Canada. Education endeavour has included the construction of Military Colleges and a National Defence College, the establishment of Officers Training Corps in all universities and colleges which request such; cadet services under local management and such supervision as advised by a Cadet Committee.

The Department of National Defence entered the field of education for three main purposes:

- (a) To provide a well-trained corps of officers for the three armed forces;
- (b) To provide elementary school education for the children of armed forces personnel living in Government quarters;
- (c) To assist existing educational institutions to carry on certain specialized forms of higher education and research work to the defence effort.

The first step was taken through providing for the training of officers by the establishment of the Royal Military College in Kingston, Ontario, 1876. Queen Victoria conferred upon the College the title of Royal in 1878. The Royal

Military College Act of 1927 states (section 3) "There shall be an institution for the purpose of imparting a complete education in all branches of military tactics, fortification, engineering, and general scientific knowledge in subjects connected with, and necessary to a thorough knowledge of the military profession, and for qualifying officers for command and staff appointments".

As the Canadian military establishment was insufficient to warrant many enrolling for military training, Canadian policy was changed, not only to allow graduates to enter civil employment, but to give them recognition in several Civil Service branches such as land surveyors, and to allow them to enter university fourth year Civil Engineering courses, or third year in other branches, or to be admitted for the study of law, accounting, medicine, etc., providing that they meet all requirements.

The number of cadets should be in proportion to the population of the provinces, not including four places, two of which are reserved for the sons of Canadian nationals residing abroad and two for territories outside the provinces. In 1938, the upper limit was fixed at 200. Candidates are British subjects between ages 16 and 19, whose parents have resided in Canada for at least the two preceding years, and who have junior matriculation standing. The course requires four years.

The Governor-General-in-Council appoints the Commandant in charge who is assisted by a Director of Studies, a Staff-Adjutant, a Paymaster and the instructional staff. The Commandant works under National Defense Headquarters in Ottawa. Each year a Board of Visitors consisting of leading citizens is appointed to visit and report on the work of the college.

H.M.C.S. Royal Roads on the West Coast is a more recent joint undertaking of the Royal Canadian Navy and the Royal Canadian Air Force. The number of entrants each year is limited. The courses are designed to train officer cadets for the active and reserve forces. Classes taken here are credited towards university degrees for those students who wish to enter college. In March, 1949, R.M.C. had an enrolment of 100 Officer Cadets and an Administrative and Teaching Staff of 33; Royal Roads had an enrolment of 140, with a staff of 28. The proportion of staff to students was high because the Colleges were being re-organized in preparation for an extension of the training course. Students who complete the first two years at either college take the third and fourth years at R.M.C., and, if successful, are commissioned in the service of their choice. Outstanding graduates are frequently financed for a further year or two of advanced University work at one or other of Canada's leading universities.

#### Canadian Officers Training Corps.

Only a limited number of officers are needed for the permanent and non-permanent services from year to year, but there is a need for building up a reserve for emergencies. The Canadian Officers Training Corps, C.O.T.C., is maintained to meet this need. Any College or university wishing to have a contingent established on its campus makes application to the District Officer commanding the Military District, giving necessary pertinent information and giving assurance of an enrolment of 20. If the application is approved, the University appoints a Committee of Military Education which nominates a D.O.C. and is generally responsible for the maintenance of the group in training.

Two courses are offered for each of the following services: Artillery, Cavalry, Engineers, Infantry, Medical, Signals and Veterinary. Both the junior,



or certificate A course, and senior, or certificate B course, have practical and written tests which qualify candidates for direct appointment to commissions.

#### National Defence Colleges.

A National Defence College, established within the walls of old Fort Frontenac at Kingston in 1947, is similar to colleges started in the United Kingdom after World War I, and by the United States after World War II. It is administered by the Army and responsible to the Chiefs of Staff Committee, and is not only tri-Service, but civilian as well. Students to 1950 have represented civil departments of Trade and Commerce, Agriculture, Defence Research Board, Canadian Broadcasting Corporation, External Affairs, National Defence and Mines and Technical Surveys, Labour, Transport, the R.C.M.P., National Research Council, the Canadian Commercial Corporation, the Tariff Board and major industries such as the Bell Telephone Company, the Northern Electric Company, Canadian National Railways, etc. The staff is made up of a Commandant and a Directing Staff of four who frame the problems, ensure an integrated, progressing curriculum, using committees or conferences to investigate problems. Visiting lectures including the Prime Minister, cabinet ministers, officers from the armed forces of the U.K., U.S.A. and Canada, college professors, etc. are a source of outside information, and assist in developing co-ordination necessary for defence matters. Housekeeping arrangements are shared with the Canadian Army Staff College.

