



report on activities

of the
Superior Council
of Education

1967/68
1968/69

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Superior Council of Education



The Honourable Jean-Guy Cardinal
Minister of Education
Québec.

Sir :

We have the honour to present the third report of the Superior Council of Education on its activities for the period extending from September 1st, 1967 to August 31st, 1969. The activities of the Council, of its Committees and of its Commissions as well as the various recommendations also deal with the state and needs of education in Québec.

We would request you to communicate this report to the National Assembly of Québec as required by the provisions of section 9, paragraph c, chapter 234 of the Revised Statutes of Québec, 1964.

We are,

Sir

Yours very truly,

Léopold Garant
President

Marcel R. Fox
Vice-President

Québec, April 1970

Table of Contents

Letter of presentation to the Minister of Education	III
Table of Contents	V
Introduction	IX

PART ONE

1967/68	
Activities of the Superior Council of Education	3
Activities of the Special Committees	24
Activities of the Commissions	27
Activities of the Confessional Committees	34
1968/69	
Activities of the Superior Council of Education	51
Activities of the Special Committees	79
Activities of the Commissions	81
Activities of the Confessional Committees	86

PART TWO

1967/68	
Composition of the Superior Council of Education	104
Composition of the Commissions	107
Composition of the Confessional Committees	113
Composition of the Special Committees	116
1968/69	
Composition of the Superior Council of Education	120
Composition of the Commissions	123
Composition of the Confessional Committees	129
Composition of the Special Committees	132

PART THREE

Report on Coeducation	137
The Development of Higher Education	144
Responsibility for Non Confessional Education	150
Amendments to the Superior Council of Education Act	151
Conditions Governing Granting of Certificates	155
Draft Regulation of the Department of Education Regarding Criteria for Qualifications with respect to Years of Schooling of Teacher Personnel in School Boards and General and Vocational Colleges.	156
Opinion of the Superior Council of Education respecting the Establish- ment of English Language General and Vocational Colleges and in particular the Establishment of the First of these Colleges in Montreal	164
Opinion of the Superior Council of Education concerning the Enabling Act respecting Private Educational Institutions	171
Recommendations of the Superior Council of Education respecting General and Vocational Colleges	177
Opinion of the Superior Council of Education on Coeducation	178
Opinion of the Superior Council of Education to the Minister of Education with regard to the Enabling Act respecting Higher Education	187
General and Vocational Colleges : Development during their First Year	200
Opinion of the Superior Council of Education to the Minister of Edu- cation regarding Examinations at the Elementary and Secondary Levels	243
Opinion of the Superior Council of Education regarding a Policy re- specting Teacher Education	252
Establishment of an English-language General and Vocational College	264
Courses considered the Equivalent to Courses in Philosophy	265
Opinion of the Superior Council of Education on Bill 57 as submitted for First Reading to the Legislative Assembly and Entitled : Coun- cil of Universities Act	267
Confessional Status of Schools under the Jurisdiction of the Bureau du Nouveau-Québec	268
Opinion of the Superior Council of Education on Bill 85	269

Opinion of the Superior Council of Education respecting Certain Steps in School Reorganization	271
Appointment of School Commissioners	277
Recommendations of the Superior Council of Education concerning the Québec Provincial Research Council and the Provincial Re- search Centre	278
Integration of Trade Schools with Schools of Regional Boards	285

APPENDICES

Amendments to the Superior Council of Education Act	299
List of Bodies Consulted by the Superior Council of Education con- cerning the Appointment of Members to the Confessional Com- mittees and Commissions	300
Approval of Study Courses and Text-books by the Catholic Committee	306
Approval of Text-books and Study Courses by the Protestant Com- mittee	310
Regulations of the Catholic Committee of the Superior Council of Education (Text and Commentary)	314
Prospects for Pastoral Services in Schools	332
Teaching Personnel	357
Students and Confessionality	360
Public Teaching Institutions in the Province of Québec	363
Confessionality in the Québec School Environment	364

Introduction

The present report of the Superior Council of Education is different from preceding ones in that it will deal only with council activities and will not include a thematic section.

The subject of the thematic section was to complement the theme of the preceding report and was therefore to deal with the question of teacher training.

The Superior Council of Education while studying this problem was unable to find a satisfactory solution. In fact, in the course of analyzing the question, it became more and more evident that if we want the teacher to grasp thoroughly the real nature of the demands in present-day teaching, our exclusive priority must be directed above all towards defining these demands.

Furthermore, a thorough study undertaken in this field and destined to form the thematic section of the next report of the Superior Council of Education, is about to be completed. This study on, among other aspects, the educational involvement or the active learning process, throws a whole new light on the question of teacher training. The Council reconsidered and judged it therefore more suitable to put off the publication of the second section of its study on teacher training in order to bring it up to date and adapt it better to the imperatives of new educational thought.

The new trends in education, open to constant revision, demand endless reforms in methods, concepts and teacher training. The Superior Council of Education wishes to undertake this task with a totally new outlook.

Part One

1967/68 Activities of the Superior Council of Education its Special Committees its Commissions and its Confessional Committees

ACTIVITIES OF THE SUPERIOR COUNCIL OF EDUCATION

Introduction

The Superior Council of Education is comprised of 24 members appointed by the Lieutenant-Governor in Council for a renewable four year term of office "after consultation with the religious authorities and the associations or bodies most representative of parents, teachers, school board members and socio-economic groups".¹ The Council is an advisory body that the Minister of Education may consult on all questions concerning education and that he must consult in certain specific instances mentioned in the Council Act. The Council may also, on its own initiative, give freely of its advice to the Minister on any question concerning education. The Council considers as one of its most important tasks the one that the law requires of "transmitting to the Minister, who shall communicate it to the Legislature, an annual report on its activities and on the state and needs of education".²

The Council is assisted in its work by four Commissions of 15 members each who deal with the various teaching levels: elementary, secondary, collegiate and higher education. The two Confessional Committees, that is to say, the Catholic Committee and the Protestant Committee, each consisting of 15 members, are responsible for instruction especially from a religious and moral viewpoint.

Changes in the Council membership

In the course of the year 1968, the first President of the Superior Council of Education, Mr. Jean-Marie Martin, completed his four year term of office and was replaced by Mr. Léopold Garant who, for many years, had held the post of President of the Québec Teachers' Corporation and

(1) Superior Council of Education Act, R.S. 1964, c. 234, sect. 4.

(2) Superior Council of Education Act, R.S. 1964, c. 234, sect. 9.

who was, at the time of his appointment as President of the Council, special advisor to the Québec Teachers' Corporation. During the month of October 1967 Miss Thérèse Baron, appointed Associate Deputy Minister in the Department of Education, tendered her resignation to the Council and was replaced by Miss Louise Marcil, a teacher with the Youville Regional School Board in Chateauguay and Vice-President of the Québec Teachers' Corporation at the time of her appointment. Mr. Jean Champagne, appointed to the post of Director-General of manpower in the Department of Labour, resigned as a member of the Council in December and was replaced by Mr. Omer Ducharme, at that time Director General of the Maisonneuve Regional School Board. In June, Mr. Napoléon LeBlanc, chairman of the Catholic Committee and as such member of the Council, tendered his resignation and was replaced by Father Armand Maranda, professor in the Faculty of Education at Laval University. Mr. Louis-Paul Dugal resigned in the month of August and was replaced by Mrs. Livia Thür, professor (agrégé) in the Department of Economics at the University of Montreal.

Two members of the Council, Messrs. Paul Lacoste and G.A. McArthur also completed their four year terms of office and were replaced by Messrs. André Archambault, Vice-Rector in Academic Administration at the University of Montreal and Lucien Perras, Director General of the Lakeshore Regional School Board. Three members of the Council were appointed for a second four year term : Father Pierre Angers, S.J., in charge of research for the "Opération Départ" project of the Montreal Catholic School Commission, Mr. Roger Charbonneau, Director of the Ecole des hautes études commerciales of Montreal and Mr. Omer Ducharme.

The outstanding contribution of Mr. Jean-Marie Martin to the success of the Council during his four years as President must be particularly noted. Former and present members of the Council indicated to him their appreciation during a reception held in his honour. The other members who left the Council during the year are to be congratulated and thanked also for their invaluable contribution to the work of the Council.

Meetings of the Council

From the 1st of September 1967 to the 31st of August 1968, the Council held 20 meetings : 12 regular meetings and 8 special meetings, in all a total of 30 session days. Thirteen of these meetings were held in Montreal, four in Québec and one in each of the following places : Valleyfield, Gaspé and Saint-Georges de Beauce.

The regular meetings of the Council are held the second Thursday and Friday of each month. The agenda of these meetings contains, besides the usual items, certain special subjects which must be considered by the Council. The special meetings of the Council are usually devoted to the

study of an opinion requested by the Minister of Education or to the study of recommendations that the Council wishes to send to the Minister on a particular subject.

The Council holds most of its meetings in the cities of Montreal or Québec where the majority of the members live. Nonetheless, three or four times a year, the Council holds public meetings in other centres of the Province and, on these occasions, the main groups involved in education are invited to meet the Council and to present briefs. During the past year, the Council visited the regions of Valleyfield, Gaspé and Saint-Georges de Beauce.

The Council held a plenary session of its members, as well as the members of its Confessional Committees, and its Commissions, at Mont-Gabriel on October 26th and 27th 1967. After a presentation of the report on the activities of the Council bodies, the greater part of the meeting was devoted to study committees, with the participation of highranking officials of the Department of Education. These study committees considered the following topics : the practical implementation of Regulation One, teacher training, the setting-up of regional offices, parents' services, the colleges of general and vocational education, adult education, higher education and the financing of education. The Minister of Education, Mr. Jean-Jacques Bertrand, supplied information on the new legislation pertaining to schools and on the Parliamentary Committee on education. The Deputy Minister, Mr. Arthur Tremblay, gave an exposé on the general organization and the functioning of the Department of Education.

The last part of the general meeting was devoted to a prospective work plan for the year; priorities in education, the programme of the Minister for the year 1967/68 and the Council's programme for the same period were studied.

Work of the Council

Recommendations forwarded by the Council to the Minister of Education during the year were made following specific requests from the Minister or on the Council's own initiative whenever the latter felt its contribution could be of value.

The Development of Higher Education

In September 1966, the Council forwarded to the Minister recommendations concerning the creation of an "Office of Higher Education". The Council foresaw in the creation of this body a first step towards a better overall planning of the growth in higher education and a more

adequate coordination of the various institutions at that level. It described the composition of this body in the document, its mandate and the powers that could be attributed to it.¹

The Commission of Higher Education and the Council then continued the study of this question and, at its meeting in November 1967, the Council approved new recommendations, on a more general scale this time, concerning the establishment of a policy on higher education in Québec.

In this document entitled: "The Development of Higher Education", the Council set forth the required conditions for a general overall policy and for a development programme in higher education. Included in the general conditions, the Council presented first of all the principle of accessibility and the preparation of the individual for life in society. It then went on to define the demands of accessibility, the demands of democratization, the social responsibility of the universities, the demands of coordination and of planning and finally the demands of academic freedom for institutions of higher learning. This notice took also into consideration the Council's interest in teacher training, a training which, in the opinion of the Council, should be given only in institutions of higher education.

At the end of its document, the Council set forth three precise recommendations. Firstly, it asked for a definition of an overall general policy in higher education and the creation of organizational machinery suitable to ensure the implementation of these objectives. Secondly it insisted once again on the necessity of creating the "Office of Higher Education". Thirdly, it proposed the immediate creation of a second French language university in Montreal.²

After this general study of the problem, the Council, at the request of the Minister, turned its attention to a white paper which set forth an outline of an act encompassing higher education. This document was first of all studied by an "*ad hoc*" Committee and by the Commissions of Higher Education and of College Education. During its meeting on May 21st 1968, the Council drew up, for the Minister, its recommendations concerning this proposed act. In the preamble to this notice, the Council reiterated that the duty of the Minister of Education is to ensure "the coordination of teaching at all levels".³ It then set forth the basis on which an act of higher education should be elaborated. It finally drew up specific recommendations concerning the various sections of this white paper.⁴

Shortly before the adjournment of the session in the spring of 1968, two proposed bills were introduced in the Québec Legislative Assembly:

- (1) The Teacher faces Social and Educational Change, Report 1965/66-1966/67 of the Superior Council of Education, pages 234 and following.
- (2) The Teacher faces Social and Educational Change, 1965/66-1966/67 Report of the Superior Council of Education, pages 234 and following.
- (3) The text of these recommendations will be found on pages 146-149.
- (4) The text of these recommendations will be found on pages 187-199.

Bill 57 intitled "Council of Universities Act" and Bill 58 entitled "University Investments Financing Act". After having examined these proposed bills, the Council deemed it timely to forward to the Minister the recommendation that this new body bear, in English, the title of "University Council", a recommendation which was accepted.

Teacher Training

Since its inception, the Superior Council of Education has always been interested in the question of the training of teaching personnel, a matter which the Council thinks deserves prime consideration in the implementation of all new measures concerning education.

The Superior Council of Education intervened mainly in order to assist the Department of Education in determining the problems pertaining to teacher training and in finding satisfactory solutions.

The notice submitted to the Minister of Education on the necessity of defining a policy concerning teacher training is one of the most important documents ever sent to the Minister of Education by the Superior Council of Education.

As indicated in the Report, this question had been studied by the Council since 1964, that is to say, since its inception. Let us recall that in the second volume of its Report, the Royal Commission of Inquiry on Education in Québec made numerous suggestions on reforms in teacher training.

Since 1964, the Minister of Education had promulgated regulations 4 and 5 and set up a Directorate for teacher training. Nonetheless, the Council believes that these measures cannot be considered as the only ones necessary to the establishment of a clearly defined and fully coherent policy on teacher training. Certain groups consulted by the Superior Council of Education clearly indicated that, in some areas, teacher training was still considered as a sort of extension of secondary level education which, for socio-economical and intellectual reasons, attracted only those students who could not turn to other professions.

The Council noted during its meetings with representatives of public bodies, especially outside of the large urban areas, that local pressures, in the guise of compromises or half-measure formulas, were effective in retarding school reform. Some groups suggested that teacher training be placed at the level of general and vocational colleges while still others wanted teacher training to be done locally.

At its meeting in January 1968, the Superior Council of Education created, by a motion, a special Committee made up of representatives of its four Commissions and of members of the Council. This Committee

was commissioned to determine the essential elements of an overall policy concerning the training of teachers. The Report of this Committee was presented to the Council which, at its meeting of June 27th 1968, approved the text of the notice to be forwarded to the Minister.

In this document, the Council recommended to the Minister that teacher training be under the Directorate of Higher Education and that this training be given at the university level.

The Council established a clear distinction between the "intellectual authority" which would be the prerogative of the university responsible for the training of teachers and "the political and administrative authority" to be in the hands of the government.

The Council believed, on the one hand, that the universities should be responsible for defining the entrance requirements to be set for candidates who wish to register, for defining the contents of study courses, for research undertaken and for the administrative set-up of faculties pertaining to teacher training; the Council also recommended that, in each university, an advisory committee, made up of representatives of the institution concerned and of practising teachers named by the professional associations of teachers, be formed in each faculty, school or department of teacher training.

On the other hand, the Council reiterated that the Department of Education, in the public interest, must take upon itself political and administrative authority and legislate on practical criteria for the teaching profession. These criteria would be proposed by the Committee on Teacher Education, as set forth in Regulation Number 4; nonetheless, this Committee, in the opinion of the Council, should include representatives of the government, teachers, universities and also of student-teacher associations. This Teacher Education Committee would be called upon to make recommendations to the Minister of Education on several other subjects pertaining to teacher training.

In the Council's view, any delay in implementing these recommendations would permit these local pressure groups to win their case; it was for this reason that immediate and dynamic action was required in order to establish an equilibrium between reform in teacher training and the current reform in the schools. The Council firmly believed that these concrete steps it proposed to the Department of Education were essential if the Department wished to take on all the responsibilities it should in order to maintain the good quality of teaching in the schools.¹

(1) The text of these recommendations will be found on pages 252-263.

Regulation Number 5 of the Department

During the month of January 1968, the Department requested from the Council an opinion concerning a draft regulation aimed at establishing criteria to evaluate the years of schooling of the teaching personnel.

Firstly the Council entrusted the study of this document to an "*ad hoc*" committee made up of members of the Council and of the Commissions who were well versed in the matter of teacher qualifications.

This Committee and the Committee of Chairmen met those persons mainly responsible for teacher training in the Department of Education before formulating their recommendations to the Council. In turn, the Council devoted two meetings to the study of this draft regulation and of the Committee's recommendations.

The study of this draft regulation posed two serious problems for the Council. In the first place, the ambiguity of some of the terms made the interpretation of certain paragraphs of the regulation difficult. Secondly, the Council deliberated at length in order to determine if certain parts of this draft regulation should not be considered rather as points of negotiation between the Department and the teaching personnel.

In order to avoid this latter difficulty, the Council recommended to the Minister that this regulation be preceded by a preamble so as to state clearly its meaning. This recommendation was accepted as such by the Department which adopted even the exact wording of the preamble suggested by the Council.

One of the main Council recommendations dealt with the exclusion of the appendix which was an integral part of this regulation and defined years of schooling pertaining to the most familiar diplomas, degrees, certificates and study courses in the Province. This appendix seemed to the Council a means of implementation for this regulation of which the contents were to be referred to the Advisory Committee anticipated in the draft regulation. In the version of the regulation adopted by an order in Council dated March 22nd 1968, the appendix which had been submitted to the Council did not appear. Furthermore, no advisory committee had been provided for in the text of this regulation.¹

When the English version of Regulation No. 5 was brought to the attention of the Council, it was noted that the word "*scolarité*" had been translated by "*Scholastic Status*". A letter was sent to the Minister suggesting that this expression be translated by "*years of schooling*". "*Scholastic Status*" infers, in the context, the concept of quality which exists in neither the word "*scolarité*" nor in the word "*schooling*".

(1) The text of these recommendations will be found on pages 156-163.

Colleges of general and vocational education

The establishment of colleges of general vocational education, begun in September 1967 by the creation of twelve colleges, was an important milestone in our school reform. The founding of these institutions, which were of a completely new kind, presented, of course, many problems: coordination between the secondary and collegiate levels and between the collegiate and university levels; the adaptation of terminal courses in technical instruction to the needs of the labour market; the integration of teachers and students in this sector at various institutions; outlines of entrance requirements to the various university faculties; study courses to be adapted to present and future needs, etc.

Conscious of all these problems, the Council agreed that its Commission of Technical and Vocational Education, responsible to the Council for education at the college level, evaluate the experiment of this first year of operation of the colleges of general and vocational education in order to make suggestions on the most appropriate means to direct, in the best possible way, the expansion of these new institutions.

The Commission drew up, firstly, a questionnaire, which it sent to all the colleges, dealing with most of the important aspects in the life of these institutions. The answers to this questionnaire were studied with care and the Commission decided to visit five colleges which could be considered as quite representative of these institutions. These visits, as well as frequent meetings with officers of college education in the Department of Education, resulted in the collection of varied and useful information by the Commission.

In the light of all this, the Commission set to work to draw up a report aimed at appraising, as well as possible, this first year of operation of the colleges involved.

Because of some problems more pressing than others, the Commission decided to submit to the Council a preliminary report pointing out those problems requiring the immediate attention of the Department. The recommendations approved by the Council, at its meeting on May 9th 1968, emphasized the need to take necessary measures which would permit the technical and vocational colleges to make housing and conversion provisions for the school year 1968/69. The Commission also insisted that, as soon as possible, the transfer of technical teaching personnel involved in the integration of former technological institutions into technical and vocational colleges founded in 1967, be settled.¹

During its sitting on June 6th 1968, the Council approved the final report of the Commission. The main recommendations in the realm of education emphasized, among other things, the need:

(1) The text of these recommendations will be found on page 177.

— to speed up reform at the secondary level so as not to interfere with the reform at the college level;

— to clearly define the entrance requirements to technical and vocational colleges and to standardize the requirements as to the quality of preparation of students pertaining all to regions of Québec and to both language groups;

— to set up a joint committee composed of the Directorate of College Education and of colleges with an aim to studying means of eliminating barriers in the former technical instruction sector and of speeding up the process of integration of the courses in this area;

— to have the Departments of Education and Labour define jointly the manpower needs and undertake the planning of vocational option;

— to try out, starting in September 1968, experiments in the "house system"; that is to say, to supply tutors who would assist in guiding students, follow them in their studies and direct them in their work;

— to allow the Directorate of Continuing Education to play its full role at the college level;

— to assign a certain number of teachers exclusively to student after-school activities;

— to improve quickly the services in psychology and guidance;

— to initiate, through the Department of Education, an intensive and prolonged information campaign on college courses, on the agreements concluded between the Department of Education and the universities pertaining to the admission of students from technical and vocational colleges to universities and on the demands and prospects of the labour market.

On the administrative level, the Council made the following recommendations :

— to define the role, the functions and the powers of the administrative councils in relation to the Council and in relation to the college administration, as well as the exact term of office of the members of the council of administration named by interested bodies, teachers, students and parents;

— to amend the act concerning general and vocational colleges in such a way as to permit parents' representatives on the administrative council to complete their term of office even if their children leave the college before the end of the aforesaid term of office;

— to undertake an overall study of means of recourse to the Minister required by the act of general and vocational colleges, in such a way as to suggest to the Minister of Education amendments which would render more flexible administrative mechanisms of the colleges.

Pertaining to certain financial aspects, the Council made the following recommendations :

- to undertake, with the colleges, a study of the salaries of senior personnel, in particular those of section heads and department heads;

- to make courses offered to adults at the college level free of charge just as regular courses;

- to set forth the main outline of the financing of sports and leisure time services in agreement with the colleges and to secure a larger contribution from the Minister of Education;

- to revise the policy of the Department concerning the self-financing of auxiliary student services like cafeteria, residences and other expenses of a similar nature so as not to overburden the student financially;

- to facilitate, as quickly as possible, through construction of buildings, the physical integration of the different elements of the general and vocational colleges which are, at present, dispersed;

- to allow funds requires for the reorganization and expansion of library services;

- to establish a planned budgetary policy that would permit the equipment of physics and chemistry laboratories as well as technical and industrial laboratories;

- to determine a policy of investment concerning student residences.

Through this report to the Minister of Education, the Superior Council of Education kept intervening on behalf of the creation of Institutes. As early as July 1966, the Council emphasized the urgency of proceeding with the founding of these institutions which would constitute an intermediary step between the secondary and university levels. In February 1967 and in May of the same year, the Council had underlined the need for adopting the law encompassing general and vocational colleges.

The report on "the first year of development of the general and vocational colleges" clearly emphasized the intention of the Council to seriously play its role as main advisor to the Minister of Education, by closely following the new experiment of the establishment of general and vocational colleges.

Certain problems of an administrative, financial and educational nature as well as the organization of student services and the implementation of Regulation Number 3 of the Department of Education preoccupied the Commission of Technical and Vocational Education of the Superior Council of Education which prepared this report.

The report of the Superior Council of Education does not classify the general and vocational colleges, nor does it in any way attempt to appraise the particular value of any of the colleges nor does it institute a

judgment on the value of the policy of the Department of Education concerning these colleges, but rather seeks, through an analysis of the present situation in the first twelve general and vocational colleges founded in Québec, to evaluate the experiment being carried out, in order to remedy, if need be, from the beginning, the few weaknesses inherent in all new experiments and at the same time to uncover the main problems at this teaching level.¹

Bearing in mind the ever progressing establishment of college institutions, the Council decided on May 2nd 1968 to forward to the Minister a brief on the founding of English-language general and vocational colleges and in particular on the founding of the first of these colleges in Montreal.² In view of the delay in the setting up of this first English language college, the Council, following its meetings of July 12th 1968, sent a letter to the Minister in which it reiterated the recommendation that had already been made on this subject.

Finally, on September 3rd 1968, an order in Council created Dawson College, the first English-language college.

Anxious to see that the implementation of the entire network of college-level institutions in the Province be carried out with as much success as possible, the Council asked its Commission responsible for this level to continue, during the present year, the work of appraisal undertaken during the previous year.

Enabling Act on Private Institutions

The Council Act does not impose on the Minister of Education the obligation of consulting the Council concerning draft laws on education which are to be presented to the Legislature. Custom requires that house members be the first to see any new proposed legislation. However, in view of the importance that certain new laws or amendments to educational acts may have, the Council is pleased to be consulted on these questions.

Before proceeding to the final wording of the proposed enabling act on private institutions, the Minister of Education sent to the Council a letter in which he set forth the main reasons that had motivated such an act. He then went on to describe the main provisions of this act and enumerated the aspects that could eventually result in regulations from the Minister.

The text of the Minister was carefully studied by the Council as well as by its various commissions and following its regular meeting in May,

(1) This report will be found on pages 200-242.

(2) The brief on the founding of English-language general and vocational colleges will be found on pages 164-170.

the Council forwarded to the Minister its recommendations concerning this proposed legislation.

In the introduction contained in its opinion to the Minister, the Council recognized that the existence of private educational institutions constitutes one of the legitimate means of exercising the right to freedom in education. It also insisted on the obligation placed on the State, for the welfare of all, to give priority to the public system of education, to oversee the ordered expansion of private educational institutions and to ensure that instruction in the latter sector be given in close coordination with teaching provided in the public system along with all the guarantees required to provide pupils and parents involved with the best possible service from the point of view of materials, money and educational instruction.¹ Bill 56 entitled: "Private General or Handicapped Children Education Act" had been presented to the Legislative Assembly and was adopted in December 1968.

Coeducation

Over the preceding years, the Council had taken an interest in the gradual implementation of coeducation in the schools of Québec. In 1966, it forwarded to the Minister recommendations on coeducation and school construction.² These recommendations of the Council were made following a thorough study on the part of the Commission of Secondary Education and of a Special Committee.

After its meeting in September 1967, the Council forwarded to the Minister a report on this subject accompanied by an annotated bibliography and the conclusions of an inquiry on coeducation in Québec.³

In order to further continue the study of this problem, the Council set up a new committee whose special task was to formulate practical recommendations concerning the implementation of coeducation. The recommendations of this new committee were adopted by the Council in May 1968. These recommendations neither defended the principle of coeducation nor rejected this principle with preconceived notions. In the light of the increasing number of mixed schools, due in great measure to regrouping required by the implementation of comprehensive schools, the Council wanted to establish the positive aspects of coeducation and to suggest the suitable means for making it work in the interest of education and the better well-being of the student population. To this end it set forth terms to better determine and situate the problems involved. It presented

(1) The text of these recommendations will be found on pages 171-176.

(2) The Teacher Faces Social and Educational Change, Report 1965/66-1966/67 of the Superior Council of Education, p. 229.

(3) The text of these recommendations will be found on pages 137-143.

aspects which seemed to it to be the most constructive in the current experiment on coeducation in the school system. Finally, it set forth conditions that it judged necessary for success in coeducation while underlining the importance, in its opinion, of information supplied to educators and parents.¹

Examinations at the Elementary and Secondary Levels

Regulations number 1 and 2 of the Department constituted, up to this point, the beginning of reforms undertaken at the elementary and secondary levels. The Commissions responsible for these two levels had concentrated during the previous year on the implications of these two regulations in respect to examinations.

First of all, each of the two Commissions established its own philosophy on examinations. Then, a joint committee made up of representatives of the two Commissions prepared, for the Council, a document on this question. Finally, at its meeting on June 27th 1968, the Council approved recommendations to be sent to the Minister concerning examinations at the elementary and secondary levels.

These recommendations dealt firstly with Regulations number 1 and 2 of the Department. The Council suggested that section 4 of Regulation number 1 be omitted. This section compelled the Department to administer French or English examinations, as might be the case, as well as an examination in mathematics to pupils finishing the elementary course at least one month before the end of the school year. It suggested also that everything concerning examinations at the elementary level, in Regulation number 2, be omitted. Then the Council enumerated the reasons which motivated such measures.

The other recommendations of the Council dealt with the assessment of teaching at the elementary and secondary levels, with the cumulative school file, with teacher training and with a common fund of questionnaires which would be made available to teachers by the Department.

These recommendations of the Council were supplemented by an appendix on examinations at the elementary school level. In this document, after having defined the term "examination", their advantages to children, teachers, parents, school administrations and school boards were stated. Then the spirit in which examinations should be used and administered was set forth and finally the required conditions to make examinations bear the anticipated results were also stated.²

(1) The text of these recommendations will be found on pages 178-186.

(2) The text of these recommendations will be found on pages 243-251.

Non-confessional schools

On March 16th 1967, the Superior Council of Education recommended to the Minister the earliest possible establishment of non-confessional schools and classes, especially in Montreal. As no measure was undertaken for the year 1967/68, the Council, during its meetings in January 1968, decided to make a second approach to Mr. Jean-Guy Cardinal, Minister of Education. Recalling to his attention the recommendations that had been forwarded to his predecessor, Mr. Jean-Jacques Bertrand, the year before, the Council added a new recommendation to the Minister expressing the wish "that the Deputy Minister of Education assume the responsibility of non-confessional education and that he take all the necessary measures to have prepared courses in moral instruction intended for children who do not follow any courses in religious or moral instruction set up and approved by the Confessional Committees".¹

Amendments to the Council Act

The Council had entrusted to its "Committee on by-laws" the task of carefully studying the Council Act and of suggesting amendments deemed necessary after four years of operation.

The recommendations of this Committee were adopted by the Council during the meetings in January and February 1968. They suggest minor changes made necessary by modifications in the administrative structures of the Department and, above all, they clarify certain provisions considered ambiguous by the Council.²

Visits of the Council to various regions of Québec

Once again this year, the Council held meetings in three regional areas of the Province: Valleyfield, Gaspé and Saint-Georges de Beauce. These meetings held outside of Montreal have, as their objective, to inform the Council on problems pertaining to schools in different regions and to permit a better appreciation of the progress being made in various reforms undertaken throughout the Province. They also permit various groups to get to know the Council better and to submit to it view points and recommendations deemed appropriate.

(1) Extract of the minutes of the 57th meeting of the Superior Council of Education held in Montreal on January 11th and 12th 1968.

(2) The text of these recommendations will be found on pages 151-154.

This year, in each of the regions, the Council met various groups which work at the elementary and secondary levels : Regional teachers' associations, the federations of Catholic and Protestant school boards, regional school boards and parents groups associated with educational workshops. It also met groups interested in general and vocational colleges : administrative councils of these colleges and teachers', parents' and students' associations. The Council also took interest in the education of adults and met, to this end, those responsible for Operation Départ in each of the regions visited as well as educators active in this area.

1. The region of Valleyfield

On June 13th and 14th 1968, the Council held its regular meeting at the Collège Salaberry-de-Valleyfield. This meeting grouped together the main bodies interested in education in the territories covered by the regional school boards of Salaberry, Vaudreuil-Soulanges, Youville, Châteauguay Valley and the Lakeshore.

Elementary and Secondary Education

A half-day was devoted to elementary and secondary education.

Briefs presented by the various groups interested in education at the elementary and secondary levels emphasized, in particular, the following points :

- the difficulty in applying norms established by the Department of Education;
- the regrouping of local school boards;
- the reforms suggested in the educational organization at the secondary level;
- the improvement courses for teachers and administrative personnel;
- the relations between the school boards and the Department;
- the act concerning regional school boards;
- the financing of elementary and secondary education;
- the more active participation of teachers in the school organization;
- the coordination between various educational workshops of any given region;
- the conditions to be brought about so that Regulation No. 1 may be applied in an efficient manner.

Besides the subjects mentioned in the briefs, the discussions touched on a variety of topics. The need of setting up, as early as possible, the school committees as defined in the Report of the Royal Commission of Inquiry on Education was mentioned by certain people responsible for the educational workshops. Certain English-language school boards opposed the unification of Catholic and Protestant school boards as advocated by the Royal Commission of Inquiry on Education and as recommended by the Council. Guidance services, as presently set up by school boards, seem completely insufficient according to the parents. The administrative organization of the regional school boards as well as a poor definition of the respective roles of the director general and of the secretary-treasurer makes the work of the educational workshops difficult.

The Salaberry-de-Valleyfield College

The various briefs submitted during the session devoted to college education insisted mainly on the following points :

- the difficulty of integrating students from the general education sector and the vocational education sector due, to a great extent, to insufficient dialogue between the two groups, to deep prejudice that is difficult to up-root and to a lack of information;
- the insufficient dialogue between, on one side, the general administration, and on the other side, the students grouped in association;
- the difficulty of organizing worthwhile and varied vocational training in a college with a restricted number of students;
- the role that the teachers' representatives must play on the administrative council;
- the excessive hours devoted to courses in certain areas of vocational training to the detriment of personal work that the student should do;
- the need of a better structured participation of the students in the administration and organization of the College;
- the reform of examinations at the college level.

Adult Education

During the half day devoted to the education of adults, the briefs submitted by various bodies dealt mainly with the following points :

- the need to adapt adult courses to the specific requirements of the region;
- the obligation of having an educational set-up suited to adult instruction;

- the particular problems of young adults affected mainly by unemployment;
- the collaboration of industry essential to satisfactory work in the field of adult education.

“Cité des Jeunes” of Vaudreuil

Taking advantage of their stay in the area, during the evening of June 13th, the members of the Council visited the “Cité des Jeunes” of Vaudreuil which represents a slightly unusual school set-up which integrates a regional school board within a school campus. The visit to the new cultural centre was of particular interest to the members of the Council.

The Pie XII Secondary School in Châteauguay

At the end of the meeting on June 14th the members of the Council visited a school display in this secondary school, an exhibition illustrating the uses of activist methods in the teaching of religion and geography at the beginning of the secondary level.

2. The Gaspé Region

The meeting, grouping together educational bodies of the territory covered by the regional school boards of Baie des Chaleurs, Des Îles, Péninsule and Gaspésie, was held at the Collège de Gaspé on July 11th and 12th 1968.

Elementary and Secondary Education

Briefs submitted during the half-day devoted to education at the elementary and secondary levels dealt mainly with the following subjects :

- the vast territories of the Gaspé regional school boards create many problems because the larger centres are separated by great distances; this very fact entails that present norms of the Department be adapted;
- the school boards are unable to administer their budgets adequately, as long as government statutory grants will not be forthcoming on a more regular basis and at fixed periods, for example every three months;
- the immediate construction of comprehensive secondary schools, anticipated in the housing provisions, is essential in order to permit teaching of a better quality;
- residences for certain students at the secondary level are required in order to avoid imposing on them long trips that would be too tiring;

— the recruitment and, especially, improvement courses for teaching personnel demand special measures due to the distance from large teacher training centres;

— the regrouping of school boards is more urgently required in the Gaspé because of the large number of small school boards there;

— The reform of elementary and secondary level study courses must be brought about as soon as possible in order to adapt these programmes to present needs and conditions;

— the educational workshops have been organized with much enthusiasm by most of the parents and educators but these workshops are but a first step towards the establishment of the school committees recommended in the Parent Report.

The Collège de Gaspé

A half-day meeting was devoted to education at the college level. The very recent creation of the Collège de Gaspé placed the discussion in a forward-looking perspective. Among the main topics discussed, the question of teacher training held the interest of the Council. The approval requested from the Department to permit the College to offer a fourteenth year of study for psychology-oriented education is justified, according to the College administrators, for the following reasons :

— staffing is insufficient in the teacher training schools of the region;

— such a year of psychology-oriented education would permit certain teachers to receive the required training for teaching at the elementary and secondary levels (first cycle).

The adaptation of options offered by the College to the needs of the area also held the interest of the Council. This adjustment, according to the College administrators, is made easier due to the collaboration of local industries.

Adult Education

The meeting devoted to adult education resulted in interesting dialogue on the following points :

— courses offered to adults should take into account realistic needs of these adults and prepare them more adequately for the labour market;

— emphasis in these courses should rather be on the sector of vocational education;

— the pre-employment courses, as they now exist, appear to be in the form of disguised social help rather than a true retraining of workers based on present needs;

— a true study course in education for adults should be created and a certain number of teachers should be specifically prepared for this sector in education.

3. THE BEAUCE REGION —

The meeting of the Council was held at Notre-Dame de la Trinité de Saint-Georges de Beauce on August 8th and 9th 1968. Educational bodies of the territory, under the jurisdiction of the Regional School Boards of Amiante and of La Chaudière, had been invited to this meeting.

Elementary and Secondary Education

Among the subjects discussed during the meeting devoted to education at the elementary and secondary levels, the following points are worthy of consideration :

— administrative tardiness on the part of the Department creates problems in the realm of financing due to delays in the adoption of budgets and government subsidies;

— delays in the construction of comprehensive secondary schools result in difficulties in applying Regulation Number 1;

— the regional bureaus unfortunately are not playing the role anticipated and in reality constitute only an inefficient intermediary link which weighs down the administrative machine of the Department;

— the regrouping of school boards is particularly difficult in the region and many groups are opposed to this measure demanded especially by the teachers;

— the educational workshops have been found to be an efficient instrument to ensure collaboration between teachers and parents but true school committees would ensure, even more so, a better participation on the part of parents;

— the recruitment and improvement of teaching personnel are particularly difficult problems to solve in distant centres.

