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Saskatchewan



THE ORGANIZATION AND ADMINISTRATION
OF
PUBLIC SCHOOLS IN SASKATCHEWAN

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THE ORGANIZATION AND ADMINISTRATION
OF
PUBLIC SCHOOLS IN CANADA
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CHAPTER IV

EDUCATION IN SASKATCHEWAN

A. Some Education Highlights in Saskatchewan's History

Pioneers settled in that part of the Northwest 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 for its children but invited co-operation of the churches.

Background. — The land that eventually became the province of Saskatchewan was included in the charter grant of the Hudson's Bay Company in 1670. Twenty-one years later, in 1691, the first white man to set foot in Saskatchewan was Henry Kelsey. La Verendrye and his sons in 1733-34 were the first to enter the prairies via the Great Lakes and the Grand Portage. In 1754-55, Anthony Henday explored the North Saskatchewan river. In 1774 the HBC established Cumberland House on the Saskatchewan river. During 1775-76 Thomas Frobisher followed the Churchill river as far as Ile à la Crosse. In 1777 Peter Bond discovered Methy Portage. During 1792-93 Peter Fidler explored the South Saskatchewan river. In 1821 the HBC united with the North-West¹ Company to end trading rivalry. Fifty years later, in 1870, sovereignty over the land was transferred to the three-year-old Dominion of Canada.

In 1875 the Territories were organized under federal administration. In 1882 the District of Saskatchewan was created. Regina became headquarters for the North-West Mounted Police.

A key year in the development of Saskatchewan was 1885 when the Riel Rebellion was crushed, a transcontinental line of the Canadian Pacific Railway was completed, and immigrants began to move into southern Saskatchewan. In 1888 the Northwest Territories were granted the right to a Legislative Assembly. In 1899 more than 7,000 Doukhobors from the Crimea settled in what is now Saskatchewan.

Education by Territorial Ordinance. — The Ordinance of 1884 established a publicly-controlled school system in the Northwest Territories and provided for a board of education comprising Catholic and Protestant sections. This ordinance, which was patterned after the practice in Quebec, allowed each section to prescribe textbooks, programs of studies, and qualifications of teachers for schools of its denomination.

In 1891 and 1892 the system was reorganized, with a Council of Public Instruction replacing the Board of Education. The Council consisting of the executive council and four other members without votes—two Protestant and two Catholic—administered the system through a superintendent. By this time there were 249 schools enrolling 6,170

pupils. In 1901 the advisory members were removed from the administrative council to constitute an education council with advisory powers concerning textbooks, courses of study, licensing of teachers, and inspection.

Compulsory education laws covering attendance of pupils and the 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. 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 usage 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. Textbooks were prescribed for such subjects. The primary course in French did not come under this provision.

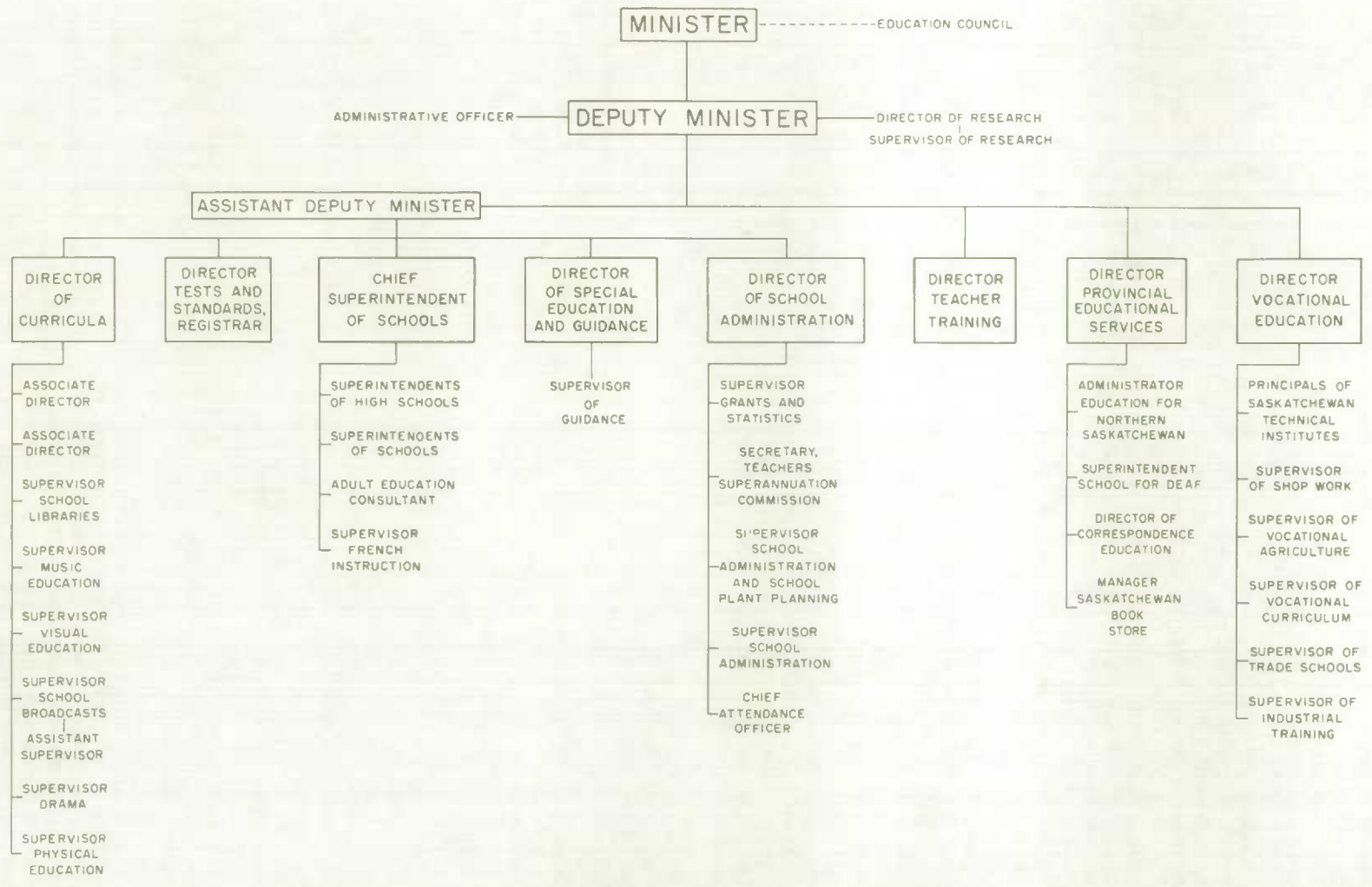
Obtaining qualified teachers at the time was a troublesome problem because the number of schools was increasing rapidly and there were many vacancies through teachers resigning. The first professional instruction was given in Moosomin in 1889, but little was accomplished until the first Normal School was established in Regina, 1893. For some years many qualified teachers were brought in from Ontario and the Maritimes to operate the schools. These teachers, schooled in the ways of the eastern provinces, greatly influenced the trend of education in Saskatchewan.