A National Defence College has been established in Hull. It was at first a part of national defence but has recently been taken over by National Health and Welfare. Members of the Government Departments, Crown Companies, Corporations, etc. meet to take classes, work out projects and plan organization for defence in time of war.

#### Royal Canadian Air Force.<sup>x</sup>

The Air Service of the Defence Forces of Canada is also organized and maintained within the Department of National Defence. Permanent careers are possible in air photography, air reconnaissance, flying and ground training, transportation, aircraft tests, design and research. Service as pilot officers requires men with high native intelligence, adequate technical training and a keen sense of personal responsibility. Candidates must be:

- (1) of pure European decent with parents who are British subjects;
- (2) unmarried;
- (3) medically fit for flying;
- (4) between 18 and 25;
- (5) graduates of the Royal Military College or other four-year college, and suitable in appearance, character and personality.

All candidates must agree to accept permanent commissions and serve for five years. They may not marry until they become Flight Lieutenants or reach the age of 30 with at least four years as a permanent officer.

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<sup>x</sup> As qualifications are subject to change at any time, anyone interested in a career in the armed forces should consult the recruiting depots.

There are appointments in the Stores and Accounts Branch for a limited number of recruits. Airmen are needed and classed as:

- (1) unskilled laborers, orderlies, waiters, disciplinarians, etc.;
- (2) skilled airmen who have passed air force trade tests;
- (3) tradesmen who wish to learn a trade; and
- (4) clerks, with stenographic ability.

#### The Royal Canadian Navy.

Naval cadets ordinarily must be:

- (1) British subjects who have resided in Canada for two years immediately prior to application;
- (2) in good health and free from physical defects;
- (3) well developed and active, and between 17 and 18.5 years of age. They must be able to pass an education test administered by the Civil Service for which a fee of \$20 is charged.

The candidates agree to serve in any branch of the navy. They spend from 12 to 16 months on a training ship learning seamanship signals, navigation, pilotage, gunnery, torpedo and engineering. A limited number of those who volunteer spend four years specializing in engineering, the others may qualify for the rank of Lieutenant.

Paymaster cadets are trained for service in the Accountant Branch of the Royal Canadian Navy. Qualifications for entry are similar to those for naval cadets, except that candidates may wear glasses, and are not required to have as much mathematics.

#### School Cadet Corps in Canada.

Many Canadian schools have navy, army or air force cadet corps. These cadets are high school pupils taking limited training, and must not be confused with cadets mentioned above who are full-time members of the armed forces.

The object of school cadet training is "to develop principles of patriotism and good citizenship". Cadet Corps are organized under section 59 of the Militia Act which states:

The Minister may:

- (a) authorize boys over 12 years of age who are attending school to be formed into cadet corps;
- (b) authorize boys over 14 years of age, and under 18 years of age, to be formed into senior cadet corps;
- (c) authorize cadet corps, or any portion thereof, to drill or train for a period of not more than 30 days in each year - (1929).



While cadet corps may be started on application of a responsible person in a community, usually they are connected with the school. The school, with the sanction of the Provincial Department of Education, applies for permission to form the corps. A Cadet Committee is appointed. Its duties and responsibilities are defined and The Manual of Cadet Infantry Training is provided for the guidance of the instructors.

#### The Strathcona Trust.

The Strathcona Trust of \$500,000 was established by Lord Strathcona with the co-operation of the Dominion Government to encourage physical and military training in public schools of less than college grade throughout Canada. The Federal Government agreed to pay interest at 4 p.c. and use the income as directed by a board under the patronage of the Governor-General and the Prime Minister of Canada. The Minister of National Defence is the President, the Ministers of Education, Vice-Presidents. The Executive Council of this Board which is in immediate charge of this trust consists of representatives of National Defence and the Departments of Education. Both sexes were intended to benefit from the funds. Amounts given to all provinces should correspond, relatively, to their population of school age. The Executive Council determines the conditions to be met by the provinces adhering to the scheme and a local or provincial committee is constituted by the Executive Council to facilitate in local administration. They are to:

- (a) ensure that the means of instruction in physical and military training are available for both teachers and pupils where required;
- (b) divide the province into convenient districts for purposes of supervision and competition;
- (c) arrange details of the training to be given so as to suit local conditions;
- (d) arrange competitions and inspections, and allot rewards in accordance with the general instructions of the Executive Council.