Education at the College Level

During the half-day devoted to college education, the Organizational Committee of the La Chaudière General and Vocational College and the one from the Amiante region were received by the Council. The representatives of the temporary committee of the La Chaudière College emphasized in particular the following points :

— the natural physical barrier between St-Georges and Thetford excludes consideration of one college for these two regions. Moreover, the population shift is rather towards Québec;

— the founding of a college at St-Georges would facilitate manpower recruitment for the Beauce region of which St-Georges is the largest centre and also the centre to which all main highways lead;

— the population area served by this College could easily find more than the 1,500 pupils required for a general and vocational college;

— the institutions presently there and the teaching personnel already available constitute a worthwhile starting point for the founding of a general and vocational college.

For its part, the Organizational Committee of the general and vocational college for the region of Amiante proposed the following points in favour of the founding of a college in Thetford :

— the heavy concentration of industry, especially heavy industry in Thetford;

— the presence in Thetford of several institutions which already offer instruction at this level;

— the regrouping of the classical college, the trade school and the teacher training institute is already well underway;

— a serious sociological study supports the concept of successfully founding a college at Thetford;

— too great distances involved exclude consideration of one college for both the Beauce and the Thetford regions.

The Council drew the attention of these groups mainly to the dangers that could occur due to the founding of colleges too small to offer students an acceptable choice of options at this level and to the difficulty of recruiting, in this situation, a teaching personnel of adequately high standards.

Adult Education

Those in charge of continuing education for the Amiante and La Chaudière regions emphasized the following points :

— at present, an effort is being made to enroll students who have completed their ninth grade. Thus, if these people have to be retrained later on, they will have acquired a certain basic knowledge;

— the director generals of continuing education and other officers of this service feel they do not have enough authority;

— a stricter attention must be given to school-age children who no longer attend school. Thus workers who are still of school age would not

be retrained. At least, the Department of Labour should not grant work permits to these children;

— the regional directors of continuing education emphasized the lack of planning between the federal and provincial governments. Due to this lack of planning, the regional directors do not know, before the month of November of each year, the number of classes or the number of pupils for which they will be responsible;

— as soon as possible, cooperative ties must be established between the Departments of Agriculture, Education, Labour Lands and Forests, Family and Social Welfare, because, when it is a matter of continuing education, all the departments have their say;

— the collaboration of industry must be ensured in order to permit students of continuing education to put into practice the education received, thanks to sessions in the industrial world as is done in other countries;

— Operation Depart must be made a permanent operation.

ACTIVITIES OF THE SPECIAL COMMITTEES OF THE COUNCIL

Committee of Chairmen

The Committee of Chairmen is made up of the President and the Vice-President of the Council and of the Chairmen of the Confessional Committees and of the Commissions. It acts in some ways as the executive committee of the Council and sets forth the work-outline of the Council.

During the year 1967/68 this Committee held sixteen meetings of one day's duration each. The greater part of these meetings was devoted to the preparation of Council meetings. Each item of the Council's agenda is carefully studied and in many cases a draft working document is established by the Committee.

The Committee of Chairmen acts as a nominating committee for the Council and makes recommendations to the latter whenever nominations must be made to Committees or Commissions of the Council.

Furthermore, the Committee of Chairmen also coordinates activities of Council bodies, recommends the creation of "ad hoc" committees for the study of particular questions and suggests to the Council subjects which should be of interest to it.

The Committee of Chairmen takes particular interest in the preparation of the Council's annual report. At least a part of each of its meetings is devoted to the study of this question and it follows closely each of the stages in the drawing up of this document.

It is also the Committee of Chairmen which sets forth the budgetary policies for the Council: sums to be devoted to various meetings, new personnel to be engaged, research to be done, etc . . . The Council budget is then submitted for approval to the Council before being presented to the Government.

It establishes the list of Council meetings, sees to the coordination of Committee and Commission meetings and makes recommendations as to the locations where these meetings should be held.

Committee on Coeducation

As a follow-up to the recommendations forwarded to the Minister in September 1967 on coeducation, the Council, during its meeting of January 1968,¹ formed an "ad hoc" committee to which was given the specific task of drawing up practical recommendations concerning the setting up of coeducation.

This Committee held three meetings during which it prepared a document which set forth the terms of the problems, listed the positive elements of coeducation, gave means of applying coeducation within the context of our school system and indicated its views on information dealing with coeducation and the participation of students, teachers and parents.

This document was approved by the Council in May 1968 and forwarded to the Minister.²

Committee on School Board Reorganization

Following a thorough study of the recommendations of the Royal Commission of Inquiry on Education and following the public hearings held by the Council on confessionality and school administrative structures, the Council had forwarded to the Minister in August 1967 certain recommendations concerning proposed school structures in Volume IV of the report of the Royal Commission.³

On the 30th of September 1967, the Minister of Education created the Council for School Reorganization on the Island of Montreal with the following terms of reference

"promote the regionalization and the democratization of the administrative school set-up on the Island of Montreal in light of the report of the Royal Commission of Inquiry on Education and of the report of the Committee on Coordinated Planning of the Montreal Metropolitan region and of any other pertinent study. The Council must forward to the Minister of Education suggestions relative to :

1. the means of organizing and setting up bodies capable of assuming, on the Island of Montreal, the responsibilities given to school boards under the Education Act;
2. the functions and the territorial jurisdiction of these bodies;

(1) The text of these recommendations will be found on pages 178-186.

(2) The text of these recommendations will be found on pages 178-186.

(3) Report of the Superior Council of Education 1965/66-1966/67, page 294.

3. the conditions governing the nomination or election of members of these bodies.”

The Council should forward to the Minister a report before the 30th of September 1968.¹

For its part, the Fédération des Commissions scolaires catholiques du Québec, which had set up machinery for the reorganization of school boards on large scale, expected to finish this operation during the 1968/69 school year.

In order to follow closely new changes in the situation, the Council, during its meeting in May 1967, created a committee on school board restructuration whose task it was to get information on the progress made in the regrouping of school boards throughout the Province, on the school reorganization for the Montreal and Québec regions and to prepare an opinion for the Council.

During the year this Committee held three meetings. The first of these meetings was devoted to the preparation of a work programme of the Committee and to a meeting with the Department of Education representatives responsible for the reorganization of school boards, namely Miss Thérèse Baron, Assistant Deputy Minister and Mr. Jean Durand of school administration. During the second meeting the Committee studied the problem of the reorganization of Protestant school boards and met with the officer in charge of this sector in the Department of Education, Mr. Robert N. Wyse. The third meeting was devoted to a meeting with the representatives of the Federations of Catholic and Protestant School Boards of Québec.

The Committee expects to finish its work in the course of next year and submit its report to the Council.

(1) This Council, presided over by Mr. Joseph L. Pagé, handed its brief to the Minister on October 20th 1968. This brief has since been published.

ACTIVITIES OF THE COMMISSIONS OF THE COUNCIL

Commission of Higher Education

1. Meetings

From September 1967 to September 1968, the Commission of Higher Education held nine meetings, representing nine days of sessions.

2. Terms of office

During the year, the following people left the Commission, either through resignation or after completion of their term of office : Messrs. Jean-Guy Cardinal, George Ferguson, Saul Frankel, Laurent Picard, Alphonse Riverin, P.-H. Ruel. As a result, new members joined the Commission, namely, Mrs. Livia Thür, Father Roméo Miville, Messrs. Guy Desbarats, T.J.F. Pavlasek, Jean-Claude Corbeil, Michel Normandin.

Messrs. Maurice Boivert and Maurice Borduas had their terms of office renewed.

Finally, Mr. Perry Meyer, member of the Superior Council of Education, was named in September 1967 Chairman of the Commission of Higher Education to replace Father Pierre Angers, S.J. The latter remained with the Commission as second member of the Council on the said Commission.

Certain subjects or problems were studied by the Commission during the year 1967/68.

First of all, the Commission turned to the creation of a future university planning and coordinating body. The Commission established what should be the aims, functions, composition, powers and duties of such a body. Subsequently, the Commission submitted to to Superior Council of Education the recommendations following this study. The Commission undertook a similar study concerning "l'Université du Québec" after which it submitted recommendations to the Council.

The founding of twelve General and Vocational Colleges in September 1967 brought the Commission of Higher Education to consider seriously certain problems of coordination between the college and higher education levels.

A little later, during the year, the Commission turned to the study of problems brought about by the founding of a second French-language university in Montreal. On this subject, the Commission pointed out the urgency of founding this university in view of the pressing need for such a university in the Québec community and more specifically in the Montreal community.

Furthermore, two enabling acts, the one on private institutions and the one on higher education were brought to the attention of the Commission. After having studied these two enabling acts, the Commission submitted its recommendations to the Council.

Education and research, two functions of the university, were the two main themes of study considered by the Commission in respect to the general theme, namely "the role of the university".

In conclusion, it should be stated that certain members of the Commission of Higher Education were able to participate at the convention of the Chamber of Commerce of the District of Montreal, a convention which dealt with the founding of a second French-language university in Montreal. This convention took place in September 1967 in Montreal.

Commission of Technical and Vocational Education

1. Meetings

From September 1967 to September 1968, the Commission of Technical and Vocational Education held thirteen meetings, which covered twenty days of sessions.

2. Terms of office

During the year 1967/68, three new members joined the Commission of Technical and Vocational Education, namely Messrs. Germain Halley, Elton Pounder and Robert Shaw. During this same year, Messrs. Jean-Marie Beauchemin and Joseph W. Tomecko left the Commission, the first to become Associate Deputy Minister of Education, the second Director of Research at the University of Waterloo.

3. Work of the Commission

During the first meetings of the past year, the Commission established the procedure which it intended to follow in order to evaluate the General

and Vocational College experiment of 1967/68. To this end, the decision was taken to visit five General and Vocational Colleges : Ahuntsic, Châteauguay, Jonquière, Rimouski, Sainte-Foy. During these visits the Commission was to meet the following people and groups : the administrative council, the director general, the educational board, the section heads, the teachers' association, the parents' association, the students' association, the director of continuing education, the directors of different services of the college. Further to visiting the five institutions, it was decided that a questionnaire be sent to the twelve General and Vocational Colleges established in 1967.

The following meetings of the Commission were devoted to the visits of the General and Vocational Colleges listed above. Furthermore, during one of the meetings, the Commission drew up three preliminary recommendations concerning the General and Vocational Colleges. These recommendations were forwarded to the Superior Council of Education. One of these recommendations dealt with the Directorate of College Education, another with the transfer of teachers from former technical institutes to the new General and Vocational College Corporations, and finally, the third dealt with the government purchasing and renting policies concerning the buildings used by the General and Vocational Colleges. The last two recommendations were retained by the Superior Council of Education which forwarded them to the Minister of Education. During another meeting, the Commission drew up its recommendations on the proposed enabling act on private institutions and submitted them to the Superior Council of Education.

Four meetings of the Commission were devoted to the preparation of the report on the state and needs of General and Vocational Colleges founded in 1967. This report was presented to the Superior Council of Education on June 6, 1968. The Council decided, after having made certain corrections, to approve this report, to forward it to the Minister of Education and finally to have it published.

Besides working on the preparation of its report on the General and Vocational Colleges, the Commission studied the proposed act concerning higher education and forwarded to the Superior Council of Education its recommendations on this project.

Finally, during its last meeting of the year, the Commission of Technical and Vocational Education drew up its work schedule for the year 1968/69. One subject in particular held the attention of the Commission : the attitude of the students in respect to school reform at the college level.

Commission of Secondary Education

1. Meetings

The Commission of Secondary Education, during the past year, held nine meetings, or 17 days of study sessions.

Besides these regular meetings, the members of the Commission met on two occasions, in special session, the first time in order to study the white paper on private education, and a second time jointly with the members of the Commission of Elementary Education.

Finally, an "*ad hoc*" committee of the Commission met on nine occasions, totalling twelve days of study sessions.

2. Changes in the composition of the Commission

During the year, a few changes occurred in the composition of the Commission. For exemple, Mr. Paul Gallagher replaced Mr. Jean-Paul Savard as chairman of the Commission and Mr. Claude de Lorimier was named second member of the Council on the Commission.

The term of office of the following members came to a close : Sister Lucille de l'Assomption, Mr. Viateur Ravary and Mr. Henri-Paul Proulx. The latter had his term of office renewed.

Three other vacancies occurred within the Commission brought about by the resignations of Mrs. Thérèse Biron, Mr. Raymond Gagnier, and by the death of Mr. René Godbout.

The five vacancies were filled by Mr. Louis Dessureault, secretary of the Faculté des sciences de l'éducation du Centre des Etudes universitaires of Trois-Rivières, Mr. Lucien Lambert, Director General of schools for the Commission scolaire régionale Meilleur, Mr. René Allard in charge of the teaching of French at the Ecole secondaire Joseph-François Perreault under the Commission des écoles catholiques de Québec, Mr. Norman W. Wood, Curriculum Director of the North Island Regional School Board, Mr. Paul-Emile Lévesque, Director of l'Institut de tourisme et d'hôtellerie du Québec.

3. Work of the Commission

The Commission undertook the study of two specific topics, namely "the nature of comprehensive education and the comprehensive secondary school" and "Regulation Number 2 and examinations at the secondary level".

Two members of the Commission studied also "the proposed enabling act on private educational institutions.

(a) *The nature of comprehensive education and the comprehensive secondary school*

As regards the nature of comprehensive education and after thorough consideration of various definitions, the Commission confined itself to the criteria which guarantees the educational efficiency of a comprehensive school in a given location. To this end, the Commission will forward, as

early as September 1968, a questionnaire to all school boards offering secondary education.

Furthermore, the Commission will meet various people whose activities and interests are closely linked with problems related to comprehensive education at the secondary level.

Based partly on answers to the questionnaires, as well as on information gathered during the many meetings, the Commission will draw up recommendations dealing with the nature of comprehensive education and the comprehensive school at the secondary level.

(b) Regulation No. 2 and examinations at the secondary level

Considering that a thorough study of Regulation No. 2 could not be undertaken independently from the real context of the nature of comprehensive education, the Commission preferred in the last analysis not to make any recommendations which in the long run might only be invalidated or even contradicted by any subsequent and more thorough study.

The Commission limited itself also to recommending the temporary retention, or those provisions of Regulation No. 2 pertaining to the secondary level, because, in the present school context, the tendency is towards a new regulation leading to a new system of evaluation.

(c) Proposed enabling act on private educational institutions

On the 23rd of March 1968, the members of the Commission of Secondary Education met in a special session in order to study the proposed enabling act on private educational institutions. The following is, in substance, the contents of the opinion that the Commission of Secondary Education submitted, two days later, to the Superior Council of Education.

The members of the Commission, as a whole, declared themselves in favour of the adoption of such an act in view of the urgency of controlling a sector which is in an ever-deteriorating situation. The members of the Commission were surprised nonetheless at the privileges accorded by the proposed legislation to private teacher training institutions and suggested that these privileges should not be of a permanent nature.

Finally, the Commission was of the opinion that the criteria justifying recognition in the public interest should be included in an official regulation.

Commission of Elementary Education

1. Meetings

The Commission of Elementary Education, during the past year, held eight regular meetings, that is to say sixteen full days of study sessions.

Furthermore, the members of the Commission held one special session with members of the Commission of Secondary Education.

During the year, the Commission of Elementary Education met, either as a whole or in special committees, at Montreal, Québec, Chicoutimi, Alma, Jonquière, Hull, Pointe-Claire and Saint-Lambert.

2. Changes in the composition of the Commission

Throughout the year, some changes were made in the composition of the Commission. The term of office of Mr. Réal Charbonneau, as chairman of the Commission, was renewed and Miss Louise Marcil was named second member of the Superior Council of Education on the Commission.

Among the members whose terms of office expired in January 1968, namely Mr. Walter Murphy, Miss Clarisse Roy and Miss Simonne Voyer, each of the first two was renamed for a three year term of office. Along with the departure of Miss Simone Voyer must be mentioned the resignation of Miss Louise Pelletier.

In order to fill the vacancies within the Commission, four new members were appointed: Sister Thérèse Bellemare, professor in the Faculté des Sciences de l'éducation of the Centre des études universitaires de Trois-Rivières, Mr. Jean-Guy Couturier, guidance counsellor at the elementary level for the Commission scolaire régionale de Chambly, Mr. Raymond Paré, principal of the Saint-Coeur de Marie and Saint-Dominique schools of the Commission des écoles catholiques de Québec, and Mr. André Roy, teacher at the Nérée Tremblay elementary school of the Commission scolaire de Sainte-Foy.

3. Work of the Commission

The Commission limited the scope of its work to two definite subjects: "The New Elementary School" and the "Regulation No. 2 and examinations at the elementary level".

The members studied also two further topics, "The proposed enabling act on private educational institutions" and "Pre-school or nursery school education".

(a) The New Elementary School

The starting point for this study was this assertion of the Parent Commission:

"We are still using traditional methods, although it is the dynamic, 'activist' school which today best coincides with the findings of psychology and of pedagogy and best meets current needs in the education of youth".¹

(1) Report of the Royal Commission of Inquiry on Education in the Province of Québec, Volume II, par. 150.

Firstly, the Commission undertook the task of defining today's elementary school. Secondly, the Commission appraised the present situation within elementary education. The Commission is now at the last stage of its work, namely the synthesis of the gathered information.

(b) Regulation No. 2 and examinations at the elementary level

At the request of the Superior Council of Education, the Commission undertook a serious study of Regulation No. 2 and examinations at the elementary level.

Here is in substance the opinion of the Commission of Elementary Education which was submitted to the Superior Council of Education :

— the Commission recommended the removal from Regulations Nos. 1 and 2 of all aspects dealing with examinations at the elementary level, giving as the reason that it is the Department's responsibility to evaluate the quality of education and not the individual accomplishment of the pupil;

— furthermore, the Commission pointed out the urgency for the general acceptance of the cumulative school file, recommended that teacher training institutions ensure that student teachers acquire a certain knowledge of taxonomy and of docimology and suggested that the Department make available to teachers a fund of questions and standardized questionnaires;

— finally, in the appendix to its opinion, the Commission indicated the trend of its thought in this area. The text insisted upon the spirit in which examinations should be administered, on the need and usefulness of evaluating pupils through examinations and finally on the administration of examinations the task of which must be entrusted to teachers.

(c) Proposed enabling act on private educational institutions

In answer to the precise request of the Superior Council of Education, the Commission of Elementary Education made a study on this project.

The Commission, in the text of its opinion to the Superior Council of Education, declared itself in favour of the principle underlining such a law which answered a very definite need and seemed to ensure cooperation between the public and private sectors of education.

(d) Pre-school or nursery school education

On several occasions the members of the Commission examined this level of education either through requests for documentation, information, or even through discussions. The apparent interest of members and their astonishment when they learned that no regulation officially controlled this level of education, will probably result in the "nursery school" becoming the next subject of consideration of the Commission.

Chapter IV ACTIVITIES OF THE CONFESSIOAL COMMITTEES OF THE COUNCIL

Catholic Committee

Meetings

During the fourth year of its existence the Catholic Committee held ten regular meetings for a total of twenty days of study sessions. These meetings, of which four took place in Montreal, four in Québec, one in Sherbrooke and one in Trois-Rivières were respectively held on the following dates : in 1967, on September 21st and 22nd, on October 19th and 20th, on November 16th and 17th, on December 21st and 22nd; in 1968, on January 18th and 19th, on February 15th and 16th, on March 21st and 22nd, on April 18th and 19th, on May 16th and 17th, on June 20th and 21st.

The members of the Catholic Committee also participated in the annual plenary session of the Superior Council of Education held on October 26th and 27th 1967.

Resignations

The Committee accepted with regret the resignation of one of its members in the month of August, namely Mrs. Louise L'Espérance-Coulombe whose term of office ends on December 1969. For personal reasons Mrs. Coulombe stated that she would be unable to complete the term of office which she had accepted as one of the five representatives of parents on the Committee.

Thanks were expressed to Mrs. Coulombe for her contribution to the work of the Committee for nearly four years.

Renewal of terms of office

Three members whose terms of office expired on December 9th 1967 accepted a renewal of their term of office to December 1970. They are Sister Renée-du-St-Sacrement, Father Jean-Marie Tardif and Mr. Léo

Vigneault. All three were appointed respectively as representatives of educators, religious authority and parents on the Catholic Committee.

The Committee expressed its gratitude at being able to continue to benefit from the vast experience and sound judgment of the three members and thanked them sincerely for their worthwhile, constant and unselfish collaboration since December 1964.

New Members

Four new members were named to the Committee. They were Miss Anita Caron, Mr. Guy Durand, Mr. Robert Burns and Mr. Jean-Marie Beauchemin.

Miss Caron and Mr. Durand replaced two members whose terms of office ended in December 1967. Miss Caron, a teacher at the Ecole normale Ville-Marie de Montréal, succeeded Mr. Fernand Toussaint as one of the five teacher representatives. Her term of office extends from December 1967 to December 1970. Mr. Durand, a professor at the University of Montreal, succeeded Mr. Réal Michaud as one of the five representatives of parents. His term of office goes from December 1967 to December 1970.

Mr. Burns, Director general of Catholic schools for the Dorval school Board, agreed to complete the term of office of Mr. Arthur Glashan who had resigned. This term expires in December 1968 and Mr. Burns is one of the five teacher representatives on the Committee.

Mr. Jean-Marie Beauchemin, Associate Deputy Minister for Catholic schools in the Department of Education, in Québec, became an ex officio associate member of the Catholic Committee as specified in article 19 of the Superior Council of Education Act (Revised Statutes of Québec, 1964, c. 234). Mr. Beauchemin replaced Mr. Joseph-L. Pagé who, following his resignation as Associate Deputy Minister of Education, ceased to be ex officio associate member of the Committee.

Vacancy

On the 31st of August 1968, one vacancy was left to be filled on the Committee, the one due to the resignation of Mrs. Louise L'Espérance-Coulombe.

Chairman

At the annual election of its chairman, held exceptionally in May rather than in July, the Committee chose Father Armand Maranda to conduct the proceedings during the period from June 1st 1968 to August 31st 1969. Father Maranda succeeded Mr. Napoléon LeBlanc who, for strictly personal reasons, found it impossible to complete his term of office as chairman which was to end on August 31st 1968.

Work of the Catholic Committee

Three important questions received special attention on the part of the Catholic Committee during the year 1967/68 : official comments on its Regulations Nos. 1, 2 and 3; pastoral services in the Québec milieu; procedure for the recognition of Catholic educational institutions.

Commentaries on the Regulations

With an aim to satisfying a wish often expressed by the Catholic population of Québec, particularly the parents of students and by educators, the Catholic Committee deemed it advisable to publish official commentaries on the three regulations that it has decreed in accordance with the Superior Council of Education Act and which were promulgated in June 1967. The object of these regulations is to control, in the realm of confessionality, public and private educational institutions of Québec which have been officially recognized as Catholic within the meaning of the Superior Council of Education Act.

These commentaries, of which the French and English versions appear in the two documents annexed to the present report ¹ have as their immediate goal to interpret the spirit and scope of the three regulations which respectively concern the recognition of Catholic educational institutions (R. No. 1); Catholic education, Catholic religious and moral instruction and the religious services in school establishments officially recognized as Catholic (R. No. 2); the required qualities, from the religious and moral point of view, of the administrative and teaching personnel in these same institutions (R. No. 3).

School Pastoral Services

The Catholic Committee undertook the study of another question which also falls within the framework of its regulations, namely the carrying out of pastoral services within the schools of Québec. It entrusted to an "ad hoc" sub committee the task of doing research in this area and of presenting to the Committee, in a written report, the conclusions of its study. This report will be available during the year 1968/69.

The main interest of the Catholic Committee, concerning pastoral services within schools, consists of attempting to define the presence of the church in the school environment, a presence which must take into account the various facets of the modern educational institution and of the different types of young people of school age.

(1) The text of these recommendations will be found on pages 314-331.

Recognition of Catholic Educational Institutions

The Committee also began to define the procedure that it intended to follow concerning the official recognition of public and private Catholic educational institutions in Québec, in accordance with the Superior Council of Education Act. This process involves policy guidelines, information bulletins, etc.

Opinion

Invited by the Minister of Education of Québec to give its opinion concerning certain questions relating to student teachers whose professional training is acquired in Québec teacher training centres, the Catholic Committee expressed four opinions of which the respective text, dealing with the four aspects that were considered, is the following :

(a) Confessional aspect of teacher training centres

As to the confessional aspect of teacher training centres in Québec the Catholic Committee supported a pluralist formula. According to this formula all teacher training centres could accept candidates without regard to religious affiliation and offer according to the choice of the candidates, all the training programmes which adequately prepare teachers for the kinds of establishments where candidates wish to exercise their profession of teacher.

The Committee pointed out nonetheless that its opinion expressed on the confessional aspect of teacher training centres did not exclude the possibility that some of these centres could be recognized as Catholic institutions within the meaning of the Superior Council of Education Act.

(b) Wording of qualification certificates

Concerning the wording of qualification certificates granted by the State to candidates of teaching through the public educational institutions of Québec, the Catholic Committee expressed its opinion that the wording should not mention the religious affiliation of the candidates. The Committee believed, in fact, that the qualification certificate should limit itself to indicating the professional competence of the candidate in regard to his or her ability to carry out the profession of teacher in consideration of his or her religious belief. The Committee even recommended to the Minister of Education the revision of the wording of different qualification certificates granted by the State to candidates for teaching in order that the certificates indicate the professional competence without, in future, making mention of religious affiliation.

(c) Qualifications required of teachers from the religious and moral point of view

As to determining whose responsibility it is to make inquiry into the religious affiliation and moral quality of the teacher who requests a position

in an educational institution officially recognized as Catholic, the Catholic Committee stated that it was of the opinion that it is the responsibility of the competent authority of either a public or private school establishment, to take the necessary steps and the appropriate precautions to ensure that the teacher involved possesses all the required qualifications to exercise his profession in educational institutions which are Catholic within the meaning of the Superior Council of Education Act and in accordance with the requirements of Regulation No. 3 of the Catholic Committee.

(d) Teacher training

The Catholic Committee gave also a preliminary opinion concerning minimum requirements of the moral and religious training in the case of teachers called upon to exercise the profession of teacher in Catholic public and private teaching institutions of Québec. The text of this opinion is the following :

In view of the cultural importance of the religious aspect and the necessity for the teacher of tomorrow to respect this fact of the personality of his pupils, the Catholic Committee believes that, as an essential element in the overall training of every teacher, it is essential that all teacher training programmes include a compulsory course in religious culture or religious humanities (sociology, religion or psychology and phenomenology, history of religious doctrine, etc.). This minimal requirement, however, does not preclude the necessity for teacher training centres to offer courses in theology to candidates for teaching who wish to study their faith more thoroughly and specialized courses suitable for those who plan on teaching religion.

Approval of text-books and courses of study

During the year 1967/68, the Minister of Education, in conformity with provisions of the Superior Council of Education Act (Revised Statutes of Québec, 1964, c. 234, section 22, par. e), submitted for the approval of the Catholic Committee, from the point of view of religion and morals, several teaching programmes and educational text-books to be used by students and teachers in various study courses offered in Catholic public educational institutions of Québec.

Following the study of the projects submitted, the Catholic Committee gave its approval to, or authorized the use of, one hundred and thirty-two programmes, five hundred and seventy-two school text-books, one hundred and eight reading texts and five varied works on educational material. Thirty other proposed school texts were also studied but were not accepted by the Committee.¹

(1) See pages 306-309.

Joint Committee

The Catholic Committee and the Assembly of Catholic Bishops of the secular Province of Québec formed a joint committee composed of five representatives of the Episcopal Assembly, of six representatives of the Catholic Committee and of the secretary of each of the two bodies. The aim of this Committee is to maintain workable relations between the two bodies in the study of questions of common interest.

Meetings

During the year 1967/68, the Catholic Committee had the opportunity, during some of its regular sessions, of meeting with parents, educators, students and those in charge of pastoral services in schools of eight Québec school districts. The Committee also met with the National Director of the apostolic movement "Jeunesse en Marche".

Protestant Committee

Meetings

During its fourth year of activities, the Protestant Committee held twelve regular meetings for a total of nineteen days of study. Eight of these meetings were held in Montreal, and one in each of the following areas : Arvida, Ormstown, Québec and Lachute. The dates of these meetings in 1967 were as follows : September 20th and 21st, October 25th, November 15th and 16th, November 27th, January 18th and 19th, February 21st and 22nd, March 20th and 21st, April 24th and 25th, May 22nd and 23rd, June 11th, June 20th and August 21st.

Changes in the composition of the Committee

In October 1967, the Committee learned with regret of the resignation of Mr. A. R. Hasley, Secretary of the Sun Life Assurance Company of Canada. His wide experience both in the business and financial communities made his contribution to the work of the Committee particularly significant during its formative years. On December 14th, 1967 Dr. H. S. Billings was named by order-in-council to complete Mr. Hasley's term of office. Rev. A. L. Salt, Dr. J. P. McGeer and Dr. J. D. Jefferis were reappointed for an additional three year term and Dr. Sheila McDonough and Mr. Marcel Robert Fox were appointed to fill the remaining vacancies occasioned by the retirement of Miss Dorothy Kidd and Mr. Marc Scheuch upon the completion of their respective term of office.

Dr. H. S. Billings' long and distinguished career in the public service both in the capacity of Special Officer of the Department of Education, Director of Protestant Education, and more recently as Associate Deputy

Minister of Education, is well known across the Province. He brings to the Protestant Committee a wealth of experience in his dealings with teachers, administrators, board officials and parents.

Dr. Sheila McDonough is a graduate of McGill University having received an M.A. in comparative religion and a Ph.D. in Islamic studies in 1963. She taught for three years at Kinnaird College for Women in Lahore, West Pakistan, where she published a book entitled "Pakistan and the West". She was Professor of Islamic Studies at the Selly Oak Colleges, Birmingham, England for some time and since 1964, she has been Assistant Professor of Religion at Sir George Williams University.

Before his appointment as Principal of the Baron Byng High School, Mr. Marcel Robert Fox was Head of the French Department at John Grant High School in Lachine. A graduate of Strasbourg University and St. Andrews University in Scotland, he has had wide teaching experience both in Canada and overseas.

In August, the Protestant Committee reelected as Chairman for his fifth consecutive term of office, Mr. Wesley H. Bradley, Q.C., for the year commencing September 1, 1968 and terminating August 31, 1969.

Work of the Protestant Committee

A. Approval of text-books

During the year 1967/68, the Minister of Education submitted 450 text-books and 90 courses of study for the approval of the Protestant Committee from the point of view of religion and morals, in conformity with the Superior Council of Education Act (Revised Statutes of Québec, 1964, c. 234, Section 22, paragraph c). 443 of the text-books submitted were approved, all courses of study were approved, two with reservations. The largest number of books submitted in any one discipline was for use in connection with a broad, flexible course outline in Scripture, ethics and morality recently drawn up by the Department of Education for optional use at the high school level. A detailed analysis of the subject matter submitted will be found in Tables 1 and 2.¹

B. Recommendations

1. Attestation of moral character of applicants for teacher-training

In conformity with a request submitted by the Protestant Central Board of Examiners that the Protestant Committee suggest changes in the wording of the attestation of moral character as it appears on the form for application for certification as teachers, the Committee undertook a detailed examination of the two documents entitled "Form to be Filled by Holders of Extra-

(1) See pages 310-313.

Provincial Diplomas” and “Application for Admission to Teacher Training”. In view of the increasingly pluralistic nature of teachers in the Protestant schools of Québec, the Committee suggested that an attestation of moral character signed by the Secretary-Treasurer or members of the School Board, High School Principals or Vice-Principals, University Professors or clergy, would all be equally acceptable. Furthermore, it was recommended that the attestation itself be modified to read as follows :

CERTIFICATE OF MORAL CHARACTER

This is to certify that I, the undersigned, have personally known and had the opportunity of observing
.....
for the number of years written after my name; that during such time, to the best of my knowledge,
.....
life and conduct have been such as are appropriate for entering the teaching career.

At the time of its deliberations, the Committee questioned the reliability of a character reference which was not confidential but was reluctant to suggest any changes in admission procedures which might complicate administration problems, either at the university or Department levels.

2. *Teacher Education*

In March 1968, the Deputy Minister of Education requested the Committee to submit its opinion on the following questions :

(a) Should teaching institutions be confessional, non-confessional or multi-confessional ?

(b) Should a teaching diploma mention the religious affiliation of the holder ?

(c) Have school commissions the obligation to determine moral and religious qualifications of applicants for teaching positions under their jurisdiction in order to conform to the terms of Regulation No. 3 of the Protestant Committee ?

(d) Should courses in Moral and Religious Education be obligatory for all students attending teacher-training institutions ?

A study in depth of the issues in question with reference to present practices both at the Institute of Education of McGill University and the Graduate School of Education at Bishop's University resulted in the following recommendations :

(a) That the religious affiliation of an applicant should not be a criterion of admission to a recognized teacher-training institution and that in such institutions optional, not obligatory courses in philosophy and religion be part of the program offerings.

(b) That a teacher's certificate issued by the Department of Education deal only with the professional competence of the holder, and that the certificate carry a stating that the certificate is valid subject to the Regulations of the Confessional Committees of the Superior Council of Education.

(c) That it should be made clear that the administering authority of a confessional school has the obligation to request of a teacher seeking employment a statement of his faith and character reference in accordance with the provisions of Regulation No. 3 of the Confessional Committees.

3. *Proposed Agreement between the Regional School Board of Gaspesia and "La Commission Scolaire Régionale de la Péninsule"*

In August 1968, the Associate Director of School Administration in the Department of Education requested the Protestant Committee to consider a draft agreement between the Regional School Board of Gaspesia and "La Commission Scolaire Régionale de la Péninsule" providing for the education of English Protestant and English Roman-Catholic pupils on the campus of "La Commission Scolaire Régionale de la Péninsule" in Gaspé.

In accordance with its established policy of encouraging the practice of grouping English-speaking Protestant and Roman-Catholic pupils together for purposes of instruction, provided that adequate provision is made for moral and religious education of both groups, it was unanimously resolved that the text of the agreement be approved as circulated.

4. *Education in the Québec North*

For some months the members of the Protestant Committee have followed educational developments in the far north of the Province — along the Coast of Ungava Bay, Hudson Straits, Hudson Bay and James Bay — with interest and on occasion with concern. In March 1968, the Secretary of the Protestant Committee visited Kilinig, Port-Nouveau-Québec, Fort Chimo, Payne Bay, Koartak, Wakeham Bay, Sagluc, Povungnituk, Inoucdjouac, Poste-de-la-Baleine and Fort George, and presented a report on the confessional aspects of education in this area. In May, the following recommendations were forwarded to the Minister of Education :

WHEREAS the indigenous population in all but one school operated by the Department of Natural Resources in Northern Québec is wholly Protestant;

WHEREAS it is imperative that the principles of a confessional school system as defined in the Regulations of the Protestant Committee of the Superior Council of Education and promulgated by order-in-council on June 2, 1967 respecting the recognition of Protestant Educational Institutions, Christian Education, religious and moral instruction, religious services in educational institutions recognized as Protestant and on the qualifications from the point of view of religion and morals of the administration and

teaching staff in Protestant educational institutions, be respected in Provincially operated schools in the north;

IT IS RECOMMENDED that the administering authority of schools in Northern Québec presently operated by the Bureau du Nouveau-Québec request that their educational institutions be recognized as Protestant by the Protestant Committee of the Superior Council of Education and subject to those provisions of the law stipulated in Section 22 of the Superior Council of Education Act (Chapter 234, R.S.Q., 1964).

WHEREAS modern society is dependent more than ever before on the education of *everyone* over a large period of time;

WHEREAS an educational system must make available to all, without distinction of creed, racial origin, culture, social environment, age, sex, physical health or mental capacity, an education of good quality satisfying a wide variety of needs and allow everyone to continue his studies, in the field which best suits his abilities, his tastes and his interests, up to the most advanced level he has the capacity to reach, and thus have available to him everything which can contribute to his complete fulfilment, and to prepare all young people for life in society, which means earning their living by useful work, intelligently assuming their social responsibilities in a spirit of equality and freedom, as well as to offer adults every opportunity for self-improvement;

IT IS RECOMMENDED that the Department of Education assume full responsibility for the operation of all Provincial schools which are presently administered by the Department of Natural Resources in Northern Québec.

WHEREAS the Provincial Government has established residential trade schools for young men and women both Eskimos and Crees at Poste-de-la-Baleine;

IT IS RECOMMENDED that adequate recreational facilities be provided and adequate supervision by qualified staff be assured in the residences and during leisure time activities in all educational institutions where residential facilities are provided.

In August the Protestant Committee took cognizance of Bill 67, an Act authorizing the establishment of a school board in the territory of New Québec, the Debates of the Legislative Assembly during its second reading, and considered at some length those provisions of the Act dealing with the appointment of a Director General and Assistant Director General with powers assigned to school commissioners by the Education Act. Following a detailed study of the implications of this legislation on the predominantly Protestant constituency of the area, the following recommendation was forwarded to the Minister of Education :

WHEREAS the vast majority of students of New Québec are Protestant;

IT IS RECOMMENDED that every consideration be given by the Minister of Education to the appointment of Protestants to the positions of manager and assistant-manager for the School Board of New Québec as contemplated under the provisions of Bill 67 (An Act respecting the School Board of New Québec).

