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THE ORGANIZATION AND ADMINISTRATION
OF
PUBLIC SCHOOLS IN QUEBEC

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THE ORGANIZATION AND ADMINISTRATION
OF
PUBLIC SCHOOLS IN CANADA
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CHAPTER VII

EDUCATION IN QUEBEC

A. Some Education Highlights in Quebec's History

Far-reaching change has characterized the organization and administration of education in the Province of Quebec since 1964. Traditions, entrenched over a period of three and one-half centuries, are yielding to pressures for modernization and secularization to such an extent that the process has been called a "renaissance" and a "coming of age."

Two basic conditions which have their roots in 350 years of Canadian history remain unchanged: (1) Quebec has two parallel and distinct programs of education operating under a common Act, about five sixths of the population following the program of the Roman Catholic section and the other sixth the Protestant; and (2) French is the language of instruction in nearly all of the Catholic schools.

Quebec as New France, 1534-1763. — Jacques Cartier's landing at Gaspé in 1534 was in the course of events followed by the French settlement at Quebec under Champlain in 1608. The first school was opened in 1616 at Trois-Rivières, another in 1618 at Tadoussac, and another in 1632 in Quebec. These schools were for Indian children. The first primary school for settlers' children opened in 1635 in Quebec. In 1639 Ursuline nuns undertook the education of 40 little girls in Quebec. Other nuns under Sister Marguerite Bourgeoys opened a school in 1657 at Ville-Marie (Montreal).

Wherever children of settlers reached school age, elementary instruction was given by itinerant schoolmasters, notaries, parish priests, and especially by members of certain religious orders. A partial list includes: Jesuits, Récollets or Franciscans, Ursulines, *Dames de la Congrégation*, *Soeurs de l'Hôpital Général*, *Frères Hospitaliers de Saint-Joseph de la Croix* (*Frères Charron*), and the *Frères des écoles chrétiennes*. Thus, education in New France, as in old France at that time, was a church-and-welfare undertaking, without state administrative structure.

The beginnings of secondary and higher education occurred when Bishop de Laval founded Quebec's *Grand Séminaire* and *Petit Séminaire* as well as the arts and trades school at Saint-Joachim for the training of craftsmen. These were established before 1670. It might be said that even before this the Jesuits had to their credit the organization of secondary education in Canada. A complete system of classical courses had been developed by 1655; and from the opening of the *Petit Séminaire* in 1668 until the Treaty of Paris in 1763, the curriculum followed was that of the Collège des Jésuites in France.

From 1763 until Confederation. — The fall of Quebec in 1759 and of Montreal in 1760 were followed in 1763 by the Treaty of Paris which gave all the French colonies in North America to the British. In the turmoil that preceded and followed the Conquest,

cultural and educational pursuits were at a standstill. The few schools that were revived were not able to keep abreast of need. With fresh colonization the population increased in number, but the schools did not. In 1784 only one person in five could read, and fewer could write.

English language schools made their appearance when General Murray appointed Sergeant Watts as schoolmaster for children of military personnel. Later, a more ambitious Academy was opened in 1781, but was closed in 1786 for lack of support and capable staff.

In 1801 word came from England that Crown lands and revenue from them were to be applied to education. An Act for the Establishment of Free Schools was passed, and a corporation entitled "Royal Institution for the Advancement of Learning" was set up. This corporation would:

- (a) manage all schools and institutions of Royal foundation;
- (b) administer all estates and properties of these schools;
- (c) authorize the Governor to establish free schools in each parish or township, upon application of inhabitants; and
- (d) have the Governor appoint schoolmasters and fix their salaries.

For 17 years the proposal was merely a collection of unkept promises. Bills intended to amend it or to put it in effect either failed to pass both houses or did not receive Royal assent.

In 1818, the Act of 1801 was put into practice. All schools came under the control of the Royal Institution for the Advancement of Learning, and a system of inspection was drawn up. However, a large majority (13 out of 17) of the Institution members were Protestant; and although liberal concessions were provided for the self-government of Catholic schools, it soon became evident that the scheme would not work. Gradually the Royal Institution lost control of the schools, and eventually its scope was reduced to a single function: to act as a board of trustees for McGill College in Montreal.

In 1824, a plan acceptable to the Roman Catholics met with successful legislation. The *Fabrique* (vestry or local church corporation) Act, inspired by the seminary at Quebec, authorized a school administration structure patterned on that of the parish. Receiving nothing from the government, each fabrique would use one quarter of the parish income to found and operate one school for the first 200 families and possibly start another for the next 100 families. Such schools were placed under the exclusive direction of the parish priest (Curé) and

GOVERNMENT OF QUEBEC
DEPARTMENT OF EDUCATION
1966

MINISTER

-----SUPERIOR COUNCIL OF EDUCATION

DEPUTY MINISTER
ASSOCIATE DEPUTY MINISTER
ASSOCIATE DEPUTY MINISTER
ASSISTANT DEPUTY MINISTER

DIRECTORATE
PLANNING

- RESEARCH OR TECHNICAL PLANNING SERVICES
- EDUCATION STATISTICS SERVICES
- TEACHER RECORDS SERVICE
- COMPUTERIZED INFORMATION SERVICE
- PARTICIPATION IN CONFERENCES, STUDY GROUPS, OR COMMITTEES

DIRECTORATE
CURRICULA AND
EXAMINATIONS

- ADVISORY COMMITTEES
- SECRETARIAL STAFF
- TEACHER TRAINING SERVICE
- POST-SECONDARY AND VOCATIONAL EDUCATION CURRICULUM SERVICE
- RESEARCH
- PRE-UNIVERSITY EDUCATION CURRICULUM
- GENERAL AND VOCATIONAL SECONDARY EDUCATION CURRICULUM SERVICE
- ELEMENTARY EDUCATION CURRICULUM SERVICE
- COORDINATION WITH HIGHER EDUCATION
- ADULT EDUCATION CURRICULUM SERVICE
- RE-EDUCATION OF THE HANDICAPPED CURRICULUM
- EXAMINATIONS SERVICE
- ADMINISTRATIVE COORDINATION
 - VOCATIONAL
 - GENERAL EDUCATION

DIRECTORATE
SCHOOL
ORGANIZATION

- ADVISORY COMMITTEE
- SECRETARIAL STAFF
- STUDIES AND PROJECTS
- TEACHER TRAINING
- SCHOOL INSPECTION
- SPECIAL EDUCATION
- "FAMILIALE" EDUCATION SERVICE
- BUREAUS**
- GUIDANCE
- EXCEPTIONAL CHILDREN
- RECREATION AND SPORTS
- AUDIO-VISUAL
- RECOGNITION OF INSTITUTIONS
- SCHOOL LIBRARIES

SERVICES

- 1.COOPERATION WITH OUTSIDE BODIES
- 2.PERSONNEL
- 3.INFORMATION
- 4.LEGAL
- 5.SCHOOL PUBLICATIONS
- 6.FEDERAL-PROVINCIAL AGREEMENTS
- 7.REGISTRAR
- 8.SCHOOL MATERIALS
- 9.PENSION PLANS
- 10.LIBRARY

DIRECTORATE
BUILDING AND
EQUIPMENT

- ADVISORY COMMITTEES
- SECRETARIAL STAFF
- CONSTRUCTION PROGRAMS
 - ELEMENTARY SCHOOLS
 - SECONDARY
 - POST-SECONDARY
 - PRE-UNIVERSITY
- PLANS AND SPECIFICATIONS
 - ARCHITECTURE
 - ENGINEERING
- COSTS SERVICE
 - BUDGET
 - INSPECTION
 - ANALYSIS
- FURNISHINGS AND EQUIPMENT
- RESEARCH SERVICE

DIRECTORATE
FINANCE

- ADVISORY COMMITTEES
- COORDINATING COMMITTEE
- SCHOOL FINANCE SERVICE
 - OPERATING BUDGETS
 - CAPITAL BUDGETS
 - GRANTS
 - ADMINISTRATIVE CONTROL SERVICES
 - OPERATION
- STUDIES AND PROJECTS
- STUDENT AID
 - REGULAR BURSARIES
 - ADVANCED STUDY BURSARIES
 - AID TO HANDICAPPED
 - ACCOUNTANCY AND RECOVERY SERVICE
 - OPERATION