The limited income of the Trust, \$20,000, has been used for grants in aid of physical training in teacher-training institutions; money awards to teachers for efficiency in training their pupils, and challenge cups, shields, etc. to the schools. Small grants are made for proficiency in cadet training.

#### Schools for Families of Service Personnel Near Training Camps.

In order to attract and retain the necessary number of men in the services, it has been necessary to make special provision for married personnel. Defraying the expense of educating their children has been a natural outgrowth. This is particularly true in such establishments as those at Churchill and at various army camps and airports, which are normally at considerable distances from well-established municipal school systems. In some cases, the Department builds schools, pays teachers and provides textbooks. In others, it provides transportation for children to established schools and pays non-resident school fees. When a special school is set up, arrangements are made with the appropriate Department of Education to have it inspected by provincial school inspectors.

Normally the population of school age is equal to about 3 p.c. of the armed forces in any camp.

#### Education for Members of the Armed Forces.

At the outbreak of war in 1939, the Canadian Legion set up the Canadian Legion War Services, including Educational Services (C.L.E.S.) under the authority of the Department of National Defence to assist the three armed services in providing educational and recreational facilities. These were intended primarily:

to prepare the men and women with such higher academic and technical qualifications as were needed for mechanical warfare;

to maintain morale during periods of inactivity by providing constructive study and recreational activity;

and to prepare them for opportunities in civilian life after demobilization.

In 1940, a national committee on education of the Canadian Legion War Service was formed of representatives of the Canadian Association of Adult Education, the Canada and Newfoundland Educational Association, the Department of Pensions and National Health, the Directors of Education of the three armed services and two members of the Legion. Sub-Committees were formed covering all military districts in Canada and Newfoundland. Educational officers were appointed to assist in appraisal of status, registration, testing, organization of classes and preparing instructors to teach.

Canadian and British Universities co-operated with the C.L.E.S., accepted students, provided correspondence courses, etc. This supplemented training available in elementary and high schools (including academic, commercial, technical, vocational and special courses).

During the second year of the war, each of three armed forces set up its educational directorate, but made use of the educational facilities developed by the Legion; the C.L.E.S. maintained education services for the merchant marine.

The cost of services from 1940 to 1945 was more than \$6,000,000. For this sum, more than 90,000 men received correspondence courses: 4,000 were enrolled in university courses and nearly 9,000 in short university courses overseas; more than 3,000,000 books were distributed, and 1,000,000 pamphlets given out free of charge, while a good deal was accomplished through visual education, special lectures, etc. Materials were sent to allied prisoners in prisoner-of-war camps.

#### The Training Division, Department of Veterans Affairs.

The Training Division of the Department of Veterans Affairs is a section of the Veterans Welfare Services Branch. The functions of the Division are to organize a rehabilitation training programme for veterans of World War II; to administer training allowances, fees and costs in respect of approved courses; and to provide therapeutic and pre-vocational training for patients in hospitals and treatment institutions of the Department. These training benefits are provided under the provisions of the Veterans Rehabilitation Act, 1945, which consolidated and replaced previous orders-in-council, the first of which was passed on October 1, 1941.



The purpose of rehabilitation training is to compensate veterans for loss of opportunity due to war service. The objective of such training is twofold; first, to meet the immediate rehabilitation needs and interests of individual veterans and, second, to serve the public interest by assisting universities to develop Canada's future leaders from among the ranks of outstanding veteran students. The rehabilitation needs of a veteran are deemed to have been met when he is re-established in that status of civilian life which he might reasonably be expected to have attained had his career not been interrupted by service.

In organizing the work of the Training Division, use has been made of every suitable, available training facility in Canada, and efforts were made to promote the organization and development of new training facilities wherever needed to meet the specific rehabilitation needs of veterans. Training has been given in other countries where suitable training facilities were not available in Canada, or where the veteran was discharged overseas for such purpose, or where the applicant resided in some other country prior to enlistment and resumed such residence following discharge.

The programme itself has been organized under four main divisions: counselling services, institutional training, vocational training, and university training. The work of these four sections has been closely co-ordinated, and integrated into a complete training programme designed to fit the immediate and future needs of each individual. Except in hospitals and treatment institutions, the actual training and educational activities have been conducted by outside agencies such as the dominion-provincial organization known as Canadian Vocational Training, universities and colleges, private schools of various types, industrial and commercial organizations, and correspondence schools. Contact has been maintained with individual trainees through the counselling service, field officers, and specially appointed student counsellors in the larger schools and universities.