Opinions

Preparation of courses of study in Morals and Ethics

In July 1968, the Superior Council of Education requested that the Protestant Committee make known its views on the preparation of courses of study in Morals and Ethics for use in non-confessional schools. In conformity with this request the following text was approved and forwarded to the Council for its consideration :

“In the opinion of the Committee, the Department of Education should be the agency responsible for the preparation of such course.”

In making known its advice the Committee indicated its willingness to cooperation in the preparation of courses of study in Morals and Ethics, if so requested, and noted that there are presently in experimental use in Protestant Schools courses of study in Morals and Social Development which could well be acceptable to the school population of non-confessional schools.

Meeting with special-interest groups

Ever conscious of the necessity of keeping in close contact with its constituents, the Committee devoted much time and attention to dialoguing with special-interest groups and soliciting briefs from interested bodies on topics falling within its competence.

1. *Meeting in Arvida*

In september 1967, the Committee met publicly with representatives of the Home and School Associations of Arvida, teachers, administrators, boards officials and interested citizens from various points in the Saguenay and Lake St. John regions. All groups expressed the hope that a new biconfessional comprehensive high school would be built in Arvida which would provide for the needs of all English-speaking pupils both Protestant and Roman-Catholic resident in the area. An agreement between the Protestant School Commissioners of Saguenay Valley and “La Commission Scolaire Régionale de Lapointe” providing for the construction of such a school had already been signed, it was noted. In the terms of the contract, provision had been made to respect the religious beliefs of all pupils and to provide regular periods of religious and moral instruction on the weekly timetable.

2. *Meeting in Lachute*

In April 1968, the Committee met in Lachute where it received submissions from four special-interest groups in Argenteuil County.

In their brief, the Argenteuil Teachers' Association recommended that Religious and Moral Instruction should continue to be given in both elementary and secondary schools. Course content should be drawn up by the Department of Education, and at the elementary level should consist of Scripture study and training in morals. At the secondary level, a study of Comparative Religion should be the dominant theme.

The Argenteuil Protestant Ministerial Association stated in its presentation that it was essentially in agreement with the Regulations of the Protestant Committee. The clergy stressed the importance of retaining religious liberty and the spirit of Protestantism, in the event that the traditional concepts of a Protestant "school" be modified or expanded. The Association also favoured the appointment of school chaplains to act as resource personnel.

The brief prepared by the Home and School Associations of the Laurentian West Area represented the thinking of a representative cross-section of parents resident in Lachute, Brownsburg, Grenville and Harrington, the majority of whom were in essential agreement with the Committee's Regulations. It was also the opinion of the majority that the school should have some responsibility for religious instruction and that the elementary school curriculum should remain Scripture based. At the secondary level, a program in Moral and Social Development similar to that in use in the regional schools in the Châteauguay Valley was suggested.

The statistical information contained in the submission indicated that more than half the parents favoured the inclusion of some type of compulsory moral and/or religious education program on the school curriculum taught by the classroom teacher at the elementary level and by specialists at the secondary level.

The brief presented on behalf of the Area Administrators endorsed the recommendations of the Provincial Association of Protestant Teachers that schools be divided on a language rather than on a religious basis. It also endorsed in principle the concept of multi-confessional schools as envisaged in the recommendations of the Parent Report, and was opposed to labelling schools either "Protestant" or "Catholic" since the application of any such label is in contradiction to the spirit of multi-confessionalism.

The brief was opposed completely to the imposition of any form of religious education on Protestant schools, and favoured freedom of choice as to the nature and content of religious courses which might be adopted by schools in the Province. The Department of Education in conjunction with the Protestant Committee, and others, could evolve courses in Moral and Religious Education which might or might not be adopted by individual schools. In any event, any school, the brief stated, should have the right

to adopt, adapt and evolve a course or courses suitable to its own particular school milieu.

The brief proposed that students be exposed to the basic philosophy and background of the world's major religions, that students be encouraged to study the thinking and teaching of the great philosophers and that students be well guided in civics which would lead them to a better understanding of their responsibilities in government at the local, provincial and federal levels.

Other recommendations included the importance of giving students a firm grounding in the historical evolution of the family as a basic unit of society, and an understanding of the teachings of the world's major religions in respect to the position of the family in society.

3. *Meeting with the Québec Association of Protestant School Boards*

The Protestant Committee met on two occasions, viz. November 15 and January 19, with the executive of the Québec Association of Protestant School Boards. These meetings were called principally in order to provide Board Officials with an opportunity of expressing their opinion on the advisability of the Committee giving formal recognition to Protestant educational institutions at this time, and to discuss other matters of mutual interest.

4. *Meeting with the Officers of the Provincial Association of Protestant Teachers*

The Committee dialogued at considerable length on two occasions with the officers of the Provincial Association of Protestant Teachers. At the first meeting in January 1968, the teachers expressed some misgivings with the tenor of the Regulations of the Committee but these were largely dispelled at a later meeting held in early June when general agreement was reached on a number of points. It was agreed that the broad distribution of the Regulations with a commentary outlying their purpose and intent would greatly assist teachers and the public generally. This, the Committee undertook to do.

5. *Meeting with the Executive of the Québec Federation of Protestant Home & School Associations*

In May 1968, an invitation was extended to the executive of the Québec Federation of Protestant Home and School Associations to give a preliminary report on the results of a survey on Moral and Religious Education conducted by means of a questionnaire which had appeared the previous February in the Québec Home and School News.

Of the 16 000 families who were members of the Québec Federation, 2 100 questionnaires were received, of which 1 970 were usable. Approximately 12% of the total membership took part in this survey which is considered to be a very satisfactory response to a survey of this kind.

Although 74% of the respondents did not want any form of denominational teaching included on the curriculum, only 8% favoured schools both elementary and secondary without some type of moral, ethical or religious teaching. The main reason given for this choice was a strong belief in the advisability of separation of Church and State, although a good deal of concern was also expressed over the lack of qualified teachers to dispense such instruction.

Broad, flexible programs along the lines of the course of study presently in use in the Châteauguay Valley regional high schools where the teaching of tolerance and understanding is one of the principal aims of the curriculum, were favoured by 78% of the respondents, the majority of whom expressed the opinion that these courses should be compulsory.

6. *Visit to Ormstown Regional High School*

The members of the Protestant Committee have followed with great interest the development of a course of study in Moral and Social Development at the secondary level in regional high schools in the Châteauguay Valley. An evaluation of this experimental course was the principal reason underlying a visit to Ormstown Regional High School in February. Members of the Committee were afforded the opportunity to observe a number of lessons in this subject area at all levels in the secondary program. Informal discussions were held with the teachers directly involved in the course, members of the administration, and the Protestant and Roman Catholic Chaplains. The Committee was pleased to welcome as an interested observer Mr. Pierre Duguay, the Assistant-Chief of Catholic Religious Services in the Department of Education and it was grateful for the opportunity of sharing the enthusiasm of the local English-speaking population for the new biconfessional regional high school.

Members of the Protestant Committee were impressed not only with favourable teacher reaction to the course, but with the degree of participation, interest and personal involvement on the part of the students. The flexibility of the course, its adaptability to a wide variety of teaching situations and the obvious enthusiasm of the teachers involved, the Committee concluded, are largely responsible for its wide acceptance.

**1968/69 Activities
of the
Superior Council of Education
its Special Committees
its Commissions
and its Confessional Committees**

**ACTIVITIES OF
THE SUPERIOR COUNCIL
OF EDUCATION**

1. Changes in the composition of the Council

At the beginning of the present year a new President of the Council took office, Mr. Léopold Garant, former President of the Corporation des enseignants du Québec known then as the Corporation des instituteurs catholiques. He replaced Mr. Jean-Marie Martin whose term of office expired. Three new members also took office : Mrs. Livia Thür, professor "agrégé" in the Département des Sciences économiques of the University of Montreal; Mr. André Archambault, Vice-Rector of academic administration at the University of Montreal and Mr. Lucien Perras, Director general of the Lakeshore Regional School Board.

The terms of office of five members of the Council, Reverend Sister Yvette Cournoyer, Provincial Superior of the Soeurs de la Congrégation de Notre-Dame à Québec; of Mrs. Pierrette B. Poulin of Mont-Laurier; of Mr. Jean-Marie Couët, agronomist, Secretary general of the Union catholique des Cultivateurs de Chicoutimi; of Mr. Claude de Lorimier, professor at the Jacques Cartier Normal School and president of the Syndicat des professeurs de l'Etat du Québec; of Mr. Paul Gallagher, Director general of Dawson College in Montreal expired at the end of the present year. Mr. Claude de Lorimier was accorded a second four year term of office while the other members has reached the end of their second terms.

Their successors, who took office on the 1st of September 1969 were : Messrs. Louis Bouchard, Paul Gourdeau, Jean-Marie Thibault and Guy Villiard.

Dr Divid C. Munroe, who had been Vice-President of the Council since its inception, also tendered his resignation from this post on the 31st of August 1969, having accepted the position of special advisor to the Department of the Secretary of State in the Federal government in Ottawa. Dr. Munroe was replaced by Mr. Marcel Fox, Principal of Baron Byng High School in Montreal.

As is known, the members of the Superior Council of Education are appointed by the Lieutenant Governor in Council after consultation with

religious authorities and associations or organizations most representative of parents, teachers, school administrators and socio-economic groups.¹ It is the Minister of Education who carries out this consultation.

2. Nomination of the members of the Confessional Committees and the Commissions of the Superior Council of Education

Five members of the Catholic Committee are appointed directly by the Assembly of Catholic Bishops of the Province. To date only priests have been appointed. When one of these members resigns or finishes his term of office, a replacement is named by this Assembly. The ten other members are chosen in an equal number among representatives of Catholic parents and educators after consultation by the Council, of associations or organizations most representative of parents and educators. The recommendation of the Council must have been approved by the majority of its members of the Catholic faith, must have received the approval of the Assembly of Bishops and the sanction of the Lieutenant Governor in Council.²

The Protestant Committee is also composed of fifteen members representing Protestant confessions, parents and Protestant educators. All members of the Protestant Committee are appointed by the Lieutenant Governor in Council on the recommendation of the Superior Council of Education which consults beforehand associations or organizations most representative of Protestant confessions, parents and educators. The recommendation of the Council must have been approved by the majority of its members of the Protestant faith.³

The members of the five Commissions of the Council are named by the Council after consultation with institutions and bodies involved in education at the designated level.⁴

Following the recent amendments to the Council Act all terms of office of the members of Council bodies now expire on August 31st. In the spring of each year, the Council carries on consultations according to provisions of the Act. The objective of these consultations is the replacement of members of the Confessional Committees and of the Commissions whose terms of office expire or whose resignations have been accepted by the Council. Each year the Council gives its approval to the list of institutions and bodies that are to be consulted.⁵

(1) Superior Council of Education Act, S.R. 1964, c. 234, sect. 4.

(2) Superior Council of Education Act, S.R. 1964, c. 234, sect. 16.

(3) Superior Council of Education Act, S.R. 1964, c. 234, sect. 17.

(4) Superior Council of Education Act, S.R. 1964, c. 234, sect. 25.

(5) The list of bodies consulted by the Council will be found on pages 300-305.

3. The presence of the Council in the Educational World

In order to fill its role as advisor to the Minister of Education and in order also to know the state and needs of education much better, the Council spares no effort in gathering general information from various organization and institutions, as well as specific information concerning the various problems under study.

Each year, during its three or four public meetings which are held respectively in various regions of the Province, the Council meets regional school boards, General and Vocational Colleges, associations of school boards, of teachers, of parents and of students in the visited area. All the groups are invited to submit briefs to the Council and to discuss publicly with the Council problems of interest to them.

The Council makes an effort also, through its president, its vice-president, its members or the personnel of its secretariat to participate in congresses, conventions and other meetings of interest to education. In general, the delegates from the Council attend these gatherings only as observers and in order to better inform the Council. Only the president and the vice-president are authorized to speak in the name of the Council.

When a particular new subject is studied by the Council, the latter often invites associations or individuals either to meet with its members or to submit a brief on the question concerned.

Associations and groups that wish to meet with the Council or to submit a brief on a specific subject are always welcome to do so.

4. Meetings of the Council

During the year from the 1st September 1968 to the 31st of August 1969, the Superior Council of Education held 15 meetings: 12 monthly meetings and 3 special meetings, or some 25 days of sessions in all. Eleven of these meetings were held in Montreal and one at each of the following locations: Mont-Gabriel, Québec, Sherbrooke and Saint-Jérôme. The last three were public meetings and in each of these locations, a half-day of session was devoted to the following subjects: elementary and secondary education, college education, adult education.¹

The members of the Council, of its Committees and Commissions also held two plenary sessions of the Council during the year. The first was held at Mont-Gabriel on the 17th and 18th of October 1968 and brought together with the Council, senior officers of the Department of Education in order to discuss important questions such as the expansion of General and Vocational Colleges, the policies of the Department concerning teacher

(1) The report on these visits will be found on pages 61-78.

training, examinations at the Elementary and Secondary level and the development of higher education. The second meeting took place at l'Estérel on the 22nd and 23rd of May 1969 and concerned only the Council, its Committees and its Boards.¹

5. Work of the Superior Council of Education

With one exception (the amendments to Regulation No. 3 of the Department) the opinions transmitted to the Minister by the Council during the year were forwarded on the Council's own initiative in the belief that its contribution would be of value.

A. Regulation No. 3

In April 1969, the Minister asked the Council for an opinion concerning certain amendments to be made to Regulation No. 3 of the Department concerning pre-university and vocational studies. The Council forthwith recommended the approval of these amendments concerning simple matters of agreement on terms presently used in education at the college level, namely :

- (a) replace the present title by the following : *Règlement no 3 relatif aux études collégiales*;
- (b) in Articles 1 and 4, replace the expression "les études pré-universitaires et professionnelles" by "les études collégiales";
- (c) modify Article 6, second paragraph, as follows : "Tout élève qui subit avec succès les examens finals correspondant aux exigences de l'article 5 reçoit un diplôme d'études collégiales attestant . . .";
- (d) in Article 7, replace "L'enseignement pré-universitaire et professionnel" by "L'enseignement collégial".

B. Confessional status of schools administered by the Bureau du Nouveau-Québec

Following the recommendation of the Protestant Committee forwarded to the Minister requesting that the schools of New Québec be recognized as Protestant² and following a study of this question by the Committee of Groups not represented by the Confessional Committees, the Council forwarded to the Minister of Education a recommendation to the effect that any request concerning the confessional status of schools operated by the Bureau du Nouveau-Québec should come only from the administrative authorities of the schools in Northern Québec, after the most thorough

(1) This meeting had as its first objective to underline the role of the Council and of its bodies.

(2) See this recommendation, page 268.

consultation possible with parents concerned and in agreement with the wishes of the latter.¹

C. Motion of the Council concerning the General and Vocational Colleges

Following a recommendation from its Commission of College Education, the Council adopted, during its meeting of April 1969, the following motion which was forwarded to the Minister :

WHEREAS the tendency of the present practice respecting examinations is for examinations to be conducted in and by the Colleges, and diplomas to be granted by the Colleges with the approval of the Minister of Education;

WHEREAS, with regard to provincial subject coordinators, the principle is being established that these coordinators may be chosen from within the Colleges and continue to hold their College post while at the same time discharging these new duties at the provincial level;

The Superior Council of Education approves this practice and this principle and believes that they will stimulate the establishment of an educational system that will affirm the responsibility of the Colleges with respect to the quality of the instruction given and allow teachers to share more directly in this responsibility.

D. Bill 57 entitled "Council of Universities Act"

In 1966, the Council had recommended to the Minister the setting-up of a University Planning and Coordinating body, had defined its composition and specified its terms of reference.²

After the presentation of the first reading of bill 57, entitled "Council of Universities Act", the Council, in collaboration with the Commission of Higher Education made a serious study of this proposed legislation and forwarded to the Minister recommendations concerning various amendments to be made to it. These amendments dealt in particular with the question of consultation prior to the nomination of the president and with the powers of the Council to undertake studies and research judged useful or necessary to attain its ends.³

(1) Motion adopted during the Council meeting held in Montreal on November 14th and 15th 1968.

(2) The Teacher faces Social and Educational Change, Report 1965/66, 1966/67 of the Superior Council of Education, page 234.

(3) The text of this recommendation will be found on page 267.

E. Bill 85 (An Act to amend the Education Department Act, the Superior Council of Education Act and the Education Act)

In December 1968, bill 85 was presented to the Chamber and interested particularly the Council in so far as it set up a Linguistic Committee connected to the Superior Council of Education. A special meeting and part of two regular meetings were devoted to the study of this question.

During its meeting in February 1969, the Council decided to recommend to the Minister :

To take whatever measures are necessary to have the Government defer adoption of bill 85 until such time as a language policy has been determined which will take into consideration collective rights as well as individual rights, collective responsibilities as well as individual responsibilities;

that, in the meantime, such temporary measures as are necessary be taken to maintain the tradition with regard to the choice, by the parents, of the language of instruction.

These recommendations were especially brought about by the fact that a Commission had already been set up by the government to :

“make an inquiry into and to submit a report on the situation of French as the language of usage in Quebec and to recommend measures designed to guarantee :

- (a) the linguistic rights of the majority as well as the protection of the rights of the minority;
- (b) the full expansion and diffusion of the French language in Québec in all fields of activity : at the educational, cultural, social and economic levels.”¹

They were brought about also by the fact that the establishment of the school language policy implied the establishment of an overall language policy.²

Following these recommendations the proposed legislation was withdrawn as suggested by the Council.

On this same occasion, a resolution was forwarded to the Minister of Education reminding him of the “request already formulated by the Council to the effect that the latter be consulted every time new acts concerning education or amendments to this act are presented, “*a fortiori*” when these amendments apply to the Superior Council of Education Act itself.”

(1) Debates of the Legislative Assembly of Québec, Third Session, 28th Legislature, Vol. 7, no. 100 (Translation).

(2) The text of these recommendations will be found on pages 269-270.

F. Reorganization of school boards

In August 1967, an opinion of the Council forwarded to the Minister dealt with the recommendations of Volume 4 of the Report of the Royal Commission of Inquiry on Education and in particular on the reform of the administrative structures.

This opinion suggested steps for the application of these school reforms.¹ Two events motivated the Council to further its study of this question, namely the setting up of the School Reorganization Council for the Island of Montreal in September 1967, and the widespread action for regrouping school boards undertaken by the Fédération des Commissions scolaires catholiques du Québec.

A special committee of the Council was set up in May 1968 to study the whole problem of school reorganization. This Committee met firstly with senior officers of the Department who were involved in this question. Secondly, it consulted with officers of the Catholic and Protestant school boards on this important issue. The associations of teachers and director generals of schools were also invited to give their opinion on this subject. After the publication of the report of the School Reorganization Council for the Island of Montreal, the Committee also had an interview with this body.

In the light of all these meetings, the Committee submitted to the Council a document which was approved at the meeting in May 1969.

This document underlines four measures which the Council considers very urgent :

1. to create a suitable legal structure for the direct participation of parents in determining school and educational policies : the School Committee;
2. to give regional school boards financial and pedagogical authority over elementary and secondary education;
3. to establish Councils of School Development in each of the ten administrative regions of the Province;
4. to revise the Education Act and other related laws so that they will conform to the new educational structures and objectives that Québec has adopted.²

G. Appointment of School Board Members

During the meeting in June 1969, a brief of the Joint Committee of parents of Montreal was brought to the attention of the Council con-

(1) The Teacher faces Social and Educational Change, Report 1965/66, 1966/67 of the Superior Council of Education, p. 294.

(2) The text of these recommendations will be found on pages 271-276.

cerning the appointment of members of the Montreal Catholic School Commission.

In its opinion on school reorganization already forwarded to the Minister in May, the Council had underlined the need for the democratization of the school administration.¹ Because of the urgency of this question a telegram was sent to the Minister recommending that the appointment of members of the Montreal and of the Québec school boards be made following consultation with groups representative of these areas and that an amendment be made to the law so that women could be eligible for the position of school board member.²

H. The Research Council and the Provincial Research Centre

During its meeting in December 1965, the Council had adopted recommendations concerning the Research Council and the Provincial Research Centre. These recommendations had been made following a long study undertaken by the Commission of Higher Education.³ During the meeting of March 1966, two proposed laws were submitted : Bill 6 entitled "Scientific Research Council Act", and Bill 7 intitled "Charter of the Industrial Research Centre."

In the light of these two developments, the Commission of Higher Education and the Council, during the present year, continued study of this question and a new document was forwarded to the Minister after final adoption by the Council during its meeting of July 1969.

In a preamble, the Council underlined the urgency and the importance of the establishment of a government research policy and of the setting up of structures suitable for the development of research in the province of Québec and to ensure coordination in this area without interfering with the freedom of researchers, institutions and bodies carrying on research.

Two reasons justified the establishment of these bodies :

- (a) if the social and economic progress of the province is to be maintained, it will have to be based upon a considerably enlarged scale of research activity in all the main scientific, technical, economic and social sectors. The truth of this statement has long since been proven by those countries that have shown the greatest progress in this field;
- (b) the relatively undeveloped state of research in our institutions of higher learning constitutes a situation which threatens to lower

(1) The text of these recommendations will be found on pages 271-276.

(2) The text of these recommendations will be found on page 277.

(3) The Teacher faces Social and Educational Change, Report 1965/66, 1966/67 of the Superior Council of Education, page 212.

the quality of education at this level and render our higher learning almost totally dependent upon research carried out elsewhere.

The Superior Council of Education established the following objectives concerning the creation of the Research Council :

- to establish an overall policy of research;
- to conduct a survey of current research within the Province;
- to apportion and distribute government funds.

It then outlined the organization of the Research Council under the direction of an interdepartmental committee associated with the executive of the Province.

Among the aims of the establishment of a provincial research centre, the Council mentioned :

- research in applied science;
- the gathering and dissemination of information and data;
- the improvement of industrial products and processes.

Finally, the Superior Council of Education outlined the organization of such a centre.¹

I. The Integration of Trade Schools into the Regional School Boards

In May 1968, the Superior Council of Education asked the Commission of Secondary Education to undertake a study of all aspects of the integration of trade schools into regional school boards.

This study was made by an “*ad hoc*” committee which invited bodies directly involved to present briefs. The “*ad hoc*” committee also visited a certain number of schools where integration was in the process of being realized. The study dealt with the following aspects of integration :

- actual integration of trade schools into schools of regional boards;
- officials in charge of vocational education at all levels;
- teaching personnel;
- financing;
- classification and guidance of students;
- planning.

(1) The text of these recommendations will be found on pages 278-284.

The Commission, in the report submitted to the Council, provided information and precise recommendations on each of the aspects of this problem. These recommendations were adopted by the Council during its meeting in July 1969 and forwarded to the Minister.¹

J. Philosophy, a Compulsory Course in General and Vocational Colleges

After having been informed by the Commission of College Education that policy guidelines to General and Vocational Colleges had been changed concerning philosophy as a compulsory subject, the Council sent a letter to the Minister requesting to know the reasons that had prompted the Department to make a distinction, in contrast with the preceeding year, between French-speaking and English-speaking students as to courses considered equivalent to courses in philosophy.

In a letter sent to the Council by the Minister, the letter stated that Section 8 under the heading "Courses of Study" was still in force and reads as follows :

"Eight courses are compulsory, four in language and literature (English or French); four in philosophy or four courses considered equivalent".

He emphasized, however, that the sub-committee whose task it was to find these equivalent aspects had not submitted its report and that it seemed preferable to identify first of all such equivalent aspects, to control their quality and to foresee their implementation before gradually imposing the same policy guidelines to all without distinction.²

K. The sharing of responsibilities in educational matters between the Department of Education and other Departments

This problem was brought to the attention of the Council by the publication, in newspapers, of articles concerning legal action in the region of Chicoutimi, concerning the training in the butcher trade given by the Commission scolaire régionale du Saguenay as well as by the apprenticeship centre of the Department of Labour. On this occasion, the Council was informed of the existence of a written understanding between the Department of Education and the Department of Labour.

As a result, the Council began the study of the whole question of the sharing of responsibilities between the Department of Education and other Departments. Certain information has already been received and the Council expects to finish the study of this question during the course of the next year.

(1) The text of these recommendations will be found on pages 285-296.

(2) The text of the letter of the President of the Superior Council of Education and the answer of the Minister of Education will be found on pages 265-266.

L. Private Education Act

Following the adoption without prior consultation of the Superior Council of Education of the Order-in-Council No. 1966 of the regulations concerning private education, a letter was sent to the Minister of Education reminding him of the duty of the Council to give its opinion to the Minister on all regulations concerning education which lead to a diploma conferred under the authority of the Minister, a duty resulting from paragraph (b) of Section 28 of the Superior Council of Education Act.

On the same occasion, the Council requested from the Minister a legal opinion concerning the interpretation of this section of the Act.

M. Amendments to the Superior Council of Education Act

During the year 1967/68, the Council had recommended to the Minister the adoption of certain amendments to the Superior Council of Education Act. On May 30th 1969, the National Assembly sanctioned Bill 5 modifying the Council Act.

Among the principle amendments made, let us mention the following : the establishment of a new Commission to deal with adult education, the changing of the name of the Commission of Technical and Vocational Education, now called the Commission of College Education, the standardization of the completion of terms of office of the members of the Council, its Committees and its Boards on the 31st of August of the year in which these terms should end and finally the resignation of members who do not attend four consecutive meetings of the Council body to which they belong.¹

6. Public Meetings of the Superior Council of Education

During the current year three public meetings were held by the Council, namely in Québec, in Sherbrooke and in Saint-Jérôme.

QUEBEC

On the 13th and 14th of March 1969, the Council held a public meeting in the Council room in Québec.

A. Elementary and Secondary Education

A half-day was devoted firstly to education at the elementary and secondary levels.

The following bodies submitted briefs to the Council : the school boards of Québec, Sillery and Greater Québec (protestant); the regional school

(1) The Superior Council of Education Act as amended will be found on page 299.

boards of Chauveau (Loretteville), de Tilly (Sainte-Foy), Jean-Talon (Charlesbourg), Louis-Fr  chette (L  vis) and Orl  ans (Beauport, Tardivel, Donnacona); l'Association r  gionale des commissions scolaires, teachers' associations and the F  d  ration des enseignants de Qu  bec.

1. *Questions and remarks*

Before getting into the discussion as such, certain groups were anxious to add to their respective briefs particular questions or remarks of a general nature that could be the object of further discussion. In this respect the following points were raised : the educational workshop, the use of modern information media, information on Regulation No. 1 and the educational workshop, the isolation of school from society, the delay in the building of comprehensive schools, the lack of senior personnel at the administrative level and the reorganization of school boards.

2. *Discussion*

(a) *Loss of pupil identity*

Concerning the question of the loss of pupil identity in schools, some partial solutions have been found : the "house" system, the home room, the use of auxiliary personnel, after school activities, regrouping of pupils by department.

(b) *Overall planning of vocational options*

According to the groups present overall planning of vocational options is desired throughout the entire region of Qu  bec and its suburbs. Certain regional school boards, such as Jean-Talon, do not give any vocational instruction due to lack of space. In fact, certain agreements could be concluded so that pupils of one regional school board could follow vocational courses offered in neighbouring school boards. However, these agreements have not been concluded because of the expenses involved for the school board whose pupils follow courses in another school board.

(c) *Construction of comprehensive schools*

The groups present insisted that the Superior Council of Education ask the Minister of Education to speed up the construction of secondary comprehensive schools which at the moment is progressing too slowly.

(d) *Structures of participation*

There appears to be a lack of communication between the parents and the school board administrators. Although educational workshops exist, communication is not yet the general rule so much so that too often administrators forget to consult the parents. It is not a matter of bad faith but rather of unintentional neglect

as the habit of consulting parents is not yet customary. There is also the problem of communication between individuals, between teachers and administrators. Better information should be supplied to all involved.

(e) Director General and Secretary-treasurer

In answer to the question as to who of these two persons is to be considered the senior officer of the school board, some replied that the real problem does not lie there, but rather that the question should be formulated in terms of the office held. Nonetheless, the fact remains that the responsibilities of the directors general of school boards keep increasing, while their real authority remains ineffective.

3. Conclusion

Three points deserve consideration and form the most pressing problems :

1. the reorganization of school boards;
2. school construction;
3. the up dating of teaching techniques.

B. College Education

The general and vocational colleges of Limoilou and of Sainte-Foy participated in this meeting.

The briefs received by the Council, the opinions expressed by the representatives of administrative councils, of teachers, of parents, and of students, as well as questions asked by members of the Council brought up the following points :

1. *Guidance and information services and the integration of the academic and vocational sectors*

Guidance and information services of the highest quality are required in secondary schools. However, guidance and information services must not be left up to the secondary schools and the Department of Education only. General and vocational colleges should participate in the guidance programme for their students and the universities must work in close collaboration with the general and vocational colleges in this area. Nonetheless, students who enter the general and vocational colleges must be directed towards courses best suited to them and which provide the best training for the earning of their livelihood. In fact, guidance is a subject of prime importance.

At this time, too many pupils register for the academic sector because they and their parents believe that this course automatically leads to the

university and that a university course is the best choice. This could be one reason for the small number of applicants for the vocational sector but we must also realize that, on the one hand, the entire range of vocational courses is not being offered and, on the other hand, some of the vocational courses are too difficult. The advantages of the vocational area should be emphasized in pertinent cases and the sectors which offer the best chances of success should always be pointed out.

Some people wonder if the general and vocational colleges in Québec should offer courses which do not presently lead to job opportunities within the region. Others wonder if integration can be brought about when one sector leads to the university and the other to the labour market.

2. Autonomy of administrative councils

In answer to a question asked concerning the fear expressed about the role of the administrative councils in general and vocational colleges, namely whether it is true that they "have liberty only to the extent of being able to accept reduced budgets and to follow government policy guidelines", one of the colleges stated that the administrative council should have at least some freedom relative to the approved budget as any changes must, at this time, be accepted by the Department and this procedure, in view of the "slowness of the administrative machinery", takes a long time. The wish was also expressed that each administrative council be in a position to impress upon the institution that it governs its own particular character, thus avoiding the creation of a chain of general and vocational colleges all similar to each other.

One person pointed out the importance of overall planning in any one region. How many general and vocational colleges will we need in five years? Should all these institutions offer the same elective courses? Would it not be better, in certain cases, to share equipment and competence? Would the departments not benefit from this in the long run?

3. Confessionnality

A meeting of 400 parents having declared itself, by a large majority (85%), favorable in principle to confessionnality, the parents' association set up a Committee to study this question in depth and make necessary recommendations. This Committee, so stated a member of the delegation, was open to any suggestions. He added that it was too early to indicate any conclusions at which the Committee might arrive. The Committee planned on consulting with the administration and students of the general and vocational college on this topic.

One of the students present noted that the general and vocational colleges had enough troubles already without taking on the problem of confessionnality as well. He stated that, in the colleges, linguistic, political and religious barriers should be done away with.

In answer to a question by a member from the parents' association concerning the recognition of a general and vocational college by the Catholic Committee, the Chairman of this group said that his Committee was in the process of studying procedures to follow in such a case.

The same association wondered if it would not be possible to have allotted to parents' associations the sum of \$4 per student to defray the costs of such associations. The spokesman for this group added that the parents of his organization were really interested in the work of the association. If attendance at the meetings was not up to expectations, it was due to the lack of proper notification reaching the parents.

4. *Courses in literature and philosophy*

On behalf of one of the general and vocational colleges it was recommended "that courses in literature and philosophy be better adapted to suit students of the vocational sector.

Philosophy teachers present admitted that courses in sociology, logic and the history of philosophy may exist but that they could not replace compulsory courses in philosophy. They underlined the fact that there is more than one way of teaching philosophy and that they were already experimenting with courses very different to those that has been given formerly.

A member of the Council pointed out that the Superior Council of Education, in recommending to the Minister of Education that general and vocational college study programmes permit a choice among four courses in philosophy and equivalent courses, intended thereby to offer to French-speaking students the same privilege as afforded English-speaking students.

Teachers asked if it was right to fail a student because of his knowledge of the French language.

5. *Democratization of education*

The question of the aims of the general and vocational colleges was considered. Do we wish to turn out assembly-line products, so to speak, or distinct individuals?

The students, according to their spokesman, felt they were numbers rather than human beings. Furthermore, their future seemed very uncertain. Will they succeed in finding admission to the university or an opening on the labour market?

6. *Length of studies*

A member of the audience stated that we must not burden the general and vocational colleges with the entire problem of human promotion and development. College is not the only way to salvation. We must not keep

students, either, in the general and vocational colleges who take eight sessions to do the work of four. The limit should be put at five sessions, no more.

The students asked about the great margin concerning failures. Why do two thirds of the class fail in certain courses ? Are the entrance requirements severe enough or is it due to courses that are too difficult ?

7. Student participation

The students, while recognizing improvements that had been made during the year, insisted on the following points :

- (a) that students under twenty years of age be permitted membership on administrative councils of general and vocational colleges;
- (b) concerning student services, that the students be permitted participation in an advisory capacity at all levels since these services affect them directly;
- (c) that time be set aside during regular study hours to permit students to attend meetings of all kinds.

C. The Syndicat des professeurs de l'Etat du Québec

A short session was devoted to SPEQ. Following the brief submitted by this Association, the following questions held the attention of the assembly :

- 1. according to this Association the teacher-pupil ratio of 1/17 is absolutely unacceptable and works to the detriment of vocational teaching within the colleges as they are tempted to offer general options which cost less and are less demanding. It also favours private institutions which limit themselves, in many cases, to general options;
- 2. the present plan for vocational teacher improvement should be continued according to SPEQ. This plan is of great advantage for teachers who do not possess, at this time, the required qualifications;
- 3. the establishment of a general and vocational college for the Lévis-Lauzon region seemed extremely urgent to the Association. According to some, the present institutions serve the entire community and should be forced to integrate into the proposed general and vocational college so as not to delay any further the establishment of the latter;
- 4. Speaking about the Ecole des Beaux-Arts in Québec city, the following points were emphasized :
 - worthwhile institutions should not be closed but improved if possible;
 - in order to have a clearer picture of this question, the present status of this institution should be prolonged for one year;

- a thorough study should be made of the report of the Commission of Inquiry on the teaching of the arts in Québec before deciding to accept or reject the proposed recommendations;
- 5. the case is the same for the Conservatory of Music;
- 6. the question of the integration of the Ecole normale Laval into Laval University brought forth the following points :
 - the professors are in favour of the integration of this institution into the Université du Québec;
 - it would be well to consider the particular status anticipated for the campus of Cap-Rouge.

D. Adult Education

A half-day was devoted to adult education.

Varied aspects of adult education were touched on during the meeting of the Superior Council of Education. The main opinions and commentaries which were expressed concerning these different aspects will be found in the following paragraphs :

1. Objectives

The objectives of adult education are vague and little known. At this time there is a tendency to link this sector of education to a social welfare body. In reality, the objectives should be in the area of vocational training.

2. Information

There is a lack of information on three levels :

- at the level of the population which is unfamiliar with the advantages of adult education;
- at the level of regional school boards more information is required concerning needs of local industries;
- at the level of the Departments which are not well informed on the needs of the labour market.

3. Teaching personnel

About one-half of the teachers in adult education come from the regular sector. As for the others, too often they are retired teachers or are people who have left teaching several years ago and who do not often have the required qualifications for teaching adults. These last remarks also unfortunately apply to the teachers of the regular sector. This situation could deteriorate with the elimination of barriers which demand not only available teaching personnel but also qualified teaching personnel.

4. *Financing*

Too often school boards are obliged to finance themselves when they wish to serve the needs of the population properly. For example, school boards in need of a guidance counsellor do not have the necessary resources to engage one under contract and provide him with the preparation and training required for his work.

5. *Courses of study*

Adult education courses prepared by the Departments are too oriented towards studies at the general and vocational college and higher education levels. They are especially of an academic nature and are lacking in realism.

The information services and vocational teacher training leave much to be desired. Courses in vocational teacher training at the adult education level are not prepared by the Department. They differ from those of the regular secondary sector and are constructed a little haphazardly without thought as to candidates or employment opportunities. Often the pupils require apprenticeship or retraining on the job and there is no coordination between courses for adults and industry which would permit parallel programmes for apprenticeship similar to those in education.

Study courses differ from one regional school board to another and no monograph is available indicating the real needs of the various regions. More flexible courses of study are needed which would take into account individual student options. It is inconceivable that the same course of studies serves all adults. Furthermore, too little consideration is given to previous experience and to courses followed in the past.

At this time, an adult student may not register for both an adult education course and a regular secondary-level education course. Nor is he permitted to return to a regular secondary-level course if he has followed adult education courses except in the case of intensive vocational training programmes. Thus barriers have not been eliminated and the two systems are parallel.

Part-time courses should be reappraised.