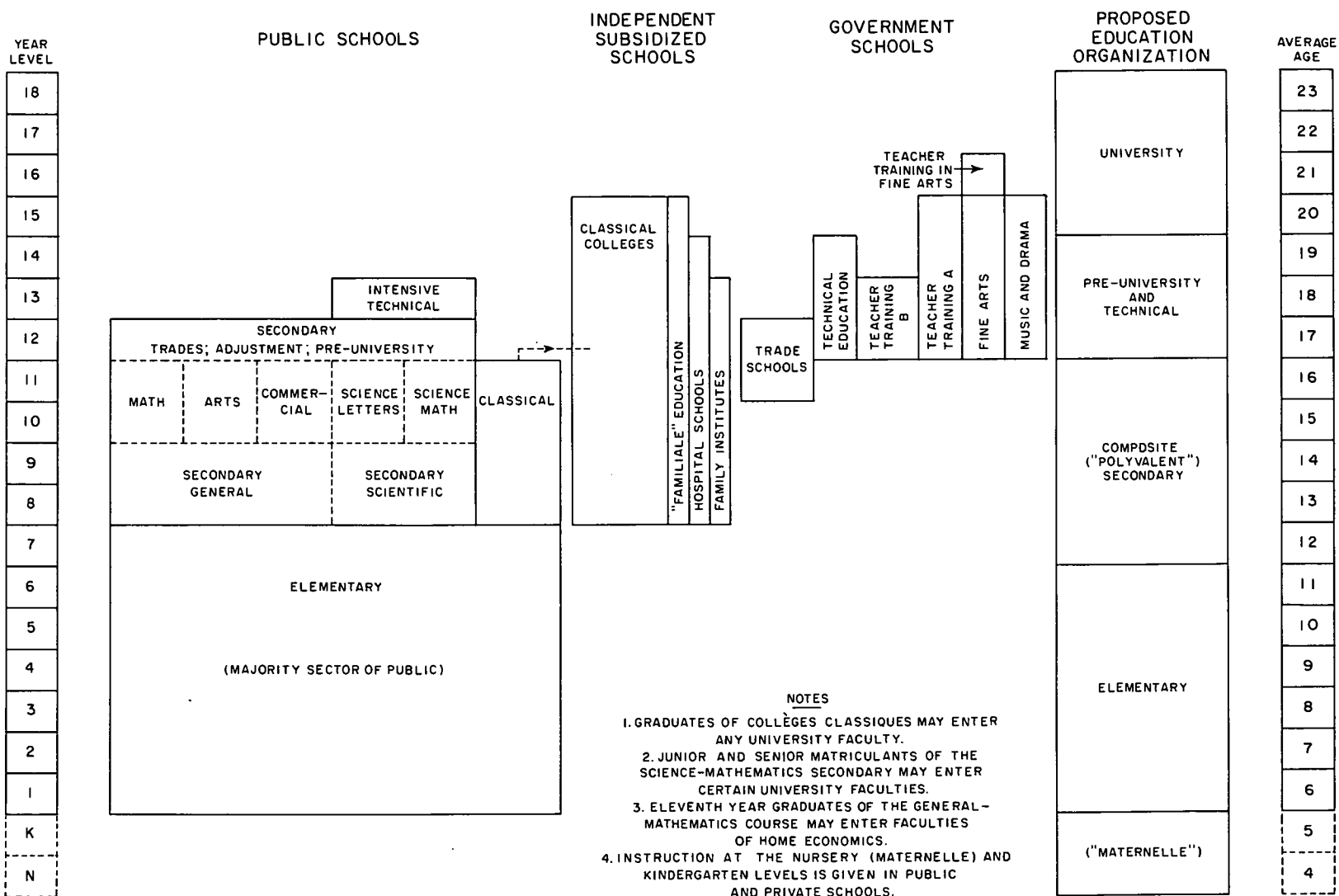
DIRECTORATE
HIGHER
EDUCATION

- FINANCIAL ASSISTANCE TO UNIVERSITIES
- SUBSIDIES TO CLASSICAL EDUCATION INSTITUTIONS
- FINANCING UNIVERSITY INVESTMENTS
- ADMINISTRATION OF SCHOOLS OF FINE ARTS AND ARCHITECTURE
- UNIVERSITY GRANTS
- STAFF
 - ENGINEER
 - TECHNICAL ADVISER
 - THREE
 - FINANCIAL ANALYSTS

DIRECTORATE
CONTINUING
EDUCATION

- POPULAR EDUCATION SERVICES
- CORRESPONDENCE COURSES
- VOCATIONAL TRAINING FOR ADULTS
- NIGHT COURSES
- PLANNING ADULT EDUCATION FOR ALL SOCIAL GROUPS

INSTITUTIONS OF PUBLIC EDUCATION IN QUEBEC 1966



QUEBEC

wardens who would report annually on their management. They could acquire land and property up to a value of £100 and provide £50 for annual expenditure for each school. They had control over construction of the school, choice of the teacher and setting his salary, and determining the curriculum.

Although pleased with the principle of "confessional" schools, the Roman Catholic authorities found it difficult to finance them. Contributions were on a voluntary basis, and no special taxes were imposed. In spite of this, within 4 years 48 new schools were founded.

The Act of 1829 provided a new sort of school. As "Legislative Assembly Schools" they constituted the first government-supported elementary schools controlled by representatives of the voting public. Schools could be established in each parish by trustees elected for that purpose by landlords from among themselves.

An amendment in 1830 permitted clergy as well to be elected. In 1832 the Acts of 1829, 1830 and 1831 were repealed and a more general and comprehensive School Act was passed.

The political upheaval which culminated in the Rebellion of 1837 paralyzed education efforts. Government grants were cut off entirely. Caught in the crisis were schools of the Royal Institution, fabrique schools, trustee (Legislative Assembly) schools, schools supported by private generosity, and schools of religious orders. All had to wait until Durham's recommended Union of the Canadas came into effect in 1841 when new school legislation could be passed and financial support could be provided.

Arthur Buller's Report to Lord Durham, 1838. — Commissioned to make an inquiry into the state of education in Lower Canada, Arthur Buller reported in November, 1838, and his effort was incorporated as *Appendix D* of the historic *Durham Report*. Some of Buller's observations, conclusions, and recommendations included the following:

1. The Royal Institution schools failed because of the hostility of the Catholic Church and the French Canadians on the ground that the schools were essentially British and Protestant. Popular control was entirely absent.
2. The Fabrique Act never came into full operation but showed that parish funds could assist education; unfortunately, the system degenerated into a political machine and patronage led to mischief in the handling of school matters.
3. Lack of proper inspection contributed to deception and falsification of school records.
4. A common farm servant was better off than a schoolmaster. The teacher was frequently on the brink of starvation and always dependent on the good will of the parishioners.
5. Most schoolmasters were incompetent; many schools were without books; and parents

were indifferent, most of them feeling that provision of education was a government duty.

6. The French Canadian men were a people eminently qualified to reap advantage from education; they were shrewd and intelligent, very moral, most amiable in their domestic relations, and most graceful in their manners; but they lacked enterprise and a sense of improvement.
7. The difference in the character of the two sexes was remarkable: the women were the active, bustling, business portion of the *habitants*; and this was a result of the education they received from the nuns.
8. A school system should be established beyond the reach of partisan politics.
9. Normal schools should be founded.
10. Public schools should have different religious instruction for Roman Catholics and Protestants.

The Education Act of 1841 provided for a Common School Fund from the sale of lands, the appointment of a superintendent, municipal corporations to levy taxes and build schools, commissioners or trustees to manage schools and examine teachers, and permission for a minority to dissent. The provision allowing for dissent, under which a religious minority might give notice of withdrawing from the established school to set up its own school, was a solution for the vexatious problem of establishing common schools where different languages and religions were involved.

In 1857, the Jacques-Cartier and McGill Normal Schools were opened in Montreal and the Laval Normal School in Quebec.