#### Administration of C.L.E.S. Correspondence Courses.

In April, 1947, the Department of Veterans Affairs took over the administration of correspondence courses which had been prepared by the Canadian Legion Educational Services in English and French conversation, elementary and secondary school courses leading to junior and senior matriculation, and a number of agriculture, trade and commercial courses.

The original intention was to confine this service to veterans who had commenced such courses prior to discharge, but in response to urgent requests from various sources, authority has been granted by order-in-council to provide courses to merchant seamen who are qualified for war bonuses, to members of the Permanent Forces, to members of the R.C.M.P., to tuberculosis patients in sanatoria, to arthritics, and to members of the Civil Service of Canada. The service is rendered free to veterans and merchant seamen, but a small charge to cover the actual cost of marking papers is made where courses are used by civilians.

A newly-organized educational programme in the Army uses these correspondence courses almost exclusively as the basis of instruction. The textbooks are also used in classes conducted by the Navy.

#### Canadian Vocational Training.

The programme of vocational training has been greatly facilitated and

assisted by the Training Division of the Department of Labour, operating through the dominion-provincial organization known as Canadian Vocational Training. This organization co-operated with the Department of Veterans Affairs by providing special training facilities for veterans in all provinces and by arranging for the placement of veterans in provincial, municipal and privately-operated schools through the Dominion. Until recently, C.V.T. also supervised training-on-the-job and paid fees for trainees in certain schools.

#### Vocational Training.

Generally speaking, all forms of training given outside of universities and professional colleges have been classified as vocational training and include:

- (a) academic or pre-vocational courses required for entrance to an occupation, or as prerequisites to occupational training;
- (b) vocational training organized by Canadian Vocational Training;
- (c) technical courses of less than university grade;
- (d) training-on-the-job, including apprenticeship in skilled trades and articleship in certain professional occupations;
- (e) professional and semi-professional training in colleges and training institutions not affiliated with universities, such as chiropractic, art, music, and drama.

Allowances and fees are payable by the Department of Veterans Affairs on behalf of veterans in such courses for a period up to, but not exceeding, the period of active service. With the exception of technical and professional courses, the majority of such training programmes were completed within a twelve-month period.

#### University Training.

University training was provided through:

- (a) pre-matriculation courses leading to university entrance;
- (b) pre-medical, pre-dental and other pre-professional courses;
- (c) degree-granting courses;
- (d) post-graduate or post-professional training.

Allowances and fees for university courses were payable up to the period of service with provision for extensions to those students who attained at least second class honours and who were recommended by the university scholarship committees. Post-graduate training is approved on the basis of scholarship, while extensions may be granted on the basis of outstanding attainment where it is deemed to be in the public interest. Such training must have been commenced within fifteen months from discharge, unless delayed for good reasons acceptable to the Minister.



### Disabled Veterans.

Special provision is made for the training of pensioners and disabled veterans. The Canadian National Institute for the Blind acts as agent for the Department in administering all types of training required for the re-adjustment of blinded veterans in civilian life. The Institute of the Deaf and Hard of Hearing co-operates to meet the peculiar problems of this group of disabled veterans.

### Merchant Seamen.

The Department of Veterans Affairs and Transport jointly drafted regulations concerning the rehabilitation of merchant seamen who had been actively engaged during the war years.

Members of Canada's Merchant Navy who were eligible for a bonus during World War II were eligible for vocational training with full benefits, provided that application for such training was made on or before September 30, 1950 and the approved training programme was commenced not later than January 31, 1951.

### Organization.

Especially trained supervisors, counsellors, interviewers and field representatives in each of twenty districts, including one in London, England, have been charged with the responsibility of approving courses, supervising training activities and checking on the results of various types of training programmes.

### Allowances and Fees.

Training allowances for single persons are \$60.00 per month with extra allowance of \$30.00 for a wife, \$25.00 for a dependent parent and a descending scale of allowances for dependent children ranging from \$18.00 for the first child to \$10.00 for the sixth child. The maximum fees payable in any one year are \$500. A supplementary grant not to exceed \$150.00 per student year is payable to universities to assist them in meeting the operating deficits resulting from greatly increased enrolments.