The possibility of providing local teachers was limited drastically by the number and availability of high schools. Many of the first schools, around 1888, united high school and elementary school work.

Provision for Education at Confederation. — The B.N.A. Act was altered for Saskatchewan by section 17 of the Saskatchewan Act:

¹ "North-West" is the older term; "Northwest" is the modern spelling.

GOVERNMENT OF SASKATCHEWAN
DEPARTMENT OF EDUCATION



INSTITUTIONS OF PUBLIC EDUCATION, SASKATCHEWAN 1965

GRADE OR
YEAR

6
5
4
3
2
12 1
11
10
9
8
7
6
5
4
3
2
1
K

DIVISION IV	
SECONDARY AND VOCATIONAL TEACHERS-2,473 PUPILS-50,355	
DIVISION III	
INTERMEDIATE TEACHERS-2,284 PUPILS-57,808	
DIVISION II	
ELEMENTARY TEACHERS-2,553 PUPILS-63,877	
DIVISION I	
ELEMENTARY TEACHERS-2,736 PUPILS-67,322	
3,129 CHILDREN	

TECHNICAL
INSTITUTES
TEACHERS-170
PUPILS-4,409

TOTAL
PUBLIC
SCHOOL
TEACHERS
10,146

UNIVERSITY OF SASKATCHEWAN	FACULTIES OF EDUCATION
SASKATOON REGINA	
TOTAL STUDENTS 8,573	

NOT INCLUDED
2 PRIVATE COLLEGES
18 PRIVATE SCHOOLS
8 BUSINESS COLLEGES

GOVERNMENT AIDED SCHOOLS
SCHOOLS-16 PUPILS-926

SCHOOL FOR THE DEAF
TEACHERS 23
PUPILS 167

AVERAGE
AGE

22
21
20
19
18
17
16
15
14
13
12
11
10
9
8
7
6
5

SASKATCHEWAN

17. Section 93 of the B.N.A. Act, 1867, shall apply to the said province, with the substitution for paragraph (1) of the said Section 93, of the following paragraph:—

- (1) Nothing in any such law shall prejudicially affect any right or privilege with respect to separate schools which any class of persons have at the date of the passing of this Act, under the terms of chapters 29 and 30 of the Ordinances of the Northwest Territories, passed in the year 1901, or with respect to religious instruction in any public or separate school as provided for in the said ordinances.
- (2) In the appropriation by the Legislature or distribution by the Government of the province of any moneys for the support of schools organized and carried on in accordance with the said chapter 29, or any Act passed in amendment thereof or in substitution therefor, there shall be no discrimination against schools of any class described in the said chapter 29.
- (3) Where the expression "by law" is employed in paragraph (3) of the said section 93, it shall be held to mean the law as set out in the said chapters 29 and 30; and where the expression "at the Union" is employed in the said paragraph (3), it shall be held to mean the date at which this Act comes into force.

In the bill forming the Province of Saskatchewan, this clause altering Section 93 of the B.N.A. Act 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 enabled Roman Catholics or Protestants, when in a minority, to establish their own separate schools, but at the same time to use the provincial course of study, 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 206 school districts, most of which were rural. There were 716 schools, and 25,191 pupils attended.

Transition in Organization.—The School Ordinances in force in the Northwest Territories were continued without change when the Saskatchewan Department of Education was organized. There seemed to be no pressing necessity of interfering with a school system that had successfully kept up school standards, the professional qualifications of teachers, and granted every assistance to districts struggling with the difficulties incident to a new country.

The new Department of Education resembled the other departments of the provincial government. It was a distinct and separate branch of the public service and was presided over by the Commissioner of Education, who was a member of the Executive Council (Cabinet).

The Department had jurisdiction over all schools and institutes, and the education of deaf, mute, and blind persons. There was also an Educational Council, consisting of five persons appointed by the Lieutenant-Governor in Council. The Council approved regulations such as concerned inspection of schools and courses of study.

After one year of operation, the Department reported 1,190 school districts, 31,275 pupils, 1,298 teachers (of whom 1,017 were employed at any one time during the year, 1905-06), and an average annual salary for male teachers, \$670.56, and for female teachers, \$592.80.

The Organization of Secondary Schools.—On April 3, 1907, the Saskatchewan Legislature passed the Secondary Education Act which provided for the establishment of four-year high schools and collegiate institutes which were to be managed by high school or collegiate boards and supported by money from a supplementary revenue fund obtained from a tax of 1¢ an acre on all lands. Requirements of equipment, attendance and numbers of qualified teachers were higher for collegiates than for high schools although the larger high schools might be larger than some collegiates.

Collegiate institutes and high schools may be organized under the Secondary Education Act. Collegiates follow the same course of study, use the same textbooks and sit for the same departmental examinations as high schools. The collegiates are required to meet specified standards, which, however, could be met by some high schools (for equipment, enrolment and teaching staff).

A high school is a school with one or more rooms or departments maintained exclusively for pupils above grade eight; and a continuation school is one having a room or department maintained exclusively for grade seven or grade eight or both and one or more high school grades.

At the beginning few towns organized secondary schools under the Secondary Education Act but more and more districts provided part or all of the regular high school instruction as a continuation of the elementary division.

Larger School Units.—After Saskatchewan was formed as a province in 1905, the populated southern half was partitioned into a web of local school districts, each approximately 20 square miles in area. Provision was made for the establishment of consolidated districts of from 25 to 50 square miles from 1913 on.

In part because of the depressed thirties when school conditions reached an all-time low, and in part because of the example of Alberta and other provinces and states recommending larger administrative areas, a committee of the Saskatchewan Teachers' Federation proposed that larger administrative units be formed of from 60 to 75 districts comprising approximately four municipalities.

In 1944 the Legislature passed the Larger School Units Act which implemented most of the Committee's recommendations. It provided that resident ratepayers of proposed units might petition that a vote be taken before establishment was started; otherwise the unit could be set up by proclamation. After 5 years the ratepayers might vote to dissolve the unit. Teachers were to be appointed by the unit board; however, the district board was privileged to nominate a number of candidates from among whom the unit board would select a teacher. Each unit was divided into 5 or 6 subunits, the boards of which each elected a trustee to the unit board. Each unit was under the supervision of a superintendent appointed by the Minister. Village schools were included in the school units.