The application of the School Acts from 1841 to 1867 established the elements of the present system. The Catholic clergy and the teaching orders (coming from France in great numbers for the first time since the Treaty of Paris) filled the gaps in the system. They compensated for their compatriots' lack of resources and for the apathy of the rural population towards education. When it became evident that the United Province of Canada was about to enter a wider confederation Protestants and Catholics worked together to preserve their separate education functions and to resist any effort by the state to assume control.

Confederation, 1867. — The B.N.A. Act united the Province of Canada, Nova Scotia and New Brunswick into one Dominion of Canada. It then divided the Dominion into four provinces: Quebec (once known as Lower Canada), Ontario (once Upper Canada), Nova Scotia and New Brunswick. The last two had the same territorial limits as they had before the passing of the Act.

Section 93 of the Act clearly gave jurisdiction over education in each new province to its legislature. (See Chapter I.)

This was merely a confirmation of the existing situation of independent, individual school systems for French-speaking Roman Catholics and for English-speaking Protestants. Minorities such as the Jewish, Irish, Italian, German, Hungarian, Czech, Polish, Syrian, Japanese and other ethnic groups established in Quebec through immigration since 1867 had to support either the Catholic or the Protestant Systems.

From 1867 to 1875 the provincial Premier also acted as Minister of Public Instruction.

The position of Superintendent of Public Instruction was created in 1875. Free of direct political connection, this official allowed the setting up of two separate and independent committees, one Catholic and the other Protestant. The Catholic group had under its jurisdiction elementary and post-elementary schools, while independent classical colleges continued to offer secondary programs outside government control. Both elementary and secondary schools came within the control of the Protestant committee.

The Education Situation in 1961. — The 1961 Census revealed a population in Quebec of 5,259,221 with more than one quarter of these attending 7,000 schools, and there were about 50,000 teachers. The number of pupils and teachers had more than doubled

since 1946, and this presented problems of accommodation, teaching, curriculum, finance, and expansion of higher education.

The Royal Commission of Inquiry on Education, 1961-65. — In March, 1961 the Quebec government commissioned Msgr. Alphonse-Marie Parent, vice-rector of Laval University, to study the organization and financing of education in the province. The taking of evidence was followed by the publication of reports which continued into 1966.

The recommendations of the Commission of Inquiry regarding confessionality and finance were to be made public during the first months of 1966. Then, the Parent Commission would be at the end of its work.

Already, however, several of the recommendations of the Parent Commission have resulted in basic changes in education administration and in teaching. Thus, on May 14, 1964 the Department of Education and the Superior Council of Education were formed. One year later, the first regulation of the Minister of Education regarding elementary and secondary schooling made radical changes in teaching arrangements. This was followed by regulations governing pre-university and vocational courses and the granting of teaching certificates.

B. Higher Education

Classical Colleges. — The earliest secondary and higher education in New France was offered in private, religious institutions that came to be known as *Collèges Classiques*. The first was founded by the Jesuits at Quebec City in 1635, and others followed at Montreal and Trois-Rivières. There were a few in operation just before and after the Treaty of Paris in 1763, but about fifty years later colleges began to spring up again. A large number were established after the Fabrique Act was passed in 1824, and the trend continued up to Confederation and beyond. Today there are about 60 classical colleges for boys, 20 for girls, 25 seminaries for religious students, and 5 modern colleges throughout the province of Quebec. Counting all institutions, Catholic and Protestant, there are about 5,000 teachers and 32,000 students.

The program covers, beyond 7 years' elementary, 5 years of secondary and 3 years of classical courses leading to the *Baccalaureate ès Arts*. Those who wish science, medicine, law, or other advanced work enter one of the large universities to which the colleges are affiliated.

In the early years, the classical colleges were the only schools which provided an education beyond elementary (grade 7). Today, after the rise of public high schools, a large percentage of students entering university come from the classical colleges. Traditionally for the intellectual elite, the colleges still tend to attract the well-to-do.

Although affiliated with one or other of the large universities, each of the colleges operates independently and develops its own standards. This may present a difficulty when meeting university entrance requirements.

The recommendations of the Parent Report, if implemented, would alter the role of the classical colleges. However, some years may pass before this occurs.

The Three Unlimited Charter Universities. — Higher education is offered by 6 universities, by 15 university schools affiliated with the six but self-administered, and by 20 Catholic and 4 Protestant major seminaries. Of the universities, three have unlimited charters.

Laval University in Quebec City was recognized by Queen Victoria in 1852 and by Pope Pius IX in 1853. 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 although modelled basically on the French classical program.

In addition to the Grand Seminary and several affiliated colleges, Laval has the following faculties and schools: agriculture, arts, commerce, forestry and surveying, law, letters, medicine, philosophy,

science and engineering, social sciences, theology, education, fisheries, geography, graduate studies, history, household science, music, nursing, pharmacy, and social service.

Instruction is given in the French language, although several textbooks at advanced levels are in English.

Degrees include several varieties at the bachelor, master and doctorate levels.

Full-time enrolment in 1964-65 was 13,959 undergraduate and 418 graduate.

University of Montreal. — In 1876 Montreal University started as an offspring of Laval University and received a pontifical charter in 1919. It became autonomous in 1920. At the beginning it included faculties of theology, law, medicine, and arts, and major schools affiliated with it.

In 1963 the list of affiliated institutions included: Agricultural Institute of Oka, 27 boys' and 6 girls' classical colleges, Institute of Family Pedagogy and Home Economics, Marguerite d'Youville Institute, Normal School for Secondary Teaching, Pedagogical Institute, Polytechnic School, St. George Pedagogical Institute for Men, School of Higher Commercial Studies, School of Optometry, School of Veterinary Science, and Thomas More Institute for Adult Education.

Other institutions are attached to the University through a university faculty or school. These include schools or institutes of hospital administration, religious sciences, music, home economics, dietetics and nutrition, translation, French elocution and oratory, advanced theology, tourist guides, medical technology rehabilitation, experimental medicine and surgery, microbiology and hygiene, cancer, and radium.

Instruction is given in the French language. Bachelor, master, and doctorate degrees are awarded. Full-time enrolment in 1964-65 was 24,526 undergraduate and 830 graduate.

McGill University. — In 1813, James McGill bequeathed 46 acres, buildings and \$110,000 to the Royal Institution for the Advancement of Learning to help found a university. In June 1829 the Institution opened McGill College and teaching in medicine and arts began. The university was non-sectarian, was supported by the people of Montreal, and received large endowments from time to time. It grew slowly until 1855, then moved forward vigorously. Four colleges were organized and affiliated with McGill: the Congregational College founded in 1839 in Dundas, Ontario; the Presbyterian College, 1867; the Wesleyan College, 1872; and the Diocesan College, in 1873. At present as affiliates it has Royal Victoria College and Macdonald College, non-denominational; United Theological College, United Church; Diocesan Theological College, Anglican; and Montreal Presbyterian College, Presbyterian.

Institutes attached to McGill University include: Institute of Space and Air Law, Allen Memorial Institute of Psychiatry, Arctic Institute of North America, Institute of Islamic Studies, Montreal Neurological Institute, Institute of Parasitology, and Bellairs Research Institute.

In 1965 McGill awarded 16 types of bachelor degrees, 11 types of master, and doctorates of civil law, dental surgery, laws, letters, medicine, music, philosophy, and science.

McGill is an English-language university. It was originally Protestant and today is non-denominational.

Full-time enrolment in 1964-65 was 9,359 undergraduate and 1,431 graduate.

Other Universities.

University of Sherbrooke is a French-language institution founded in 1954 by the Roman Catholic Archbishop of Sherbrooke. The Chancellor, the current archbishop, is head of the university. A University College provides the undergraduate instruction. There are 20 affiliated colleges that prepare students for the B.A. degree. Faculties of the university include: arts, science, law, commerce, medicine, theology and education. Bachelor and master degrees are awarded.

Bishop's University in Lennoxville was founded in 1843 as a college, and in 1853 was granted university status with power to award degrees. Its founding functions were to provide a liberal education, and to provide training for Protestant clergy. Faculties today include arts, science, and divinity; but pre-professional training is also given in applied science, business administration, dentistry, education, law, social work, medicine, and pharmacy. Bachelor and master degrees are awarded, as well as the Doctor of Divinity. Enrolment in 1964-65 was 656 undergraduate and 23 graduate.