### Statistics of Enrolments.

To date, approximately 100,000 veterans have been approved for various types of vocational training and 55,000 veterans have taken advantage of university training. The greatest number of veterans enrolled at one time in all types of training programmes occurred towards the end of 1947 with over 34,000 students enrolled in vocational courses and approximately 43,000 in various university courses. At the beginning of the academic year 1950-51, about 8,000 were enrolled, of whom less than 1,000 were in vocational courses. More than 3,500 veterans have been approved for training in the United States. Another 750 veterans have received part or all of their training in the United Kingdom and Europe. The average enrolment in departmental correspondence courses during the past two years has been approximately 5,000 and since April, 1947, approximately 5000 certificates have been issued by the Department to those who have successfully completed courses. Over 2,000 patients in departmental hospitals and treatment institutions receive instruction of various types from over 75 teachers, most of whom are employed on a part-time basis.

### Expenditures.

A figure for total expenditure on the rehabilitation training programme is not available, but a rough estimate indicates that the total cost since the inception of the programme in 1941 approximates \$300,000,000.

### Higher Education, Adult Education, and Miscellaneous.

In addition to provisions for higher education made in connection with the armed forces, there are efforts by government branches to aid in discovering and utilizing the national resources of the country, assist the National Research Council, the Royal Society of Canada, the Royal Astronomical Society, the Royal Canadian Academy of Arts and the Canadian Writers Foundation. These affect the schools indirectly.

The Bureau of Geology and Topography, through the Geological Survey of Canada, has made available a considerable body of knowledge basic to Canadian geography, topography, geology and paleontology, mineralogy, zoology, botany, ethnology and anthropology. The National Museum of Canada has, from the beginning, been inseparably linked with the Geological Survey; the Bureau of Mines has contributed through the National Museum. The Museum and Art Gallery contribute aids to the schools in the form of printed materials, printed pictures, specimen sets of rocks, etc. The Archives collects and preserves public records and other historic material which is available to universities, research scholars, historical writers and visitors from all parts of Canada. The Library of Parliament houses some 400,000 volumes, including copies of all Canadian publications.

The Department of Fisheries has co-operated with scientists in the universities for special investigations in the eastern and western coastal waters. In 1912, the Dominion Parliament created a Biological Board consisting of two members appointed by the Minister and one member for each university engaged in biological research. This became the Fisheries Research Branch in 1937, with a membership of 15.

The Department of Agriculture presently affects school education indirectly through its publications, agricultural fairs, educational exhibits, the experimental farms and library service. Research work is co-ordinated with work in the agricultural colleges. Statistical and marketing services add to the wealth of material for study in school. Experimental research provides materials for textbooks.

Indirectly affecting education is the National Film Board, composed of a Commissioner and eight appointed members. It produces, promotes and distributes films designed to interpret Canada to Canadians and other nations. About half of its net expenditure of \$828,000,000 in 1948-49 went for educational purposes. In the same year, rural schools reported 24,472 film shows, and urban schools 15,024, while more than 3,300 urban and rural communities had regular information films and projection services; in addition to itinerant service to 3,000 communities and schools. Canadian universities and Departments of Education assist in the distribution.

The Canadian Broadcasting Corporation operates an International Service as agent of the government and a national service on revenues from receiving licenses and some advertising. School broadcasting on a nationwide basis began



in 1942. By 1950, there were 1,200 school broadcasts, or 30 minutes or more of school broadcasting available each school day and "Kindergarten of the Air" five days a week from September to May inclusive.

In 1950, 6,764 schools applied for free receiving licenses. Provincial figures showed 20,000 classrooms equipped for radio reception and an estimated audience of more than 430,000.

The school broadcasting policy of the C.B.C. is:

- (1) to co-operate with provincial departments of education by providing them with the facilities (time on the air, network, studio and production) necessary to enable them to conduct their own school broadcasts; and
- (2) to provide, with the advice of the National Advisory Council on School Broadcasting, programmes aimed at strengthening the sense of Canadian citizenship in the younger generation.

The National Advisory Council meets each spring to plan National School Broadcasts. Personnel of this Council includes one member from each of the provincial Departments of Education (two from Quebec), two members representing the Canadian Universities, the Canadian Teachers' Federation, and the Canadian Home and School, one from the Canadian Trustees' Association and, as honorary secretary, the Supervisor of School Broadcasts of the C.B.C.

The Department of National Health and Welfare provides educational booklets on health, information for textbook writers, and grants to further specialized education in the field of health. The Physical Fitness Division provides grants and assists the provinces in a wide variety of health activities, many of which are connected with education, and conducted by the schools under the Department of Education.

The Department of Fisheries conducts general Educational Extension service, educational work in co-operative producing and selling among fishermen.