Separate Schools.—The minority of ratepayers in any district, whether Protestant or Roman Catholic, may petition for the establishment of a separate school and be liable only for taxes for such. They may elect a new board, operate under the School Act, receive grants from the province and be inspected by the Department. If organized in or around a town, the board consists of 5 trustees.

Events in the Past Quarter Century.—In 1940 the "enterprise" method of teaching was introduced; and the curriculum was an activity program stressing education for citizenship. Audio-visual aids entered the classrooms.

In 1941 equalization grants assisted rural and village districts where the assessed valuation was below \$100,000 per room. The basic grant in elementary schools was \$1.50 per day for each room in operation; the basic grant in secondary and vocational education was \$3.50 per day per teacher. Dominion-Provincial Youth Training and War Emergency Training courses were held in various centres for rural young men.

Teacher training was facilitated in 1942-43 when the normal school year was divided into four quarters of 12 weeks each, with a complete course consisting of three quarters or 36 weeks of training. First quarter graduates were released to teach under special conditions. Minimum wage for teachers was set at \$1,200 per annum. In 1945 a 4-year training course was established in the College of Education.

In 1944 an Act was passed to provide for the establishment of larger school units, and 14 were expected to be formed by December 31. By November 29 of the following year 29 had been established, taking in 2,331 small school districts. In 1946 there were 45 larger school units. In the ten-year period 1941-51, over 1,000 rural districts closed their schools. The larger school units made possible better education services, such as: building and repair programs; improvement in school libraries; "helping teachers" for new teacher guidance; increased use of the Saskatchewan Film Board and audio-visual equipment; health services; and high

school services. In 1947 transportation of students to larger unit high schools was started. In 1954 there were 56 larger units.

The Dominion-Provincial Vocational Schools Assistance Agreement came into force April 1, 1945.

In 1945, for the first time, free textbooks were supplied in Grades I to VIII.

In 1948 the first refresher course for larger school unit secretary-treasurers was held at Saskatoon. It covered accounting, school unit records, public relations, and administration.

Substantial increases in school grants dated from January 1, 1947. Two years later the school building program reached unprecedented proportions.

In 1954 teacher education continued to be the responsibility of both the Department of Education and the College of Education at the University. The Department administered branches of Teachers Colleges at Saskatoon and Moose Jaw. A new program of certification provided for only three general certificates, representing one, two, and four years of teacher education: Interim Standard, Standard, and Professional, respectively. In 1955 there was a 32 p.c. increase of male students in teacher education. In 1956 a committee was appointed to study the structure and organization of teacher education with a view to exploring the possibility of bringing all teacher education in Saskatchewan under one authority. An interim report was submitted to the Minister in 1957. The following year a minimum of two years of training beyond senior matriculation was required for a first permanent teaching certificate. In 1961 the Teachers College at Moose Jaw was moved to Regina. In 1963 all teacher training was transferred to the University of Saskatchewan.

In 1959 all resident school fees were abolished to the end of Grade XII.

In 1961 education research included experimentation with the Cuisenaire method in primary and intermediate arithmetic.

In 1962 regular school telecasting joined school radio broadcasting.

In 1963 the Department of Education was re-organized to separate the administration of: (1) activities that related to locally administered school systems for Grades I-XII; (2) departmental services provided directly to certain categories of students, Grades I to XII; (3) adult education, fitness, and recreation; and (4) educational research, for which a new branch was set up.

In 1964 compulsory attendance was raised to age 16 or Grade VIII, whichever occurs first. A revised curriculum plan based on the theory of continuous growth replaced the traditional grade system.

B. Higher Education

Universities and Colleges.—The first two institutions of higher learning in Saskatchewan were established at Prince Albert: (1) Emmanuel College, founded by Bishop John McLean in 1879 and (2) an Academy founded by Reverend James Nesbitt. By a Dominion Act of 1883 a university was incorporated, but conditions for operation and growth were unfavourable.

In 1903 a university ordinance was passed providing for the establishment of a new university and incorporating a chancellor, vice-chancellor, senate, and convocation. Provision was made for electing a senate, calling a convocation of all university graduates and making the institution co-educational and non-sectarian. It was not until 1907, however, that a new provincial **University of Saskatchewan** was incorporated by an act which placed the university beyond the control of political parties. Within two years a 1,333 acre site was selected in Saskatoon.

Under the University Act of 1907 the Senate was given legislative and administrative powers, with provision for an executive body of five members, the University Council. In 1909 this Council was enlarged to include all deans and professors.

The first classes in Arts and Science began on September 28th, 1909, when 70 students were registered. Other colleges and schools were established as follows: agriculture, 1912; engineering, 1912; law, 1913; pharmacy, 1914; commerce, 1917; medicine, 1926; education, 1927; home economics, 1928; nursing, 1938; graduate studies, 1946; and physical education, 1958. On July 1, 1964, all teacher training came under the orbit of the College of Education.

The University of Saskatchewan has had a branch at Regina since 1934 when Regina College was taken over to function as a junior college.

Three types of affiliates are recognized: (1) educational organizations, (2) professional bodies, and (3) theological colleges. In addition, there are a number of junior colleges operated by religious organizations.

The University of Saskatchewan, Regina Campus.—After a half century as "Regina College" the institution was renamed the University of Saskatchewan, Regina Campus. The first regular second-year classes were offered in the 1961-62 term. A larger campus was planned in 1961 with a view to program expansion to full degree work. The first building on the new campus was occupied in 1965.

C. The Department of Education

The Legislature has enacted a series of statutes setting forth the powers and duties of the educational authorities of the province to provide direction in the operation of the schools. Some of these are:

- The School Act
- The Larger School Units Act
- The Secondary Education Act
- The School Attendance Act
- The School Grants Act
- The Vocational Education Act
- The School Assessment Act
- The University Act
- The Teachers' Superannuation Act
- The Teachers' Federation Act
- The Teachers' Salary Negotiation Act
- The Teacher Tenure Act
- The Teachers' Life Insurance Act
- The School Secretary-Treasurers' Act
- The Department of Education Act

This legal framework of the school system is supplemented by *Regulations*, provided for in school law and given effect by Orders-in-Council. Regulations are intended to cover details of administration which cannot be readily detailed in legislation, as a measure of flexibility is considered desirable. For example, it is not expedient to prescribe by statute exact details for the granting of teachers' certificates. By embodying such details in Regulations, the way is left open for easy adjustment to suit new conditions; and the fact that Regulations are subject

to review by the Legislature is a guarantee that final authority will rest with the electorate of the province.

The Minister of Education.—At the head of the Department of Education is the Minister, a member of the political party in control of the government of the province. As a member of the Cabinet and of the Legislature, he is directly responsible to them for the management of the school system. In order to give effective leadership he keeps in close touch with public opinion.