Sir George Williams University in Montreal developed from the formal education work of the Y.M.C.A. inaugurated in 1873. First classes at the university level were offered in 1929. Faculties are arts, science, and commerce. Degrees awarded are B.A., B.Sc., and B.Comm. in four-year programs. In addition diplomas of associate in arts, science and commerce are given in two-year programs. There has been a great expansion of facilities in the past few years. Full-time enrolment in 1964-65 was 3,448.

Loyola College in Montreal is an English-language Catholic institution. Although not technically a university because it has not as yet (1965) been chartered as such, Loyola has complete autonomy and independence in offering courses in arts, science, and commerce; but the actual degrees are awarded by the University of Montreal. Full-time enrolment in 1964-65 was 1,764.

**C. The Administrative Structure of the System of Education in Quebec:
The Department of Education and the Superior Council of Education**

Bill 60: An Act to Establish the Department of Education and the Superior Council of Education, 1964. — After the first volume of the Parent Report was published, the government acted to implement some of the recommendations. The Ministry of Youth was merged with that of Education to form a new Department of Education under a minister charged with its direction and administration. The legislation of 1964 went on to establish a Superior Council of Education and four commissions: elementary, secondary, vocational-technical, and higher education, each composed of from 9 to 15 members. In addition, there are two confessional committees, one Catholic and one Protestant, each composed of 15 members: 5 religious representatives, 5 parents, and 5 educators. The Superior Council constitutes a communications link between the Department and the general public.

The Divisions. — Regular divisions ensure the operation of the Quebec Department of Education.

Under the authority of the Minister, the Deputy Minister, two Associate Deputies, and one Assistant Deputy Minister form a team which directs the activities of the Department. Of the two Associate Deputy Ministers, one must be of the Catholic faith.

The Department is divided into seven main divisions. These are the directorates of planning, curricula and examinations, school organization, building and equipment, finance, higher education, and continuing education.

1. The *Directorate of Planning* provides plans for education development through studies, research, and consultation with school administrators and educators. This directorate also provides technical planning services and education statistics services.

2. The *Directorate of Curricula and Examinations* builds, in collaboration with school authorities and teachers, the program of studies to be offered as well as the examinations to measure student progress.

3. The *Directorate of School Organization* coordinates the instruction offered in the various networks of institutions and orients the setting up and arrangement of these institutions according to regulations and the needs of the students.

4. The *Directorate of Buildings and Equipment* provides for school construction and equipment in keeping with the program of studies and the needs arising from local and regional situations.

5. The *Directorate of Finance* has the task of administering, according to the fiscal policies established in cooperation with the various school organizations, the sums placed at the disposal of the Minister for the fulfilment of his policies.

6. The *Directorate of Higher Education* is essentially concerned with financing of universities and colleges whether at the investment or current expenditure levels.

7. The *Directorate of Continuing Education* is in charge of popular education services, correspondence courses, vocational training for adults, night courses, planning adult education for all social groups.

Along with these directorates, various auxiliary services play a part in the general activity of the Department. These services, directly linked to the deputy minister, number ten:

- (1) cooperation with outside bodies;
- (2) personnel service;
- (3) information service;
- (4) legal services;
- (5) education publications service;
- (6) federal-provincial agreement service;
- (7) documentation service (registrar);
- (8) school materials service;
- (9) pension plans service;
- (10) library service.

Structures Based on Education Services. — Conforming to the suggestions of Parent Commission, the Department of Education is structured in function according to various education services rather than by grade sections (elementary, secondary, post-secondary).

The only exception to this general rule is higher education, which is considered as a separate entity.

In their report, the Commissioners had shown at some length the advantages of such a structure. This seemed necessary to them in order to avoid overlapping, to favour exchanges among sectors, and to facilitate the transfer of pupils from one level of instruction to another.

These structures were in conformity with the three great principles which have been the guide for setting up the Department of Education: coordination, maintenance of confessionalism, and consultation.

(a) *Co-ordination.* — The structuring of the Department of Education according to the different aspects of education, rather than according to sectors (primary, secondary, etc.), was recommended by the Parent Commission. This sharing of responsibility among seven great directorates, in accordance with the different aspects of education, is

of a nature to ensure a true co-ordination of the primary, secondary, post-secondary, and higher education sectors, since each directorate is responsible for an aspect of education which is common to all sectors.

(b) *Maintenance of Confessionality.* — The second fundamental characteristic on which the structures of the Department are founded is the maintenance of the confessional character of Catholic and Protestant schools. This maintenance of confessionalism is ensured by the presence of two Associate Deputy Ministers to whom the Act confers, in addition to other responsibilities, the guidance and general direction of confessional schools, under the authority of the Minister and the Deputy Minister. These associate Deputy Ministers exercise their responsibilities in this regard in communication with the confessional committees of the Superior Council of Education.

D. Municipal Organization and School Districts

Municipal Organization. — Quebec, the largest of the ten Canadian provinces, has an area of 594,860 square miles, much of which is pre-cambrian rock unsuitable for agriculture.

In 1961, the population of Quebec was 5,259,211 of whom 1,352,807 were classed as rural and 3,906,404 as urban. The urban population was to be found in 56 cities, 167 towns, and 338 villages.

Cities and towns in Quebec are established by the Lieutenant-Governor in Council from "towns or villages" which contain 6,000 and 2,000 inhabitants, 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; the incorporation of a village is granted by the Lieutenant-Governor in Council if it is demanded by a majority of the ratepayers who own property in the territory, with the exception of new territories within three miles of the trans-continental railway where an application from 25 proprietors of immovable property is adequate.

Rural or county municipalities refer to parish municipalities, townships, and generally all municipalities except town or village.

The county council is composed of the mayors of all local municipalities in the county.

School Municipalities. — Villages, towns, and cities may be designated as school municipalities under the Public School Act or by special Acts.

Cities, towns, and villages are usually left as units for education purposes within their territorial limits. Catholics and Protestants may each select a school board which operates independently.

(c) *Consultation.* — Finally, the principle of consultation entered deeply into the elaboration of structures within the Department of Education. In effect, it is in continuous and organic consultation with all sectors of society directly or indirectly concerned with education that the Minister assumes his role as the person responsible for education policies. This cooperation took place at first in the form of consultative, working committees during the period when policies were being developed. These committees are set up at the directorate level and their activities are closely aligned with a precise field of education administration. Consultation will find its highest achievement at the level of the Superior Council of Education, where all the groups which constitute the education environment and Quebec society itself are summoned to give their advice on the policies and plans put forward by the personnel of the Department and their associates.

Each school municipality contains one or more public schools, under the control of school commissioners or trustees, which are open to all children domiciled in the municipality. The Lieutenant-Governor in Council, on the recommendation of the Minister, may erect, divide, annex, or unite school municipalities or alter their boundaries upon resolution of trustees or commissioners or on application of the majority of the electors living in the territory concerned. The resolution comes into force 30 days after having been published and takes effect for the purposes of elections on June 1st following publication of the notice in the official Gazette and on July 1st for other matters.

Before the formation of a new school municipality or the changing of boundaries, the Minister gives 15 days' notice through two insertions in the official Gazette of Quebec. Meanwhile, no such alteration may apply to the dissentient minority without consent of the trustees. Change of name may be made on request of the Minister, but must be published in the official Gazette and eight days must elapse before it can take effect. 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.

Commissioners and school trustees must divide their respective municipalities into school districts. However, the commissioners or school trustees do not divide cities, towns, or villages which are established as school municipalities into districts. Except under exigent circumstances, districts may be established only if there are at least 20 children aged 5 to 16 years residing therein. Where a district enrolls fewer than 10 pupils, the school may be closed and pupils transported to another school.

Dissentients: The Rights of Minorities. — In any school municipality, any group of inhabitants professing a religious belief different from the majority, who are guardians to sufficient pupils to warrant the opening of a school and with 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 board to the chairman or secretary of the board before May 1st. The withdrawal becomes effective the following July.

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.