Most government branches conduct training-on-the-job, and the majority provide leave of absence with or without pay to enable their personnel to take advanced work of value to them on the job. In a very few cases, classes of university level are conducted in the field as in the case of atomic research, but only where it is inconvenient to make use of available facilities. In addition, courses are provided for members of the R.C.M.P., penitentiary officers, etc.

#### Education Division of the Bureau of Statistics.

In 1912, the Minister of Trade and Commerce proposed that the Bureau of Census and Statistics be organized to become "a modern and up-to-date system for collecting and publishing comprehensive and reliable statistics". An order in council set up a Departmental Commission, whose recommendations were far reaching. Among other things, it recommended that educational statistics from the provinces should be equated and compiled into national totals. Educational conferences of the maritime provinces, prairie provinces, Canadian Education Association, etc. recommended that such work be undertaken. A National Conference of Education Statistics was held in Ottawa following correspondence between the Dominion Bureau of Statistics and Provincial Departments of Education. Here it was resolved that these bodies should co-operate to produce the desired national statistics. "In securing educational statistics on a Dominion-wide

basis, chief attention should naturally be concentrated on the more general topics of education, statistics, such as statistics of age, sex and degree of advancement of pupils, school attendance, teachers' qualifications, experience and salaries, subjects taught, together with the revenue and expenditure, and the assets and liabilities of school systems".

On May 4, 1918, the Parliament of Canada passed The Statistics Act, providing for, among other things, penalties for false information, free postage for returns, co-operation in which the provincial officers may collect required statistical or other information, and assurance that individual returns would be protected from identification in published reports.

The Dominion Statistician set up a special unit or division within the D.B.S. for education statistics with a professionally qualified officer in charge. Since 1918, the services have increased in variety and significance, the staff has grown somewhat, and some progress has been made in securing uniformity in statistical practice to improve comparability of data.

A positive step in this direction resulted from a National Conference on School Statistics held in Regina, Saskatchewan, 1936. The conference approved of the progress made in the D.B.S. reports, and suggested additional data such as finance statistics which might be collected by the provinces and Education Division.

The next Education Conference of the D.B.S., Provincial Departments and professional advisors met in Ottawa, December, 1942. Considerable ground was covered in an attempt to equate provincial practices and establish statistical forms which should produce comparable results as from province to province. In part, as a result of this conference, two booklets were prepared by committees and published; the one "Manual for School Secretary-Treasurers" was intended to assist secretaries in compiling financial statements and ensure reasonable uniformity in interpretation. The second, "Manual for Principals and Teachers" was to assist in compiling school statistical forms other than financial. Some progress has been made in adopting financial forms since that time, but there is still considerable variation in the practice of reporting.

Educational publications issued by the D.B.S. Education Division include Biennial Surveys of Elementary and Secondary Education, Higher Education and Libraries, occasion Census Monographs on Education, such as Illiteracy and School Attendance in Canada, Dependency of Youth, and Supply and Demand in the Professions; and Education Bulletins covering a variety of such topics as Cost of Education, Salaries and Qualifications of Canadian Teachers, Use of Films and Slides, etc. A chapter on education is included in The Canada Yearbook and the Handbook, Canada, and bulletins are issued from time to time.

#### The National Research Council.

The National Research Council Act of 1917 established a service, made necessary at the time because of war demands, which was organized to have charge of all matters affecting scientific and industrial research in Canada, assigned by the Sub-Committee of the Privy Council and advising the committee on scientific and technological methods affecting the expansion of Canadian industries or utilization of her natural resources. Grants in aid are made to qualified, competent persons working in established laboratories. Provision for fellowships, studentships and bursaries affect post-graduate work in science throughout Canada. Employment in the National Research Laboratories is open



to university graduates.

The Massey Commission.

In 1949, the Committee of the Privy Council appointed a Commission, popularly known as the Massey Commission, to conduct an examination into such agencies and activities as "express national feeling, promote common understanding and add to the variety and richness of Canadian life, rural as well as urban," "with a view to recommending their most effective conduct in the national interest and with full respect for the constitutional jurisdiction of the provinces". The Commissioners were to examine and make recommendations upon: radio and television broadcasting, such agencies and their activities as the National Film Board, the National Gallery, the National Museum and War Museums, the Public Archives, the Library of Parliament, etc., relations with UNESCO and related agencies in the same fields and relations of the government of Canada or its agencies with voluntary national bodies operating in the field of enquiry.

The Report of this Committee was tabled in Parliament in 1951 and consideration is being given to its recommendations. Grants will be made to Canadian colleges and universities, annually, on a basis of enrolment of students of university standard.





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FEB 13 1952