The Minister, with the approval of the Lieutenant-Governor in Council, is empowered to make regulations: for the classification, organization, government, division into grades, examinations, supervision and inspection of all publicly-supported schools; for the construction, furnishing, and care of school buildings, and the arrangement of school premises; for governing the appointment, qualifications, and duties of school officials, and for authorizing texts and reference books. Other matters include: textbook rental; fees for teachers' certificates, departmental examinations, and certificates of standing; preparation of statistical forms on which teachers and others report on education; appointment of one or more persons to consider complaints or disputes arising from the decision of a board or school official; suspension of certificates; application of grants due to a district in repayment of any indebtedness of that district to the Department

or to the Provincial Treasurer; requesting the Minister of Municipal Affairs to levy taxes on local improvement districts for education; and to appoint superintendents of schools, assign their territory and prescribe their duties and powers.

The Educational Council.—The Educational Council is an advisory body whose functions are to represent the people, to keep the education offerings abreast of the pupils' needs, and to evaluate the success of the school program. Appointed by the Lieutenant-Governor in Council, which fixes its remuneration, the Council consists of five 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, courses of study, teachers' institutes, and to suggest texts and reference books for adoption. The Council may also consider any questions concerning the education system in Saskatchewan and report on them to the Minister.

The Deputy Minister.—The permanent head of the Department is the Deputy Minister. Under the Minister he carries out the general policy laid down by the legislature and cabinet, administering it through the functional divisions of the Department, part of the civil service of the province. Two officials involved in the Deputy Minister's work directly are an Administrative Officer and a Director of Research. The Director of Research heads the Educational Research Branch established in 1963. He maintains statistics and carries on research for all branches of the Department. He is also Director of Teacher Training.

The Assistant Deputy Minister co-ordinates the activities of the branches of the Department which are most closely connected with the school system. Thus he has overall responsibility for matters concerning curricula, examinations and records, superintendence of schools, and school administration.

The Chief Superintendent of Schools heads the supervisory branch of the Department and is responsible for the supervision of classroom instruction and management of schools. In 1966 there were 60 provincially employed superintendents, 59 of whom worked with the school unit boards of the province. There were also six superintendents of high schools who supervised high school instruction, with the assistance of the local superintendents, in each of the *six zones* into which the province has been divided.

The superintendents are the liaison officers between the Department of Education, the school boards, and the teachers. Their duties are: to see that the school law is being followed; to make recommendations to school boards about the administration of schools; to report to the Department of Education and to the school boards about the quality of teaching observed and about the condition of the schools; to assist the teachers in making their instruction effective; to direct the organization

of teachers' conventions and institutes; and in general to provide educational leadership in the superintendency.

The Director of School Administration supervises the management and administrative functions of school boards, particularly those involving property and finance, and is responsible for drafting and interpreting the legislation controlling the school system. The director is assisted by two supervisors of school administration, a supervisor of school grants and statistics, and a chief attendance officer. This branch of the Department advises on the planning and approves plans of school facilities, and it directs the work of the Teachers' Superannuation Commission.

The Director of Curricula superintends an on-going revision of the elementary and secondary program, and in addition directs the supervisors of libraries, music, audio-visual education, school broadcasts, and drama. He encourages lay and professional interest in the development of the aims of the school and in participation in curriculum construction. He is chairman of the Saskatchewan Film Board.

The Registrar and Director of Tests and Standards is the corresponding secretary of the Department, manages the examination system, and maintains the professional records.

The Teacher Education Board.—By an agreement implemented in 1964, teacher education in Saskatchewan has been integrated and placed under the administration of the University, and under the control of the Teacher Education Board. The Board consists of 15 members, six of whom are appointed by the Department of Education, and five by the University. The remaining four are the president and secretary of the Saskatchewan Trustees' Association and the president and secretary of the Saskatchewan Teachers' Federation. The Department's **Director of Teacher Training** is the chairman of the Teacher Education Board.

The Director of Vocational Training is responsible for the technical and vocational programs conducted in the technical institutes, technical collegiate institutes, and composite high schools. He also administers the agreement by which the Department of Education and the Federal Department of Labour operate technical training programs and facilities for unemployed workers, rural women, the handicapped, and apprentices.

The Director of Provincial Services superintends functions which deal with education outside the school system, as in conducting the Correspondence School, the Book Bureau, and Northern Education. The Correspondence School is manned by a staff of fifty teachers and clerks, and it provides instruction to elementary and high school pupils who for various reasons cannot receive instruction otherwise.

The **Director of Special Education and Guidance** advises and consults with school boards and other organizations which provide education for handicapped or gifted children. His office provides leadership for guidance and counselling services throughout the school system. Saskatchewan does not operate a school for the blind but sends its children to the schools of other provinces. It has a School for the Deaf which enrolled 152 pupils in 1963-64. Of

these, 110 were from Saskatchewan, 41 from Manitoba, and 1 from the Northwest Territories.

The **Administrative Officer** has the internal management position of the Department. His duties include direction of the clerical staff, payroll management, and general administration. The efficiency of the Department depends in no small part on the stenographic and clerical assistants.

D. Local Government Organization and School Organization

Saskatchewan, the fifth largest province, covers some 251,700 square miles. It is about 750 miles long and varies in breadth from 400 miles in the south to 250 miles in the north. Much of the northern half 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 mining, trapping, fishing, and manufacturing. However, Saskatchewan is primarily an agricultural province.

Local Government Organization.—Saskatchewan was first surveyed into townships six miles square each containing 36 sections. Settlement, however, followed the usual pattern with farm areas—towns and cities growing 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 three cities with population above, and eight with population below 30,000. Each city elects a council consisting of a mayor and an even number of councillors, from 6 to 20 as directed by the ratepayers. Along with money for other services, the city raises the necessary taxes for its schools. Its debentures are limited to 20 p.c. of the taxable assessment, except for secondary schools, street railways, light and power plants if a higher rate is sanctioned by the Local Government Board.

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 were 122 towns in Saskatchewan in 1966.

For incorporation as a village, the minimum population is 100. 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 are limited to 10 p.c. of the taxable assessment; and the tax rate should not exceed 20 mills. There were 365 villages in Saskatchewan in 1966.

Rural municipalities which usually have an area of 324 square miles are not restricted as to their population. Small residential areas within them formed from farm lands are subdivided for use as business sites and residence lots. The needs of such hamlets come under the jurisdiction of the rural municipality, and schools were located within them. However, any 10 ratepayers might petition the Minister to organize a hamlet so that 45 to 75 p.c. of the taxes could be spent by the board and further taxation be levied, and many have become integral parts of larger units. There were 296 rural municipalities in 1966.