6. *Population*

Students registered in adult education courses are often socially handicapped individuals who feel frustrated about returning to studies. Thought must be given to changing their attitudes, through re-education, so as to motivate them and discourage their attendance at courses for the sole purpose of obtaining a monetary grant. Furthermore, students sometimes have difficulty defining the goals they are trying to achieve and to properly evaluate the practical and theoretical knowledge they have already acquired. In this area, maybe thought should be given to group interviews rather than individual interviews, to self-evaluation techniques, to information

and guidance which would provide better knowledge of their interest and as a result, constitute a motivating force.

7. Structures

In the area of administrative structures, certain decentralization at the Department level in favour of the regional school board seems advisable. We have administrative set-ups at present but we are lacking the necessary means to render them effective. As an example, the regional school boards do not have the personnel needed to study their resources and help in the preparation of courses of study.

For the same educational level, there exists two permanent directorates working along parallel paths in the area of financing as well as education.

As for services, those offered to students in adult courses should be integrated into the services available to students at the regular secondary level. For example, libraries are organized particularly with the regular course students in mind. The comprehensive school should be used 365 days a year and open to various kinds of people.

The Department of Manpower and the Course of Study Service of the regional school board should contribute jointly to the work in the area of student selection.

In the area of services to students, an "arbitration board" should be established to study cases of misunderstanding. Presently, means are not available which offer a solution to individual problems. For example, a student is not permitted to change options or objectives during his course of studies.

SHERBROOKE

On June 12th and 13th 1969, the Superior Council of Education held a public meeting in the board room of the Commission scolaire régionale de l'Estrie.

A. Elementary and Secondary Education

A half-day was devoted to elementary and secondary education.

The following bodies submitted briefs to the Council :

- the Commission scolaire régionale de l'Estrie (Educational Administration);
- the Commission scolaire régionale de l'Estrie (school board members);
- the Eastern Townships Regional School Board;

- the Association des Commissions scolaires du Diocèse de Sherbrooke;
- the Association des Parents catholiques;
- the Association des Enseignants;
- the Syndicat des professeurs de l'Etat du Québec;
- the Syndicat des professeurs de l'Etat du Québec (Sherbrooke local).

During the meeting the following points appeared especially noteworthy :

1. The main problem for the Commission scolaire régionale de l'Estrée is that comprehensive secondary schools have not yet been built and that secondary-level education is presently being given to 18,000 pupils in about fifty schools while future plans call for seven comprehensive campuses throughout the entire territory of the regional school board.
2. The regrouping of school boards is very slow because of the following reasons :
 - (a) the idea of regionalization has not been fully accepted;
 - (b) several problems frighten the parents :
 - bus transportation distances that are too long;
 - the large school where the child feels a little lost;
 - the lack of cafeterias and the high cost of meals;
 - the poor state of roads.
3. The Protestant regional school board, for its part, is satisfied and desires only a few insignificant modifications in order to improve the school bus transportation. In an area as large as the one of the Catholic regional school board, it wishes to set up only two campuses for the 4,000 pupils of its territory.
4. One of the main problems for the regional school board, is due to the fact that the various directorates of the Department of Education do not work in close cooperation with one another. This lack of co-ordination greatly hinders the work of the regional school boards.
5. It was pointed out that the private institutions should be subject to the same regulations as the school boards relative to the age of admission to school, to nursery school and to first year.
6. The application of Regulation No. 1 has only been partially implemented in the region of Sherbrooke. In view of the large number of small school boards, it is impossible to implement Regulation No. 1 without a regrouping of the school boards and without transporting a large number of pupils who are at the elementary level.

7. The Catholic parents emphasized the following points :
 - basic subjects are often sacrificed to those that appear to them of less importance;
 - the recognition of schools as Catholic, according to the provisions of the Regulation of the Catholic Committee, leaves parents apprehensive;
 - the parents wish to be consulted and participate in decision-making. They do not wish to be merely informed of decisions made by school boards and teachers.
8. The teachers stated that they were in favour to teacher training within the universities and wanted retraining oriented towards research in the school reform-centred milieu to be controlled by the universities.
9. Vocational training teachers were worried about the small sums of money allotted to teacher improvement courses and about the rejection by certain general and vocational colleges of diplomas granted by the Ecole normale d'enseignement technique. They also emphasized the need of industrial experience for teachers in professional education.

B. Adult Education

Half a day was devoted to the problem of adult education.

The following bodies submitted briefs to the Council : The Sherbrooke General and Vocational College and the Syndicat des professeurs du CEGEP.

The following points, in particular, were noted during the meeting :

1. Courses offered to adults should be better oriented towards the needs of a region and ensure opportunity of employment on the labour market.
2. It would be well for the Provincial Government to contribute more financially to adult education.
3. Courses of study offered adults are, in general, flexible enough. However, it does happen that courses offered do not answer the needs of adults and, as a result, do not constitute much motivation for them.
4. Adults have at their disposition the required information concerning the needs of the labour market.
5. There is lack of collaboration between different departments of the government, for example between the Department of Labour and the Department of Education.
6. The General and Vocational College offers to adults the usual elective courses on condition that a sufficient number of adults register for each of the courses.

7. Adults have a tendency to choose more or less equally courses of popular culture : second language, sewing, cooking, as compared to courses that prepare them for a specific employment.

C. College Education

The Council also devoted half a day to college education.

The General and Vocational College in Sherbrooke, as well as the Campus of Granby, had prepared briefs for the Council.

During the meeting the following points aroused the main interest :

1. Many complaints were expressed concerning the Department of Education and in particular the Directorate of College Education :
 - the difficulty in obtaining authorization to introduce new options and the lack of contact with the Directorate concerning this question;
 - general planning of the Department concerning the introduction of new options does not exist or, at least, is not known;
 - the lack of flexibility in profiles and courses of study creates certain problems in the General and Vocational Colleges.
2. The recruiting of teaching personnel at the General and Vocational College in Sherbrooke does not present any difficulty.
3. The establishment of an English-language College in Sherbrooke could be considered in collaboration with the General and Vocational College which now exists. The latter would offer certain services to the new institution. It is not necessary to have duplication in these services. It is difficult however, to envisage a bilingual college.
4. The duties of several general and vocational college administrators are not as clearly defined as they should be. This situation creates a certain number of problems.
5. The entrance requirements to general and vocational colleges will be more severe for the next school term so that better standards may be established.
6. The highest failure rate is in mathematics and the sciences. The French programme is at a suitable level but often the work and examinations are not demanding enough. This situation harms the final results.
7. The course of study contents are not defined clearly enough, according to the students, particularly in philosophy and French. This situation creates many problems and often it happens that courses given in one semester by some professors lack continuity with those given in another semester by other professors.

SAINT-JEROME

The third public meeting of the Council, during the year, was held at Saint-Jérôme on August 14th and 15th 1969.

A. Elementary and Secondary Education

The following bodies submitted briefs to the Council :

- the Commission scolaire régionale Deux-Montagnes;
- the Commission scolaire régionale Dollard-des-Ormeaux;
- the Commission scolaire régionale Henri-Bourassa;
- the Commission scolaire régionale Laurentides;
- the Laurentian Regional School Board;
- the Association des Commissions scolaires Laurentienne, zone 10;
- the Association professionnelle des enseignants Henri-Bourassa;
- the Association des enseignants catholiques de Dollard-des-Ormeaux;
- the Union Parents-Ecole de la Régionale Dollard-des-Ormeaux (section Saint-Jérôme).

The following points were of particular interest to the Council :

1. The slowness in school reform is particularly due to the lack of competent teachers, inadequate courses of study and buildings which do not answer recognized needs. There are great inequalities, especially in education at the elementary level. Little cooperation between various elementary schools was noted.
2. The regrouping of school boards is slow and difficult. This situation is mainly due to the present representative set-up.
3. The educational workshops appear to be a difficult means of collaboration between parents and teachers and their first objective, the implementation of Regulation No. 1, is too restricted. It should encompass the entire sphere of student life, make the parents aware of school reform, inform them and consult them. Animators, at the level of the parental services department, could effectively help to realize these objectives. Parent participation is very limited and sometimes they consider the educational workshops as a propaganda tool of the Department.
4. Department examinations at the end of the secondary level should be prepared by the Regional School Board in collaboration with the Department and should only be considered as one aspect of the school file of a pupil who registers at a general and vocational college.

5. Vocational education at the secondary level does not enjoy all the prestige it should. Often, even school guidance officers are poorly informed in this area and attach little importance to it. The importance of this educational sector, should of course be greatly enhanced.
6. The serious financial state of regional school boards can be especially attributed to their inadequate means of financing and new legislation should be passed in order to solve this problem.
7. The expansion of private institutions should not hinder the normal development of public institutions.

B. Adult Education

A half day was devoted to the subject of adult education.

Following are the main topics raised :

1. Attempts to bring together into committees people, especially employers, involved in adult education, are often without avail.
2. The tourist trade is losing ground in the area of available employment. The number of tourists is increasing but they tend to stay less often at hotels and as a result this sector of the tourist trade is declining.
3. Because the forest industry is becoming more and more mechanized, and because agriculture is found to be profitable for a smaller number of people, available employment is less in these two areas.
4. The scattering of the population into very small localities makes it difficult to organize courses answering the quantitative norms of the Department of Education.
5. The level of schooling (78% of the population has not finished elementary school) does not permit, over a short period of time, the training of workers for specialized tasks.
6. Regional industry employs such a small percentage of the manpower that thought must be given to preparing students for employment outside the region.
7. Employers do not trust certificates granted adult students because of excessive liberty given regional school boards in the preparation and administration of their own examinations.
8. Too much time is devoted to general culture for adults taking courses in vocational education at the secondary level.
9. Preparation to answer employment needs which will be created by the opening of the international airport at St-Scholastique appears to be non-existent.

10. The norms allotted per capita for courses in popular culture are insufficient. In reality, these courses must finance themselves completely.
11. Employers and people in general, are not enough aware of the services that adult education renders, as much by its courses in vocational education as by those in popular culture.
12. One-third of the student body is registered in courses for adults. With the increasing number of registrations, institutions created for the education of young people, on a full-time basis, should be modified in accord with the concept of continuing education.
13. The average age of adult students lies between 25 and 30. These students have serious financial problems and in order to benefit from free schooling must register in four courses during the same session. This proves to be too much, as a rule, for people engaged in other occupations.
14. The collective agreement, as negotiated between teachers, works against the integration of adult education into the regular educational system.
15. Financial self-dependency in many of the courses interferes with recruitment.

C. College Education

At the Collège Lionel-Groulx de Sainte-Thérèse, the Council met with the administration of the institution, the teachers, the parents and the students.

The Council dealt mainly with the following topics :

1. *Priorities foreseen by the administration of the General and Vocational College*

Priorities differ according to the campus, Saint-Jérôme needs a gymnasium, and within two years, will need a library. Sainte-Thérèse, whose construction problems are in the process of being settled, needs to expand vocational options. The considerable rise in registration last year indicates that the students choose these options when they are made available to them. The two campuses are in need of a good appraisal system in education as well as professors to carry it out.

2. *Problems due to the existence of two campuses*

If the existence of two campuses did not cause serious considerations it is obvious that it did bring about certain difficulties of which the main

one is the feeling of isolation on the part of the Saint-Jérôme campus. The administration of the General and Vocational College granted more and more freedom to this campus but the professors and the students of the two campuses hardly know each other or not at all. Those of Saint-Jérôme have the feeling that they are members rather of a college in Saint-Jérôme than of the Collège Lionel-Groulx. Furthermore, the mentalities of the two populations involved with the Lionel-Groulx College differ appreciably, as Sainte-Thérèse tends to be more oriented towards Montreal. The establishment of a single college to serve the two regions, which meant a choice between two areas both demanding the creation of a college, has certainly contributed to the difficulties that are felt.

The distance between the two colleges requires a duplication in certain services such as educational services, medical services, pastoral services, and students services. For the same reason common meetings for teachers, which are essential for team work, are made difficult.

3. *Registration of students at the college of their choice*

At present this right exists. Obviously the farther away he is from the large urban centres where the student can make his choice, the more difficult it is for him to take advantage of this privilege which must nevertheless be maintained.

4. *Acceptance of the teacher-pupil ratio 1/15*

If the norm 1/15 is accepted, it is because it was not possible to change government policy. In the brief submitted to the Council the Collège Lionel-Groulx sets forth, on page 156, the following recommendations :

- that the task of the Department head not be included in the implementation of the ratio 1/15;
- that, for the expansion of vocational education, persons responsible for the implementation of special courses be authorized and not included in the 1/15 norm.

Fear was expressed that this norm could hinder the development of vocational education.

It was claimed that the implementation of this norm, which does not permit teachers to have direct contact with students, makes the hiring of additional psychologists and guidance officers necessary.

It was suggested that a study be made of the relationship between the ratio imposed and the number of students who drop out of courses. (The imposition of a fixed norm applicable in a haphazard way to all subjects, is an educational process not to be recommended.)

It must also be noted, that the need to conform to a norm such as this, makes the hiring of professors difficult. How does one know in advance how many students will follow a given course ?

5. *Student participation in decision-making*

Students are represented at various levels of decision-making but a feeling of frustration was noticeable on their part. This doubtless results from the fact that in their opinion student representatives are not numerous enough to ensure, nor even to influence, the approval of measures.

The success of any effort in participation depends on the spirit of the participants who must understand and accept that the welfare of the majority is more important than individual interests.

6. *Student unrest*

The administration of the Collège Lionel-Groulx believed that the student unrest was attributable, on the one hand, to local problems (student-teacher relations, student-administration relations) and, on the other, to world-wide causes. It was pointed out that many problems have been settled and that others could be settled if the student Association of the Sainte-Thérèse campus, which had been dissolved after the student occupation of last year, were reconvened.

The students appeared less optimistic than the administration. Apart from the frustration that they mentioned concerning their lack of influence in decision-making, they expressed their dissatisfaction concerning the attitude of the new college which, in their view, does not differ from that of the old. For example, student freedom is restricted, especially in the residences and out-dated methods of teaching are still in use. For its part, the administration claimed that the protesters had not proposed solutions to the conditions of which they complained.

The parents, in their brief, while recommending a free entrance policy and improvements in the various student services, expressed their fear concerning too much freedom for the students. "The parents recommend the implementation of stricter rules of discipline and asked that the college be sure that students are kept constantly busy. It is noted that students loiter throughout the day, that time-tables are cut up with long periods of inactivity, that entire areas are constantly occupied by resident students and that there is a *laissez-faire* attitude in school dress."

7. *Use of audio-visual methods*

To date the use of audio-visual methods has been limited but they are expected to be more widely and more efficiently used next year.

8. *Courses in administration*

An option called "courses in administration" is available and prepares those who choose it for several sectors of the business world. The students follow general courses for the first two years and then specialize in the third year. The courses given will be accepted by the various vocational associations who will retain, of course, the right to request additional courses.

9. The Directorate of College Education should appoint a coordinator to ensure the establishment of suitable courses of study in all the general and vocational colleges. It is worth noting that certain colleges are granted the required permission to have a gymnasium built while others are not and that there exists a distinct division between physical education and sports in the general and vocational colleges.

10. *Grants*

Students are often compelled to borrow money while waiting to receive grants owing to them.

11. *Courses in philosophy*

The professors, while requesting that courses in philosophy be compulsory, underlined the changes brought about in the former courses. A spokesman for the Council informed the audience that the position taken by the Council concerning courses in philosophy is to the effect that French-speaking students benefit from the same advantages as English-speaking students.

**ACTIVITIES OF THE
SPECIAL COMMITTEES
OF THE COUNCIL**

In order to be able to study in depth a given topic and to prepare a working document thereon, the Council often sets up "ad hoc" committees, the members of which are drawn from the Council, the Confessional Committees and the Commissions. Following is a résumé of the work of these committees for the year 1968/69.

**Committee on Groups not Represented
by the Confessional Committees**

This Committee turned its attention to two subjects during the year : working agreements between Catholic and Protestant school boards and courses in morals and ethics for students who are neither Catholic nor Protestant. As to the first question, the Council recommended that the Department solve the problems resulting from these agreements and establish the means to oversee the implementation of these agreements. As for the second question, emphasis was given to defining courses in morals and ethics and determining who should be responsible for them.

**Committee on the Reorganization
of School Boards**

The Committee on the reorganization of school boards, set up in June 1968, held many meetings in the course of the year 1968/69. It met at first with those mainly responsible for school reorganization in the Department of Education, those responsible for the regrouping of school boards within the *Fédérations des Commissions scolaires catholiques du Québec*, officers of teachers' and school associations and finally the Council for School Reorganization on the Island of Montreal.

In the light of its discussions and of all the information supplied by the different groups consulted, the Committee forwarded to the Council

a working document on school reorganization, a document which was approved by the Council at its meeting in May 1969.

Committee on Technological Education

The Committee on Technological Education, whose terms of reference cover the study of curricula dealing with industrial, business and paramedical technical studies, the adequacy of these courses to meet present needs and the appraisal of manpower needs in various fields of activity, decided to form three sub-committees so as to fulfill its task better : The Sub-committee on Industrial Technology, the Sub-committee on Administrative Practices and the Sub-committee on Science and Health. Specialists from outside Council bodies were invited to join these sub-committees so that the terms of reference of the Committee could be carried out more efficiently.

In all probability, this Committee will be able to submit a report to the Council before the end of next year, at least on certain aspects of this vast problem.

Committee on Annual Reports

The Committee on Annual Reports held, during the year, four regular meetings and seven sub-committee meetings to study working documents on the thematic section of the 1967/68 and 1968/69 report.

The Committee suggested subjects for study in the thematic section of the next two annual reports, established their work schedule and participated in the research and preparation of the 1967/68 and 1968/69 report.

Committee on Adult Education

When this Committee had discussed the terms of reference entrusted to it by the Council, it realized the wide field of problems to be studied. As a result, it recommended to the Council the creation of a Commission of Adult Education, it defined the terms of reference that could be attributed to this Commission and drew up a list of bodies that should be consulted, beforehand, in the appointment of members.

The recommendations were approved by the Council which suggested to the Minister that the Council Act be amended in such a way as to permit the creation of this Commission. Amendments made to the Council Act on May 30th 1969 dealt with, among other things, the founding of the Commission of Adult Education.

ACTIVITIES OF THE COMMISSIONS OF THE COUNCIL

A. Commission of Elementary Education

1. Meetings

During the year 1968/69, the Commission of Elementary Education held 8 meetings for a total of 11 days of sessions.

2. Changes in the composition of the Commission

The Commission was presided over, at first, by Mr. Réal Charbonneau, who was replaced, in January, by Mr. Lucien Perras. Miss Louise Marcil was the second Council member on that Commission. During the year, three members submitted their resignations: Messrs. Lorenzo Larouche and Walter Murphy as well as Miss Irène Sénécal. The first two were replaced by Messrs. André Paré and Terence L.B. Tagney. Four members had their terms of office renewed for three years: Miss Shirley McNicol, Mrs. Sarah Paltiel, Mr. Raymond Paré and Sister Marguerite Séguin.

3. Work of the Commission

Studies undertaken by the Commission, during the year, were centred around two main themes: The new elementary school and the educational workshop. Two working committees were set up in order to undertake a serious study of each of these topics.

Concerning the new elementary school, the Committee concentrated on defining the theoretical profile of the new elementary school, its objectives and means of attaining them, as well as the various administrative and advisory structures.

The study of the educational workshop considered especially the question of organized participation; that is to say the active collaboration of parents and teachers in the dynamic educational school process. The Committee

tried to place this study within its historical context. It then defined the main underlying thoughts of this study, namely, consultation and participation.

The final documents of the Commission on these two questions were not approved by the Council during the year and will probably be the basis for recommendations to the Minister during the course of next year.

The Commission dealt also with other studies which have not yet been completed : Bilingualism and unilingualism in elementary schools, the nursery school, the "REPERES" project, coordination between different educational levels and finally, the role and aims of the Commission.

B. Commission of Secondary Education

1. Meetings

The Commission of Secondary Education, during the past year, held 7 meetings for a total of 11 days of study sessions. Besides these regular meetings, "*ad hoc*" committees of the Commission met 25 times making a total of 35 days of study sessions.

2. Changes in the composition of the Commission

Certain changes in membership of the Commission occurred during the year. For example, Mr. Omer Ducharme replaced Mr. Paul Gallagher as Chairman of the Commission. The following members had their terms of office renewed : Miss Magdelhayne Buteau, Miss France Vézina and Mr. Norman Wood. Two vacancies occurred within the Commission due to the resignations of Mr. André-Guy Gonthier and Mr. Henri-Paul Proulx. They were replaced by Mrs. Lucile Mercier, a parent, and Mr. Mathieu Soucy, Director of Vocational Education in the Commission scolaire régionale Le Royer.

3. Work of the Commission

The work of the Commission dealt, for the most part, with two themes : on the one hand "comprehensive schools" and on the other, "the integration of trade schools into regional school boards".

(a) Comprehensive schools

To pursue its study started in the spring of 1968, the Commission drew up a questionnaire on the organization and state of the new trends in secondary education in our schools, a questionnaire which was distributed to all French and English-language school boards involved in secondary education. Furthermore, private hearings were held with representatives

of various bodies directly involved in school reform at the secondary level. This study will continue on through next year.

(b) Integration of trade schools into regional school boards

At the request of the Council, the Commission undertook a study of the problems resulting from the integration of trade schools into regional school boards. A committee, set up to this end, was given the task of analysing briefs submitted by various bodies directly involved in this integration.

Furthermore, the same Committee met with some of these bodies in private hearings.

The report of this study, as well as recommendations derived from it, were submitted to the Council which in turn adopted the Commission's recommendations and forwarded them to the Minister following its meeting in July 1969.¹

C. Commission of College Education

1. Meetings

During the year 1968/69, the Commission of College Education held 8 meetings.

2. Changes in the composition of the Commission

Father Gilles Boulet was Chairman of the Commission and Father Guy Bélanger was second member of the Council on the Commission. Sister Dolores Lavoie and Mr. John T. McIlhone, whose terms of office expired, were replaced by Sister Sylvia McDonald and Mr. Jacques Ouellet, the latter being replaced a little later on by Mr. François Cleyn. Messrs. Germain Halley and Jean-Paul Morissette had their terms of office renewed for a three year period.

3. Work of the Commission

Following a change in policy guidelines concerning philosophy as a compulsory subject in general and vocational colleges, the Commission recommended to the Council that it request from the Minister an explanation concerning the reasons that had prompted the Department to make a distinction between French-speaking and English-speaking students relative to courses deemed equivalent to those in philosophy. The Council gave effect to this recommendation.²

(1) These recommendations will be found on pages 285-296.

(2) The letter from the Council and the Minister's reply will be found on pages 265-266.

The first intention of the Commission had been to concentrate its studies for the year on the theme : The Student and Academic Life. To this end, questionnaires for students, professors and administrators had been prepared and visits to colleges had been anticipated. However, the difficult climate in several general and vocational colleges during the year prevented the Commission from carrying out this project.

Under the circumstances, the Commission chose other themes. The question of examinations and diplomas in general and vocational colleges was studied by the Commission. A recommendation on this question was approved by the Council and forwarded to the Minister. Among other topics studied were philosophy and objectives at the college level, appraisal and accreditation of general and vocational colleges and teacher training for these colleges. This important work will continue during the coming year.

D. Commission of Higher Education

1. Meetings

The Commission of Higher Education held 6 meetings during 1968/69.

2. Changes in the composition of the Commission

During the year, two members left the Commission : Mrs. Livia Thür, appointed member of the Superior Council of Education and Mr. C.-P. Leblond, whose term of office expired. These members were replaced respectively by Mr. Jean-Paul Lussier and Mr. Peter C. Briant. The terms of office of Messrs. James Gray, Guy Desbarats, Samuel Madras and Father Roméo Miville were renewed for a three year period as well as those of Mr. Perry Meyer as Chairman and of Father Pierre Angers, S.J., as second member of the Council on the Commission.

3. Work of the Commission

The Commission examined the University Investments Act (Bill 58) as sanctioned on July 4th 1968. It also studied Bill 57 : The Council of Universities Act and submitted to the Superior Council of Education certain recommendations concerning this proposed legislation. In turn, the Council approved these recommendations and forwarded them to the Minister following its regular meeting in October 1968.¹

The Commission also undertook a study of the following topics : The second French-language university in Montreal,, the Université du Québec,

(1) These recommendations will be found on page 267.

teacher training at the university level, the Québec Provincial Research Council and the Provincial Research Centre. It submitted to the Council a series of recommendations concerning the last subject. These recommendations were approved by the Council at its meeting in July 1969.¹

The members of this Commission, along with those of other Council bodies, played an active role during the plenary session at Mont-Gabriel on October 17th and 18th 1968.

(1) These recommendations will be found on pages 278-284.

Chapter IV ACTIVITIES OF THE CONFESSIOAL COMMITTEES OF THE COUNCIL

Catholic Committee

Meetings

During the fifth year of its existence, the Catholic Committee held eleven meetings, of which ten were regular meetings and one a special meeting, for a total of twenty-one days of study sessions. These meetings, nine of which were held in Montreal and two in Québec, took place respectively on the following dates : in 1968, on September 19th and 20th, October 24th and 25th, November 21st and 22nd, December 19th and 20th; in 1969, on January 16th and 17th, February 20th and 21st, March 20th and 21st, April 17th and 18th, May 15th and 16th, June 26th and 27th.

The members of the Catholic Committee also participated in two plenary sessions of the Superior Council of Education held respectively on October 17th and 18th, 1969 and May 22nd and 23rd, 1969.

Renewal of terms of office

Five members whose terms of office expired on December 9th, 1969 accepted the renewal of their terms. The people concerned were : Father Armand Maranda and Father Leonard Crowley, representatives of the Church; Father Vincent Harvey and Mr. Robert Burns, teacher representatives and Mr. Jean-Louis Castonguay representing the parents. The terms of office of these members will expire on August 31st, 1971.

The Catholic Committee appreciates fully the privilege of still being able to draw benefit from the experience and wise counsel of these five members whose contribution had always been and will continue to be very valuable.

New Member

Mrs. Huguette Landry, a parent, succeeded Mrs. Louise l'Espérance-Coulombe, who had resigned. Mrs. Landry will be one of the five parents'

representatives on the Catholic Committee. Her term of office will expire on August 31st, 1969.

Departures

The Catholic Committee was sorry to see three of its members leave, their terms of office having expired on August 31st, 1969. They were Mrs. Agnès Millet-Reeves, Mr. Napoléon LeBlanc and Mr. Lucien Martielli, P.S.S.

Sincere thanks were expressed to these three members, who, for five years, had contributed greatly to the work of the Catholic Committee. The deep interest shown by these people in the work of the Committee, their competence and their thorough knowledge of school matters greatly contributed to enlighten the Catholic Committee in its debates and in its decisions.

Very special thanks went to Mr. Napoléon LeBlanc who, for two years, had chaired the Catholic Committee wisely, competently, with dexterity and great understanding.

Chairman

At the annual election, held exceptionally in June rather than in July, Father Armand Maranda was re-elected Chairman of the Catholic Committee for the period extending from September 1st, 1969 to August 31st, 1970.

Work of the Committee

Texts published

During the year 1968/69, the Catholic Committee published two texts closely related to its regulations governing educational institutions in Québec officially recognized as Catholic. These texts constituted two supplements to the official commentaries on Regulations 1, 2 and 3 published by the Committee in 1969. One of the texts¹ emphasizes the spirit embodied in the Regulations of the Catholic Committee; the other text² contains a synthesis of a study concerning pastoral services in Québec schools which the Catholic Committee deemed useful enough to transmit to advisers of pastoral services in various schools and to their immediate associates active in the school milieu.

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- (1) Additional commentaries on the Regulations of the Catholic Committee of the Superior Council of Education (November 1968), pages 328-331 of this report.
(2) Prospects for Pastoral Services in Schools (May 1969), pages 332-356 of this report.

Semi-private Consultations

The Catholic Committee set up a project of proceedings for "the recognition of the Catholic confessional character of public and private educational institutions in Québec". In so doing, the Committee fully complied with its specific terms of reference in conformity with the Superior Council of Education Act (cf. Sect. 22, par. b).

The project referred to proceedings and conditions which, eventually, could serve to gather all necessary facts relative to the evaluation of the confessional character of educational institutions wishing to be recognized as Catholic.

Nevertheless, before adopting such procedures or making them public, the Catholic Committee deemed it advisable, in order to settle details of such a procedure, to consult with various organizations and groups in Québec which are most representative of educational circles. The results of these consultations will be known in the autumn of 1969.

Opinions forwarded to the Minister of Education

In a joint statement submitted to the Minister of Education, the Protestant and the Catholic Committees stated the basic principles which, as regards confessional questions, must be observed by school boards or teaching institutions in any agreement mutually concluded for reasons of practical school organization, when grouping together pupils of different beliefs within a same school or on a same campus. The said principles are as follows :

- (a) that, in each educational institution, the administrative and teaching personnel, as well as the personnel in charge of educational activities, respect the confessional character of both groups involved, as well in the teaching activities as in the everyday life activities within the institution;
- (b) that, within each educational institution, both groups of pupils have equal representation, according to their religious beliefs, at the administrative as well as the teaching level;
- (c) that the Protestant and Catholic pupils attending the same educational institution receive respectively, and within regular school time, religious and moral instruction in accordance with curricula and teaching materials approved by the Confessional Committees of the Superior Council of Education, as provided for in the Superior Council of Education Act;
- (d) that pastoral services be dispensed without hindrance in every educational institution;

- (e) that, within each educational institution, the recognized rights of the religious minority not be prejudicial, either through the expression of their faith or through activities in the area of teaching, to the rights of the religious majority.

During the year 1968/69, the Catholic Committee had to deal with several proposed agreements of this nature which the Minister of Education submitted, for their final approval, to the joint consideration of the Protestant and the Catholic Committees.

Recommendations

Concerned with the situation in which Catholic pupils would find themselves while attending public educational institutions officially recognized as non-confessional, the Catholic Committee deemed it advisable to make available the following recommendation for legislators so that should a law be promulgated instituting in Québec so-called non-confessional public educational institutions, it would contain precise stipulations assuring parents that their children would receive religious instruction according to their faith and would benefit from adequate pastoral services. Also, considering the present need that competent authorities explain clearly the contents of some provisions of the Education Act and respect the concordance of the said laws, the Catholic Committee requested that the Minister of Education make known, in the shortest possible time, to the Government of Québec, the contents of its recommendation, involving several specific considerations. The said recommendation reads as follows :

WHEREAS, according to the preambles of the Department of Education Act and the Superior Council of Education Act of Québec (Revised Statutes of Québec, 1964, c. 233, 234) : “every child is entitled to the advantage of a system of education conducive to the full development of his personality” and “parents have the right to choose the institutions which, according to their convictions, ensure the greatest respect for the rights of their children”;

WHEREAS Section 22 of said Superior Council of Education Act, through its provisions in paragraphs “b” and “f”, anticipates, in the organization of the Québec school system, the existence of confessional and non-confessional educational institutions;

WHEREAS, through regulations specifically enacted for that purpose, according to the provisions of paragraphs “a”, “c” and “d” of Section 22 of the said Superior Council of Education Act, the Catholic and the Protestant Committees of the Superior Council of Education have clearly defined, each according to its competence, the requirements and the nature, respectively, of a Catholic and of a Protestant educational institution;

WHEREAS, in order to establish non-confessional educational institutions according to the said Superior Council of Education Act, it is required

that the legislator indicate the requirements and the nature of those educational institutions which, within the organization of the Québec school system, will not be officially recognized as either Catholic or Protestant;

WHEREAS the Catholic Committee of the Superior Council of Education is ready to put into effect the procedure of recognition concerning Catholic educational institutions according to the conditions in paragraph "b", section 22, of the said Superior Council of Education Act;

WHEREAS, before choosing the kind of educational institution best able to offer to their children the education most suited to their preferences, it is essential that parents know the specific nature of each of the three categories of educational institutions anticipated in the said Superior Council of Education Act;

WHEREAS, consequently, it is urgent that a clear definition of the non-confessional educational institution, according to the said Superior Council of Education Act, be given as soon as possible by a competent authority as is the case with the Catholic and the Protestant Committees of the Superior Council of Education with respect to confessional educational institutions;

WHEREAS it is also required that there be concordance between the provisions of all the statutes on education in Québec;

The Catholic Committee of the Superior Council of Education requests that the Minister of Education make known, on the one hand, to the Government, the contents of the above-mentioned points and, on the other hand, take the necessary steps with a view to ensuring a perfect concordance between the educational statutes of Québec and the establishment in Québec of non-confessional educational institutions as anticipated in paragraph "f" of Section 22 of the said Superior Council of Education Act; the Catholic Committee recommends to the legislator that the law establishing non-confessional educational institutions contain clear provisions granting parents the necessary guarantee that their children will receive religious instruction according to their beliefs and will benefit from adequate pastoral services. (cf. Minutes of the 49th meeting of the Catholic Committee).

Also, relative to the same problem, the Catholic Committee decided to submit to the Minister of Education two further recommendations.

On the one hand, the Catholic Committee recommends that, through adequate legislative provisions, the Government recognize that the parents of Québec have the right to opt, in respect to the education of their children and, without being subjected to additional financial obligations, for an educational institution of their choice other than the one located in their residential district, if the latter establishment does not conform confessionally to their religious affiliation. (cf. Minutes of the 55th meeting of the Catholic Committee).

On the other hand, the Catholic Committee, in view of the possibility of the eventual establishment in Quebec of non-confessional educational institutions within the structure of the existing school system, recommends that by means of adequate legislative provisions, the Government make mandatory that public educational institutions which will not be considered officially as confessional in nature, offer appropriate catechetical courses, courses in religious dogma and pastoral services at the specific request of the pupils concerned or of their parents. (cf. Minutes of the 55th meeting of the Catholic Committee).

Approval of text-books and courses of study

During the year 1968/69, the Minister of Education, in accordance with the provisions of the Superior Council of Education Act (Revised Statutes of Québec, 1964, c. 234, Sect. 22, par. 3) submitted to the Catholic Committee, for approval from the point of view of religion and morals, several curricula and teaching texts to be used by pupils and teachers alike within the various courses offered in Catholic public educational institutions in Québec.

After study of the submitted projects, the Catholic Committee approved or sanctioned the use of fifty-five (55) teaching courses, five hundred and ten (510) text-books and one hundred and fifty-one (151) various works on teaching materials.¹

Miscellaneous

Convention

Through a delegation of some of its members, the Catholic Committee attended the Annual Convention of the Association des coordonnateurs de l'enseignement moral et religieux catholique du Québec. (The Association of Catholic Moral and Religious Teaching Coordinators of Québec).

Meetings

At some of its regular meetings, the Catholic Committee met with senior officials of various Educational Directorates from the Department of Education in Québec. The Committee also met with the Executive of the Québec Association of Catholic Parents.

(1) See table on pages 306-309 of this report.

Joint Committee

The Joint Committee, consisting of representatives of the Catholic Committee and representatives of the Assembly of Bishops of the secular Province of Québec, held three meetings in order to exchange views on the sharing of direct responsibilities between State and Church in matters of religious education of Catholic students attending public educational institutions in Québec.

Protestant Committee

Meetings

During its fifth year of activities, the Protestant Committee held nine regular meetings for a total of fourteen day of study. Four of these meetings were held in Montreal, and one in each of the following areas : Lachine, Cowansville, Québec, Shawinigan, Val d'Or and Noranda. The dates of these meetings were as follows : September 18th, October 16th, November 27th and 28th, January 15th and 16th, March 19th and 20th, April 16th and 17th, May 13th and 14th, June 18th and August 20th.

Work of the Committee

A. Approval of text-books and courses of study

During the year 1968/69, the Minister of Education submitted 635 text-books and teaching aids as well as 34 courses of study for the approval of the Protestant Committee from the point of view of religion and morals, in conformity with the provisions of the Superior Council of Education Act (Revised Statutes of Québec, 1964, c. 234, sect. 22, par. c). All text-books, teaching aids and courses of study submitted were approved. A detailed analysis of the subject-matter submitted will be found in Tables 1 and 2.

B. Recommendations

1. General principles to be respected in contracting sharing agreements

On November 13th, 1968 sub-committees of both Confessional Committees met jointly to draft guide lines for school corporations proposing to integrate both Protestant and Roman Catholic students in the same teaching establishment. These general principles were later endorsed by the Protestant Committee as a whole and forwarded to the Minister of Education for his information and guidance. A copy of these recommendations will be found appended.

2. Sharing Agreements submitted for Committee approval

On April 17th, 1969 sub-committees of both Confessional Committees again held a joint meeting to discuss sharing agreements contracted between the Coleraine and Thetford School Board and "La Commission scolaire régionale de l'Amiante", the Regional School Board of Gaspesia and "La Commission scolaire régionale de la Péninsule", and between the Regional School Board of Gaspesia and "La Commission scolaire régionale de la Baie des Chaleurs". The Protestant Committee endorsed unanimously a recommendation of the joint sub-committees that the above sharing agreements be approved subject to certain minor modifications, which would better reflect the general principles previously referred to.