With the approval of the Minister, dissentients may either completely or only for school purposes unite with a neighboring school municipality of their religious belief. In either case, there will then be only one rate of taxation for the two municipalities. These unions may be revoked by the Minister on the request of either school municipality after having given 12 months' notice, published in two consecutive issues of the official Gazette of Quebec.

Where dissentients have been for more than one year without a school, the Minister, after three monthly notices in the official Gazette of Quebec, 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 district. At any time after one year a minority may again dissent and form a corporation.

All dissentients may, besides, cease to be such by giving notice to the chairman of trustees or the secretary before May 1 that they now profess the religion of the majority and that consequently they wish to be placed under the control of school commissioners of the municipality.

School Regions. — The administrative unit called the school region is a union of several school districts for the purposes of the building, maintenance, and administration of secondary schools. By definition, "secondary" means Grades VIII to XII, with curricula approved by the Department of Education.

Although school regionalization had begun in 1959, it was not until 1964-65 that school municipalities were grouped together into 55 Catholic school regions and 9 Protestant school regions.

The delineation of the school regions was done with reference to *the school map* developed by the planning directorate of the Department of Education. Generally, each school region contains a population of from 40,000 to 50,000 inhabitants spread over an area within a radius of about 20 miles from the centre of the region.

The school region is formed at the request of school commissions concerned and on the recommendation of the Minister. School commissions that wish to constitute themselves a regional commission adopt a resolution to that effect and send a certified copy of it to the Minister. Any school commission may, at its request, become a member of an existing regional commission by order of the Lieutenant-Governor in Council on the recommendation of the regional commission and the Minister. No school commission may withdraw from a regional commission without decree of the Lieutenant-Governor in Council on the recommendation of the Minister and the municipal commission of Quebec.

School Commissions. — When a school municipality is established, the ratepayers proceed to elect commissioners or trustees who will be called upon to make up school commissions or dissentient school commissions.

Those eligible to be commissioners or trustees must have been domiciled within the municipality for at least 12 months, must be able to vote, and must have paid all their school taxes before June 1. Every Roman Catholic *curé* and minister of any other faith in the school municipality is likewise eligible. A person may not be a candidate if his or her spouse is already a commission member.

In municipalities with school trustees, no one may be a commissioner if he is part of the dissentient minority, and no one may be a school trustee if he is part of the majority.

Qualifications of Electors. — An elector for the board of commissioners or trustees must be at least 18 years of age, a Canadian citizen, an owner of real estate or of a building and entered as such on the valuation roll, or be the spouse of such owner and have been domiciled in the municipality for the last 6 months; or be the father, mother, or guardian of a child who was less than 18 years old on the preceding June 30 and have been domiciled in the municipality for the last 6 months.

Dissentients vote only for their trustees, and those professing the religion of the majority vote only for the commissioners.

Penalties are provided for unqualified persons who vote.

Election of Commissioners or Trustees. — Unless otherwise provided, the election of school commissioners or trustees is held on the second Monday in June, or if that day is a holiday, on the following juridical day. Voting is by secret ballot. Electors vote for as many candidates as are to be elected. Where the school municipality is divided into wards, an elector may vote only once in each ward in which he is qualified as an elector.

In default of election, the Minister may request the Crown to fill the vacancies or order a new election.

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 his oath of duty and has it entered in the minute book.

Number of Commissioners. — There are usually 5 commissioners and 3 trustees. However, at the establishment of a new school municipality, a union, or an addition, or at the request of the school commission, the Lieutenant-Governor in Council may, on the recommendation of the Minister, increase the number of commissioners to seven.

School Commissioners in the Cities of Montreal and Quebec. — School commissions in Quebec and Montreal are composed of 7 members of which 4 are appointed by the Lieutenant-Governor in Council and 3 by the Archbishop. The term of office for commissioners is three years in Quebec and four years in Montreal.

The Protestant school commission of Montreal is made up of 10 members: 5 are appointed by city council and 5 by the Lieutenant-Governor in Council. In this same area, the Metropolitan Bureau of Montreal Protestant Schools has jurisdiction over 11 suburban municipalities and comprises 25 members.

The Bureau of Protestant Schools of Metropolitan Quebec governs 3 school municipalities: Quebec, Ste. Foy, and Sillery; and the bureau is made of 9 commissioners, 3 from each municipality, each selected for a term of three years. For Quebec City, the levying and collecting of taxes are controlled by the provisions of the Quebec City Catholic School Board.

School Commissioners of School Regions. — The school commissions which constitute regional school commissions each choose 3 commissioners or trustees who form the board of delegates of the regional school commission.

The board of delegates thus constituted hold their first meeting at a time and place fixed by the Minister. Thereafter, they hold an annual meeting on the first juridical Monday in July or, in case of prevention, the following juridical Monday.

This board then proceeds to elect the commissioners and the chairman from among themselves and to appoint an auditor.

There are 5 commissioners if the regional board does not comprise more than five school boards. Otherwise, there are 7 commissioners.

The Lieutenant-Governor in Council may, however, by order-in-council, fix at 9 the number of commissioners to be chosen from among the delegates: When a regional board is established, such order may only be made upon resolutions of the school boards concerned. After a regional board

is established, the order may only be made upon resolutions of such board and of the majority of the school boards that are members of it.

Commissioners are elected for the duration of the term of office of each as a delegate.

Duties and Powers of Commissioners. — Commissioners and trustees must:

- (1) see to the construction and maintenance of school buildings, after having submitted plans and estimates to the Department of Education for approval;
- (2) hire qualified teachers and administrative staff;
- (3) provide free elementary and secondary education up to the end of the eleventh grade to all pupils domiciled in the school municipality. To do this, they must either establish such courses in their schools or set up a regional school commission with their neighboring school boards, make an agreement with another school board, or pay up to \$200 per pupil per year in school fees for students from their district who study at independent institutions;
- (4) allow only authorized texts to be used in the schools under their control and see that these are placed at the disposition of pupils, free of charge;
- (5) levy taxes in the territory under their jurisdiction;
- (6) manage Department grants for current expenditure and for school expansion;
- (7) borrow money after having received authorization from the departments of Education and Municipal Affairs.

The commissioners are required to conform to study programs and regulations laid down by the Department in matters of curriculum, textbooks, examinations, and certificates issued.

In 1965 there were about 1,350 local Catholic school boards and 186 local Protestant school boards. In addition, 55 Catholic regional commissions and 9 Protestant regional commissions had entered their first year of operation.

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. The board may appoint an assistant secretary-treasurer. Neither of them may be a member of the board or a teacher employed by the board.

Every 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.

The secretary-treasurer collects all the moneys payable to the school corporation. He deposits them in the name and to the credit of the corporation in a chartered bank or in a savings and credit union governed by the Savings and Credit Union Act. He must pay, out of the funds of the school corporation, all sums of money due by it; but he may not make any payments except when authorized by resolution of the school board, or if the sum does not exceed \$50 by authorization of the chairman alone. Each payment is made by cheque signed by the chairman and the secretary. Drafts and orders for specified uses may be paid by him without other authorization.

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 vouchers and a repertory of all transactions. Such books are open for inspection and examination during office hours. The secretary-treasurer, upon payment of a certain fee, shall deliver, to any person applying for the same, copies of or extracts from any book, roll, register, document or other paper which forms part of the archives.

Another duty of the secretary-treasurer consists in making annually, during the month of May, a census of children domiciled in the school municipality; and the commissioners and trustees must see to it that he completes this task.

E. School Finance

Financing the Schools of Quebec. — Public schools in Quebec are maintained through local taxes and provincial government grants. Each year the legislature makes grants for public schools, higher education, and others, to the Catholic and Protestant school boards according to the relative size of their populations. Tax rates are determined by the school municipalities in which the schools are situated, except on the island of Montreal. In the cities of Quebec and Montreal, school taxes are collected by the municipal authorities; elsewhere by the boards of school commissioners or trustees. Independent schools which are not subsidized support themselves as in other provinces.

Budget. — Between the fifteenth and thirtieth of June, every school board must prepare and submit to the Minister its budget for the ensuing school year. The budget does not go into effect until it has been approved by the Minister.