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

Local School Administration.—Local school authorities manage and supervise the schools and other education facilities in their districts or units under authority of the school acts and regulations of the Department. School boards are elected by the ratepayers of their district or unit and are responsible to them for the education of their children.

The five main types of school administration are:

- (1) local independent school boards for each small school district, roughly sixteen to twenty square miles in area, usually administered by a board of three elected trustees;
- (2) the consolidated school district comprising an area of 36 square miles or over;
- (3) the larger school unit combining 80 to 100 small rural districts, villages and small towns in a specified area with local district boards retained and central boards of five to eight members for many centralized areas;
- (4) urban centres including towns and cities with elected boards; and
- (5) the Northern Areas which are under an administrator who works with the education committee.

Included among the foregoing are rural areas located outside urban units; village, town, or city districts which include such a municipality but may extend beyond its borders. Separate school districts fall into the same categories depending on size and location. High school boards are established under the Secondary Education Act to administer high school districts in towns and cities.

Reorganization of the small school district system has been undertaken in the past two decades and has resulted in the rural areas being organized into larger units for the most part and centralization of the schools. Economic changes and technological advances have affected the whole pattern of social and economic living and changed the implications of distance. A radical reorganization of educational facilities was felt to be imperative.

Formation of Public School Districts.—The first units of school administration organized in Saskatchewan were the school districts; 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 district units were reorganized as larger units, district boards were retained and given sufficient duties to ensure their continued interest in education.

Larger School Units.—Considerably greater effort is presently being given to a reorganization of any residual districts into larger units, first introduced in 1944, and to votes to make units permanent, or for towns or villages to enter the units. In 1963-64, three new units were established. This brought to 57 the number of units permanently organized. By the end of the school year 53 town districts, 76 consolidated districts and 4 separate school districts were associated with the village and rural schools first constituting the units. Of the 60 superintendencies in the province 59 were organized as larger units by 1964.

Since 1944 the Minister with approval of the Lieutenant-Governor in Council has been empowered, by order published in the *Saskatchewan Gazette*, to establish school units consisting of rural and village public school districts, and public school districts in towns of under 2,000, employing 80 teachers. Before establishing the unit, a vote of resident ratepayers may be recommended by the Minister or taken in response to a petition of 20 p.c. of the ratepayers. An order establishing the unit follows a favorable vote or acceptance without a vote. It assigns a name and number and divides the unit into five or more subunits. The Minister may from time to time change the name or number of the unit, and may alter the boundaries by request of the board of trustees of a rural or village public school district and add the district to an established unit. He may transfer a school district from unit to unit, or subunit to subunit, exclude a district from a unit, or create a subunit in a unit and provide for the election of a member to represent it.

Where it is proposed to transfer an area greater than 10 square miles the Minister may refer a majority request to a judge of the Court of Queen's Bench, who will arrange for a hearing of all boards and ratepayers concerned and decide whether or not to transfer the area.

Within six months of 5 years after a unit has been established, 15 p.c. or more of the ratepayers may request that it be dissolved, whereupon a vote is taken.

Central Boards.—In a unit central boards may be constituted by any group of two or more contiguous districts, subject to approval of the Minister, for central administration, control and supervision. Usually the board of the district operating the school and members of other boards are from the central board.

Unit Boards.—Unit boards are composed of from five to eight members as determined by the Minister. Members are elected according to regulations which prescribe the form of the nomination paper. This provides for: the nomination of each candidate by five ratepayers and the acceptance of the candidate, the form of the ballot, and the poll book. The first election is held on any day named by the Minister after giving the necessary notice. Subsequent nominations are open from 9 a.m. to 5 p.m. on the third Tuesday each October and an election is held in all subunits, where more than one candidate is nominated, on the third Wednesday in November at the time and place fixed by the unit board. Ratepayers in a district in which no school is in operation may be directed to vote in another district. The secretaries of districts where polls are held are deputy returning officers and may appoint a poll clerk other than a candidate. Voters lists for each subunit are prepared but there is provision for persons whose names have been omitted to take an oath and vote. Voting is by secret ballot during three or more hours as specified. Ballots are counted as soon as the poll is closed and a statement and a packet of the ballots are forwarded to the returning officer from all subunits who, after checking all returns, declares the elected candidates. In case of a tie the name of the winner is drawn by chance.

Members hold office for three years, except that after January 1, 1963, a member elected at the first election for a subunit numbered 2, 5 or 8 holds office for two years and for a subunit numbered 3, 6 or 9 holds office for one year. At his discretion the Minister may direct that a member be elected to fill a vacancy or unfilled position, or may appoint a member for the unexpired term.

Members may be indemnified at the rate of \$15 per meeting and 11¢ a mile for travel for no more than 30 meetings a year. They may receive similar compensation for necessary authorized work for a limited number of days as specified.

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, assessors or collectors; they 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.

Annual Meeting of Ratepayers and Meetings of Unit Board.—An annual meeting of the ratepayers of each subunit is held on a date specified by the board between October 15 and the first Tuesday in December and the board may direct annual meetings of two or more subunits be held at the same time and place, within or without the subunits. At the meeting an elected chairman and secretary hear and consider statements of the unit board, treasurer, and auditor, prepared according to regulations.

The first organization meeting of the unit board is called by the Minister; and by the board in subsequent years by January 20. A chairman and vice-chairman are appointed and all members take the Declaration of Office. Six or more additional meetings are held during the year as decided by the Board. A majority forms a quorum.

Duties and Powers of a Unit Board.—In addition to performing the duties of small school boards, the unit boards regularly: administer, manage and generally supervise the education affairs of all school districts and inform each district accordingly; provide adequate school accommodation at the cost of the unit; select and appoint qualified teachers and pay them monthly and confer and co-operate with the superintendent concerning education problems. The board determines which school any pupil from within or outside the district should attend, makes reasonable payments for transportation and provides for high school instruction within or outside the unit. It may suspend any pupil for up to four weeks or expel him upon confirmation of a resolution of the board by the superintendent.

The board maintains and equips an office, and engages a secretary-treasurer who provides a satisfactory bond. It holds an annual convention of the trustees of the district. Its funds are kept in a chartered bank or credit union and an auditor is appointed annually.