On June 11th, 1969 a third joint meeting was held of the sub-committees of the Protestant and Catholic Committees to discuss the confessional implications of sharing agreements drawn up between the Alma Dissident School Board and "La Commission scolaire d'Alma" and between the Laurentian Regional School Board and "La Commission scolaire régionale Dollard-des-Ormeaux". Once more the Protestant Committee endorsed the findings of the sub-committees and in a joint declaration with the Catholic Committee recommended that both agreements be approved subject again to some modifications.

C. Regulation and Commentary of the Protestant Committee

In October 1968 the Committee approved a commentary on its regulations which was drawn up in order to assist in their interpretation and to aid in their application. Both the regulations and the accompanying commentary subsequently appeared in the form of a brochure in both English and French. These have been distributed in quantity to teachers, administrators, board officials and Home and School Associations across the Province.

D. Recognition of Protestant educational institutions

At its June meeting the Committee resolved to formally recognize as Protestant educational institutions, within the meaning of the Superior Council of Education Act, for the school year 1969/70, the public schools under the control of school commissioners or trustees of school municipalities which, under paragraph 4 of Section 203 of the Education Act of Québec, offer courses of study which conform with the programmes of studies and with the regulations enacted or approved for Protestant schools.

E. Courses of study in Moral and Religious Education

The considered opinion of a large number of teachers consulted across the Province over a period of years has confirmed the Committee's belief that the courses of study in Moral and Religious Education for elementary schools appearing in the Handbook for Teachers no longer meet the needs

of today's pluralistic school population. With the cooperation of the Protestant School Board of Greater Montreal and the Department of Education, three elementary programs in Moral and Religious Education were drawn up, included in a single course outline and approved for use in Protestant schools. The first programme emphasizes Biblical content from both the Old and New Testaments, the second, entitled "Living Together", is an experimental course on attitudes, human relations, ethics, citizenship and comparative religions, and the third emphasises Jewish studies. A wide variety of subject matter is provided in order to allow particular schools to select material which they think will be most appropriate in their own situation.

For some time the Committee has expressed concern with the lack of material in Moral and Religious Education available in the French language for French-speaking Protestants. On more than one occasion requests have been received regarding the availability of material approved by the Committee and suitable for use with French-speaking pupils. The Committee has urged the Department of Education for some time to translate and make available the course of study in Moral and Religious Education for secondary schools. A French adaptation of this course together with appropriate references was submitted for the Committee's approval in the month of June 1969.

F. Opinions

1. *Project for the organization of a Service of Moral and Religious Affairs in the Department of Education*

In January 1969 the Committee considered a request submitted by the Associate Deputy Minister (Protestant) that it give its opinion on the advisability of organizing a Service of Moral and Religious Affairs within the Department of Education. The Committee accepted the proposals in principle, provided that details pertaining to its composition during its development be referred to the Committee for its information and comment. The Committee also requested the Department to consider the appointment of an officer who would be responsible for religious instruction other than Roman Catholic and Protestant.

2. *Courses of study in Religion at Dawson College*

In conformity with a request submitted by the Director General, the Committee considered a report dealing with courses in religion which it has been suggested be offered at Dawson College. Unanimity of opinion was reached by the Committee on the following points and the Director General was so informed :

- (a) the Committee endorsed the view that Religion be included in the course offerings at Dawson College;

- (b) courses in Religion should not be denominational in character, and the acquisition of information about and respect for all religions should be recognized as one of the essential objectives of such a programme;
- (c) any Committee which is set up to activate these proposals should include qualified representatives of the Protestant faith;
- (d) courses in Religion should be properly structured and taught by competent people;
- (e) If and when the appointment of chaplains at Dawson College is considered desirable, all major religious denominations should be invited to make appointments;
- (f) the role of chaplains at Dawson College should be no different from that presently performed by chaplains at other English-language Québec Universities;
- (g) although it is not opposed to compulsory courses in Religion for those who will eventually be engaged to teach in confessional schools, the Committee foresees great practical difficulty in attempting to implement such a recommendation.

G. Meetings with special-interest groups

The continuing efforts of the Protestant Committee to keep closely in touch with special-interest groups throughout the Province deserves special mention. Because of the many changes in education which are taking place in the Province of Québec, the Committee has felt constrained on more than one occasion to examine its mandate, its composition, its public image and how effectively it is filling its role as envisioned by the legislators. Towards this end, the Committee has solicited briefs and met publicly with Home and School Associations, locals of the P.A.P.T., School Boards and Ministerial Associations in Lachute, Cowansville, Shawinigan, Val d'Or and Noranda to discuss a variety of questions falling within its competence.

1. *Lachine*

The submission presented by the Home and School Association of Lachine High was prepared in cooperation with the Home and School Associations of Courtland Park, Dorval Gardens, Meadowbrook, Summerlea and Surry Gardens and was based on the findings of a questionnaire distributed to 2,400 Protestant families of the area, from whom 1,165 replies were received. An analysis of the findings disclosed the following:

- (a) A significant majority were unwilling to see Moral and Religious Instruction, and religious observations discontinued in the elementary school;

- (b) At the High School level, a majority favours the retention of Moral and Religious Education;
- (c) Parents almost universally reject the idea of religious instruction which is of a denominational nature.
- (d) 63% of the respondents believe that participation in any program of religious instruction should be optional.

Of special note were the last two paragraphs of the brief :

"It is interesting to note a readiness to acknowledge that children of many faiths attend schools bearing the label of Protestant and that this fact should be taken into account in designing a program of religious instruction or observance. There is little support, however, for the view that this heterogeneous mixture of faiths should justify the discontinuance of religious instruction."

"There is evidence of a desire to see a program which will produce young people who are not only trained to earn a living in a complex world but who can also become useful, well adjusted and tolerant members of society."

2. *Cowansville*

A brief submitted by the District of Bedford Teachers' Association reaffirmed their support of a course of study in Moral and Religious Education drawn up in 1966 by a group of educators, parents and clergy for use in the District of Bedford Protestant Regional High School. Such a course, it was stated, should carry full academic credit and be given by teachers holding special qualifications in religious studies.

A public meeting with members of the Home and School Associations of Granby, Cowansville, Mansonville, Bedford, Sutton, Farnham, and Knowlton provided members of the Committee an opportunity to explain something of the thinking which was behind the formulation of the general principles relating to confessionality which boards are expected to respect in contracting sharing agreements. The Committee was particularly pleased on this occasion to welcome a number of English Roman Catholic parents from the Granby area. In the course of discussion members of the Committee made it abundantly clear that they expect Protestant regional boards which accept English Roman Catholic pupils to provide them with religious education and pastoral services within the regular teaching day in conformity with Regulations of the Catholic Committee of the Superior Council of Education.

In their submission, the Ministerial Association of the Knowlton-Cowansville area favoured the use of broad, flexible course outlines suggesting areas of activity in Moral and Religious Education comparable to those already prepared by the Department of Education and the Protestant

Regional School Board of Chateauguay Valley. They stressed the importance of avoiding denominational bias in classroom instruction and of the necessity of relating Moral and Religious Education to other subjects being taught. To be effective, it was noted, courses in Moral and Religious Education should assist and complement the traditional functions of the home and Church in such areas as personal, inter-personal and social development. It was also pointed out that the appointment of a school chaplain in the new regional high school at Cowansville was a distinct possibility. The presence of such a person acting as a counselor, teaching assistant and relating to the social workers and the Churches in the area should prove invaluable.

3. *St. Maurice Valley*

In the course of its meetings in Shawinigan the Committee considered five briefs. The St. Maurice Valley Teachers' Association affirmed that the moral and ethical training of a child is not the responsibility of one single person or establishment, but must be the common concern of all agencies in our society. They rejected the notion that specialists in moral and ethical instruction are necessary. Teachers should possess, however, adequate knowledge of their subject matter which could be obtained through in-service training, and attendance at seminars and summer schools.

At a public meeting under the auspices of the Shawinigan High Home and School Association a strong demand was noted for informal and wide-ranging discussion courses in ethics and morals, on contemporary behaviour and comparative religion.

The Evangelical Ministers of the St. Maurice Valley proposed that the reading list which presently accompanies the course outline in Moral and Religious Education at both the elementary and secondary level include books based on conservative theological premises. A fairly large number of French Protestant children were presently attending, it was noted, French Roman Catholic schools in Cap-de-la-Madeleine, for whom there existed no courses of study in Moral and Religious Education in the French Language approved by the Protestant Committee.

In May 1969, the Committee succeeded in establishing contact with a number of special-interest groups of Val d'Or and Noranda. A brief submitted by members of the Val d'Or Protestant Home and School Association endorsed the course of study in personality development entitled "Moral and Religious Education — Curriculum for Secondary Schools" and stressed the importance of engaging qualified and competent teachers in this as well as in other disciplines. It was suggested that the practice of commencing the school day with opening exercises be left to the discretion of each individual Board.

A public meeting with teachers, administrators, Board members, and members of the Home and School Association was also held in Noranda.

Here the Committee learned with interest of the progress achieved in consummating a sharing agreement between the Protestant School Board of Noranda and "La Régionale du Cuivre" in order to provide for the education of English-speaking Protestants and Roman Catholics in the same school.

In addition to holding public meetings when briefs were received and considered, the Committee dialogued informally with a number of individuals and special-interest groups on wide variety of topics. Mutually enriching exchanges of opinion took place with the Principals' Association of the Bedford Regional School Board, with members of the Protestant School Board of Greater Québec, the Shawinigan Protestant School Board, and with the Dissident School Board of Trois-Rivières.

In order to keep informed of the confessional implication of proposed changes in Indian Education the Committee met with the Rev. J.M. Bonnard, Principal of the Indian Residential School at La Tuque, the Rt. Rev. Nevil Clarke, Bishop of James Bay, and with Mr. Bert Bashaw, Principal of the Noranda High School. Their testimony tended to substantiate the belief held by most members of the Committee that new avenues will have to be explored and new approaches will have to be made if the problems presently confronting the Canadian Indian are to be successfully resolved.

Part Two

Composition of the Superior Council of Education of its Commissions of its Confessional Committees of its Special Committees

The Superior Council of Education presents, in the second part of this Report, the list of members of the Council, of its Commissions, Confessional Committees and Special Committees such as constituted on both

August 31st 1968

and

August 31st 1969.

The names of members of the Council, of its Commissions, Confessional Committees and Special Committees whose terms of office expired or who resigned during any of these periods of activity, will be found in the particular activity reports of the Council and of each of its bodies.

1967/68

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Associate Member

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Associate Deputy Minister of Education.

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Part Three

Opinions

and

Recommendations

forwarded to the

Minister of Education

by the

Superior Council of Education

1967/68

1968/69

Report on Coeducation

The Superior Council of Education forwarded the document entitled "Report on Coeducation" to the Minister of Education for his information. An opinion on this subject had been forwarded to the Minister in the month of May 1968. The Council forwarded, at the same time, the following documents which had been used in the preparation of the "Report":

Bibliographie sur la coéducation

by Rev. Armand Maranda, Superior, Grand Séminaire de Québec

Co-education: An annotated, partial bibliography

by Professor R. Edwards, McGill University

Enquête sur la coéducation dans la Province de Québec

Submission of the Protestant Committee of the Superior Council of Education on the Report of the Special Committee on Co-education

Avis du Comité catholique du Conseil supérieure de l'Education sur le rapport du Comité spécial sur la coéducation

Introduction

By resolution of the Superior Council of Education, at its meeting of July 9, 1965, a special committee was established with the mandate to prepare and present a thorough study of coeducation to complement preliminary reports previously prepared by the Roman Catholic Committee and by the Commission of Secondary Education. As suggested by the Superior Council of Education, members of the special committee undertook their task in order to present to the Council a report containing résumés of the major research studies on the question and which might serve as the basis of a public memorandum from the Council dealing with the various aspects of the coeducation question.

The special committee held a total of thirteen meetings. The first meetings were devoted to the development of a working plan for the activities of the committee. The normal work of the committee was interrupted by the preparation of a preliminary report on coeducation as it relates to the construction of secondary schools. Upon presentation of the preliminary report, the Committee resumed in April 1966 its more comprehensive mandate and initiated investigations of research on coeducation under the

direction of Professor Reginald Edwards of McGill University and of Professor Maurice Meunier of Laval University.

Unfortunately, conditions made it impossible for Professor Meunier to complete the study of literature on coeducation in the French language; Father Armand Maranda assumed responsibility for the preparation of a basic bibliography in French on this question. Mr. Marc-Fernand Scheuch and Mr. Andrew Roy prepared and collated a survey of coeducational practices in French-language Catholic secondary schools of Québec in 1967.

In addition to the bibliographies and the survey, the Committee was able to benefit from an interview with officers of the Department of Education who provided valuable information on the economic implications of coeducation at the secondary school level, and from the opinions expressed by students, teachers, and school administrators at Ecole Secondaire Jean XXIII - John XXIII High School in Dorval and at Wagar High School in Montreal where meetings of the Committee were held.

Documentation

The brevity of the report itself is prompted by the fact that the members of the Committee consider the Appendices to be an integral part of the report furnishing the evidence upon which the findings and conclusions of the Committee are based.

Some explanatory comment on the Appendices is, therefore, considered necessary.

Appendix "A" prepared by Father Armand Maranda and Father Marcel de Grandpré is a basic but not exhaustive bibliography of the major literature on coeducation in the French language. Despite the brevity of this Appendix, it is the considered opinion of the Committee that a more elaborate study of the literature in the French language would merely confirm the evidence contained in the findings tabled here.

Appendix "B" is a detailed annotated bibliography of major literature on coeducation in the English language, prepared by Professor Reginald Edwards of McGill University. The Committee members consider this Appendix to be a valuable one, not only for the résumés of the literature but also for the particularly relevant Introduction and Postscript.

Appendix "C" is a report on coeducational practices in French language Catholic secondary schools of the Province of Québec in the school year 1966/67. The Committee members furnish this Appendix primarily as an item of information because it reflects the context in which the report is presented.

Reports and recommendations previously provided by the Roman Catholic Committee, by the Protestant Committee, and by the Commission of Secondary Education were examined carefully by members of the Committee and these studies influenced their deliberations.

The Committee also had access to other documents of use for the study. In this connection, a general bibliography on coeducation prepared for the Montreal Catholic School Commission, the *Rapport d'Enquête sur diverses expériences de mixité à l'école secondaire du Diocèse de Québec 1964/65* prepared by the Secondary School Chaplains of the Diocese, and *Une Enquête sur la coéducation à l'Académie de Québec - avril 1966* are particularly worthy of mention.

Major Findings of the Committee

The quantity of documents available dealing with the subject of coeducation, in its various aspects, and with varying degrees of authority, is truly remarkable. However, after a study of the documentation available, the Committee was able to categorize the evidence and presents its conclusions as follows :

A. Throughout the literature a variety of terms have been used in reference to the general question of the grouping of boys and girls for educational purposes : coeducation, constitution, "mixité", segregation of sexes are some of the commonly used terms. Furthermore, the meaning given to any one term can vary from author to author. It is consequently the judgment of the Committee that some of the differences expressed in the literature are differences of term or meaning rather than of opinion or evidence, and that faulty interpretations of the literature can be the result of a confusion of terms.

Accordingly, the Committee - while recognizing that its own definition of coeducation is not a universally accepted one - wishes first to define coeducation in a way which recognizes present conditions in the Province of Québec. The findings and conclusions of the Committee should be evaluated in terms of the definition presented here. Thus the Committee defines coeducation as "that form of school organization which permits the grouping of boys and girls, or varying degrees of separation of boys and girls, for educational purposes as the needs of the students and the nature of the activities dictate".

B. Despite the quantity of literature which deals with the general question of the grouping or separation of boys and girls for educational purposes, most of it is of slight value for the purposes of this study because it is merely descriptive or speculative or polemical; most of the extensive

documentation examined in connection with this report falls into the category of opinions and value judgments. There are relatively few studies that can be properly classified as scientific because there is great difficulty in isolating one factor (the effects of grouping or separating boys and girls) from the great variety of other factors (e.g. the social and economic conditions of the school community, the mores of the culture or society or sub-culture) which influence educational achievement and shape the character of a school system.

It has also become apparent that most studies dealing with coeducation have been undertaken "ex post facto" in that these studies have been carried out to support a position already taken on other grounds with respect to the manner in which boys and girls are to be grouped or separated for educational purposes. One additional observation might also be made: there is an almost total absence of studies carried out in the Province of Québec or in the rest of Canada. Most of the studies of a scientific nature have been carried out in the United States or in England or in France, and therefore do not relate directly to the cultural patterns of the Province of Québec.

A general assessment of the available literature in English was summarized by Professor Edwards in this manner:

1. "...there has been little research directed specifically to assessing the effects of educating boys and girls separately, or educating them together."
2. "One must conclude that there is no thorough research available on the topic of coeducation in relation to development of ability and attainment..."

C. The literature in the English language differs from that in the French language not in terms of conclusions reached but rather in terms of the questions and milieu under investigation. The Committee is therefore inclined to conclude that the question of coeducation is not exclusively a pedagogic or moral one but rather one of broad social, economic, and cultural values which differ from time to time and from place to place.

D. One clear indication from the literature is that there is a danger of exaggerating the differences between the sexes by categorizing individuals by sex. In fact, some of the literature indicates that intellectual differences between individuals of the same sex are more important with respect to educational attainment than differences between the sexes. Professor Edwards' report draws attention to this consideration in this way:

1. "Differences between sexes... are less than differences between individuals of the same sex. Bert and Thorndike both indicate this."
2. "Evidence for large innate sex differences in mental constitution or educable capacities is very difficult to discover. There are fairly broad

differences due to training and tradition, but in the higher intellectual levels inherent sex differences seem undoubtedly small.”

3. “The most important characteristic of these differences between sexes is their small amount. The individual differences within one sex so enormously outweigh the differences between the sexes in their intellectual and semi-intellectual traits that for practical purposes the sex differences may be disregarded.”

E. The literature indicates that, in several instances, the installation of coeducation has followed other developments in educational systems, regardless of research studies on the advantages or limitations of coeducation. Thus, a pattern has recurred wherein efforts to provide equality of opportunity in the broadest sense for both sexes has prompted the development of educational opportunity for girls which in turn has encouraged universal education at the secondary level which in turn has brought about the installation of coeducation.

Thus it seems apparent that economic and social considerations rather than pedagogical considerations have generally prompted the introduction of coeducation in one or another form. Educational considerations have influenced the forms rather than determined the existence of coeducation in any particular social context. Father Armand Maranda referred to the influence of research on the installation of coeducation in this manner : “As for the opinion of René Zazzo, the eminent French psychologist, coeducation is no longer a problem as this question has been resolved. His view holds to prosaic style arguments based on economics and convenience and we should not, as an after-thought, establish rational arguments nor educational nor psychological principles that could have had a reasonable motivating influence on it.”

Zazzo himself states: “Neither reasoned nor emotional arguments decided the outcome of the battle. We must not attribute to the benefits derived from this victory educational principles or psychological imperatives or egalitarian idealism : simply prosaic reasons of economics and convenience.”

Professor Edwards referred to the influence of research on the installation of coeducation in this manner : “One thing is certain, no country ever adopted a system of coeducation as a result of experimental research . . . Research has produced modifications in existing systems. Social and political considerations, broadly conceived, are more likely to be the agents of educational change.”

F. Sources accessible to the Committee indicate that coeducation is not more economical than separate education, but that the size of the institutional unit - rather than the manner in which the students are grouped - is a major economic determinant.

However, coeducation does have economic implications. Coeducation does permit the organization of schools of more economical size where

separate schools for boys and girls in less densely populated areas would be less economical. Furthermore, coeducation may produce greater efficiency as a result of deployment of specialized teaching personnel especially at the secondary school level.

G. Coeducation, defined by the Committee as permitting varying degrees of grouping or separation of boys and girls, is not contrary to teachings of the Roman Catholic Church. These teachings condemn a philosophy of education which encourages educational practices based on an unacceptable view of the nature of man. A great variety of forms or degrees of coeducation are not inconsistent with these teachings.

On the basis of the preceding findings and the documentation upon which these findings have been based, the Committee has come to the following conclusions with respect to coeducation in the Province of Québec :

A. Upon review of studies which indicate both advantages and limitations, it becomes apparent that coeducation is neither a menace to educational development nor the solution to all educational problems.

It is certain that coeducation can have some very positive educational values, but it is no less certain that it can also pose some serious problems.

B. Whether or not coeducational practices are implemented, it is an essential role of the school to contribute as effectively as possible to the education of all students in the broadest sense, including social education. Furthermore, the contribution that a school can make depends far more upon its general character and quality than upon whether or not it implements coeducational practices.

C. When prompted by valid economic considerations or when required to provide universal accessibility to educational opportunity, forms of coeducation which meet the needs of a particular milieu should be implemented.

Coeducational practices might also be introduced, even where not essential, when the population concerned wishes to take advantage of the positive aspects of coeducation and when the organization and administration of the school is such that forms of coeducation can be feasibly introduced.

D. To assure its effective implementation, coeducation should be introduced only after a preparatory period for the milieu concerned. Implementation of various forms of coeducation should be preceded by conferences, study sessions, and other informational practices. The role of the Department of Education at this stage should be to make available necessary information in collaboration with the professional personnel of the region concerned.

It is particularly important that teachers inexperienced with coeducation be afforded the opportunity to receive supplemental professional education

directed to the distinctive problems of working in coeducational circumstances before being called upon to work in such circumstances.

E. In general, coeducation should be introduced in stages beginning with the primary grades and then adapted to the needs of successive age levels. Coeducation should not be considered as a single, fixed practice; rather, it should be considered as a very flexible school practice adaptable to a variety of different milieus and age levels.

F. Experience with coeducation in Québec has generally been relatively new and has not provided sufficient data upon which to base firm generalizations about how extensively forms of coeducation could be implemented to advantage. In consequence, some agency should be established to receive data relating to various forms of coeducation throughout the province at all levels of schooling. Such data, systematically compiled and analyzed, would be a source of useful information for anyone wishing to remain abreast of developments concerning coeducational practices in Québec.

The survey of coeducational practices undertaken by the Committee should be followed up on a broader scale.

The Institute of Educational Research of the Department of Education might well see this task as one of its major preoccupations.

G. In their study of the problems raised by coeducation, the members of the Committee are aware of the lack as well as of the importance of research in the field of coeducation in Quebec.

Consequently, it is urgent that research on education in Québec be undertaken as soon as possible. As regards coeducation, in particular, a great deal of research could be promoted without delay, as suggested by the information and conclusions outlined by the Committee on Coeducation.

The Development of Higher Education¹

The current programme for the establishment of General and Vocational Colleges - a programme that will expand during the coming year - will require much closer coordination than has heretofore existed between the universities, and the immediate elaboration of a plan for the development of higher education.

It must now be borne in mind that, in future, almost all students seeking admission to institutions of higher learning will come from the General and Vocational Colleges which, while they may not all offer the same options, must all offer programmes that meet the same standards of preparation. Furthermore, the establishment of General and Vocational Colleges in the larger centres of the Province together with the provision of free tuition at this level will make higher education accessible to a wider population. This, in turn, will result in a rapid increase in the number of students wishing to obtain a university education.

The Superior Council of Education has previously, and on a number of occasions, recommended that teacher education become the responsibility of institutions of university level. The Council is of the opinion that, given the new requirements in teacher education resulting from the vast changes taking place not only at the secondary but also at the elementary level - requirements that are equally necessary to the development of General and Vocational Colleges - the creation of new establishments of higher learning will not only make it possible to reduce, to a greater extent than is presently possible, the shortage of teachers but will, at the same time, facilitate the establishment of training programmes suited to the new educational requirements.

It must also be realized that the tremendous increase in student population in these last few years, the emergence of new disciplines and the impetus of scientific progress have obliged the Government of the Province of Québec to increase very substantially, each succeeding year, its assistance to the universities. Thus, for the fiscal year 1967/68, operating grants for the universities amounted to \$66,920,000 and grants for capital expenditures, for these same institutions, came to \$35,075,000.

The increasing contribution of the State to university development has led to ever closer relations between the Government and the universities and, especially since the creation of the Ministry of Education and the

(1) Extract from the Minutes of the 54th meeting of the Superior Council of Education, November 24th 1967.

Superior Council of Education, in 1964, has shown the need of a better coordination of the services provided by higher education. With this end in view, a number of measures were adopted. These included :

— the establishment of the end of the thirteenth year of studies as the general level of admission to higher education;

— the appointment of two special committees to consider the matter of financial assistance to the universities - one concerned with operating grants, the other with grants for capital expenditures - until such time as a permanent body responsible for university development is created;

— an attempt to arrive at a more precise definition of the criteria that should govern financial assistance to higher education, based on more adequate information concerning the needs of the universities, the nature of their expenditures, the sources of their revenues, the different aspects of their administration and the needs of their teaching programme and research.

The universities, for their part, have thought it necessary to establish closer relations between themselves than previously existed. It was this consideration that led to the establishment of the body now known as "The Conference of Rectors and Principals of the Universities of Québec". Promising instances of closer relations between different groups of professors have also taken place.

The Superior Council of Education, on September 20, 1966, after a careful study of the relations that should exist between the Minister of Education and the universities, recommended that the Minister of Education proceed to the creation of an "Office of Higher Education". In view of the importance of this question, the Council considered it opportune to make this recommendation public.

The Superior Council of Education, conscious of the changes to which this whole situation will inevitably give rise in the sphere of higher education, believes it necessary to state, as briefly as possible, its opinion concerning the different aspects of this problem, to outline the fundamental conditions that all the parties concerned must accept, and to make, to the Minister of Education, recommendations intended to meet the most pressing needs of higher education.

Fundamental Conditions of a General Policy and a Programme of Development for Higher Education

General Conditions

1. Every system of education in a modern society like that of Québec must, let it be remembered, pursue a threefold goal. It must

- (a) afford everyone the opportunity to learn;
- (b) make available to each the type of education best suited to his aptitudes or interests;
- (c) prepare the individual for life in society.

2— It was in response to this threefold goal, which it formally recognized, that the Government of Québec established a Ministry of Education, and entrusted to it, by statutory act, as one of its functions, responsibility for the coordination of education at all levels.

3— It has also been in response to this threefold goal that the Government has, each year, devoted an ever-increasing part of the revenue provided by Québec taxpayers to the development of public education and to the financial assistance of educational establishments including institutions of higher learning.

4— Participation of this kind lays upon the State, which is, in a sense, the trustee of public funds, the responsibility both of distributing these funds fairly and of making sure that they are employed judiciously.

5— An educational system that did not include higher education would be incomplete not only because of the demands of the threefold goal of every modern system of education, but also because higher education is the key-stone of the whole system.

Special Conditions

1. *Accessibility*

An educational system must be organized in such a way that it can offer, without restriction, to every person with the aptitudes and the desire, an opportunity to continue his studies to the highest level. This means, among other things, that while the criteria of admission must not adversely affect the quality of higher education, they should constitute a concrete recognition of this right. The definition of these criteria and the way in

which they are to be applied should be made the subject of an agreement between the Ministry of Education, which represents the general interests of the public, the institutions where students are prepared for higher education and the institutions of higher learning themselves. These criteria and the way in which they are to be applied should, moreover, be made known to the public and especially to the candidates themselves.

2. *Democratization*

Without minimizing the other aspects of democratization, the Superior Council of Education believes, in particular, that institutions of higher education must recognize the right of the professoriate and, within the framework adopted, the right of other personnel and students to participate in the decisions of these institutions. This right has already been recognized at the pre-university level of instruction, by the act establishing General and Vocational Colleges.

3. *Social Responsibility*

Since institutions of higher education are an integral part of the educational system, they, like institutions at the other levels, must be willing to assume whatever obligations their position at the summit of the system involves. It is true that the universities have not refused to accept these social responsibilities, but they must now more than ever, in implementing them, take into consideration the needs of the community which it is their mission to serve, from which come the great majority of students, and which provides them with the greatest part of the financial help they need.

4. *Coordination and Planning*

A complete system of education cannot be established in a society like ours unless a general plan of development is first established. The next step is to draw up, within this vast framework, a detailed plan of the various objectives of each level of instruction, a plan that takes into account the particular character of each level and the needs to which each level must correspond.

With regard to higher education, its role of leadership and the importance of its place in the educational system, the essential contribution that it must make to the cultural, scientific, economic and social progress of the society it serves and the scope of its influence both in the national and the international sphere make planning for its development much more complex than for other levels.

Furthermore, higher education, like other levels of instruction, must accept the requirements of coordination if the unity of the educational

system is to be assured and its integrity respected. There is, therefore, in this regard a need first to determine the character and the requirements of the coordination that should exist between each level and, next, to define the conditions of coordination that should exist at each level.

It is, however, important that authorities should not through too great a concern for the unity and the completeness of the system that is to be established, confuse, either in fact or in definition, "planning" with "centralization", and "coordination" with "unification".

5. *Freedom*

The basic task of the universities is to arrive, by means of research and teaching, to increase knowledge and to develop the minds of the most talented members of society. This character, which is the special attribute of universities, requires, as is almost everywhere recognized, that they be shielded against outside pressures and thus enjoy that freedom which is essential to the pursuit of their goals. A proclamation of freedom of higher education is, at the same time, a proclamation of the freedom of the whole system of education, because, as has already been pointed out, higher education is the key-stone of the whole system of education. As a result of the changes and rapid developments that are taking place, there is a real danger that this essential freedom may be curtailed or endangered by persons or groups who, for reasons unrelated to the needs of higher education, will have a tendency not to recognize this freedom. Moreover, this freedom could be threatened by persons who, in the name of an efficiency too narrowly understood, may be inclined to exercise a rigid control over institutions of higher learning.

If this danger is to be avoided, there is need for a clear definition, both from the administrative and from the academic point of view, of what is meant by the freedom of institutions of higher education. This definition must take into account both the characteristics and the needs of modern society and the needs peculiar to the society concerned. It must, at the same time, recall that institutions of higher learning can, and indeed should, exercise an influence far beyond local borders and thus become involved in the aspirations and needs of society the world over.

The concept embodied in this definition must then be accepted by all groups concerned. This is necessary to allow the State, which cannot abdicate its responsibility for the promotion of the common good or the disbursement of public funds, to determine within the framework of academic freedom as defined, the nature and extent of its supervision and control over institutions of higher education and the institutions of higher learning to understand the exact extent of the freedom within which they are to exercise fully their functions.

Recommendations

1— The Superior Council of Education, in view of the circumstances it has outlined above, believes that it is its duty to recommend that the Minister of Education determine without delay, a general policy for higher education and establish a programme of action having as its purpose the coordination and development of higher education and set up, as soon as possible, the machinery required to realize these objectives.

2— The Superior Council of Education also believes that this task requires the previous establishment of a statutory body for the development of higher education. The Council, therefore, wishes to renew the recommendation it made to the Minister of Education, on September 20, 1966, to create an "Office of Higher Education". The first duty of this "Office" - the functions of which would be those outlined in the recommendation made previously - will be to collaborate closely with the Ministry in the determination of a general policy for the development of higher education and the elaboration of a programme of action having as its purpose the coordination and development of education.

3— The Superior Council of Education is, in addition, of the opinion that, in the context of the general policy that it is recommending, there is an urgent need to establish a second French language university in Montreal and to ensure the development of centres of university studies as described in the report of the Royal Commission of Inquiry on Education. A development of this kind will not only help lighten the burden which threatens to weigh heavily on the existing universities but will make a university education more generally available thanks to greater geographical decentralization.

Responsibility for Non-Confessional Education¹

(a) The Council draws the Minister's attention to the recommendations already made to his predecessor concerning the establishment of non-confessional schools and classes. It is particularly stressed that urgent action be taken in this area. The only change to be made in the document already submitted to the Minister by the Council is the recommendation that the experimental period be reduced from 5 to 4 years.

(b) The Council recommends that the Deputy Minister of Education assume responsibility for non-confessional education, that he arrange for the establishment of non-confessional schools and classes and that he take whatever action is necessary to have courses in morals prepared for children not following one of the courses of religion or morals approved by the Confessional Committees.

(1) Extract from the Minutes of the 57th meeting of the Superior Council of Education, January 11th and 12th 1968.

Amendments to the Superior Council of Education Act¹

Sec-
tion
Superior Council of Education
Act (Revised statutes of Quebec,
Chapter 234)

Amendments recommended by the
Superior Council of Education

Explanatory Notes

3 Members of the Legislative Council and of the Legislative Assembly as well as persons who do not reside in the province of Quebec shall not be members of the Council.

7 The Deputy Minister of Education and the associate deputy ministers shall be ex officio associate members of the Council, but shall not be entitled to vote.

They shall supply the Council and its committees and boards with such available information as the latter require.

Add, at the end of the section, the following words:
“of its committees and commissions.”

Replace the second paragraph by the following:
“They shall supply the Council with all instructions, directives or regulations of a general nature both academic and administrative.”

“They shall also supply the Council, its committees and commissions with such information and such documents as may facilitate the deliberations and action of the Council, its committees and commissions.”

“They shall likewise supply the Council, its committees and commissions with whatever information or document the Council may require unless the Minister of Education declares such information or document unavailable.”

The restrictions imposed on the members of the Council are also necessary for the members of its committees and commissions.

The wording of this amendment is more explicit. The Council wishes that all available documents likely to be of help to members of the Council in the study and discussion of all questions be placed at their disposal.

(1) Extract from the Minutes of the 57th meeting of the Superior Council of Education, January 11th and 12th 1968.

Amendments to the Superior Council of Education Act

Section 10
Superior Council of Education
Act (Revised statutes of Quebec,
Chapter 234)

Amendments recommended by the
Superior Council of Education

Explanatory Notes

- 10 The Council may :
- a) receive and hear the petitions and suggestions of the public in matters of education;
- 24 A Board of Elementary Education, a board of Secondary Education, a Board of Technical and Vocational Education and a Board of Higher Education of the Council are established.

Amend paragraph (a) as follows :
“invite opinions, receive and hear the petitions and suggestions of the public, in matters of education,”

Replace this first paragraph by the following :
“A Commission of Elementary Education, a Commission of Secondary Education, a Commission of College Education and a Commission of Higher Education of the Council are established.”

In certain instances, the Council should be given the right to take the initiative in requesting the opinion of the public as, for example, in the case of the public hearings on confessionality, etc.

The Commission of Technical and Vocational Education of the Council as presently constituted is, in fact, concerned with the college level (general and vocational education) and the name suggested would better correspond to the actual situation. This would be in keeping with the spirit of Recommendations 104 and 105 of Volume 2 of the Report of the Royal Commission of Inquiry on Education.

The importance, quantity, urgency and the continuing aspect of problems related to Adult Education compels the Council to spend a great deal of time in this sector of education. The Council, its Committees and Commissions, without running the risk of neglecting problems peculiar to their respective levels, cannot devote the required attention to the education of adults. Under these circumstances, it is important to establish, in the shortest possible time, a Commission of Adult

Education so that the Council may, in this sector as it does in the others, forward opinions to the Minister that would be the result of more competence than formerly.

It would be desirable in the interest of administrative efficiency for the term of office of members of the Council and of its committees and commissions to end on the same date. The principal advantage for the Council is that it would have to consult the intermediary bodies only once annually regarding the appointment of members to the confessional committees and the commissions. The Council is now obliged to consult these bodies several times in the same year.

It is necessary that the seat of a member who does not attend meetings regularly be declared vacant by the law. As certain members may find the responsibilities of the Council, its committees and commissions too exacting, such a provision is needed.

Add, after section 26, a new section to read as follows :

"26a) The terms of office contemplated in sections 5, 18 and 25 shall end on the 31st of August of the terminal year of the said terms."

Add, after section 27, a new section to read as follows :

"27a) The seat of a member of the Council, of a committee or of a commission shall become vacant if the member dies, ceases to be qualified, refuses to accept office, resigns in writing, or does not attend, for a reason deemed valid, three consecutive meetings of the body of which he is a member.

In the case of unwarranted absences, the vacancy shall be certified by a resolution of the Council. Such resolution, if it concerns a member of the Council, or of one of its committees, shall be conveyed to the Minister of Education."

Amendments to the Superior Council of Education Act

Sec-
tion
tion
Act (Revised statutes of Québec,
Chapter 234)

Amendments recommended by the
Superior Council of Education

Explanatory Notes

28 The regulations made under this section shall come into force after approval by the Lieutenant-Governor in Council. Notice of such approval shall be published forthwith in the Québec Official Gazette.

Replace this paragraph by the following:
"The regulations made under this section shall come into force, after approval by the Lieutenant-Governor in Council, and on the date of their publication in the "Québec Official Gazette".

Word the title of this section as given in the margin as follows:
"Approval and coming into force".

Add, after section 28, a new section to read as follows:

"29) The Minister of Education shall bring to the attention of the Council the substance of every bill respecting education before it is presented to the Legislature."

Add, after new section 29, another section to read as follows:

"30) The expenses of the Council including its committees and commissions shall be met out of the public funds requested by the Council and voted annually for this purpose by the Legislature."

Replace, throughout the English version, the word "Board" by "Commission".

It would be preferable for the regulations to come into force only when they are officially made public.