Taxes. — Boards of commissioners and trustees levy taxes uniformly on property according to valuation. However, several school boards demand of their ratepayers a proportionately lower tax effort than that imposed by other school boards. In order to reduce these inequalities, and to make subsidies that will equalize budgets for all, there is an equal-

In this census, the secretary-treasurer must list boys and girls, and for each age up to 20 years inclusive. The age taken is that of the children at the following June 30. For each child, the secretary-treasurer must show: home address, names, occupation and date of birth of parents or guardian; if the child is in attendance at a school in the municipality or outside of it; if he is enrolled in an evening course or special course during part of the year; if he has quit school and for what reason if the child is between 6 and 20 years of age inclusively.

A summary of the census must be sent to the Minister before June 15, on a form prepared for this purpose.

Auditors. — Each year, auditors are appointed and sworn in at the first meeting after the election of commissioners or trustees. When the accounts are audited a report is prepared for the ratepayers and a copy is forwarded to the Minister of Education. Notices are posted for a meeting on the Sunday preceding and copies of a summary of the report are made available at 25¢, or a copy of the statement as approved by the school board at 10¢ per hundred words. An audit may be demanded at any time by any five ratepayers, 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.

ized assessment procedure throughout the province. The assessment rolls of the municipalities must be made available to the school boards concerned upon payment of a small fee.

The board of commissioners or trustees confirm the assessment rolls where the territory of the school board lies in several municipalities. The roll, when completed, is deposited with the school board secretary for inspection for 30 days, during which time complaints may be investigated and the roll may be corrected or amended. The school board uses this roll as the basis for the assessment of taxes.

School assessments are imposed by school corporations between June 15 and August 1, except in Montreal and Quebec, where they are imposed at the same time as municipal taxes. The secretary-treasurer makes a collection roll for each regular and special tax and may allow a discount of up to 5 p.c. for payments made within 20 days.

A school board which has submitted its budget, and which has not received approval, may by resolution passed after July 1 impose a provisional school assessment equal to one-half the assessment for the previous year.

Moveable property may be seized and sold for unpaid taxes after a reasonable time by the bailiff under a warrant signed by the chairman of the board. Immovable property may also be seized and sold for unpaid taxes. In such a case the secretary-treasurer of the board submits the necessary information to the secretary-treasurer of the municipality in which the property is situated and the latter proceeds to the sale of the property, after which the amounts recovered are submitted to the secretary-treasurer of the school board.

Corporation and Company Taxes. — Property belonging to a corporation or company in territory under the jurisdiction of more than one school board may be assessed and taxed by each school board on a portion of the valuation of the property in proportion to the number of children between the ages of 5 and 17 of each religious denomination domiciled in the territory common to both boards.

Any non-resident ratepayer may declare his intention of dividing his taxes between the board of commissioners and the board of trustees where both exist. The board of commissioners collects the tax and pays to the board of trustees the portion to which it is entitled as directed by the ratepayer.

Exempt Properties. — Property belonging to Her Majesty, federal and provincial property, property belonging to municipal corporations, courts of justice, registry offices, fabriques, revenue, bishops' palaces, presbyteries, parsonages, and private property used for exhibitions or for horticultural purposes are exempt from taxation. Where central boards have been set up, the central board prepares a budget providing for its own expenses and those of the local boards. Not later than August 15 the central board causes the local boards to levy taxes in their respective territory, taxes sufficient to meet expenses anticipated in the combined budgets. With the authorization of the Minister, a different rate may be used for areas outside of cities, towns or villages, provided that it is not less than one-half the rate used in cities, towns and villages.

In addition to the powers which school corporations have under the Education Act, a central board may borrow money or become security for loans, debts and obligations contracted by the local boards under its jurisdiction.

Provincial Grants. — The School Boards Grants Act makes provision for a number of grants to school boards:

- (1) an annual grant of \$25 per pupil in the elementary or secondary course, towards the cost of administration and maintenance;
- (2) an annual grant towards the cost of teachers' salaries, not to exceed 75 p.c. of the cost of the current year's teaching salaries, based on the percentage of the board's revenue from real estate taxes which is derived from companies, and the grant varying from \$10 to \$75 per pupil in the elementary or secondary course;

- (3) an annual grant to every board with 60 pupils or more (30 in the case of Protestant schools) in the high school course at a level higher than the ninth year; and this grant, an amount per pupil in the eighth and ninth years is equal to the amount paid per pupil for the teachers' salaries grant and an amount per pupil in higher classes equal to one and one-half times the amount paid per pupil for the teachers' salaries grant;
- (4) an annual grant to a board which does not meet the requirements of (3) but which has 60 pupils in its high school (30 in the case of Protestant schools) of an amount per pupil in the high school course of one-half the amount paid per pupil for the teachers' salaries grant.
- (5) an annual grant to a board that pays the enrollment and tuition fees of a student taking a secondary course in a recognized independent secondary institution of an amount per student concerned of twice the amount paid per pupil for the teachers' salaries grant, up to 75 p.c. of the amount the board has paid;
- (6) an annual grant of \$25 per pupil enrolled in kindergarten and in addition an amount per pupil in kindergarten of one-half the amount paid per pupil for the teachers' salaries grant;
- (7) an annual grant to a board maintaining a special grant for advanced pupils of an amount per pupil in the special class equal to the amount paid per pupil for the teachers' salaries grant;
- (8) an annual grant to a board maintaining a special class for retarded children of an amount per pupil in the special class of twice the amount paid per pupil for the teachers' salaries grant;
- (9) an annual grant towards the cost of supplying for textbooks of four dollars per pupil in the elementary course and nine dollars per pupil in the secondary course;
- (10) an annual grant equal to 75 p.c. of the amount paid for library books up to one dollar per pupil in the elementary and two dollars per pupil in the secondary course; and
- (11) an annual grant to a board with a school situated in a rural or village municipality; a school situated in a city or term municipality with pupils residing one mile or more from the school or a school with pupils in a retarded children's class, receives for the conveyance of pupils an annual grant equal to 75 p.c. of the amount spent for this purpose, up to \$100, per high school pupil conveyed from one municipality to another and \$60 per pupil in other cases.

In the case of a regional board, the amount of grants for teachers' salaries, high school pupils, pupils attending schools of other boards, advanced

classes and retarded children's classes is the sum of the grants that would be payable to each board the children of which attend the schools of the regional board, but without taking into account the minimum numbers of pupils otherwise required for the grant for high school pupils.

The Roman Catholic and Protestant School Boards of Greater Montreal and of Quebec City do not receive the foregoing grants, with the exception of the grant for pupils attending independent secondary institutions. Instead these boards receive an annual grant of \$50 per pupil in kindergarten, \$100 per pupil in the elementary course, and \$175 per pupil in the secondary course.

Special grants are paid to boards for building, enlarging or repairing schools.

The Classical Educational Institutions and Other Schools Subsidy Act provides for annual grants to several types of education institutions. A clerical educational institution receives a basic grant and an additional subsidy of \$75 per student. The total subsidies of a classical college may not be less than \$10,000 per year. A normal school receives a basic grant and an additional subsidy of \$100 for each

student whose grade corresponds at least to a twelfth year of scholarship, the total grant not to exceed \$4,000. A normal school authorized to accept students in the tenth or eleventh year of the secondary course may receive a special subsidy of \$100 per boarding student enrolled in those years, the total amount not to exceed \$4,000.

A family institute receives for each school year the basic subsidy and an additional subsidy at the rate of \$100 for each student whose grade corresponds to at least a tenth year of scholarship. The total grant to a family institute may not be less than \$5,000 per school year.

An independent secondary school with at least 100 students of whom 60 are grades higher than the ninth year receives the basic subsidy and an additional subsidy of \$75 per student.

The basic subsidy referred to in the foregoing cases is an amount of \$2,000 for each grade of the course given, provided that the total number of students divided by the number of grades gives an average of at least 25 students per grade. If the average enrolment per grade is less than 25, a subsidy of \$2,000 per group of 25 students is paid.

F Administration of Instruction and the Schools in the Province of Quebec

The administrative structures of the education system in Quebec have been reconsidered and reformed according to real and actual needs.