A unit board may also undertake:

- (1) to make expenditures for health including fees for physicians, dentists and nurses;
- (2) to employ specially qualified teachers for agriculture, manual arts, household economics, physical training, music, arts, dramatics;
- (3) to select and provide reference books, globes, maps, charts and to furnish free or

at a price fixed by the board, textbooks, exercise books, pens, pencils and noon lunches, to rent textbooks to high school pupils;

- (4) to exclude mentally deficient pupils;
- (5) to prepare and adopt a salary schedule;
- (6) to appoint and pay expenses of one or two members attending school trustee or other educational conventions;
- (7) to pay for membership in a trustees' association according to the schedule approved by the Minister;
- (8) to pay the secretary-treasurer of each district an honorarium up to \$10 per year and for the secretary of a central board district up to \$50;
- (9) to acquire by gift, devise or bequest, real or personal property;
- (10) to invest any surplus in Federal Government or Saskatchewan Government bonds or debentures; and
- (11) to grant leave of absence to non-teacher employees, as it considers desirable.

Duties and Powers of District Boards.—When units are established certain responsibilities of supervision and recommendation are allocated to the district boards while the remainder is taken over by the unit board. Unit boards are responsible for providing the schools and equipment, teachers, capital and operating costs. Matters of closing, moving or renovating schools, and new construction are usually decided upon after discussion with local boards. More specifically the local boards hold regular open meetings, appoint a chairman and honorary secretary-treasurer and their duties are:

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

The local board submits annual estimates to unit boards of estimated expenditures beyond that provided by the unit board not later than February 1. A delegate may be sent to any approved provincial convention of school trustees. The board retains rights formerly held concerning language and religious instruction.

F. Teachers

Before the Second World War, classes for third class and second class teachers had been discontinued in the normal schools. At that time 7,000 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 certificated many years previously. After 1941 a shortage of teachers developed and many student-teachers holding temporary certificates were employed. During the war years the normal school year was divided into quarters, three of which constituted the work of one year, and student-teachers were permitted to accept schools on a temporary basis after completing one or more quarters. Summer schools were provided to enable teachers to complete their normal school year, and to encourage teachers to extend their training. In the fall of 1963 all teacher training came within the orbit of the College of Education at the University of Saskatchewan.

Trainees attending the College of Education receive an interim standard "A" certificate at the end of one year of training and a Bachelor of Education degree and professional certificate at the end of four years of training. Those who wish more advanced work in Education may take a Master of Education degree at the University. Considerable attention has been given to the selection of suitable candidates for teaching, providing new courses, and inaugurating a more extensive teacher-training program.

As a part of 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.

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

Employed teachers automatically become members of the Teachers' Federation and come under the Superannuation Act.

Only teachers certificated by the Department, or whose qualifications are approved by the Department, may be engaged by school boards. An offer of employment and acceptance by the teacher within four days constitutes a contract. Acceptances after four days must be confirmed by the board. The contract remains in force from year to year unless terminated by one or other party. The form of contract, for temporary teachers, 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. He is allowed 20 days' sick leave for each 12 months' continuous engagement, and may accumulate leave from year to year at the discretion of the board.

When there is no salary schedule the board states the annual salary and pays each regular teacher one twelfth of his annual salary at the end of each month, unless by mutual agreement the salary is paid in 10 instalments. A substitute teacher is paid monthly or at shorter intervals. One month's salary may be withheld until the necessary departmental reports and returns are made. If a teacher serves every school day for an academic year he receives full salary; if he teaches more than 200 days he is paid for the extra days. For days short of the academic year 1/200 per day is deducted. Days on which the school is closed by the board or medical health officer are teaching days, as are those proclaimed as holidays, but not Saturday, Sunday or statutory holidays. If a contract is terminated the teacher is paid for days taught.

A statutory minimum salary for qualified teachers of \$1,320 per year is set, but the average salary in 1963-64 for all teachers was \$4,846.

A board may terminate its agreement with the teacher at the end of June by giving written notice on or before May 25. If the board terminates its agreement effective at any other time the teacher is given 30 days' notice 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 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 of reference and may be charged to the teacher or board.

A teacher may terminate his agreement with the board:

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

Duties of the Teacher.—All teachers are required:

- (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 time-table;
- (4) to keep the school register after the prescribed form;
- (5) to make such promotions as is deemed advisable;

- (6) to report monthly to parents on pupils' attendance, conduct and progress;
- (7) to encourage the observance of Arbour 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 pupils suspected of harbouring communicable disease germs and report the same;
- (11) to attend all meetings called by the principal or superintendent;
- (12) to assist the board in making all necessary reports and furnish all information required; and
- (13) to admit teachers in training to observe and for practice teaching in the classroom.

Immunity of Teacher from Liability.—A teacher is not liable for damage caused by pupils to property or for personal injury to pupils during school hours, or during school-sponsored activities outside of school hours.

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.

The Teachers' Superannuation Act, Amended to 1965.—All Saskatchewan teachers, inclusive of those employed by the Teachers' Federation, those on sabbatical leave, or others as specified, come under this Act. It is administered by The Teachers' Superannuation Commission comprised of 5 members, two of whom must be teachers. The Lieutenant-Governor in Council appoints a chairman, fills vacancies, and fixes rate of remuneration. Three commissioners form a quorum.

Each teacher contributes 6 p.c. compulsory 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 fund to the teachers' credit.

Pensionable service includes: teaching service in Saskatchewan; teaching service in British Commonwealth prior to 1930 provided that the teacher has 15 years' service in Saskatchewan; war service; illness—one year for each ten years of service; university service (maximum, one year). Under the terms of an agreement with the provinces of Ontario, Alberta, and British Columbia, a teacher (under certain conditions) may move between Saskatchewan and these provinces without loss of accrued pension benefits.

In order to qualify for a superannuation allowance, the applicant must have taught 8 years of the last 15 (immediately preceding date of application)

in Saskatchewan. Retirement allowance is paid at age 55 if the teacher has given 35 years of service; age 56 and 34 years; age 57 and 33 years; age 58 and 32 years; age 59 and 31 years; age 60 and 30 years; age 61 and 28 years; age 62 and 26 years; age 63 and 24 years; age 64 and 22 years; age 65 or over and 20 years.

Calculation of allowance is based upon: (a) 2 p.c. of the average salary of the teacher during the eight years of highest salary while teaching in Saskatchewan multiplied by the total years of service up to a maximum of 35; (b) actuarial reduction for retirement under 60 years of age (excluding disability); (c) the maximum allowance of \$4,560 p.a. as of April 1, 1963 increased by \$30 per month until the amount of \$6,000 is reached; and (d) service in excess of 35 years prior to age 65 may be used in the calculation of an allowance where a teacher has contributed to the fund for more than 35 years, provided that the allowance does not exceed the maximum. Voluntary contributions may be refunded together with interest or may be used to provide a monthly annuity for a guaranteed period from one to fifteen years.