The Council wishes to be informed concerning bills that are being prepared so as to study in depth all new legislation respecting education.

This disposition appeared in Section 29 of Bill 60 as sanctioned on March 19, 1964. It would be clearer if this disposition also appeared in the revised statutes.

The Council believes that the English word "Commission" is more exact and more consistent with usage than the word "Board".

Conditions Governing Granting of Certificates¹

In June 1968, to obtain the following certificates : 11th year; 12th year, French Catholic sector; 11th year, trades schools; 12th year, trades schools; candidates must obtain 50% in eight examinations including :

- (a) two examinations in language (mother tongue) except for students of trades schools who have only one examination;
- (b) one examination in the second language.

(1) Extract from the Minutes of the 61st meeting of the Superior Council of Education, March 14th and 15th 1968.

Draft Regulation of the Department of Education regarding Criteria for Qualifications with Respect to Years of Schooling of Teacher Personnel in School Boards and General and Vocational Colleges¹

Preamble

The Superior Council of Education initiated its study of the draft regulation of the Department of Education entitled "Draft regulation of the Department of Education regarding criteria of qualifications with respect to years of schooling of teacher personnel of school boards and of General and Vocational Colleges" at its 58th meeting held on February 7 and 8, 1968. The draft regulation had already been studied both by an "*ad hoc*" committee appointed for this purpose and by the Committee of Chairmen of the Council. The recommendations of these two bodies were presented to the Council at this same meeting.

The Council called a special meeting on February 29, 1968 for the purpose of obtaining additional information from senior officials of the Department of Education so that it might take a definite position with regard to the proposed regulation.

The Council, at that time, requested the "*ad hoc*" Committee to draw up a new working paper for its use.

The Council continued its study of the regulation, in the light of the new recommendations of the "*ad hoc*" Committee, on March 14 and 15, 1968.

The recommendations of the Superior Council of Education and the explanatory notes that are to accompany them follow :

(1) Extract from the Minutes of the 61st meeting of the Superior Council of Education, March 14th and 15th 1968.

Title

Word the title as follows : “Draft regulation of the Department of Education regarding criteria of evaluation of years of schooling as a factor serving to determine the qualifications of teaching personnel.”

Explanatory note

As the purpose of this regulation is to evaluate years of schooling, this consideration should be included in the title.

As this regulation will, in the opinion of the Council, apply to all teachers who, in accordance with the provisions of Section 28 of the Superior Council of Education Act, fall under the jurisdiction of the Minister of Education, the Council believes that it is unnecessary to mention, implicitly or explicitly, in the title, the levels to which the regulation applies.

Preamble

In order to define clearly both the significance of the regulation and the exact meaning of its title, the Council recommends that the recommendation begin with a preamble worded as follows :

“Whereas years of schooling is one of the factors that serve to determine teacher qualification;

“Whereas this factor must be defined in such a way as to make its meaning readily understood;

“Whereas the definition of years of schooling and the evaluation of same determine more precisely the meaning and scope of Section 2 of Regulation No. 4 of the Department of Education respecting the permit and the licence to teach;

“a regulation respecting the criteria of evaluation of years of schooling as a factor serving to determine teacher qualification, is hereby adopted.”

1. Definition of Years of Schooling

The Council accepts this article as worded.

2. Definition of a Year of Schooling on a Full-Time Basis

2.1 *Replace* “ne soit pas inférieur à trente (30) crédits” by “corresponde à environ trente (30) crédits”.

Explanatory note

The Council recommends this change for the following reasons :

It is advisable to introduce an element of flexibility in the length of the academic year to meet the practice followed in teaching establishments of various levels including the practice in higher education and, at the same time, to recall that a normal academic year represents thirty (30) credits;

furthermore, this change, if adopted, will simplify the definition without making any radical change in its original meaning.

2.2.

- (a) *Delete* the following words: “une semaine de travail, soit à” so that the paragraph will read as follows: “Un crédit correspond à quarante-cinq heures de formation, etc.”

Explanatory note

The Council is of the opinion that a credit is essentially a measure of the various activities involved in the educational process and not an element in the definition of a work-week.

- (b) *Insert*, between the words “des recherches” and the words “des lectures personnelles”, the following words: “des séminaires”.

Explanatory note

This addition helps to complete the list of the activities involved in the educational process outlined in this paragraph.

3. Full-Time Studies

3.1 and 3.2

In these two paragraphs, *replace* the words “on lui crédite les années de scolarité” by “on lui reconnaît, en termes de crédits, les années de scolarité”.

Explanatory note

This new wording is intended to avoid all ambiguity especially with regard to the use of the term “créditer”.

3.3

- (a) *Word* this paragraph as follows: “Si une personne a suivi plusieurs cours de nature ou de niveau partiellement différents, seule lui est reconnue, en terme de crédits, la durée des études consacrées à l’acquisition de connaissances nouvelles.”

Explanatory note

The Council is of the opinion that this new wording is more exact.

- (b) *Add* to this paragraph the following sentence “toutefois, si une institution exige qu’une personne reprenne certains cours qu’elle a déjà suivis ailleurs, ces cours sont reconnus si elle les poursuit de nouveau”.

Explanatory note

This situation may occur in the case of full-time studies as well as in the case of part-time studies. The Council therefore recommends that this be taken into account.

4. Part-Time Studies integrated in a Regular Programme

4.1 and 4.2

The Council is unable to give an opinion concerning these two paragraphs because a lack of clarity makes it impossible for the Council to grasp their true meaning. The Council recommends that these paragraphs be reworded so that they will be clearer.

4.3

- (a) *Replace* the words “seule lui est créditée l’acquisition de connaissances nouvelles” by the following words “seule lui est reconnue, en termes de crédits, la durée des études consacrées à l’acquisition de connaissances nouvelles”.

Explanatory note

The Council makes this recommendation for the same reasons as are given in paragraph 3.1.

- (b) *Replace* the words “si l’institution exige” by the words “si une institution exige”.

4.4 The Council takes no stand with regard to this paragraph for the same reasons as given for paragraph 4.1.

The Council wonders, however, why courses in vocational training were not also included in this paragraph.

5. Courses not integrated in a Regular Programme

5.1 *Replace* this paragraph by the following: “On attribue à chaque cours reconnu une fraction d’année de scolarité telle que définie à l’article 2 du présent règlement.”

Explanatory note

Inasmuch as Section 2 defines both the length of the academic year and the meaning of a credit as used in this regulation, the Council is of the opinion that the present paragraph should merely refer to Section 2 without again defining the meaning of credit.

5.2 *Replace* sub-paragraph e) by the following: "des exigences de l'article 2 précédent."

Explanatory note

The Council believes that this sub-paragraph should be modified to conform to the modification made to paragraph 2.2 in which the reference to the "work-week" was deleted.

5.3

- (a) *Correct* the word "mininum" to read "minimum".
- (b) *Replace* the words "de la présente résolution" by the words "du présent règlement".

Explanatory note

As this is a draft regulation, the correction suggested would seem to be necessary.

5.4 *Word* the paragraph in the following way: "Si un cours recouvre partiellement la matière d'un cours déjà compté, seule est reconnue, en termes de crédits, la durée des études consacrées à l'acquisition de connaissances nouvelles".

Explanatory note

The Council makes this recommendations for the same reasons as those given in paragraph 3.3.

5.5 and 5.6

Combine these two paragraphs into a single paragraph and word it as follows: "Les cours donnés par correspondance, radio, télévision ou tout autre moyen et qui ne sont pas intégrés à un programme officiel d'études ne sont pas reconnus. Par exception, les cours donnés par correspondance et auxquels les professeurs se sont inscrits avant l'entrée en vigueur du présent règlement continuent d'être reconnus si ces professeurs étaient en fonction à cette date."

Explanatory note

The Council suggests this new wording to improve the text. Furthermore, the Council does not understand why recognition of correspondence courses for which teachers had registered is discontinued as from June 25, 1963. The Council is of the opinion that, so far as the present regulation is concerned, correspondence courses should be recognized until the present regulation comes into force.

6. Recognition of Studies

6.1 *Replace* this paragraph by the following : “Les études de culture générale sont reconnues dans leur totalité jusqu’à concurrence d’un maximum de quinze (15) années.”

Explanatory note

The expression “culture générale” seems more exact than “formation générale”. In fact, one may acquire a “formation générale” within a specialized field but one cannot, in this case, lay claim to a “culture générale”.

6.2 *Replace* this paragraph by the following : “Les études de formation professionnelle correspondant aux exigences d’une spécialisation sont reconnues dans leur totalité.”

Explanatory note

This wording seems simpler, clearer.

6.3 *Word* the beginning of this paragraph as follows : “Les cours d’éducation populaire et ceux qui peuvent leur être assimilés sont ceux qui, etc.”

7. Equivalences

7.1 *Delete*, in this paragraph, the word “français” so that the paragraph will read as follows : “La scolarité du système scolaire du Québec, etc.”

Explanatory note

The expression “système scolaire *français* du Québec” corresponds to no legal reality.

7.2

(a) *Delete*, in this paragraph, the word “français”.

Explanatory note

The word “*français*” must be deleted here for the same reason as given for paragraph 7.1.

(b) *Replace* the word “ministère” by the word “ministre”.

Explanatory note

The Council is of the opinion that the word “ministre” rather than “ministère” must be used in a regulation because the authority belongs to the office of minister and not to the institution constituted by the Department of Education.

7.3 *Delete* this paragraph.

Explanatory note

This provision is not necessary. It adds nothing to the preceding sections so far as recognition of studies is concerned.

7.4 The Council accepts this paragraph as worded.

7.5 Replace the present wording of this paragraph by the following wording: "Il est loisible au ministre de l'Education d'établir une équivalence en années de scolarité pour une compétence particulière acquise autrement, etc."

Explanatory note

The Council suggests this new wording for reasons of style.

8. Appendix

Do not include appendix in the regulation.

Explanatory note

The Council is of the opinion that the appendix does not properly belong in a regulation because it appears to be a method of implementation. Consequently, the Council is of the opinion that the appendix should not form an integral part of this regulation. It should, rather, be referred to the Advisory Committee contemplated in Section 9 as one of the questions that will fall within the competence of this Committee which, basing itself on the criteria defined in the actual regulation, will be able to make the recommendations it considers necessary in this connection.

Furthermore, the Committee will be able to complete this appendix which does not seem to cover all the cases it has attempted to foresee.

Finally, the Council is of the opinion that before making this appendix into a separate regulation to complement the present regulation, it would be well to consult the teachers' associations.

9. Advisory Committee

9.1 and 9.2

Combine these two paragraphs in a single paragraph; *word it as follows*: "Il est constitué auprès du ministre de l'Education un Comité consultatif chargé de recommander les règles d'interprétation pour le calcul des années de scolarité."

Explanatory note

If, in the words "et les modifications à y apporter" which appear in the draft regulation, the pronoun "y" refers to the rules of interpretation,

the words in question are superfluous. The fact is that every modification becomes, in effect, a new rule of interpretation and the Advisory Council's principal task is to recommend rules of interpretation. But it may also be asked if the words "et les modifications à y apporter" refer to the method of calculating years of schooling. The meaning does not therefore seem to be very clear and action should be taken to eliminate any ambiguity.

9.3 *Replace* this paragraph by the following: "Ce Comité comprend douze membres nommés par le ministre de l'Éducation dont six sont désignés par les associations les plus représentatives des enseignants en cause."

Explanatory note

It is of particular importance to ensure that teachers have a sufficiently large representation on this Committee which will have to take a stand on questions which concern them directly from a professional point of view. As to the other members, the Council believes that the Minister should have the freedom to appoint any person who, in his opinion, is competent to advise him in regard to teacher qualifications, without the obligation of previous consultation on his part".

10. Coming into Effect

Replace this section by the following: "Le présent règlement entre en vigueur après son approbation par le lieutenant-gouverneur en Conseil, à la date de sa publication dans la Gazette officielle de Québec."

Explanatory note

It would be preferable for regulations not to come into effect until they are officially made public.

Particular Observations

- (a) The Superior Council of Education expresses the wish that the Minister of Education will establish, at the earliest possible time, the minimum requirements for teaching in the Québec school system as a whole keeping the different levels and specialized teaching fields in mind.
- (b) The Superior Council of Education also hopes that the Minister of Education will, at the earliest possible time, examine the whole question of teacher qualification not only with reference to criteria applying to length of schooling but also with reference to other criteria of qualification such as teacher education programmes, minimum requirements for teaching as mentioned previously, etc.

Opinion of the Superior Council of Education respecting the Establishment of English Language General and Vocational Colleges and in particular the Establishment of these Colleges in Montreal¹

The establishment of twelve Colleges of General and Vocational Education in September 1967 was an important step in the expansion and the reform of post-secondary education, two questions to which the Council has always attached great importance as is clearly shown by the studies it has undertaken, the discussions it has held and the recommendations it has made. But the Council has not confined its interest exclusively to the establishment of General and Vocational Colleges; it has also been concerned over the articulation of this level of instruction with that of higher education and the coordination which is necessary between college education and higher education. These were the reasons, moreover, that prompted the Council to recommend the creation of an Office of Higher Education and the establishment of a second French language university in Montreal. Moreover, it is for these same reasons that the Commission of Technical and Vocational Education is presently conducting a survey with respect to the functioning of the twelve Colleges already established. In spite of everything that has been done so far, and in spite of the progress that has been made, the situation in regard to the development of post-secondary education is becoming increasingly critical and complicated because of the ever-growing number of young people who must attend well organized colleges capable of providing the services they require.

Each year sees an increase in the number of secondary school graduates who, at this important point in their life, must decide on the course they are to follow and, depending on the option chosen, must, in most cases, continue their education so as to be ready, once they have completed their studies, to pursue the occupation they have chosen. Furthermore,

(1) Extract from the Minutes of the 63rd meeting of the Superior Council of Education, May 2nd 1968.

each year the structure and the nature of the various occupations change and this is true both of the labour market in general and of individual professional posts; each year the various branches of industry, particularly those in which techniques play an important role, are more and more demanding with regard to the calibre of their working force. Consequently, each year of delay in establishing an adequate educational and training programme at the post-secondary level cannot but have grave consequences for the future of our young people and, at the same time, hinder the economic development of the Province of Québec.

This having been said, it must be recognized that the development of post-secondary education, at the 12th and 13th years of study, cannot be identical in the French and English communities. There are, in this connection, appreciable differences between the two linguistic groups. Thus, the existence, in the French sector, of a large and varied number of institutions of post-secondary level makes it possible to integrate these various establishments to form General and Vocational Colleges. This situation is different in the English sector where the provision of post-secondary education is an exclusive function of the universities. That is why the English community, if it wishes this level of education to be open to all who desire, or are considered fitted, to undertake studies at the College level, will have, on the one hand, to restructure its system of university education so as to eliminate the College level and, on the other hand, beginning from nothing, to create General and Vocational Colleges. The principal task of these colleges like those established on the French side will be either to provide their students with the technical and vocational education they will need to meet the requirements of the labour market or to prepare them for higher education.

While, on the whole, General and Vocational Colleges, whether French or English, have the same goals, it must be recognized that certain cultural differences exist between them and that these differences cannot help but make themselves felt both in the structure of the courses and in the programmes themselves. It is therefore essential that, in the general elaboration of programmes, the cooperation of those English language institutions that have, for the moment, the responsibility for education at this level be sought. It is also extremely important that the help of English-speaking teachers, parents, representatives of business and industry and other English-speaking professional groups who, because of their competence, can make a real contribution to the development of college education in the English community be enlisted.

The Superior Council of Education regrets that no provision was made for the establishment of English language colleges last September. An important group of representatives of the English-speaking population including several members of the Council had at that time drawn up a project for the establishment of an English language college which was to open in September 1968. This proposal had the support of a large

number of organizations and institutions representative of the English-speaking population, in particular the English universities and colleges, the school boards, the professional associations and the parents' groups. The Department of Education was also favourable to the proposal. It must be noted furthermore that representatives of the English language universities participated in the exchange of views that took place in Saint-Hyacinthe between the Department of Education and the universities and that these same representatives continued to participate in the work of the "Joint Committee" on which the Department of Education was represented by, among others, Mr. James Whitelaw, Special Advisor to the Directorate of College Education, and Mr. C.W. Dickson, Associate Deputy Minister of Education.

As early as November 1967, the "Mission" appointed to organize the colleges was informed of this project of an English language college and a request for a charter was formally presented to it at this time. As concrete recommendations with regard to the physical installation of the proposed college were lacking, the Department of Education was unable to approve this request and the thought of opening such a college in September 1968 became impossible. And, unless steps are taken immediately, it is questionable whether this college can open in September 1969.

Concerned with this state of affairs, the Council instructed its Committee of Chairmen to obtain the necessary information concerning all aspects of this situation and to recommend appropriate action.

Acting on the request of the Council, the Committee of Chairmen held several meetings. It first met representatives of the Department of Education. It then had an interview with a special committee chaired by Professor James Whitelaw which had made a survey of the educational needs, at the College level, of the English-speaking population living outside of Montreal. The Committee also interviewed the members of the Organizing Committee for an English language General and Vocational College in Montreal, this Committee being chaired by Mr. Frank McLaughlin. It became apparent as the meeting went on that the majority of the persons concerned, in spite of the difficulties of which they were aware, were in favour of the establishment, without undue delay, of the first English language General and Vocational College in Montreal. This point of view also has the firm support of an important organization like the Federation of Protestant Home and School Associations; indeed, the President of the Federation recently informed the Minister of Education and the Council of the position that this group had taken in this regard. The members of the Council are also aware that the proposed English language General and Vocational College also has the support both of influential leaders of the English community and of the English language press.

The Council hopes, and this for obvious reasons, that the public may, in this matter of the establishment of the first English language

college, count on the cooperation of those institutions which are presently responsible for providing education at this level or which are directly concerned by it, such as the English Universities and Colleges, the institutes of technology and the school boards. The contribution of these institutions in the establishment of English language General and Vocational Colleges can be of two sorts :

- (a) collaborating in the provision of courses during a transitional period of two or three years;
- (b) making available suitable premises that the College Corporation could rent or buy.

There are approximately 8,500 students graduating from English language high schools and most of them may be expected to continue their studies. Some 2,000 of these students might be admitted to the first English language General and Vocational Colleges¹ in September 1969. As for the remaining students, other arrangements would have to be made for them to continue their studies. If a transitional programme could be set up with the participation of some or all existing institutions providing instruction at the College level, it is probable that the 6,000 students not at Dawson College could be accommodated at these institutions. However, to avoid any possible disparity in treatment, a "common admissions pool" should be established. In other words, every English-speaking student wishing to be accepted for College studies, which should follow the same curriculum in all institutions, would present his application for admission to this inter-institutional centre.

The establishment and the organization of the first English language General and Vocational College (Dawson College) will require a long period of preparation. It is therefore essential that certain senior officials be appointed immediately if Dawson College is to be opened in September 1969.

Having made a thorough study of all aspects of the problem posed by the establishment of an English language General and Vocational College in the province, the Superior Council of Education makes the following recommendations :

1. that a charter be granted immediately to the first English language General and Vocational College in Montreal (Dawson College);
2. that this first English language General and Vocational College be accorded a budget allowing it to engage a Principal, a Vice-Principal (Administration) and a Vice-Principal (Academic);

(1) The organizing committee for the first English language General and Vocational College in Montreal has proposed that the first college be called "Dawson College" in honour of Sir William Dawson, one of McGill University's most distinguished principals. After the Second World War, McGill established at Saint-Jean a College for veterans to which it gave this name.

3. that a minimum enrolment of 2,000 students be assumed for the first year of operation of this College;
4. that the curriculum of the College be comprehensive (polyvalent) and that it be drawn up by the senior officers of the College and the Department of Education in consultation with the cooperating institutions and representatives of industry, commerce and labour;
5. that a suitable person be found in the English language institutions of this level who, as a permanent civil servant, would act as consultant to the Department of Education in the matter of the establishment and the administration of English language Colleges;
6. that the cooperation of all English language institutions now offering this level of instruction be secured, in particular, McGill University, Sir George Williams University, Loyola College, Marianopolis College, the Montreal Technical Institute and School Boards which now offer the 12th year;
7. that, in the event that permanent quarters are not available, the College should be provided with temporary premises which should be situated in the centre of Montreal. In this case, the cooperating institutions might be asked to rent or sell suitable premises to the College. Or, if no other course is possible, space in government buildings might be utilized;
8. that a "phasing out" formula be adopted by agreement between the cooperating institutions and the Department of Education to cover a period of not more than 4 years (see Appendix 1);
9. that an inter-institutional admissions centre or common admissions pool be established to which all English language students seeking admission to College courses would forward their application in order to be admitted to the first English language General and Vocational College or to the College Section of the cooperating institutions in September 1969; that this centre be under the direction of the Principal of Dawson College who would have, as advisors, representatives of the cooperating institutions (see Appendix 2).

APPENDIX 1

Phasing out Formula

A transitional period, during which the universities would withdraw from this level of teaching, should be contemplated. It is believed that in the first year of operation, Dawson College could admit 2,000 students to the first year of the college course; approximately 6,000 other students could be admitted to the cooperating institutions in which college level courses would be offered by agreement with the Department of Education.

It is not likely that all options normally found at the college level could be offered in these circumstances but a certain standard of achievement would be maintained by common examinations administered under the jurisdiction of a *Board of Examinations for English language General and Vocational Colleges* on which would be represented the Colleges, the cooperating institutions and the Department of Education.

In the second year of operation (1970/71), with the possibility that at least two other colleges would have commenced operations, the first college would offer the first two years of the college course and the new colleges would admit 3,000 to 4,000 students. This would leave the cooperating institutions with only 2,000 to 3,000 first-year students and a limited number of second-year students.

By the third year (1971/72) it would be expected that all first-year students would be enrolled in the colleges as well as the majority of those in second year. Consequently, the following year, the "phasing out" would be completed with all 12th and 13th year students enrolled in the five or six colleges, and the universities would be able to accept all students entering the 14th year.

Suggested calendar

<u>Colleges</u>		<u>Enrolment</u>	
		<u>Colleges</u>	<u>Operating Institutions</u>
1969	1	2000 Year I	6500 Year I
1970	3	6000 Year I	2500 Year I
		1500 Year II	5000 Year II
1971	5	8500 Year I	no Year I
		4500 Year II	2000 Year II

NOTE: The projections for Year II were calculated as follows: 75% of the enrolment in Year I.

APPENDIX 2

Inter-Institutional Admissions Centre

It is assumed that all students completing the requirements for the High School Leaving Certificate will be qualified to enter the colleges. All candidates should make application for admission to an inter-institutional admissions centre, presenting their school records and other documents required.

The Admissions Centre would assume responsibility for distributing students among the colleges and cooperating institutions, basing its decisions on such factors as place of residence, scholastic record, choice of courses, etc.

Opinion of the Superior Council of Education concerning the Enabling Act Respecting Private Educational Institutions¹

1. The Council BELIEVES :

that an enabling act respecting private educational institutions is necessary and timely.

2. The Council RECOMMENDS :

that the proposed act set forth, in a preamble or in some other way, the following points :

(a) the State, notwithstanding the existence of a public system of elementary and secondary education which must at these levels offer all educational services that the population needs and notwithstanding the existence of public education at the college level, recognizes that the existence of educational institutions outside of this system is a legitimate way of exercising the right to educational freedom;

(b) however, this right must be exercised with complete respect for the following three goals already officially accepted and recognized the Department of Education; that is

to afford everyone the opportunity to learn;

to make available to each the type of education best suited to his aptitudes and interests;

to prepare the individual for life in society.

(c) in view of what precedes, and given the State's responsibility where the common good is concerned, it is the duty of the State :

to give priority to the public system of education;

to ensure the orderly development of institutions of private education having in mind the general goals of educational planning in the Province;

(1) Extract from the Minutes of the 63rd meeting of the Superior Council of Education, May 2nd 1968.

to make sure that the education provided in such institutions be closely coordinated with the education provided in the public system, thus encouraging a genuine and effective participation of private institutions in the educational system of Québec.

- (d) on the other hand, the State must, in the public interest, exercise an appropriate control over private institutions in order to provide pupils and parents concerned with the best possible protection from a material, financial and instructional point of view.

3. The Council RECOMMENDS :

that the proposed Act be divided into two main parts, the one dealing with private institutions in general, the other with private interests operating in the public interest.

Explanatory notes

The Council proposes this modification to the Act for the following reasons :

(a) The Act, thus modified, would be in closer accord with the principles and the reasons as previously set forth which should prompt the adoption of such a law than if the structure presently contemplated in the bill were retained;

(b) The Act would thus affirm in unequivocal fashion the importance of the role private institutions operating in the public interest, and so recognized because they perform a public service, are to play in the educational system of the Province of Québec in close coordination with public institutions;

(c) The Act would put greater emphasis than it presently does on the close collaboration that must exist between institutions recognized as operating in the public interest and institutions of the public system;

(d) The Act would indicate more clearly than it presently does the distinction that is to be made between private institutions recognized as acting in the public interest and other private institutions.

4. The Council RECOMMENDS :

that the declaration respecting institutions operating in the public interest, in the case of institutions that are so defined, accord with the conditions outlined in the document submitted to the Council which read as follows :

“Une déclaration d'intérêt public peut être faite en faveur d'une institution qui, en raison des clientèles qu'elle dessert, des enseignements qu'elle dispense, de la qualité de son personnel enseignant et des méthodes pédagogiques qu'elle utilise, assure des services de qualité et contribue au développement du système scolaire”.

5. The Council further RECOMMENDS that the Act stipulate :
- (a) that the Department of Education adopt a regulation that will :
 - determine the criteria to be used in defining more exactly these general conditions to which private institutions must conform in order to be recognized as operating in the public interest;
 - establish as well criteria for the suspension or the abrogation of recognition as acting in the public interest;
 - establish the procedures governing the issuance, the suspension or the abrogation of an institution's recognition as acting in the public interest;
 - (b) that this regulation be submitted for opinion to the Council as in the case of the regulations contemplated in section 28 of the Superior Council of Education Act.
6. The Council RECOMMENDS :
- that this regulation be drafted after consultation with a special committee on which institutions of both the public sector and the private sector would be represented.
7. The Council RECOMMENDS that the Act stipulate :
- (a) that an advisory commission be set up to make recommendations to the Minister of Education respecting the issuance, the suspension or the abrogation of recognition of private institutions as acting in the public interest;
 - (b) that this commission be composed :
 - of persons chosen after consultation with those groups that are most representative of public education and private education;
 - of officers of the Department of Education;
 - (c) that this commission be empowered to call before it, at public hearings, institutions wishing to be recognized as operating in the public interest, representatives of other educational institutions, public or private, that may be concerned, representatives of intermediary bodies or of the public in general coming from the region to which the petitioning institution belongs and who wish to be heard by the commission. This power could be exercised whenever it is a question of recognizing, suspending or abrogating the status of an institution as acting in the public interest.
- However, whenever the representatives of any institution, intermediary body or the public to whom reference has just been made ask to be heard by the commission, the commission should be required to grant their request.

8. The Council RECOMMENDS that the law stipulate :
that the recognition of a private institution as an institution acting in the public interest be attested by an official document of the Department of Education and that this document be distinct from what is described, in Title I and in Titles III to VI in the document submitted to the Council, as a "permit".
9. The Council RECOMMENDS :
that the permit serve as an authorization to provide education and that this permit be granted to all private institutions that conform with the requirements contemplated in Title I, in Titles III to VI and in Title VII.
10. The Council RECOMMENDS :
(a) that the issuance, the renewal, the suspension or the abrogation of the permit to teach be under the jurisdiction of the Department of Education;
(b) that the issuance, the renewal, the suspension or the abrogation of the permit to teach be carried out in accordance with such criteria and procedures as shall be defined in one or more regulations of the Department of Education to be adopted after consultation with the institutions and associations that are the most representative of the sector concerned, unless, of course, these criteria and procedures are set forth in the Act; and that these regulations provide for a procedure of appeal, in the case of a refusal, suspension or abrogation of a permit, to a body having authority to hear such appeals;
(c) that all such regulations be submitted for opinion to the Council as in the case of the regulations contemplated in section 28 of the Superior Council of Education Act.
11. The Council RECOMMENDS :
that the provisions of the Act contemplated in the second paragraph on page 3 of the letter from the Minister of Education, stated under Title II "De la Commission consultative de l'enseignement privé", be deleted because the task of describing the situation or the state of private education is one of the functions of the Superior Council of Education, as set forth in section 9 (c) of the Superior Council of Education Act which states that the Council must "transmit to the Minister, who shall communicate it to the Legislature, an annual report on its activities and the state and needs of Education". It is, therefore, the duty of the Council, pursuant to this obligation decreed by the Legislature, to inform the Minister of the state and needs of education *in the private sector as well as in the public sector.*

Furthermore, the Council believes that what is contemplated in this paragraph, with regard both to the list of applications for permits

or the renewal of same and to the duties of whatever service is made responsible by the Department of Education for the administration of permits granted, is part of the normal duties of the Department of Education and should appear in the Annual Report of the Minister, if the occasion arises.

12. The Council RECOMMENDS :

that Title XIII headed "Dispositions spéciales pour les écoles normales réputées privées" (page 8 of the letter of the Minister of Education) be deleted.

Explanatory notes

In making this recommendation, the Council remains faithful to the position it has always taken, that teacher education should fall within the exclusive jurisdiction of institutions concerned with higher or university education. In view of this position and of the Council's belief that teacher education should be entrusted, without delay, to institutions of higher education, the Council does not see the need of incorporating in an Act, which is generally in theory, and for the most part also in practice, permanent in character, provisions governing institutions which will be called upon, in a not too distant future, either no longer to provide instruction required in teacher education or to become an integral part of the network of institutions of higher education to which the proposed Act does not apply. The Council recognizes, moreover, that there is a need for measures governing private normal schools until such time as all institutions concerned with teacher education are completely integrated with higher education; but such measures must be truly transitional in nature and take the form of directives or Orders-in-Council instead of being included in an enabling act.

In addition, the Council is of the opinion that it would be abnormal to exclude private normal schools from provisions respecting the permit and the declaration in regard to the public interest, for these institutions should be the ones for which such provisions ought, obviously, to be indispensable. In any case, what is of particular importance, from the point of view of the Council, is that this Act should contain no provision having to do with normal schools. Is it worthy of note, in this connection, that all four Commissions of the Superior Council of Education have with general unanimity expressed a view that accords with the recommendation of the Council.

13. The Council RECOMMENDS :

that the Act state specifically that courses given by telecommunication be subject to regulation for the same reasons as courses given by correspondence. (See Title X of the proposal submitted to the Council.)

14. The Council RECOMMENDS :

that the Act provide for strict control of correspondence courses

emanating from institutions, groups or associations having their headquarters in Québec.

15. The Council RECOMMENDS :

that the Act provide for effective control of publicity undertaken by private educational institutions especially publicity relating to correspondence courses and courses given by telecommunication.

16. The Council RECOMMENDS :

that the Act require private educational institutions which have received a permit to operate, to file with the Department of Education a copy of all forms and contracts which must be completed by students of these teaching establishments and which must be signed by these students or their parents or their guardians.

17. The Council RECOMMENDS :

(a) that a list of private institutions be published annually;

(b) that this list be divided into two principal parts :

one part enumerating institutes recognized as operating in the public interest;

another part enumerating all other private institutions;

(c) that this directory contain all useful information, such as the nature of the institution, the location of the institution, the type of education provided, the level of this education, the number of students attending the institution, the number of full-time and part-time teachers on the staff, the kinds of diploma awarded, tuition fees, etc.

18. The Council RECOMMENDS :

that the Act stipulate that, generally speaking, the regulations that the Department of Education may make pursuant to this Act shall be submitted for opinion to the Council as in the case of the regulations contemplated in section 28 of the Superior Council of Education Act.

19. The Council INFORMS the Minister :

that in answer to a request for an opinion made by the Council to its two Confessional Committees, these bodies have informed the Council that the contents of the enabling act respecting private educational institutions does not fall within their jurisdiction. The Council agrees with the position taken by its two Confessional Committees.

For this reason the Council believes it necessary to transmit, as an appendix to the present opinion, the tenor of the answers given by the Catholic Committee and the protestant Committee of the Council.

Recommendations of the Superior Council of Education Respecting General and Vocational Colleges¹

1. The Superior Council of Education RECOMMENDS :

that measures be taken without delay to allow General and Vocational Colleges to make plans immediately for physical facilities and alterations in physical facilities for the school year 1968. The Council is of the opinion that if measures dealing with the construction, purchase and renting of buildings are not taken as soon as possible, the academic development of General and Vocational Colleges may be seriously retarded. The Council also believes that if the present situation continues several months longer, there is a grave risk that the establishment of new Colleges will be gravely prejudiced.

2. The Superior Council of Education further RECOMMENDS :

that the question of the transfer of technical teachers affected by the integration of the former institutes of technology with the General and Vocational Colleges established in 1967 be settled at the earliest possible moment.

Explanatory notes

A. The present situation is creating, within the General and Vocational Colleges, inequalities that are extremely detrimental to the integration of the different bodies of teachers who, subject as they are to different collective agreements, do not have identical obligations or receive identical salaries.

B. The present situation is creating, among the teaching personnel concerned, a feeling of insecurity which has already reached such proportions that it may adversely affect the way these persons teach.

C. The time has arrived when General and Vocational Colleges must engage new teachers for the academic year 1968-/69. If the solution proposed is adopted, it will have a favorable effect on the engagement of teachers for September 1968.

(1) Extract from the Minutes of the 64th meeting of the Superior Council of Education, May 9th 1968.

Opinion of the Superior Council of Education on Coeducation¹

I

THE ELEMENTS OF THE PROBLEM

1. The Situation

Coeducation is a current practice in the English Protestant schools of the Province of Québec at both the elementary and the secondary levels. It was the practice in small Catholic schools in outlying districts as it still is in a good number of villages in rural areas, both at the Elementary level and at the beginning of the secondary school. It has not so far posed any particular problems.

In the last few years, in Roman Catholic circles - both French-speaking and English-speaking - coeducation has established itself progressively at the College level and is tending to spread at the secondary level. This new situation, which has developed with the spread of education, has raised certain questions and indeed caused some concern among a number of parents and teachers.

2. Global aspects of the problem

The problems of coeducation must be considered in relation to the way in which the spread of education and social change have developed for they are but one of the facets of this development. In other words, these questions must not be considered in an isolated, or abstract fashion, detached from the general context in which they occur. This statement must be expanded as follows: In more than one regard, the problems presented by coeducation are only of secondary importance in relation to other problems connected with educational reform and resulting from it, problems fraught with far-reaching consequences for every form of education, coeducational or non-coeducational. We have in mind, for example, the training of competent teachers in sufficient numbers and the kind of human relations existing between teachers and students in large educational complexes. Because of the importance, the gravity, and indeed the fundamental nature of these problems, every alleviation or aggravation to which they are subjected will have far-reaching effects on the whole future of

(1) Extract from the Minutes of the 64th meeting of the Superior Council of Education, May 9th 1968.

education whatever form that education may take, coeducational or non-coeducational.

3. The factors are empirical

At the secondary level, in both French and English language schools, the general practice has been for boys and girls to receive their education in separate classes.

Today there is an increasing tendency towards coeducation. In both cases, educators have acted according to the needs and demands of existing situations. At the present time the spread of education is leading to coeducation.

However, the hub of the problem is not so much coeducation itself (which was not so long ago common practice in outlying schools) as the changeover from education of boys and girls in separate classes to education of boys and girls in the same class. Coeducation today undoubtedly provides a more natural educational situation than does education in separate classes if it is considered in the light of present-day social situations viewed as a whole: the advance in the status of women; the greatly developed leisure-time activities at which adolescents of both sexes meet, etc. It seems difficult, however, to affirm, so far as principles are concerned, that at the elementary or the secondary level one of these two types of education is superior to the other. Both can, without doubt be employed, usefully, in the same establishment, provided that officials, parents and teaching personnel are aware of the benefits and the limitations of each type and that they find a way of utilizing them to advantage.

4. Conclusion

In this spirit and in view of the definite needs that are making themselves felt in many places, we believe that coeducation is, in fact, at the elementary and secondary levels, a valid form of education. It is essential, however, for the success of this, as for every other form, of education that definite conditions are fulfilled, that teachers and parents are prepared for it and that appropriate information be given to parents and to the teaching and administrative personnel of the school.

II

THE POSITIVE ELEMENTS OF COEDUCATION

The positive elements of coeducation are many and varied. The principal elements are here grouped under three headings which indicate how wide the implications of coeducation are: 1) economic advantages; 2) pedagogical advantages; 3) social and psychological advantages.

1. Economic advantages

If we consider the economic advantages first, it not because they are more important than the pedagogical advantages, but rather that they must be considered, on the one hand, in relation to the requirements of educational reform and the heavy expense that this reform will occasion, and, on the other hand, in relation to the extent of our financial resources.