The creation of the Department of Education and school regionalization constitute the essential elements of this administrative reform.

The second major phase in which Quebec is engaged consists of the reform of instruction itself.

The Royal Commission proposed a course of studies of 13 years divided into: 6 years elementary, 5 years secondary, and 2 years of a superior course given in institutes. The institute would award diplomas of training which would be the entrance requirement to the university.

The Parent Commission proposed the following categories of institutions:

- Nursery schools
- Kindergartens
- Elementary (2 cycles of 3 years each)
- Composite Secondary of two cycles (years 7 and 8; years 9, 10, and 11)
- Institutes (years 12 and 13, pre-university and vocational instruction)
- University Centres of Applied Science
- University Centres for Teacher Training
- Specialized Superior Normal Schools
- University Study Centres (first two university years)

Limited Charter Universities (first university degree)

Unlimited Charter Universities (Laval, McGill, and Montreal only)

In establishing the requisite list, the Parent Report recommended the pooling of teaching personnel, as well as of the buildings and school materials of all the institutions which give instruction beyond the eleventh year: the universities, *collèges classiques*, institutes of technology, schools of art and music, family institutes, private colleges, and the other schools of vocational training.

Elementary Education. — In the Catholic and Protestant sectors, elementary instruction is given primarily by public schools administered by local school commissions. Some local commissions also have nursery schools, but in general pre-school education is offered by private institutions.

Since Regulation No. 1 of the Department of Education was proclaimed on May 14, 1965, regarding elementary and secondary instruction, all the elementary schools adopted a new program.

It was recommended that this course be of six years' duration instead of seven as was previously the case. Promotion to the secondary course is obligatory after seven years. In exceptional circumstances, a pupil might be promoted to the secondary course after 5 years if he is judged apt.

Emphasis is placed more on a child's age than on the course grade. This new concept of instruction arises from child psychology; harmonious

development from all points of view evolves in a predominantly homogeneous environment, and the factor of homogeneity which meets the need best is that of age.

The children are therefore grouped by age at their entrance to elementary school. The custom of class-grade in which children of different ages had to follow in the first, second, etc., is replaced by that of groups of children of the same age which will have at certain times common activities and at other times will separate into middle, accelerated, or slow streams, according to their aptitudes.

The curriculum includes: religion, French, English, arithmetic, history of Canada, geography, deportment, household arts, manual training, introduction to music, physical education, and drawing.

Towards the end, one month before the termination of the school year, the Department will administer to the children completing the elementary course examinations in French or in English, according to the mother tongue of the children, and in mathematics.

Secondary Education. — In the *Catholic sector* the Catholic public secondary course is still the most common among secondary schools and is divided into sections more or less independent and closed. There are three large divisions of the secondary course: general division, science division, and classical division.

The *classical* division offers a four-year course. At the end of this course, students who wish to follow pre-university studies enroll in subsidized independent institutions which offer college courses.

After the ninth year of the *general* course, students may choose among the arts option, the mathematics option, and the commercial option. Several secondary schools offer a twelfth year special commercial and a twelfth year regular commercial course. Since September, 1965 there has also been added a one-year academic transitional course that allows a student to move, according to his aptitude, from 11 general to 11 science-arts or science-mathematics; or from 12 special commercial to 12 regular commercial.

The *science* course is divided into two branches: science-arts and science-mathematics. After the eleventh year in either of these, the students may follow preparatory courses in higher studies for one year, and these courses open the doors to certain university faculties. An academic transitional course is also offered to those students who wish to change from 11 science-arts to 11 science-mathematics.

Certain secondary schools also offer introductory vocational courses to students who possess pronounced manual aptitudes and who do not wish or cannot follow an academic course. These occupational classes in 1965-66 existed in six secondary schools under the control of regional school commissions.

In the *Protestant* sector, public schools offer a five-year secondary course. Unlike the Catholic secondary course, the Protestant course offers one division only after the eighth year. Courses are either obligatory or optional. A student can thus prepare himself to meet the admission requirements for the university faculties to which he inclines. Some schools have introduced a twelfth year, after which a student may be admitted to second year university.

Preliminary Statistics for 1964-65. — In 1964-65, according to the Department statistics, in the Catholic sector there were: 2,925 schools which offered the elementary course only; 1,216 which gave both elementary and secondary; and 490 secondary only. There were 889,446 pupils within the elementary level, 277,234 in secondary, and 5,508 in occupational or other special classes.

In the Protestant sector there were for the same academic year: 202 elementary schools; 102 combined elementary and secondary; and 31 secondary only. There were 97,141 elementary pupils and 39,361 secondary.

The Secondary Course and Regulation No. 1. — The secondary course as described in Regulation No. 1 will be applied to secondary schools which are ready from September, 1966. All the secondary schools will be thus prepared within a few years.

The recommended course is of five years' duration, from the seventh to the eleventh year. It becomes a course of graded options and promotion by subject. A program of courses comprises instruction in the mother tongue and in a second language, mathematics, history, and so on, forming a common core of compulsory courses for all pupils at the same level of studies. In addition thereto, the pupils may choose among several options and may take up to the last year a final specialization in trades training, commercial, and others. The secondary course thereby becomes "polyvalent" or composite.

Promotion by subject, in other respects, permits a ninth year student for example to take the mathematics course of the eleventh year. Meanwhile, shifting among courses in which a pupil belongs and in which he is most advanced cannot be in excess of two years.

It is desired to integrate in a single composite complex practical courses in occupations and trades in order to offer to the pupils who take these courses the possibility of acquiring a theoretical education equivalent to that of other pupils at the same study level. This new system makes it possible to change options and a pupils' program if it is considered necessary.

Special Training and Other Government Vocational Training Schools. — Special training is found at two levels, secondary and vocational or post-secondary. The 49 schools which give trades training at the secondary level, the 12 institutes of

technology, and the 8 special institutes which train vocational technicians are the institutions administered and financed entirely by the Department of Education.

A pupil may now be admitted to two years of trade training after having completed the tenth year of school. Institutes of technology accept pupils who have completed the eleventh year. The technology course varies from 2 to 3 years. They there train technicians who have the necessary preparation to perform both technical and administrative functions.

Special training has enjoyed a remarkable development in the province of Quebec especially since the publication of the report of the Study Committee on Technical and Vocational Education in 1963. Thus, in 1963-64, the enrolment in trade schools and institutes of technology was 16,400. It moved to 18,700 in 1964-65 and it is estimated at 23,000 in 1965-66. Furthermore, it is expected that there will be an additional 18,000 pupils in 1967.

Intensive Trade and Technical Courses. — Intensive vocational courses were organized at the beginning of the 1965-66 school year. These courses allow young people who have taken general training studies up to the eleventh year to learn a trade or to acquire technical training in a period reduced from two to one year in the first case and from three to two years in the second.

In 20 schools throughout the province, these courses are followed by 1,052 pupils. The intensive trades courses apply particularly to graduates of the eleventh year general who find themselves at a standstill at the end of their secondary course and mostly who must seek employment without being adequately prepared.

Guidance Survey. — For the first time in the history of education in Quebec, the Department of Education in April, 1965 launched a great guidance survey in connection with eleventh year graduates, in matriculation and courses leading to advanced studies. This survey involved pupils from all sectors: public and private, Catholic and Protestant, English and French.

Goals of this survey included: (1) to identify and set up a list of all possible openings for secondary school graduates; (2) to inform the graduates of these openings; (3) to urge young people to continue their studies; (4) to seek out undecided pupils and

help them make a choice; (5) to know the interests of pupils in order to set up, if necessary, courses in harmony with these interests and aptitudes.

It was as a consequence of this survey that the academic transitional courses and the intensive vocational courses were organized.

The survey was repeated in April, 1966, since the experience of the first survey was considered most interesting and rich in information for pupils and for various authorities in education matters.

Other Schools of Vocational Training. — The Department of Education administers and finances entirely: 10 normal schools for men, of which one is a technical education normal school; 2 schools of fine arts; and 13 agriculture schools.