Allowance plans include: (a) single life; (b) single life guaranteed for 10, 15, or 20 years; (c) joint life and last survivor; (d) any combination of a, b, and c; (e) any combination of a, b, and c with adjustment to age 70 up to a maximum of \$900; (f) single life payable for the life of the superannuate with one half of the allowance payable to the wife or dependent husband in the event of death. A plan may be changed within 60 days after the allowance has been granted.

A disability allowance may be granted to one who has become totally incapacitated for teaching. The teacher must have taught 15 years in Saskatchewan including 3 years of the 5 immediately preceding the application for an allowance. The allowance is calculated in the same manner as a regular allowance except that no reduction is made for retirement before age 60. (Guaranteed plans and adjustment to age 70 are excluded.)

Dependants may receive an allowance if the teacher at time of death is eligible for an allowance on the grounds of age and service, or if he has to his credit 10 or more years service (which may include service outside Saskatchewan). The dependants' allowance is one half of the allowance calculated using the average salary and service of the teacher and 10 p.c. of the allowance payable to each child under the age of 18 years until that age.

Refunds may be made under the following conditions: (a) the person must have taught for at least 20 days; (b) no interest is payable under 5 years of service, 2 p.c. interest compounded annually for 5 to 10 years of service, 3 p.c. over 10 years, and 4 p.c. compounded semi-annually on voluntary contributions; (c) refund not paid until expiry of 4 months after withdrawal from teaching; and (d) interest paid for only one year after ceased teaching.

Sabbatical Leave.—Teachers may be given leave of absence for a period up to 14 consecutive months at any one time after being regularly employed by a board for at least seven consecutive years and receive at least half-pay during such

leave. 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

School Year.—Every school is kept open throughout the year except on Saturdays, Sundays, Good Friday, Easter Monday, Victoria Day, Dominion Day, Labour Day, Thanksgiving Day, Remembrance Day, days proclaimed as holidays by the Governor General, Lieutenant-Governor or civic head of a municipality, Christmas, Easter and summer vacations, or in special circumstances as determined by the Minister. Normally schools are kept open for 200 days, or such number as determined by the Minister, in all districts where there are 10 or more resident pupils unless provision has been approved by two-thirds of the parents to convey the pupils to another district.

The academic year is divided into two terms ending December 31 and June 30. The school day is between 9 a.m. and 12 noon and 1.30 p.m. and 4 p.m. standard time, not including Saturdays, Sundays or holidays, although school boards may alter or shorten the hours with permission of the Minister. Morning and afternoon recesses of 15 minutes are mandatory.

Vacations are provided in all schools, the summer vacation lasting not less than six weeks from July 1 and the Christmas vacation coming between December 23rd or earlier and the 2nd of January or later as the board may decide. Easter week may be granted by the board.

School Age.—Saskatchewan education provides for eight elementary and four high school grades, each requiring one school 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. Instruction in the elementary grades is free to resident ratepayers, but fees may be charged to non-resident ratepayers for the high school grades, except that fees may not be charged both to another board and to the pupils concerned.

School Grades and Divisions.—All schools are divided into eight elementary grades and four high school grades subject to the organization of a school into three sections: (1) the elementary, consisting of divisions I and II providing a six-year basic program; (2) the intermediate, being division III consisting of Grades VII, VIII, and IX; and (3) the high school, consisting of Grades X, XI, and XII.

Kindergarten Classes.—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.—Night classes may be maintained at the expense of the district and fees charged not to exceed \$2 a month, after a qualified teacher is engaged.

Language.—All instruction is in English although a board may set aside one hour daily for instruction in French for pupils who wish 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 15, inclusive, are expected to send them to school unless:

- (1) the child is being efficiently instructed at home or elsewhere;
- (2) the child is unable to attend school because of sickness;
- (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; or
- (6) the child has passed the Departmental Grade VIII examination or its equivalent.

Blind and deaf children who are able to benefit from attending special schools must attend such schools for such times as determined by the Minister.

Employment during school hours of children under 16, who should be at school, is an offence liable to a fine not exceeding \$50 for each infringement.

Attendance Officers.—Every board employs one of its 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. It is 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. The Public Service Commission may appoint a chief attendance officer and provincial attendance officers with jurisdiction throughout the province. In school units, the unit secretary is usually the local attendance officer for the whole unit.

The local attendance officer of every rural or village district reports to the board the name, age and sex of every child of school age residing in the district within 15 days of the opening of school. The teacher reports all absences of four days or over, habitual latenesses and irregular attendance and provides copies of this report for the Department, board and superintendent. The board reports all cases of suspension or expulsion of pupils.

School Site.—In rural areas the site must face on the road allowance at or near the centre of the district. If the site selected is not suitable the Minister must approve an alternate one after the ratepayers have been notified. Elsewhere the site must be approved by the Minister or the municipal council. A majority of the ratepayers may appeal against a site chosen and have it referred to a district court judge. The judge approves a site, and may order the board to acquire it.

Board members are liable to a fine for illegally acquiring a site for a school. Sites in a town are

selected near the centre, and must be approved as above. Additional sites must be approved by the Local Government Board.

Conveyance of School Children.—The board of any rural district may enter into agreement with any other board and make provision for transporting their pupils to and from school. A petition to this effect must be signed by two thirds of the parent (or guardian) ratepayers on a prescribed form. In a district having an area of 36 square miles or more, the board must provide conveyance for all pupils residing more than 1½ miles from school. In school units, the boards may provide conveyance to any of the schools.

Penalties.—Boards and board members are liable for wilfully neglecting their duties; contracting liabilities not provided for by the School Act; appropriating district moneys or using them for other purposes than directed. Board members are guilty of an offence if they sign a false report knowingly, wrongfully retain any property, or neglect their duty.

Penalties are also provided for teachers, returning officers or others who make false returns; for an agent or salesman entering school premises without permission; for anyone disturbing a school meeting; for children carrying explosives and firearms to school; for failure to give notice of meeting; for use of unauthorized textbooks and any other act which circumvents or contravenes the School Act.

H. School Finance

The publicly controlled schools are supported mainly from two sources: local taxes on property and grants from the province. In 1963-64 about 54 p.c. of current operating revenue came from local taxes, 45 p.c. from provincial grants, and less than 1 p.c. from fees. The grants in 1963-64 amounted to more than \$37,600,000 which is about 6 times the amount from grants in 1949-50 and over 10 times the amount in 1944-45.

The total cost (grants and taxes) in 1963 was about \$84,000,000 to operate the schools of the Saskatchewan system (not including the support of the University, private schools, teachers colleges, technical institutes, and the operation of the Department of Education).