It may be said that, within certain limits, the greater the school population concerned, the lower the cost of building a school. School construction costs per pupils are thus inversely proportional to the number of pupils who will attend the school. This is true up to a total of 3,000 pupils. The above statement is based on school construction costs as of January 1966. At that time, it cost \$14.50 per square foot to build a school. Thus, it cost \$304,500 more to build two schools each for 1,500 pupils than a single school for 3,000 pupils.¹

Now, in most school districts in the province, such economies can be realized only by grouping boys and girls together. The money thus saved could be devoted to other educational priorities.

2. Pedagogical advantages

The comprehensive (polyvalent) secondary school seems to be the institution that best meets the interests, the aptitudes and the possibilities of a given student population, provided that students are grouped together in sufficient numbers to offer the widest possible range of subjects on the course of studies.

If we consider matters from the new point of view of Regulation 1, there is no longer any question of drawing up a timetable for a group based on precise moments of the day but rather of drawing up individual timetables for every student attending a school. Such students move about according to their own timetable; most of them may even have courses spreading over two or three different levels depending on the optional courses chosen.

The essential character of Regulation 1 is centred in the flexibility of the course of study which offers students a wide range of subjects. Now

(1) The preceding figures and those that follow were provided by the Directorate of Building and Equipment on January 7, 1966.

<i>Total number of pupils</i>	<i>Square feet per pupil</i>	<i>Cost per pupil</i>
1,100	107	\$1,551.50
1,500	97	1,406.50
2,000	95	1,377.50
2,300	93	1,348.50
3,000	90	1,305.00

that it has been proved that, in so far as success at school is concerned, intellectual differences between individuals of the same sex are more prominent than differences between sexes, a system of promotion by subject matter must provide not only different streams for required subjects but a wide variety of graduated options in all disciplines, whether they be general, technical or vocational in character. It is obvious that such a variety of options can be more easily offered in a school of 2,000 students where coeducation is practised than in two schools each of 1,000 students where students are separated according to sex. In the present system of promotion by grade, it is almost impossible, even in schools with a large student population, to allow boys who so wish to take a course in the decorative arts, in music or in painting and drawing, etc. or a minority of girls to take certain general or even vocational courses given to boys.

In the traditional system of promotion by grade, the student population of a school is divided, according to level, into groups of 25 to 30 students, with the members of most groups remaining together for all teaching periods during the week. Such a system of grouping inevitably tends to further separation into groups according to sex.

It can be easily seen that only schools with a sufficiently large population will be able to adopt a comprehensive (polyvalent) system, with groups of 30 students per course. It will, therefore, be necessary, in most areas of the Province of Québec, to teach boys and girls together.

If the financial resources of the Province made it possible to have classes of 10 students, and if government norms allowed a teacher-pupil ratio of 1 to 8 instead of 1 to 18, as at present, there would be no difficulty in extending indefinitely the variety of options offered without encountering problems of an economic nature. However, in practice, the smaller the school population, the greater the difficulty in forming classes that make it possible to respect the teacher-pupil ratio of 1 to 18. In a small school, certain courses having a low pupil enrolment but constituting, within a system of subject promotion, an important discipline cannot be offered. In smaller schools then, it will not be possible to provide certain courses if there are too few students to justify the necessary financial outlay.

If citizens wish to provide all students with an education that is superior in quality, that meets the needs and the intellectual possibilities of the student population, with no regard to religious difference, social origins, culture, social class, financial circumstances, age, sex and health, they must be ready to adopt this type of school which will offer pupils a real choice within the widest possible range of options, options that are restricted only by the limits imposed by financial and human resources.

3. Social and psychological advantages

Coeducation will guarantee both sexes the same advantages. The school is an educative agency at the disposal of society. It must offer the best education available to those who will constitute the society of tomorrow, providing both sexes with equal opportunities and making it possible for them to learn cooperation at all levels of instruction. The psychological problems posed by coeducation are doubtlessly real. But the psychological problems of young people are not primarily due to the educational school. Indeed, it must be stated that education in situations where students are separated according to sex allows free play to fanciful interpretations on the part of both sexes and gives rise to complexes that only a cooperation that comes naturally will help to dissipate. Furthermore, it is well known that education in areas where sexes are separated encounters other difficulties.

A school that creates an atmosphere of confidence and naturalness in its attitude to coeducation makes an appreciable contribution to society. It can be seen that this is an effective way of demonstrating to the members of one sex the qualities of the other and of helping young people to overcome prejudices that tend to arise between the two sexes when they are psychologically isolated.

III

CONDITIONS UNDERLYING ADOPTION OF COEDUCATION IN THE PRESENT EDUCATIONAL SITUATION

1. Conditions required for the immediate adoption of coeducation

We shall analyze these conditions, referring successively to educators, children, institutions, sociological factors, the responsibility of the Department of Education.

1.1 On the part of educators

Let it be said, first of all, that teacher education must develop a proper conception of the dignity of woman, based on the equality of the sexes and the right of women to full personal and social development.

It is particularly important that educators who have had no experience with coeducation be provided with opportunities which will allow them

to receive further professional education directly related to the specific problems that arise from coeducational instruction before they themselves are called upon to work in such a system.

The importance of the type of relationship which should exist between educators and students must thus be stressed. If we refer to the analysis that we made, at the beginning of this document, of the elements of the problem, we see that the most serious problem is not primarily the problem of coeducation but rather of the type of relationship existing between teacher and pupils, the main factors of the relationship being: the teacher's personal authority over his pupils (authority based on his competence and judgment); the teacher's adaptability to the various situations he must meet; his ability to perceive, even indeed intuitively, problems that do not always first appear on the surface; his availability to his students.

1.2 On the part of parents

It is vital that parents recognize the important part played by the confidence they place in their children and by the affective relations between children and parents to avoid the development of ill-founded compensatory relationships at school.

If society is to derive from coeducation the real advantages that it offers, boys and girls must be taught, in the home, that the sexes are equal. This will allow young people to feel at ease wherever they are or whatever the vocational orientation they choose. The right to every advantage that modern education has to offer must be recognized as the right of all.

Parents must accept and understand the fact of coeducation as it actually exists in the Province of Québec. They must also keep continually in mind the problems with which children will have to cope during their school career. Parents' associations will help to develop these attitudes and they, in turn, will benefit therefrom.

1.3 On the part of the school establishment

It is essential that the physical layout take into account the specific requirements of each of the two groups thus brought together, if coeducation is to be instituted in a suitable way in our schools. In addition, it is clear that schools where coeducation is practised must possess a sufficient number of rooms, of sufficient size, to meet the normal needs of the student population attending these schools and to give the administration an effective control over the student population placed in its care.

It is also essential, in schools where coeducation is practised, that the teaching staff be made up of men and women who will, by their attitude to each other, offer an example of normal behaviour in a mixed society.

On the other hand, coeducation must be introduced and implemented progressively at the different levels. Coeducation must be instituted by stages

beginning at the elementary level; it must subsequently be adapted to the needs of succeeding levels, according to age.

Finally, it seems unlikely that an educational institution can cope with the problems that coeducation will inevitably create unless it takes specific action with regard to "social education". By such education is meant not only special courses but also the attitude of teachers towards students, the attitude of the administrative officers, guidance officers, etc. towards the whole student body. From this point of view, the "educational services" whose function it is to follow students throughout their school career, will facilitate their integration in the group and help develop their desire to take part, and pleasure, in the social life of the school.

It should be added that every experiment in coeducation presupposes a reasonable school discipline and a smooth working school organization. Take as an example, the problem of pupil transportation in certain places. Discipline must take into account the educational level conceived.

1.4 On the part of the community

Account must be taken of the opinion and practices of the community concerned with regard to the intermingling of the sexes, not only as it concerns intermingling in school but also as it concerns intermingling for purposes of recreation, as members of various groups, etc. The larger cities present a special situation: There, most Roman Catholic schools operate under the system in which the sexes are separated. The action that will most likely become necessary with the establishment of comprehensive (polyvalent) schools cannot be implemented throughout a whole territory at the same time. It might, therefore, be useful if a special office were attached to the school boards of larger areas to follow experiments in coeducation in the new comprehensive (polyvalent) schools and in the elementary schools that apply Regulation 1 on a coeducational basis.

1.5 On the part of young people

It is important to know, with regard to a community in which it is desired to introduce coeducation, whether the young people of the community desire it or accept it. And it is to be expected that in certain places problems will arise, particularly in relation to male and female students in the 8th and 9th years.

1.6 On the part of the Department of Education

We believe that the Department of Education must include a special item in the budget for the administration of personal services for students, in every institution of 600 students or more, beginning at the secondary level. Such a budgetary item seems the most suitable way of stimulating the development of educational services in academic institutions.

IV

INFORMATION RESPECTING COEDUCATION AND THE PARTICIPATION OF PERSONS CONCERNED

The advantages offered by coeducation are closely related to the manner in which coeducation is understood and practised. It is essential, therefore, that parents and teachers receive information on this subject, information that is precise, practical and easily understood by all concerned.

1. Purpose of such information

The purpose of such information should be to help parents and teachers in general to discover the positive values of coeducation, its limitations and its requirements. There are, in this connection, attitudes to be reconsidered, practices to be questioned and prejudices to be overcome. And in this regard, factual information, calm in tone, will help place the problem in a broader perspective.

It is particularly important that stress be laid on the value of coeducation as it affects the children's individual education, education for life in society and the development of human qualities. This information should also explain how coeducation is introduced: the steps and conditions that are necessary.

It is the responsibility of the administrative officers of each regional school board to diffuse, in the area concerned, this information concerning coeducation. Indeed, the officials whose task it is to deal with coeducation in a given community are in a better position than anybody else to inform people concerning the various aspects of the question.

Close cooperation between parents and teachers is absolutely essential.

2. Means to be employed

This information should be conveyed directly and effectively in schools where coeducation is already practised or is being introduced.

By information conveyed directly and effectively we mean information given out during meetings, colloquiums, addresses followed by forums in schools. By means of such meetings, problems peculiar to the area concerned are studied openly, solutions adopted are more realistic and the particular fears that are expressed receive appropriate answers.

In addition to these information meetings, newspaper articles and radio talks are also effective ways of diffusing information.

If we insist, as we do, on the need for information conveyed directly, it is because it is physically impossible to make printed information available to everybody.

With regard to audiences, we have in mind, first of all teaching personnel: teacher and school principals. It has become commonplace to say that the success of educational reform depends on them. But it must also be recognized that the success of coeducation depends, to a large extent, on the atmosphere that the school offers those who attend it. Every school must offer students an atmosphere that will promote their intellectual, moral and emotional growth. Such an atmosphere cannot be improved. It is the result of concerted action on the part of the whole teaching staff, action properly conceived thanks to factual information and careful preparation.

As it is the parents who ask the most questions concerning intermingling of boys and girls at school, they too must be informed of the types of coeducation practised in the schools which their children attend, the requirements of this type of organization and the cooperation that is expected from them. They must be invited to consider these matters and to participate in the solution of problems that will be encountered.

Finally the students themselves must be informed, in a way suitable to their age and class, in colloquiums and study sessions, of the advantages and limitations of coeducation and the conditions that must be met for it to be successful. Discussions and colloquiums involving teachers and students, teachers and parents, parents and students would be very valuable.

3. Information content

It is important to note that information given out must deal with the problems that are of real concern to the community involved. It is this that will justify the establishment of a system of organized information in educational establishments.

Such a system can, if necessary, draw its inspiration from the third and fourth parts of this document. We recall, in closing, that it will be complete and educative only as far as it, at all times, treats coeducation as one of the problems of the development of our system of education and the development of society in general.

Opinion of the Superior Council of Education addressed to the Minister of Education with regard to the Enabling Act Respecting Higher Education¹

Preamble

1. The Council, conscious of the importance of higher education in the educational system both because of the role that such education must play in the economic, social and cultural development of the Québec community and because of the increasing number of students destined to attend institutions of higher education, believes that it is the duty of the State to take whatever measures are necessary to bring about a rational, harmonious and balanced development of this level of education. Furthermore, the Legislature has already recognized the responsibility of the Government in this regard by entrusting to the Department of Education the task of ensuring the coordination of education at all levels (See Section 28 of Chapter 234, Revised Statutes of Québec, 1964: Superior Council of Education Act).

2. Among the various measures that the Government must take in this regard, it is undeniable that the proposed Enabling Act is basic and essential.

3. An enabling act respecting higher education has, in the opinion of the Superior Council of Education, to be based on certain principles that must be recognized as the fundamental conditions underlying a general policy and programme of development of higher education. The Superior Council of Education believes therefore :

- (a) that the educational system must be organized in such a way that it can offer, without restriction, to every person with the aptitudes

(1) Extract from the Minutes of the 65th meeting of the Superior Council of Education, May 21st 1968.

and the desire, the possibility of continuing his education to the highest level. This means, as far as higher education is concerned :

that the State has an obligation to provide, at all times, to the population within its jurisdiction, whatever facilities in respect of higher education that the population requires;

that the State must make sure that the quality of this education corresponds to the demands of higher education authentic in character;

that the State must, within the limits imposed by the various needs for which it must make provision and the sum total of the resources it has at its disposal, seek to eliminate every obstacle which prevents persons having the aptitudes and the desire to proceed to higher education.

- (b) the Council also believes that a complete system of education cannot be established in a society like ours unless a general plan of development which will include higher education as well as all other levels is first drawn up. However, with regard to higher education, its role of leadership and the importance of its place in the educational system, the essential contribution that it must make to the cultural, scientific, economic and social progress of the society it serves and the scope of its influence both in the national and the international sphere make planning for its development much more complex than for other levels.
- (c) the Council wishes to state that, in drawing up the plan for the development of higher education, the character and the requirements of the coordination that should exist between each level must be carefully considered and the elements of coordination required in the field of higher education clearly defined.
- (d) it is, however, important, as the Council has already declared, that the authorities should not, through too great a concern for the unity and the completeness of the system that is to be established, confuse, either in fact or in definition, "planning" with "centralization" and "coordination" with "uniformity".
- (e) the Council believes that if, on the one hand it is the duty of the State to plan the development of higher education, to coordinate its operation and, by the provision of financial aid and technical services, to further its progress, the State, on the other hand, must always be careful to protect the freedom of higher education and of institutions of this level. Indeed, as the essential and specific task of the universities is to seek, through research and instruction, an increase and advance in knowledge and the training of the higher echelons of society, it is essential that they possess the freedom that they need to accomplish fully their function. The Council is of the opinion that the protection of this freedom is, as the Report of the Royal Commission of Inquiry on Education has already stated, "essential for the university and for society as a whole". The Council is also in complete agreement with

the declaration made by the Royal Commission of Inquiry which reads as follows :

“The freedom of the university must not mean confusion or anarchy, nor does it mean a distatorship of the universities over the rest of the educational system. We have just stressed the fact that the interest of the students demands coordination of the universities among themselves and with the rest of the educational system. Only the State is in a position, if not itself to impose the necessary standards, at least to induce the institutions to collaborate and reach agreement. Hence the universities and the State are called upon to collaborate more than ever before in this province; they must learn to do so with mutual respect and recognition of their different functions. A delicate equilibrium must be established, in which the university will not feel subservient to the State, or the State dependent solely on the good will of the universities.”

The Superior Council of Education is also of the opinion that the Enabling Act respecting higher education should be drafted in such a fashion that it respects not only the requirements affecting the freedom of higher education that have just been described but also the other requirements set forth in the declaration concerning the development of higher education that the Council had the honour of conveying to the Honourable Minister of Education last December.

1. The Superior Council of Education RECOMMENDS :
that the proposed Act contain, by way of preamble, the principles stated above.

Specific recommendations of the Superior Council of Education concerning the content of the enabling Act respecting higher education

2. The Superior Council of Education RECOMMENDS :
that the Enabling Act respecting higher education be limited to two clearly distinct titles, viz :
— title 1 - "Le Conseil des universités" ¹
— title 2 - The University of Québec.
3. The Superior Council of Education IS OF THE OPINION :
that Title 3 which is concerned with university grants contains provisions that fall more within the sphere of the Government's powers

(1) This term has been retained in the English version, the English equivalent not having as yet been officially adopted.

in matters of taxation and finance than in the sphere of an enabling act respecting higher education. The Superior Council of Education therefore suggests that Title 3 be made the subject of a special act.

Title 1 - **"Le Conseil des universités"**

Nature of the "Conseil des universités"

4. The Superior Council of Education RECOMMENDS :

- A. that the "Conseil des universités" be a strong body by virtue of the functions and the responsibilities ascribed to it by law;
- B. that the fundamental task of the "Conseil des universités" be the planning and coordination of the entire system of higher education.

Explanatory notes

The Superior Council of Education considers it very important that the "Conseil des universités" be given by law such functions as will allow it to assume fully its role of planning and of coordinating higher education. Furthermore, the Superior Council of Education believes that, once in possession of the means necessary to the exercise of these functions, the "Conseil des universités" will, through the worth of its members and the quality of its work, acquire great authority not only so far as the Government is concerned but also to exercise a preponderant influence on the development of higher education.

Composition of the "Conseil des universités"

5. The Superior Council of Education RECOMMENDS that the Act provide :

that the "Conseil des universités" be composed of 14 members who might be distributed in the following manner :

- (a) a chairman;
- (b) six members drawn from university circles and appointed by the Lieutenant-Governor in Council, after consultation of those having authority in the administration of the universities, university professors and university-level student groups;
- (c) four members appointed by the Lieutenant-Governor in Council, after consultation of the associations that are most representative of the business and the labour world;
- (d) the chairman of the "Commission de la recherche universitaire" appointed by the Lieutenant-Governor in Council, upon recommendation of the "Conseil des universités";
- (e) two civil servants to be named by the Minister of Education.

Explanatory notes

The Superior Council of Education is of the opinion that it is essential that the persons who sit on the "Conseil des universités" do so on a personal basis and not as representatives of one or other of the establishments of higher education or of one or other of the groups consulted. The Superior Council of Education believes, indeed, that it is extremely important to strive to avoid creating within the "Conseil des universités" either through some procedure of consultation or through judicial distribution of membership from among the groups consulted — a situation that could degenerate into a conflict. This could not fail to happen if the composition of the Council was based, in one way or another, on the principle of representativity. This Council cannot and must not be the seat of negotiations or transactions.

The Superior Council of Education believes that acceptance of its recommendation will assure a well balanced participation of all circles concerned with higher education in the work of the "Conseil des universités."

The Superior Council of Education also believes that it is extremely important that suggestions coming from university circles respecting the choice of persons who might be appointed to the "Conseil des universités" be registered on a single list so as to avoid any possibility that the Department of Education will, through an official act, give its blessing to a division which is tending to become more and more marked between the different parts of the university and which cannot but be prejudicial to higher education.

Appointment and term of office of the Chairman of the "Conseil des universités"

6. The Superior Council of Education RECOMMENDS that the law provide :
 - A. that the Chairman of the "Conseil des universités" be a person appointed on a full-time basis, that his term of office be for a period of 5 years and that it be renewable;
 - B. that the term of office of the other members of the "Conseil des universités" be 4 years in length and that it be renewable consecutively only once;
 - C. that the first members, except in the case of the Chairman and of the civil servants named by the Minister of Education, be appointed as follows : 2 for 1 year, 3 for 2 years, 3 for 3 years, 3 for 4 years;
 - D. that members of the Legislative Council and of the Legislative Assembly be ineligible for membership on the "Conseil des universités";
 - E. that the members of the "Conseil des universités" have their domicile in the Province of Québec not only at the time of their appointment but also throughout their term of office.

Explanatory notes

The Superior Council of Education considers it extremely important that, by offering excellent working conditions and guaranteeing a sufficiently long period of employment, it will be possible to interest highly qualified persons in accepting the post of Chairman of the "Conseil des universités".

As to the other members, the Superior Council of Education believes that a term of office of less than 4 years will result, also invariably, in too great a turn over of members and will tend to create in the "Conseil des universités" an atmosphere of instability harmful to the quality and the effectiveness of its work.

Appointment of a secretary and of other employees of the "Conseil des universités"

7. The Superior Council of Education RECOMMENDS that the Act require :
 - A. that a secretary and such other employees as are necessary for the proper functioning of the "Conseil des universités" be appointed by the Lieutenant-Governor in Council, in accordance with the Civil Service Act;
 - B. that the appointment of such secretary be made on the recommendation of the members of the "Conseil des universités".

Explanatory notes

The Superior Council of Education points out that the secretary should have been assimilated to the rank of higher executive or assistant executive within the framework of the civil servants Act. Even if the "Conseil des universités" must depend on the services of the Department of Education and, in particular, on the Directorate of Higher Education, the Superior Council of Education considers that the "Conseil des universités" must be able to count on a sufficient number of employees to be in a position to carry out adequately such functions as are assigned it by the Act.

Functions of the "Conseil des universités"

8. The Superior Council of Education RECOMMENDS that the Act require :
 - A. that the "Conseil des universités", in order that it may fill its role with respect to the planning and the coordination of higher education, be enjoined to :
 - (a) study the situation or the state of higher education in the province;
 - (b) define the needs of higher education in relation to the cultural, scientific, social and economic needs of society;

- (c) prepare — and revise annually — a three, four, or five-year plan for the development of higher education in the province with regard to capital investments and operating expenses in view of the needs in buildings, equipment and personnel as well as the number of students;
 - (d) recommend, in accordance with the plan of development proposed, the creation of new universities, of university centres, and of all other institutions deemed necessary;
 - (e) define, for purposes of grants, the norms for the determination of the budgets of institutions of higher education and recommend their application;
 - (f) study the budget for operating expenses and the budget for capital expenditures — in view both of short and of long-term needs — of each of these institutions;
 - (g) recommend the amount of the credits to be voted to ensure adequate and realistic financing of higher education having the plan in mind;
 - (h) determine the division of these credits among the different institutions of higher education after studying the needs of these establishments, the needs of the population being served and the plan of development proposed and recommend to the Minister of Education the allotment of the amounts thus determined to each of the establishments concerned;
 - (i) recommend appropriate measures to ensure coordination and collaboration in all forms between institutions of higher education;
 - (j) recommend appropriate measures to ensure the coordination of higher education with other levels of education, especially with regard to the admission of graduates of the pre-university course to institutions of higher education and to the preparation of teachers for the other levels of education;
 - (k) maintain, through the intermediary of the “Commission de la recherche universitaire”, close ties with bodies responsible for research and make recommendations with a view to developing university research in the Province of Québec;
 - (l) collaborate in the preparation of regulations and suggest any legislation of a nature that will promote the development of higher education in Québec.
- B. that if, with respect to credits already allotted to higher education, it should happen that the sum total of these credits already recom-

mended by the "Conseil des universités" is changed by the Government, either with regard to operating costs or to capital expenditures, the "Conseil des universités" be called upon again to recommend a new division of these credits, having in mind the changes made;

- C. that among the functions of the "Conseil des universités" contemplated by the Act, the function pertaining to the normalization of expenditures be deleted and that the text of paragraph "e" above alone be utilized.

Explanatory notes

1. The Superior Council of Education is of the opinion that, given the importance of the role that the "Conseil des universités" is to play with respect to the planning and the coordination of higher education, it is of the greatest importance that this Council be given the responsibility of making recommendations respecting the essential aspects of the execution of the plan of which the establishment of new institutions of higher education is certainly an element.

2. Among the proposals contained in the Enabling Act respecting education submitted to the Superior Council of Education, one of the functions that the "Conseil des universités" would exercise is stated as follows: "la standardisation des méthodes comptables et la normalisation des dépenses de ces institutions (d'enseignement supérieur)". The Superior Council of Education realizes that it is essential for the work of the "Conseil des universités" that norms for the determination of university budgets, for purposes of grants, be clearly defined, but it would, on the other hand, be dangerous to impose procedures for budget administration, particularly if these procedures take the form of normalization of expenditures in the sense in which this term is generally understood, particularly with regard to school board budgets. The Superior Council of Education is of the opinion that a legislative provision, of the kind contained in the document submitted to the Council and reproduced above, would, in effect, give the State a power of intervention in the affairs of the universities which would result in a considerable diminution of that freedom and independence of thought, of research and of expression that is vital to the preservation of higher education authentic in character.

9. The Superior Council of Education **RECOMMENDS** :

that the Minister of Education be required to consult the "Conseil des universités" on all questions with respect to which this Council has the right to make recommendations.

Powers of the "Conseil des universités"

10. The Superior Council of Education **RECOMMENDS**, as it has already proposed, that the Act provide :

that the “Conseil des universités” be given such authority and such powers as will allow it to fulfil its role completely and, in particular, that it have the power to :

- make use of the services of the Department of Education and possibly of other Departments for purposes of research and information;
- require every institution of higher education and every group concerned to submit to it any reports and any information that may be useful to it;
- make available to educational institutions information concerning higher education in the province so as to help these institutions to better prepare and execute their plans for development;
- have such studies and research carried out as it shall judge useful or necessary to accomplish its aims;
- establish such special committees as it shall judge useful, the members of which may be chosen outside the Council.

Information

The Superior Council of Education AGREES with the provisions contemplated in the White Paper on the Enabling Act respecting higher education to the effect that the “Conseil des universités” may require of the Minister of Education all available information.

11. But the Superior Council of Education RECOMMENDS that the Act provide :

that the “Conseil des universités” be required to furnish the Superior Council of Education with all such available information as this body shall require.

Annual Report

12. The Superior Council of Education RECOMMENDS that the Act provide :

that the “Conseil des universités” be required to present to the Minister of Education an annual report of its proceedings and that the Minister of Education make this report public in whatever way he considers suitable.

Meetings

13. The Superior Council of Education RECOMMENDS :

that the Act make it obligatory for the “Conseil des universités” to hold a minimum number of meetings annually.

Explanatory notes

The Superior Council of Education is of the opinion that the "Conseil des universités" will have great difficulty in carrying out all its functions if it does not meet fairly frequently. In view of the role this Council is to play, the Superior Council of Education considers that the Act should contain a provision, similar to that pertaining to the Superior Council of Education, requiring the "Conseil des universités" to meet at least 9 times a year.

By-laws of the "Conseil des universités"

14. The Superior Council of Education RECOMMENDS that the Act provide :
- that the "Conseil des universités", like the Superior Council of Education, have the power to enact by-laws for its internal management, such by-laws to be approved by the Lieutenant-Governor in Council.

Budget of the "Conseil des universités"

15. The Superior Council of Education AGREES :
- that the Act should make provision for a budget to be voted annually by the Legislature for the "Conseil des universités". On the other hand, the Superior Council of Education recommends that this Council be authorized to accept gifts.

"Commission de la recherche universitaire"

16. The Superior Council of Education AGREES with the contents of the White Paper on the Enabling Act respecting higher education with respect to the "Commission de la recherche universitaire".

Observation

The Superior Council of Education, basing itself on the document submitted to it respecting the Enabling Act on higher education, understands that there would be a vacancy on the "Conseil des universités" until such time as the chairman of the "Commission de la recherche universitaire" was appointed.

Title 2 - The University of Québec

17. The Superior Council of Education is, generally speaking, IN AGREEMENT with the provisions of the proposed Act concerning what is called the University of Québec, provided however :
- (a) that the "Conseil des universités" is a strong council;

- (b) that the Act make it quite clear that there can be no possible confusion between the powers, the functions and the activities of the "Conseil des universités" and the powers, functions and the activities of the University of Québec.

Explanatory notes

The Superior Council of Education is of the opinion that the existence of a "Conseil des universités", which is strong, would be the best way to prevent the creation of two university sectors — the sector composed of the independent universities, on the one hand, and the sector composed of the University of Québec, on the other — and the development of a situation marked by mistrust and conflict between the existing universities and the University of Québec. In reality, because of its very functions of coordination, the "Conseil des universités" which, as described on the first page of the document submitted to the Superior Council of Education, is to be both a forum for institutions of higher education and an advisory body for the Minister of Education, would be a most effective instrument for the harmonious and well-balanced development of the whole system of higher education. The "Conseil des universités", desirous of fulfilling satisfactorily its role with respect to planning and coordination, must take into account the resources and the legitimate aspirations of the existing universities as well as the needs which the University of Québec, by virtue of the responsibilities ascribed to it by the Act, must meet.

18. While declaring itself in agreement, on the whole, with the provisions contemplated for the University of Québec, the Superior Council of Education IS OF THE OPINION that the University of Québec must be so constituted that it can never become a privileged body in relation to other institutions of higher education.

19. The Superior Council of Education further RECOMMENDS :

that with respect to the definition and the exercise of powers, the Act clearly establish that the constituent units exercise the usual prerogatives of institutions of higher education while, at the same time, observing the norms respecting academic and administrative matters which the University of Québec will have to determine. This means that the constituent units may, within the limits of the norms thus determined, on the recommendations of the "Conseil des universités", grant their own diplomas, define the contents of their different programmes, proceed with the engagement of their professors, etc.

Explanatory notes

It is important, in the eyes of the Superior Council of Education, that the constituent units possess sufficient latitude so as to constitute genuine elements of university progress and to contribute thus to the whole movement of innovation, in respect both to means and to methods, that should be found in the field of higher education as well as in all other fields.

20. The Superior Council of Education RECOMMENDS :
- that the Act make it impossible for anyone to hold at one and the same time the post of "président" of the University of Québec and that of rector (principal), director, head, etc. of any of the constituent units.
21. The Superior Council of Education RECOMMENDS that the law provide :
- that new establishments of higher education may be affiliated, on the recommendation of the "Conseil des universités", to an independent university.

Other recommendations

22. Because of the close relationship between the proposed Enabling Act and the pressing need of development of certain establishments of university level, the Superior Council of Education RECOMMENDS :
- that the "Conseil des universités" be established at the earliest possible moment and that the Minister of Education request this Council to consider, without delay, the problem of the creation of a second French language university in Montreal, to examine the various studies that have been undertaken in this connection and to submit to the Minister of Education, within the next three months at the latest, such recommendations as it deems appropriate concerning the creation of this university.
23. The Superior Council of Education RECOMMENDS :
- that once the recommendations of this Council are known, action be taken, with all possible dispatch, to establish this second French language university in Montreal so that it may begin to function in the autumn of 1969 or at the beginning of 1970.
24. The Superior Council of Education IS OF THE OPINION :
- that if the second French language university must, because of the needs of the hour, concern itself particularly with the problem of teacher education, care must be taken that it does not become a super normal school and be considered as such.
25. The Superior Council of Education RECOMMENDS therefore :
- that the second French language university in Montreal be able, from the beginning, to provide not only instruction related to educational science but also instruction in all disciplines necessary to provide teachers with a university education. In other words, this second French language university must, from the time it opens, provide an education corresponding, in a general way, with the course of study to which is given the name of "Arts and Science" in English language universities.

26. The Superior Council of Education RECOMMENDS :

that the second French language university in Montreal be able to organize, as soon as possible, a coherent, diversified programme of continuing education to meet the urgent needs of the French-speaking population of Montreal, especially the population with a long overdue and much desired cultural influence.

27. The Superior Council of Education RECOMMENDS :

that the University of Québec, of which the second French-language university in Montreal will become a constituent unit, establish, at the outset, to help the rector (principal) of this second university and the original persons appointed to the committee corresponding to the committee called by the Royal Commission of Inquiry on Education the "Academic Advisory Committee".

The Royal Commission of Inquiry on Education described the composition and the role of this committee as follows :

(The Academic Advisory Committee) "should be made up of experienced university professors and of persons sufficiently familiar with the administration and management of a university institution; its term should be limited (...) that is to say, just the length of time needed by the university to define its goal and make a good start. We insist that this committee should not be looked upon as a supervisory body; it should rather play the part of a counsellor and guide and be, above all, a source of inspiration. Far from inhibiting the vitality of a new institution, it must be able to suggest new roads to follow, and to persuade the new institution to innovate both in its programmes and in its educational methods."

28. The Superior Council of Education RECOMMENDS :

that the creation of university centres, especially in places where the initial elements of such centres already exist, be made one of the initial preoccupations of the "Conseil des universités".

Explanatory notes

It is important, in face of the phenomenal increase in the number of university students which we have already witnessed, that haste be made in organizing the university services required to meet the growing needs of the population but that care be taken that the quality of instruction and research at this level be maintained.

The Superior Council of Education is convinced that any delay in finding an answer to this question of university services will compromise the future of thousands and thousands of young men and women and deprive the Province of Québec of resources of great value to its economic, social and cultural development.

General and Vocational Colleges; Development During their First Year¹

Foreword

Eager to be posted on what has transpired during the first year of the general and vocational colleges' existence, the Superior Council of Education requested its Commission of Technical and Vocational Education to evaluate what has taken place in the twelve colleges that began operations last year.

The Commission undertook such an appraisal through a questionnaire and visits to five public colleges. This survey led to the report presented herewith; it was accepted by the Superior Council of Education which, after having submitted it as an official opinion to the Minister of Education, now makes it available to all those interested in the general and vocational colleges' problems.

Definitions

CEGEP (GVC) : Collège d'enseignement général et professionnel.
(General and Vocational College).

Joint committee : A committee consisting of six representatives from the universities and six from the Department of Education. The task of this joint committee is to make recommendations regarding the studies required for admission to the first year of university work, as required by paragraph 1, section 5, in Regulation 3 of the Department of Education.

(1) Extract from the Minutes of the 66th meeting of the Superior Council of Education, June 6th 1968.

Table of Contents

Introduction	203
---------------------------	------------

Chapter I : Administration

Introduction	205
Duties of the Board of Directors	205
The Board of Directors and the Principal	206
The Board of Directors and Parents	206
The Board of Directors : Its Members' Duties ..	207
The Board of Directors and Academic Problems	207
The Board of Directors and the Committee on Internal Administration	208
The Board of Directors and the Directorate of College Education	208
The Board of Directors and Public Relations ..	209

Chapter II : Financial problems

Introduction	210
Financing Continuing Education	210
Financing Auxiliary Services	211
Financing Sports and Recreation	211
Financing Pastoral Services	211
Financing Salaries of Senior Staff Members	211

Chapter III : Academic problems

Regular Day Courses	212
Integration	212
Co-ordinating University and College Levels	213
Co-ordinating Secondary and College Levels	214

Minimum Entrance Requirements	214
General Education Programmes	214
Vocational Students' Work Load	215
Qualifications and Experience of Teaching Staff	215
Time-tables	216
Eliminating Barriers	216
Instruction in Philosophy and French	216
Libraries	217
Audio-Visual Aids	218
Laboratories	219
House system	220
Programmes and Examinations	220
The Academic Council	221
Continuing Education	221
Minimum Admission Requirements	221
Level of Continuing Education Courses	222

Chapter IV : Student services

Guidance and Psychology	222
Extra-curricular Activities	223
Residence	224
Health	224
Student Transportation	225

Chapter V : The Department of Education's Regulation 3

Introduction	225
Section 2	225
Section 4	226
Section 5	226
Section 6	227

Chapter VI : General conclusions

227

Chaper VII : Recommendations

232

Introduction

In 1967, twelve general and vocational colleges began to operate. Their establishment demonstrated the Minister of Education's desire to redefine the scope of college education and to adapt it to contemporary reality. The Superior Council of Education had already transmitted to the Minister of Education certain opinions regarding this redefinition and adaptation at the college level. Indeed as early as July 1966, the Council had stressed how urgent it was to set up "Institutes" to serve as an intermediate stage between the secondary and university levels.¹ In February and again in May 1967, the Council once more stressed the need to enact enabling legislation for general and vocational colleges.²

In June 1967, the Commission of Technical and Vocational Education drew up a preliminary work schedule and decided on certain methods of procedure for a thoroughgoing study of programmes in the prospective general and vocational colleges and of how to get such colleges started. From June to November, the Commission worked on the preparation of a questionnaire and decided that it would visit certain public colleges. On December 7, 1967, pursuant to a suggestion by the President and Vice-president of the Council, the Commission met with certain officials in the Directorate of College Education.

On December 15, 1967, the Commission thereupon presented to the Superior Council of Education a working plan based on :

- sending a questionnaire to the twelve colleges so far instituted and;
- visiting some of these colleges.

After making a few changes in the questionnaire, the Council suggested adding the Chicoutimi and Jonquière colleges to the list of those which the Commission wanted to visit : Ahuntsic, Rimouski and Sainte-Foy.

Acting through its Chairman, one of its members, or its Secretary, the Commission, in early January 1968, presented its questionnaire to the principals of the various colleges. Thanks to co-operation by officials in eleven of them, the Commission of Technical and Vocational Educational obtained the information it needed to carry out the task the Council has entrusted to it : appraising what the general and vocational colleges had done in the light of replies to the questionnaire and visits to some of these institutions, as well as transmitting recommendations to the Superior Council of Education when this seemed appropriate. Thus the Commission fulfilled its duty of keeping the Superior Council of Education informed on the state of education at the college level.

Like the Commission of Technical and Vocational Education, the Fédération de la J.E.C. de Montréal (Jeunesse étudiante catholique) also

(1) Superior Council of Education, thirty-fourth meeting, section 34.34.

(2) Superior Council of Education, forty-sixth meeting, section 46.31.

was trying to discover what might be learned from the reform at the college level. Indeed in a report made by a commission instituted by the Fédération de la J.E.C. de Montréal, a report turned over to the President of the Superior Council of Education in March 1968, the following questions are to be found :

“Educational reform has begun for pre-university studies. In the CEGEP, we find a new grouping of students and new programmes, all in their initial stages. What can we learn from them ? What about them seems desirable ? What limitations do they disclose ?