In addition, 2 institutes of agricultural technology are supported by the Department of Agriculture; 2 conservatories of music and dramatic art are administered by the Department of Cultural Affairs; some 19 apprenticeship centres, administered by consultative committees, receive directives from the Department of Labour. The School of Fisheries is supported by the Department of Tourism; schools of hunting, fishing, and forestry are administered by the Department of Lands and Forests.

Elementary and Secondary Education and the Subsidized Independent Schools. — In the Protestant sector, secondary education is given almost entirely by the school commissions. The Catholic sector on the other hand includes a large number of "recognized" independent institutions (that is, those eligible for government grants). These institutions offer courses mainly at the secondary level, but also include special schools and orphanages which offer elementary.

There are 351 secondary schools and classical colleges; 51 orphanages; 13 reform schools; 11 special schools for deaf-mutes, the blind, the physically handicapped; and 7 schools for mental defectives.

The classics course offered by the classical colleges is of 4 or 5 years' duration, according to the university with which the colleges are affiliated. This course constitutes the first part of the eight-year classics course leading to the Baccalaureate ès Arts and subsequently to the university. It is at the secondary level, and it is also offered by some public schools.

G. Teacher Training and Diplomas

The Minister of Education must grant a diploma of qualification to any pupil of a normal school who has obtained examination standing in a course of studies in accordance with the regulations of the Lieutenant-Governor in Council. Any holder of a valid diploma may teach in a public school. This regulation holds for those who qualify for the teach-

ing of home economics by graduating from an appropriate institute.

In 1965 the Province of Quebec had 65 normal schools, of which 6 were government schools, 7 scholasticate-normal, 2 special normal schools for training of teachers of deaf-mutes; a faculty of

education affiliated with McGill University; a faculty of education at Laval University; the St. Joseph Teachers' College; a faculty of scientific education at the University of Montreal; a technical education normal school; and a school of family education.

The diploma required to qualify for teaching in public schools may be obtained only through the normal schools or the university faculties of education.

Diplomas and Certificates. — The Catholic "A" diploma at the end of 4 years past the eleventh year is equivalent to the bachelor's degree in pedagogy. Certain university normal schools confer a pedagogy degree on students holding an "A" diploma, and certain normal schools confer the "A" diploma on graduates of the university schools, by virtue of a Department of Education agreement with the universities concerned. Students graduated in either manner may teach in scientific, general, and vocational sections of the secondary course.

The Protestant Class I certificate is obtained at McGill University faculty of education or at Bishop's University, by persons who hold acceptable degrees from an approved university and who have successfully completed a minimum of one year of professional training. A Superior Class I certificate is awarded to those who complete an additional year.

Holders of Class I certificates may teach in any elementary or secondary level. Class I certificates may be obtained in special subjects: home economics, music, physical education, industrial arts, and in any other subject approved by the central board of examiners.

The Catholic "B" diploma, conferred by normal schools after 2 years of pedagogy, qualifies the successful candidate to teach in all elementary years and in years 8 and 9 of the secondary course in the general section. The "B" is almost exclusively awarded by schools for girls, although male students may attend.

The Protestant Class II certificate is awarded after 2 years' academic and professional training beyond the eleventh year. It entitles the holder to teach in elementary and intermediate grades. Every holder of a Class II is entitled to receive a Class I certificate on graduation from an approved university. Protestant Class III certificates in special subjects may be awarded at the discretion of the central board of examiners to persons completing one year's professional training or its equivalent. Holders of Class II certificates may be granted Class II on passing 10 papers of the eleventh year examination or certain academic subjects at first and second year university level.

In 1961-62 teacher training institutions had a total staff of 1,648 for 12,467 students in training (3,156 male and 9,313 female). Three-quarters of the staff were laymen and one-quarter were religious.

No person may teach in any school under the control of school commissioners or trustees without holding a diploma or certificate from a board of examiners set up by the Department of Education.

Apprenticeship courses are quite new, and there are only six school commissions which offer them now. Meanwhile, there is a need for special instructors, and the favourable precedent set by the Ville-Marie normal school will undoubtedly be imitated by other normal schools.

Teacher Contracts. — The form of teacher's engagement indicates that employment starts July 1st and stipulates the subjects to be taught. The teacher is bound to obey the rules and regulations of the Department, that is, he must: exercise efficient supervision over pupils; teach the subjects authorized, using approved text-books; fill up all the required blank forms; keep the school register up-to-date; keep the rooms in good order and prevent their use for non-school purposes; and hold school on all authorized days. The teacher must supply a medical certificate of health.

Complaints. — Upon receipt of a complaint in writing and under oath accusing a teacher of bad conduct, immorality, drunkenness or grave neglect of duty, the Minister has a bailiff serve the teacher with a notice asking him to declare within 15 days whether he admits or denies the charge. The teacher may be temporarily suspended. If not proved to the satisfaction of a commission appointed by the Minister, the charge is dismissed; if it is proved, the teacher's certificate is revoked for at least 2 years, after which time the teacher may be reinstated if his conduct has been irreproachable. A second revocation is final.

Duties of Teachers and Principals. — When two or more teachers are employed in a school, one is designated the principal. (In a one-room school the teacher acts as principal as well.)

The principal is responsible for the organization, classification and discipline of the whole school, and he supervises the work of the other teachers. He must provide for regular fire drills. His duties include: ensuring that classrooms are ready for the reception of pupils; providing for noon recess supervision; being concerned with the ventilation and temperature of the building; inspection of toilets and other items of cleanliness; advising the board of needed building repairs; deciding on promotion, non-promotion, or demotion of pupils; seeing that teachers post time-tables in their rooms; maintaining parent-like discipline; keeping pupil progress records; making returns to the Department, inspector, and school board; preserving class registers; and enforcing rules for issuing and returning library books.

Teachers may not be absent on school days without permission. It is their duty:

- (1) to follow the instructions of the principal within the scope of the regulations of the Minister of Education;

- (2) to keep pupils profitably busy throughout the school day;
- (3) to make advance preparation for each day's work;
- (4) to teach all authorized courses of study;
- (5) to explain each new lesson and let every pupil know what is expected for the next period in that subject;
- (6) to give undivided attention to the work, and not to engage in private business on the school premises during school hours;
- (7) to secure discipline as would a judicious parent;
- (8) to make regulations known to pupils;
- (9) to supervise conduct and habits of pupils during school hours;
- (10) to keep an attendance record, and ask for causes of tardiness and absence;
- (11) to make out all reports required by the principal;
- (12) to follow the advice of supervisors and inspectors;
- (13) to upgrade his professional status when possible; and
- (14) to conduct the classroom library.

Teachers' Organizations. — (a) *La Corporation des instituteurs et institutrices catholiques de la Province de Québec* and (b) *the Provincial Association of Protestant Teachers of Quebec* are both constituted by law. They have similar aims and objectives: to promote the professional interests of teachers and to further education. Every teacher automatically belongs to one or other of these organizations, with the option of withdrawal. Fees are deducted from salary cheques.

A suspended member may appeal to the Minister within 30 days. The Minister convenes an appeal board of 5, the decision of 3 or more being final.

Pensions. — A male officer of instruction is entitled to a pension at age 60 after 20 years' service; or he may retire at age 54, but not receive pension payments until age 60. A female officer of instruction gets her pension at age 56 after 20 years' service, but may retire at 50 and wait until 56 for pension payments.

Anyone who has taught for 35 years, regardless of age, is entitled to a pension.

Minimum pension is \$500 per annum increased by \$25 per year of teaching above 20 years, up to a total of \$900.

On April 1, 1961 pensions of less than \$3,000 and half-pensions of less than \$1,500 were increased on a scale varying according to date of granting: from 30 p.c. for those before Jan. 1, 1940 to 3 p.c. for those between Jan. 1, 1960 and March 31, 1961. (Half-pensions are paid to widows and others specially qualified.)

Quebec teachers with 10 years' experience in other Canadian provinces may receive credit for pension purposes by paying "stoppage" for their years of service plus 5 p.c. per annum.

The pension fund for officers of instruction is administered by a commission consisting of the Minister (Chairman), 4 officers of education chosen by *la Corporation générale des instituteurs et institutrices catholiques de la province de Québec*; 2 officers of education chosen by the Provincial Association of Protestant Teachers and 2 commissioners appointed by the Minister.

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