Current Operation and Capital Expenditure.—A local education authority, such as a school unit board, provides for current operation by drawing up an estimate of the funds which it will require for school purposes during the ensuing year. From the total the board subtracts the legislative grants expected. The remainder is raised by taxation within the area administered by the school board. The board does not itself levy and collect the taxes imposed. Unit and urban boards establish the rate to be levied, independent rural districts requisition

from the municipal councils the amount required, and the municipal councils act as taxing and collecting agencies for the school boards.

For capital expenditure (such as that for a building or extension) the board may borrow money on the security of the district, subject to the approval of the Local Government Board. School unit boards are not required to refer the matter of an approved debenture loan to the ratepayers, but all other school district boards must pass a bylaw on the terms prescribed by the Local Government Board, and the matter is then submitted to a poll of the ratepayers.

Provincial Government Assistance to Education.—For most schools of the province, grants paid come under these classifications:

(1) *General Formula Grant.*—This is a basic grant, applicable to all administrative areas in which 15 or more classrooms are operated, and combining former grants: per diem, average daily attendance, equalization, and conveyance. It is an operational grant; capital grants are administered apart from the general formula. In the calculation of the grant, a cost of operation is determined for each administrative board by the application of a standard

cost for each teacher employed, more for high school than for elementary teachers. To this is added the cost of transportation of pupils, in effect by converting transportation costs to rural teachers who would have been employed if buses were not used. The grant is a percentage of assigned costs, determined from the "assessment per teacher" for the area. The percentage applicable to the assigned costs may vary from 35 p.c. to 82 p.c., depending on the assessment per teacher. The calculation of the assessment includes weighting the urban assessment by 25 p.c. and adding to the total assessment of the area a "derived assessment." This is an amount which, when multiplied by the uniform mill rate of the area, would produce a sum equal to the non-resident fee revenue received by the school authority during the previous year's operation.

(2) *Capital Building and Repair Grant.* — The formula is:

$$\frac{a - b}{c} \times \$40,000$$

where a is approved expenditure, capital and repair, b is sum produced by levy of one mill on total taxable assessment, and c is assessment per classroom. There are limitations of approved expenditure. The maximum approved program in any one year is \$150,000 unless the program is in excess of \$300,000.

(3) *Transportation Equipment Grant.* — This grant is 25 p.c. of the cost of the equipment (after trade-in or sale price of used vehicles has been deducted).

(4) *Vocational Area Grant.* — Grants for shop and home economics areas apply to the first composite school built by a board and are determined on the basis of floor area of the vocational facilities multiplied by 80 p.c. of an assigned cost of \$11 per square foot.

(5) *Grades XI and XII Non-resident Grant.* — The grant is \$30 per school year for each non-resident pupil in XI or XII.

(6) *Adult Education Grant.* — For each approved adult education class the grant is \$5 per evening session of two hours or half the instructor's salary, whichever is the lesser amount.

(7) *Vocational Equipment Grant.* — The grant for vocational equipment for the first composite school erected is at the rate of 80 p.c. of actual cost, with a limit of \$15,000.

(8) *Textbook Rentals.* — The grant is \$4 per year for each high school pupil enrolled in the plan.

(9) *Science Equipment Grant.* — Special equipment required for new courses of instruction in physics, chemistry, and biology qualify for grant assistance at 75 p.c. of the cost.

(10) *Library Accession Grant.* — Expenditures in excess of \$3 per pupil for approved library purchases qualify for grant assistance at a rate determined by the assessment per teacher of the unit or district.

Sinking Fund. — If a city decides to repay the principal after so many years, with regular interest payments, it must raise sufficient money annually through taxes to retire the debt and deposit this as a sinking fund which cannot be used for other purposes. The sinking fund is to be invested in approved debentures or securities.

Fees. — Boards of school districts or units may not charge fees for children whose parents or guardians are residents, other than lodger or boarder, of a district. Children in foster homes are residents. Fees for non-residents are determined by taking the cost of operating a school for the previous year, subtracting grant receipts and dividing the remainder by the enrolment as of December 31. If both elementary and secondary pupils are enrolled, the fee for elementary pupils is four-fifths of that amount and for secondary pupils six-fifths of that amount.

A board may pay fees for its pupils attending a school in another district if: pupils from a one-teacher school enroll in high school grades in another district, except for Grades IX and X if the board has offered to teach the work of these grades; pupils enroll in a high school grade not offered in their home school which is staffed by two or more teachers; the school is closed and arrangements have been made for the pupils to attend another school (arrangements involving greater payments other than those outlined above may be entered by the boards concerned if approved by the Minister); and arrangements may be made for the payment of fees for any pupil who may reside nearer to another school or for other reasons acceptable to the board.

Fees are to be paid before September 1 or as mutually agreed.

I. Technical and Vocational Education

Vocational education in Saskatchewan operates under the jurisdiction of the Technical and Vocational Education Branch of the Department of Education, with considerable financial assistance from the Federal Government in accordance with the terms of the Technical and Vocational Training Assistance Act (S.C. 1960-61, c.6). Federal-Provincial Agreements have been signed and ten different training programs have been established with the common objective of training the country's labour force at all levels, other than university.

Vocational high school courses are offered in about 100 schools throughout Saskatchewan, with itinerant programs in shopwork, home economics and vocational agriculture operating in 12 school units. Most of these schools offer only commercial courses or general vocational courses along with academic subjects, but a few offer a fairly wide range of courses. These schools are operated by municipal school boards with the advice of vocational education committees. The curriculum is supervised by the Department. Teachers must have

journeyman qualifications or the equivalent and at least two summer sessions of teacher training.

Most of the training offered to persons who have left the high school system but who wish to enroll in courses for technicians or tradesmen is provided in the two Saskatchewan Technical Institutes located at Moose Jaw and Saskatoon. These institutes offer for high school graduates two-year full-time programs in business fields such as accountancy, business administration, merchandising and secretarial science, and technologies such as civil engineering, electronics, industrial draughting, food management and resources management. Trades training is provided in these institutes by means of full-time courses of six to nine months duration in such fields as automobile repair, building construction, food service, machine shop practice, radio and TV servicing, welding. These courses in general require Grade X standing for admission and the

student must be at least 17 years of age. Registered apprentices and unemployed workers are eligible for these courses provided they meet the other requirements. For unemployed workers whose general education falls slightly short of the Grade X level, upgrading courses are provided to enable them to reach the standard required for enrolment in a trade course. These upgrading courses are conducted in a number of centres as well as in the two technical institutes.

Special mechanical courses for farmers are provided with the co-operation of the Department of Agriculture. Itinerant teachers conduct courses throughout the province in carpentry, plumbing and welding. Short courses in home-making for rural women are offered in a number of centres. These include courses in foods, sewing, home management, home furnishing and crafts; they are provided through the Women's Service Extension Department of the University of Saskatchewan.

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