Here is what we must find out as promptly as we can. It is at the moment when new developments take place that they may most readily be corrected and revised to make them conform to established goals.”¹

In order to be better acquainted with what there was to learn from reforms at the college level, the Commission visited the colleges at Rimouski, Chicoutimi, Jonquière, Sainte-Foy and Ahuntsic.

The following considerations led to the choice of the institutions visited :

- Ahuntsic : city CEGEP with integration² and two campuses
- Sainte-Foy : city CEGEP without integration and with a single campus
- Chicoutimi : non-metropolitan CEGEP with integration and one campus
- Jonquière : non-metropolitan CEGEP with integration and two campuses
- Rimouski : non-metropolitan CEGEP with integration, one campus and a branch at Matane.

These visits allowed Commission members to gather at first hand the views of persons immediately concerned with the establishment of that novel institution which we call the CEGEP and thus to supplement the information elicited by answers to the questionnaire.

During these visits, the Commission met with the members of the Boards of Directors, the principals, those in charge of student services, of instruction, of physical plants, of finances, persons representing students, teachers and parents, representatives of former corporate institutions now integrated (when they expressed a desire to do so) and those responsible for student residences.

(1) *UNE ECOLE POUR AUJOURD'HUI*, Report of a commission set up by the Fédération de la J.E.C. de Montréal, March 1968.

(2) “Integration” means two or more institutions which have had to associate in a single corporate structure, the CEGEP corporation.

At every meeting, the Chairman of the Commission recalled to the various persons or groups present the aim of the Commission's visit and urged them to express their opinions on the CEGEP experiment.

In all, the Commission encountered 522 individuals; of these, 105 were in charge of what could be called CEGEP services, 81 were teachers, 61 were students and some 275 were parents.

In an appendix will be found the daily schedules for each visit.¹

CHAPTER I

Administration

Introduction

In the spirit of the Act, boards of directors are expected to play an important part in the operation of general and vocational colleges. Made up of college officials, representatives of socio-economic groups, teachers, students and parents, these boards should represent the whole community,² in whose name they must take responsibility for college "administration".

Duties of the Board of Directors

It would certainly seem that the few months during which the twelve general and vocational colleges have been in existence do not constitute a period sufficiently long to give any precise meaning to the term "administration". Hence the board of directors' role is still not clearly defined. In several instances this situation has given rise to more or less acute problems. Should a college board do no more than scrutinize general budgets and financial statements? Should it determine the college's major policies? Should such boards go so far as to examine the colleges' educational policies? and give their opinion regarding them? What powers does a board of directors have in negotiating the purchase of buildings?

Here are questions which the boards are sometimes loath to answer, or at least answer differently.

Yet in most instances, it is quite clearly understood that the board of directors should be the soul of the college and must provide leadership.

(1) See appendix 1, Daily Schedules for visits to Ahuntsic, Chicoutimi, Jonquière, Rimouski and Sainte-Foy CEGEPs, pages 235-239.

(2) See Appendix 2 : Composition of Boards of Directors, pages 239-240.

This it will do if the chairman of the board fully appreciates the part he should play. For the chairman has it in his power to make the board an effective and active force. He must act within the board itself and through it seek to infuse into the college a spirit which will make it a vital institution and enable it fulfil its potential. If the chairman is fully aware of what he must do, the board will be able to function as it should and the machinery set in motion will operate far more smoothly. This, however, will not solve all the problems to which we have alluded.

In the near future, it will be essential for the Department of Education, in consort with the colleges, to prepare a document available to the boards of directors and indicating in as much detail as possible what these boards are supposed to do, their duties and the limitations on their power.

The Board of Directors and the Principal

The problems regarding their activities that confront boards of directors apply equally to the powers conferred by the Act on the college principal. Obviously, the Act seeks to make the principal the key man in the college. This is as it should be. But it entails a serious risk of setting up two powers often very likely to work at cross purpose: on one side, the board of directors, representing the socio-economic environment, the students and teaching staff, on the other, the principal representing the college considered as an administrative entity. There are two dangers: either a confrontation between these two authorities which tends to become permanent and does not allow the board to function normally; or else the board is completely dominated by the principal and merely echoes his decisions.

To ward off both dangers, we believe it necessary for the document mentioned above to define very precisely the part the principal is to play in the activities of the board of directors.

The Board of Directors and Parents

The membership of the board of directors at present includes representation for parents of students in the college. What does it mean that there are parents on this body? Whom do CEGEP parents' associations now represent? the small number of parents present at the election of their representatives to the board of directors may lead us to question the appropriateness of their presence on the board. Yet, in our opinion, parents should be represented on the board, since they constitute, by definition, one of the socio-economic groups most directly concerned with the training which the students, their children, obtain and at the college. We believe that parents' interest is growing and will continue to grow, and that the problem is rather to find new ways to stimulate it. But there remains one problem

which, in our opinion, must be quickly solved. This is the shortness of the term served by some board members. Among these are parents. Indeed the General and Vocational Colleges Act provides that parents may name representatives to the board of directors, but, the moment such persons no longer qualify as parents of students in the college, they must resign. We believe that this requirement impedes the college's proper development. We also believe that it would be better to adopt another procedure outlined below and that the General and Vocational Colleges Act be amended accordingly. Parents appointed to the board of directors would be allowed to serve their full terms even if their children are no longer at the college. This would impart to the board of directors a certain permanence and would make possible the continuity needed if the board's work is to be of high quality.

The Board or Directors : Its members' duties

It would also be necessary for the document to define very specifically the part to be played by the representatives of the intermediary bodies (employers' and workers' associations, socio-economic groups, teachers' and students' associations) on the board of directors. They should serve on it as administrators. The moment they are chosen their colleagues, they are no longer, for example, union representatives but members of the board of directors. To make clear our meaning, we should like to give as examples the Superior Council of Education, the Economic Advisory Council and other such bodies. They include representatives of socio-economic organizations which cease to be spokesmen for the organizations which selected them the moment they become members of these advisory bodies. Yet, we noted that, for want of experience in the case of the general and vocational colleges, the representatives of the intermediary bodies on the boards of directors all too often have regarded themselves as official spokesmen for the bodies to which they belong. Such an attitude disrupts the functioning of a board of directors. If this administrative mechanism is to operate properly and not give rise to insoluble problems, it is imperative that people concerned with education and with this form of administration become conscious of their responsibility to convey to various associations a prompt and clear understanding of the part to be played by those they have elected to a board of directors. We believe that the Department of Education and the intermediary bodies should immediately institute an educational campaign on this subject.

The Board of Directors and Academic problems

It seems to us that the magnitude of the administrative problems facing boards of directors while the colleges were being launched has kept

major educational policies well in the background and hence has given a wrong emphasis at the start. There is danger here. During their first year, the boards of directors have become used to dealing only with such problems as leases, purchases and salaries. During this initial period, the boards have not been assigning enough importance to strictly educational problems. Proper relations between the academic dean and the principal and between these two officials and the board of directors will prove more difficult to establish after an experience of this sort, even if it has lasted only a year. By defining without further delay the boards' field of activity and by supplying them with specific guidelines, this danger, which to us seems quite serious, may be avoided. Let us remember that, in the long run, the CEGEP experiment will be judged by the public in terms of educational results and the quality of the training imparted.

The Board of Directors and the Committee on Internal Administration

By setting up an executive committee, the act sought to free boards of directors from all details which might impede the regular progress of their business. Yet it seems necessary to go even further. A few colleges experimented with committees on internal administration, and this seems to have worked out advantageously. This committee, including the college's major officials, the principal, the academic dean, the dean of students, the controller, secretary general and others, makes it possible to oversee a college's day-to-day progress and to do this as a team. This involves no duplication of the executive committee's work, for the latter deals with the details of budgetary management whereas the former concerns itself with the institution's general and immediate operation. The committee on internal administration submits the college's needs to the executive committee for study and presentation to the board of directors. We believe that this procedure should be introduced in all colleges. Yet conflicts between these three levels, the boards and the two committees, must be avoided. The management committee exists for only one purpose, to reach a consensus or, if one prefers the expression, administration by common agreement.

The Board of Directors and the Directorate of College Education

If college boards of directors are to be able to function properly, it is also imperative to define precisely the relationship which must prevail between the Directorate of College Education and the various colleges. It quite often happens that the Directorate communicates directly with individuals in the colleges without passing through the board of directors or the principal in the process. This is not to deny the need for these relations

between the Directorate, teachers and other service officers in the colleges. What must be clearly established are the levels of authority. If we want the board of directors, executive committee and principal in each instance to play their proper parts, it is absolutely essential that the Directorate of College Education and the colleges themselves agree in defining rigourously the channels of communication between the Directorate and the various persons who are members of a college staff. It seems both to us and to those whose task it is to run the colleges that an impossible situation is created whenever the Directorate conveys instructions directly to section or department heads or even to individual faculty members, whenever it engages teachers or department heads as part-time advisers, whenever it arranges meetings for teaching staff members, heads of departments or service directors, without informing the college principal of what it is doing.

Hence we feel that the Directorate of College Education should make sure that relations between its staff and the colleges' take place in an orderly way and respect the authority of those in charge of college administration.

At this point, we should like to make it amply clear that all the colleges want the Directorate of College Education to carry out the aims it has chosen for itself: to inspire action, co-ordinate effort, improve services. And the colleges themselves deplore the fact that the Directorate cannot do these things because, we have been told, it lacks the necessary staff.

The Board of Directors and Public relations

Finally, at the board of directors level, we cannot overemphasize the need for keeping informed. Despite the efforts made by the Department of Education, by principals, educational services, teachers and students, there is a dangerous lack of proper information, especially among parents and students themselves. We believe that the Department of Education, should broaden its information policies in conjunction with the colleges. There need be no fear of going too far. We have encountered a serious lack of knowledge not only as far as parents and students are concerned, but even on the part of teachers and some administrators. Hence an intensive and sustained campaign of information is in order and should be undertaken at once.

Widespread and deep seated anxiety among parents and many students to a large extent is based only on insufficient knowledge and this situation must be remedied.

We should like to suggest that inadequate knowledge is especially noticeable in three areas: programmes, agreements reached on the Joint Committee level and the labour market.

CHAPTER II

Financial problems

Introduction

From the financial point of view, relations between the various colleges and the Directorate of College Education seem satisfactory. In most cases, problems encountered arise from lack of experience in college administration and in dealing with budgets. Most of these problems are on the way to solution. Among them, five still deserve our attention : financing continuing education, auxiliary services, sports and recreation, pastoral services and salaries for ranking staff members.

Financing Continuing Education

According to those responsible for continuing education services whom we have consulted, it would seem out of the question to set up a truly effective adult education service — one reaching all strata in the population — if it is necessary to require fees which very quickly become much too high for those very persons most in need of such instruction. Yet in the opinion of these same authorities, certain minimum charges must be made in order to be sure that adults enrolled in such courses will make a real effort in their studies.

The moment continuing education is regarded as a service which should be self-supporting, we believe that the door is left open to the profit, or at least to viewing adult education as a substantial source of revenue. And we believe that to do this would violate from the outset all the principles that must govern a proper service of continuing education by subordinating educational to monetary considerations.

It is therefore our opinion that continuing education services should be free. If, however, this adult education should involve no tuition charges, one condition is essential : this free continuing education must be reserved for adults whose studies are at the college level. In other terms, we believe that all college level courses leading to credits should be given without charge to adults who want to take them. And to implement this, we believe that the government should take advantage of existing federal-provincial agreements at the adult education level. By this means, general and vocational colleges could offer these courses gratuitously without the government's having to assume too many additional expenditures.

Financing Auxiliary Services

If, in the case of auxiliary services for students, it is accepted in principle that they should pay their own way, a serious dilemma immediately arises. Either the students are subject to very high charges which most cannot afford, or less costly and wholly inadequate services are offered. The services in question are particularly those providing student residences and meals.

Both are essential for the students' daily life. We need only recall how impressive a number of students there are at present — and that more keep thronging to every campus — to see how obviously necessary are these services. We shall deal in more detail with the residence problem when we come to study student services.¹

But without going any further, we recommend that the pay-for-themselves policy envisaged by the Department for students' auxiliary services (cafeteria, residences and others of the sort) be revised so as to allow the colleges to provide these services without over-burdening their students' budgets.

Financing Sports and Recreation

Another problem affecting the state's budgetary policies with regard to colleges is financing sports and recreation. The principals, student services directors and those in charge of sports and recreation were unanimous in telling us that the amounts assigned to this item in the budget are wholly inadequate. In our opinion, there is good reason for the Department of Education, working with the controllers and student services directors in the various colleges, to undertake a study of this subject.

Financing Pastoral Services

That the Department of Education should have decided to finance pastoral services by allowing a fixed amount of eleven dollars per student in each college seems to us an unusual procedure. Indeed after having met those responsible for such services, we like them, were led to question this set figure. Why eleven dollars per student? Why this same amount for all the colleges? Would it not be more reasonable to let each college establish its needs and assign a budget to this item according to its needs? We are convinced that such a policy would be better advised.

Financing the Salaries of Senior Staff Members

We firmly believe that a serious study of the policy adopted by the government regarding the salaries of college senior staff members is necessary.

(1) See pages 222-225.

Because of the present policy, the colleges all encounter the same problem when they try to find candidates willing to perform administrative duties. The problem arises from the fact that the difference between the salaries paid to senior staff members and those paid to teachers is too slight to compensate for the responsibilities that must be accepted by the former. The problem is especially acute where department and section heads are concerned. Cases have occurred where a post as section head has remained open with no candidate willing to apply for it or accept it simply because the salary offered interested no one. Such a reaction is easily understood when we realize that some teachers would add little more than four hundred dollars to their annual salaries if they were to become section heads. Examples of this sort are commonplace. Here once more, a careful study should be initiated by the Department of Education in co-operation with the colleges.

CHAPTER III

Academic problems

REGULAR DAY COURSES

1. Integration

The first problem to be met at the academic level is certainly that of integrating teachers and students coming from types of school that were on their own before the CEGEP's were formed and remain in physically separate facilities. We believe that this integration is far less difficult than many of the people engaged in organizing the new colleges seem to think. It is certainly important to achieve physical integration as quickly as possible as that a college's courses may all be given at the same place. As soon as this has been done, integration of teaching staffs and students groups will depend only on time and good will. It will come about even more easily when we have reached the colleges' second and third years of existence and reform at the secondary level is an accomplished fact. The new generation will be automatically one. The moment teachers begin to live and talk things over together, their integration problems will iron themselves out. What must as much as possible be avoided, within the province's financial capacities, is to keep the general and vocational sections apart in separate buildings.

This physical division is the main hurdle to integrating teaching staffs and student bodies. The Department of Education and the Québec government should regard as urgent the construction of facilities which will gather separate institutions together under one roof so as to bring together in one physical space a college's academic activities.

There must also be an inclination to create a living community made up of teachers and students as well as the whole administrative staff. It seemed to us that the achievement of any such community was far from realization in most of the colleges established in 1967. Certainly this is in large part due to their short span of existence and to the numerous administrative problems to which we have already alluded. Administrators and ranking staff members are too much taken up with problems of every sort to make any real effort at establishing direct human links between administrators, teachers and students. The Directorate of College Education, working with the various college administrations, must, as quickly as it can, set up teams to stimulate group action and find prompt solutions for this problem.

Co-ordinating university and college levels

If the courses given in the various colleges are to be assured of success, it is imperative to provide for proper co-ordination between the secondary and college as well as between the college and university levels. In the latter case, we think that the task has been well begun in the work accomplished by the Joint Committee established for this purpose. It should, however, be pointed out that at the present time this Joint Committee includes only representatives of the universities and of the Department of Education. *The colleges are not represented on this committee.* This seems to us an anomaly which tends to undervalue the colleges' authority and independence. It is essential to arrange for the presence on this committee of persons representing the province's various general and vocational colleges. If it is appropriate for representatives of the Directorate of College Education to serve on this committee, it seems to us imperative and even more important for representatives of the colleges to be appointed to it. Here are persons who can really discuss with the universities the quality of the courses and instruction given to their institutions as well as the adequate preparation of students. They can best judge university requirements in the light of student capacities at the college level.

Hence it is necessary for the colleges to be officially represented on this committee, as they should be, indeed, on all committees having anything to say about college interests.

In addition, we insist that present and future agreements between the Department of Education and Québec universities be governed by one or more regulations in conformity with section 5, paragraph 1 of the Department of Education's Regulation 3. In this way, these agreements will be

made public. In our opinion, it is altogether improper for students and the public not to be informed regarding these agreements.

Co-ordinating secondary and college levels

When it comes to co-ordination between secondary and college courses, the situation is still far from satisfactory. Such co-ordination does not even exist inside the Department. In our view, it would be of major importance to set up a joint committee including representatives of secondary education (Department and School Boards) and of the general and vocational colleges (both Colleges and Directorate of College Education). This committee would not only help co-ordinate in adequate fashion the passage of students from secondary to college studies but would also considerably assist the Directorate of Secondary Education effectively to complete reorganization in its own field. For it is urgent indeed to continue with the reform of the secondary course, and this cannot be satisfactorily done except through co-ordination with college education.

Minimum entrance requirements

The minimum CEGEP entrance requirement is secondary grade V. In exceptional cases, eleventh year pupils may begin college level studies. Yet it would seem that the bulk of students who will enter a CEGEP in September 1968 will be students who have finished the eleventh year. In order to avoid such a situation leading to injustices and prejudicing educational reform at the college level, we are convinced that there is pressing need to fix a definite minimum entrance requirement based on the level or quality of students' preparation.

General education programmes

Specific committees, comprising representatives of the Department of Education and teachers from the colleges, are at present studying the organization of the various general education programmes in the colleges. It would be very useful if a single committee were to make a synthesis of these individual committees' studies and at the same time devote special attention to the level of college programmes. This question of level is quite difficult, but no one has ever really studied it in a definite way. In several places, teachers are inclined to the view that at the college level university instruction is required. Moreover, the suggested programmes tend to induce teachers to act on this inclination. In our opinion, this is evidently a false approach. Even if the college level is a stage close to university studies, it does not yet constitute true university education. Hence it is necessary and urgent to define exactly the level of college education in terms of content and quality, of its own characteristic methods, of the requirements it may impose on students and many other factors. This assumes that

minimum CEGEP entrance requirements will be more clearly defined and that teachers will know what the programmes are earlier than last year, when they were too late indeed, made available to those concerned. This situation seems likely to recur this year. What we wish to stress here is that study of these programmes should be carried out in accordance with Regulation 3. This regulation, it must be granted has proved difficult to apply; we shall explain the reasons in our fifth chapter devoted to Regulation 3.

Vocational students' work load

In connection with programmes, a thorough study must be made of the work load suggested for vocational students in the colleges. These students' time-tables require between twenty-eight and thirty-six hours of courses and laboratory work each week. This seems to us entirely too high. Opinion regarding this problem is unanimous in all the CEGEP's we visited; academic deans, teachers and students ask that these programmes be re-appraised and that work be apportioned so that students may have adequate time for personal projects which are out of the question under present conditions.

Qualifications and experience of teaching staff

From study of the answers to our questionnaire¹ it would appear that little more than fifteen percent of teaching staffs have any qualifications based on professional studies. This amounts to saying that almost eighty-five percent of faculty members do not meet the requirements of the Department of Education's Regulation 4. This is why we believe that the Department of Education should take steps promptly to apply its policy with regard to teacher education.

Here we should like to emphasize the fact that it is fruitless, under existing circumstances, to think of further educational training for present general and vocational college teachers. In fact, the government provides for each college only one percent of the college's total salary appropriation under the heading "advanced education for teachers". For instance, a CEGEP which has a total salary appropriation of eight hundred thousand dollars can only devote eight thousand to further training for its teachers.

In addition, study of answers to our questionnaire leads us to stress the youthfulness² of the CEGEP teaching staffs. Thus seventy percent of their members have less than ten years' total experience in teaching or industry. Of those who have already taught in colleges, sixty percent have less than five years' experience.

(1) See Appendix 3 : Figures on Teachers' Professional Qualifications, page 240.

(2) See Appendix 4 : Statistics on Teachers' Experience, pages 240-241.

We want to make it clear that we were unable to analyse teachers' qualifications in terms of their years of attendance in teacher-training institutions since our questions related only to the diplomas they had obtained. The wide variety of these make it impossible to draw any conclusions.

Time-tables

Throughout the colleges as a whole, we found a serious schedule problem. Given the number of options offered to students and the restricted amount of space at their disposal, time-tables sometimes make impossible demands. A student may have a course at eight in the morning and the next one at eight or nine in the evening. Some students have seven or eight hours of courses on a given day and only one hour on another. Such arrangements run altogether counter to sound practice and occasion very serious problems for any students living at some distance. What is more, so badly organized a schedule can have very ill effects on students' health. Both parents and students declared themselves strongly in favour of radical changes in this matter and we agree.

Eliminating barriers

Almost everywhere, there will also be found problems in current arrangements for vocational education. Here is where barriers have been eliminated the least of all. Vocational education has been integrated into college work as a whole in an extremely artificial way. The old technical sections still remain an undigested mass. Provision must be made for breaking down barriers within vocational education itself and then between general and vocational, so that the comprehensive spirit will truly prevail, at least during the initial stages. Thereafter, more and more intense specialization will take place during the final periods of college training. Present inelasticity affords little opportunity for all this. A joint committee combining representatives of the Directorate of College Education and of the colleges themselves could do effective work here.

Instruction in philosophy and french

This same committee could also study more attentively than has been done so far the problem of instruction in philosophy and French for vocational course students. All the teachers we met and all those in charge of educational services agreed in saying that it is necessary to offer such courses to students in this section. When it comes to how they should be taught, the programmes to be followed, the methods to be used, there is certainly no such agreement. Only on one point was opinion unanimous. The methods used in teaching French and philosophy should be adapted to students at the college level, with proper regard for the educational goals

they set for themselves. Yet even this consensus included reservations and shades of thought. Here is certainly something that deserves thorough study. We ourselves would like to stress that instruction in these two required subjects is aimed at students coming from different levels of scholastic achievement. A number of people pointed out that it would be necessary to attain uniform minimum entrance requirements before considering any changes in the content of French and philosophy courses. After all, could not pupils who enter college after completing secondary grade V all be assigned the same programme in philosophy and French? Moreover, we should like to point out that there has been no decision as to what courses should be judged equivalent to the philosophy courses it has been thought proper to make obligatory.¹

Libraries

Our questionnaire and our visits enabled us to ascertain that the CEGEP libraries shared four main characteristics: inadequate quarters, insufficient book collections, staffs that are well trained but too small, satisfactory operating budgets.

Quarters Library quarters do not correspond, or in two years will not correspond, to the teaching methods which should prevail in general and vocational colleges and especially to requirements arising from the increasing number of enrolments. Moreover, apart from one CEGEP whose library can accommodate four hundred students, on the average the libraries have only room for one hundred twenty-one students at a time, or about ten percent of those attending each institution. It is generally known that in the United States today, at the college level, space is provided for accommodating at least twenty percent of the student body in the library.

CEGEP administrators are aware of this problem. It is therefore not surprising to learn that eight out of ten general and vocational colleges are planning for their libraries new buildings, enlargement or complete reorganization. Will the government be able to place at the disposal of the CEGEP's the funds needed for so essential a service as that rendered by the library?

Book Collections If accommodation for students is clearly inadequate, there is still enough shelf space, in most instances, to house 75,000 volumes in each CEGEP. Yet on the average, the CEGEP's possess only 31,670 books (22,328 different titles) and this may seem enough for first-year operations. But we must remember that in large part these volumes come from former classical colleges dating back a half century or more. Very few of these works, with the exception of those related to the humanities, suit the needs of the new college course.

(1) Educational Document 3: College Education and the General and Vocational Colleges. Department of Education, 1968. page 108, section 8.

In addition, a great part of these books were bought to be used by secondary level students and hence cannot be of service at the college level. We estimate that barely a third of all the CEGEP collections can be regularly utilized for college instruction. This inadequacy is particularly noticeable in the field of pure and applied sciences. Despite this, we hope that the classical colleges which become CEGEP's will include their book collections when they sell their institutions to CEGEP corporations.

Staff Confronted with weak book collections, this year the CEGEP's apparently went out of their way to engage qualified staff so that their students might use these collections to maximum advantage. Thus out of sixty persons, it is worth noting that thirteen have done university work in library science, fourteen have taken courses in this field and only twenty-six have no official qualifications in librarianship.

Budget The Department of Education has granted college libraries operating budgets which can certainly be described as reasonable. They received about fifty dollars per student, or about five percent of their total budgets. This year, in order to make sure they obtained qualified staff, the general and vocational colleges invested fifty-eight percent of their library budgets on this item, or about \$33,000 each. They spent twenty-nine percent on acquiring books (about \$17,000), 3.4 percent on periodicals and newspapers (\$2,000) and 9.6 percent on various other purchases.

We believe that the Department of Education should continue its established policy regarding operating budgets for college libraries. Yet it should grant the general and vocational colleges special sums which might be called "founding budgets". These budgets would allow the colleges to acquire collections of books at the college level and above all adequate collections in the pure and applied sciences. In doing this, provision must be made not merely for purchase but for cataloguing and classification — and therefore for additional staff — plus the supplies this staff will require in its work.

Audio-visual aids

Judging by the qualifications of those in charge of this service at each CEGEP, present staffs are not in any position to deal with contemporary developments in education by audio-visual methods.

Only three of these persons have taken specialized courses in this field and only four devote more than half their time to this service. We believe there is urgent need for the Department of Education, working with the general and vocational colleges, to formulate an explicit policy with regard to this lack of specialized staff. It likewise seems imperative to us that CEGEP teachers be prepared to use such audio-visual aids. The education of teachers for the college level should, in our opinion, take into

account this new method of instruction. In addition, we feel that in the Department of Education, and specifically in the Directorate of College Education, there should be persons responsible for audio-visual services who could advise the general and vocational colleges with regard to developments in this field and the use of audio-visual aids in a given CEGEP. And we cannot stress too strongly the need to share the audio-visual facilities now available to regional schools boards and general and vocational colleges. We are convinced that it serves no purpose to duplicate equipment which can just as readily be used both by regional boards and CEGEP's. Hence in some areas, there should be a planned concentration of equipment. It is also clear that those in charge of audio-visual services in the colleges must, as promptly as possible, be supplied with maintenance staffs.

At present, those who direct audio-visual services in the general and vocational colleges have at their disposal an average budget of \$6,112. Thus it is not surprising that there should be a lack of audio-visual equipment. If one excepts a few institutions which own a considerable number of recordings or slides or magnetic tapes, bearing in mind that this material is almost exclusively reserved for vocational college work, no CEGEP has the audio-visual material it needs.

Laboratories

Laboratory equipment in the colleges which began operations in 1967 cannot at present adequately meet the needs of general education programmes. Although biology laboratories are satisfactory on the whole, this is not the case with physics and chemistry laboratories for the general course. Indeed, whatever the excellence of the laboratory equipment for these two subjects, it was not chosen to meet the needs of the new programmes of which no one had any foreknowledge. All the teachers we met during our visits to CEGEP's complained that, for this reason, they did not have the equipment required for the experiments included in these programmes.

Among these CEGEP's, a marked weakness is also to be found in laboratory facilities for teaching other subjects in the general course. Thus, only four colleges have language and only two have geography laboratories. If therefore is obviously necessary that a prompt effort be made to improve and bring up to standard general course chemistry and physics laboratories and that a policy be envisioned under which laboratories may be set up for languages, geography, and other subjects in the general course.

Of the twelve colleges instituted in 1967, only six offer courses in industrial technology and have laboratories intended for such instruction. Apart from certain clearly marked specialities which have been developed in individual colleges, equipment in these laboratories is, on the whole, obviously insufficient and even poor in quality. In two of these six colleges, it is so outdated and inadequate that thought must be given to its replacement.

In the remainder, additional apparatus must be added and larger quarters be provided. Such are the major laboratory needs for technical and vocational education.

We also believe that there is not enough maintenance staff (attendants and stock clerks). For, in our opinion, it is essential to have qualified maintenance personnel in sufficient numbers so that laboratories may be put to better use.

To lessen the difficulties we have enumerated, the colleges and the Directorate of College Education will have to establish jointly a fully detailed equipment programme for strengthening technical and industrial laboratories in the colleges. This programme should perhaps go so far as to limit the number of industrial options offered and to apportion them among designated colleges, at least for the next four or five years. We believe that such an arrangement will make possible better equipment for individual laboratories and eliminate any multiplication of courses given with badly equipped laboratories.

House system

At all the general and vocation colleges we visited, everyone we met, from administrative officials to parents, expressed their agreement in desiring that, as soon as possible, a house system be inaugurated in the CEGEP's. In such large institutions, students shift from one option to another, from course to course, from teacher to teacher. For a great many of them, the result is a certain instability which expresses itself in disheartenment and failures. Teacher-advisers are needed to help students in their choices, follow up their studies and direct their work.

This house system would require, as a preliminary step, very careful study of the adviser's functions, the numerical distribution of students per adviser, accurate work-load estimates and the education necessary for prospective advisers. A joint Directorate of College Education and CEGEP committee should be promptly set up to study these problems and to enable several colleges, as early as September 1968, to carry out carefully defined experiments in this field.

Programmes and examinations

In the sphere of programmes and examinations, the general and vocational colleges want to preserve their autonomy in drawing up and correcting examinations. They believe they are capable of living up to their responsibilities. Yet they are agreed that provincial testing should take place to make adjustments and comparisons possible. In our opinion, it is up to the Department and the institutions to devise testing machinery.

The Department of Education's Regulation 3¹ provides for certain procedures with regard to programmes and examinations. It is our belief, however, that this Regulation is not being applied and we shall discuss this in our treatment of Regulation 3 which will be found in the last chapter of this report.

The academic council

The academic council, as stipulated in sections 17 and 19 of the General and Vocational Colleges Act, is now functioning in most colleges. The act, however, stipulates that the regulations adopted by the academic council in each CEGEP should be approved by the Minister of Education. Yet no college has met this requirement. The act was implemented in good faith and it would seem that what has occurred raises no problems since very few officers of the colleges were aware that recourse must be made to the Minister in adopting academic council regulations. Does this mean that such recourse is stipulated too often in the act concerning the colleges? This is the opinion held by several colleges and our Commission, both they and we believing that greater autonomy should be granted to CEGEP's.

2. Continuing education

Minimum admission requirements

Minimum entrance requirements for continuing education courses at the college level and leading to a college studies diploma constitute a problem demanding prompt study. To what extent, especially in vocational education, must there be rigorous adherence to a minimum requirement in terms of having completed a given trade in school (say, the eleventh year in "science-mathématiques")? To what extent can it be agreed that for such studies, always at the college level, experience in industry, personal intellectual achievement and other such considerations might be equivalent to formal instruction? For instance, might it not be granted that an entrance examination or experience of certain kinds would be sufficient? Here, again, serious study by a joint committee representing the Department of Education and the colleges should be undertaken in the immediate future so as to make it possible to adopt a very clear policy in order to solve these problems.

And it is likewise necessary to reach a firm definition of the policy to be followed by the Directorate of Continuing Education in the Department of Education with regard to adult education in the CEGEP's. At the present time, it seems difficult to establish any connection between this Directorate and the colleges. Yet it would be extremely helpful were the monies now

(1) See Appendix 5 : Department of Education Regulation 3, pages 241-242.

made available by this Directorate for continuing education to be used in part by the general and vocational colleges.

Level of continuing education courses

Among the courses offered adults in the CEGEP's that began to function in 1967, we find the following three categories : CEGEP programme courses, B.A. programme courses for adults, cultural courses.

Four colleges have continued to give only B.A. courses for adults, formerly offered by the classical colleges. Eight CEGEP's give cultural courses for adults. And nine provide courses based on the various programmes leading to the college studies diploma. The average adult enrolment in the last category is small.

If it is really desired to fulfil the mission the CEGEP's have undertaken, these courses will have to be made available to all adults as promptly as possible.

CHAPTER IV

Student services

Guidance and Psychology

One of the primary problems related to organizing student services is that connected with guidance and psychological counsel. These seem to us fundamental services, essential to a general and vocational college's proper operation and directing students to rational objectives. Yet in all the CEGEP's we visited, these services seemed to us particularly weak. This weakness, arising from lack of staff and hence from any extensive contact between students and those in charge of these services, does not seem to disturb the officers, the principals or the academic deans of the colleges too greatly. We should like to emphasize here that in eleven colleges where twelve thousand students are in attendance, there are only fourteen psychologist or guidance counsellor for each 855 students. Yet these professional staff members devote some five or six hours to every case they study. This means that they cannot deal with more than two hundred students each year, or one quarter of those under their care. In consequence,

the services of the psychological clinic are inadequate and guidance counselling leaves much to be desired.

Hence it must be recommended that the Department of Education enter into contact with the CEGEP's and establish jointly with them a policy of intensive publicity so as to persuade the CEGEP's to increase and strengthen the guidance and psychological services. This also presumes that the funds needed for these services' proper operation is made available to the colleges.

Extra-curricular Activities

One of the main concerns of student services is unquestionably the organization of extra-curricular services and activities. At present in the various CEGEP's, two quite different attitudes are to be found. In certain general and vocational colleges, extra-curricular activities are entrusted to the general students' association. In others, it is felt that responsibility for these activities rests with those in charge of student or academic services. To us, a programme of joint action seems more appropriate. Extra-curricular activities essential to students' cultural needs should be jointly arranged by the students' association, and certain teachers should be assigned for this purpose by those directing the college's student and academic services.

We can say in general that all the colleges are agreed that all student services are extremely poor. This may be blamed on the budgets assigned to these services, which are very small, or on the Directorate of College Education, where no one is specifically responsible for stimulating and directing these services. Moreover, in the colleges it is a matter for complaint that the following services are non-existent :

(a) health; (b) psychological; (c) social; (d) placement; (e) financial aid; (f) sports and recreation.

In substance, all extra-curricular life, considered of the utmost importance in a college, is left to chance. The college, still a place for training and not merely for learning, needs organization of extra-curricular life. A goodly number of internal problems would, we believe, be solved by proper organization of student services with the help of the Directorate of College Education and with adequate financial support.

This leads us to look forward to the full time employment of several staff members whose role in the college's life will be educative but not through formal instruction. We believe it is necessary to provide, within the framework of student services, and apart from their director and his immediate assistants, a certain number of educators whose sole duty would be to make their presence felt in student life. What we have in mind are not old-time study-hall monitors, or tutors in the true sense, but educators who would constantly attend extra-curricular, recreational and leisure-time

activities. A group of four or five such persons in a college could make a real contribution to student life.

The presence of such "non-classroom" educators in the colleges will make it possible to organize the student self-government which all CEGEP student associations want. It seems that we must face the acceptance of self-government. In fact the majority of CEGEP's have by necessity had to accept it, since their administration organization tables provide no one in charge of discipline except the student services director. The accelerated and sudden introduction of this self-government has raised a certain number of problems. Which is not to say that it should be rejected. It could be accepted if there are, as we have just said, a group of educators who have no duties except to participate in student life.

Residences

A problem of moment to students and which the Department of Education must face promptly is that of providing residences sufficiently large to accomodate the students who want to use them. In the non-metropolitan general and vocational colleges, there is at present a serious student residence problem. Many students (in most cases, out-of-town students) informed us of their desire to rent a room in a college residence rather than in a house in town. Given these students' age, the advantages they can gain from community living, the opportunity more easily to meet faculty members, it seems to us urgent for the Department of Education to work out an investment policy with which to solve this problem. Since, at this level, we are dealing with students 15, 16 and 17 years old, arranging for residences will greatly help assuage certain justified qualms on the part of parents who live outside the town in which the CEGEP is situated. From this point of view, settling the residence problem would greatly help in making the CEGEP system more acceptable to the public.

Health

Organizing a health service for students also seems to us a field in which much is now lacking. Few general and vocational colleges have a real health service at their students' disposal. Existing arrangements include many shortcomings.

Yet the organization of such a service is imperative. It would include a team comprising one — or several — doctors in charge of the service, assisted by public health nurses and housed in appropriate quaters with the necessary equipment; it should have a prevention programme, including discovery of physical conditions or mental deficiencies, plus information and suggestions to be conveyed to students, parents and the director of student services, as well as health supervision throughout the school year.

We consider it the business of the Departments of Health and Education and of the colleges themselves to work out together the operating principles of this service. We think the presence of such a health service in each CEGEP is essential, all the more so since the physical education course, now required of all, demands it.

Student Transportation

In some CEGEP's the problem of student transportation was raised. Yet there is certainly no unanimity on this matter. Several colleges think it useless to arrange school transportation for students old enough to fend for themselves. Because the students must submit to a varied time-table, no transportation system can be truly satisfactory. Other CEGEP's, which have to serve very large areas, want to be allowed to arrange for a system and to be helped in financing it. These colleges would like to organize transportation that fits in with the course time-table.

CHAPTER V

The department of education's regulation 3

Introduction

In this chapter, we should like to indicate our views on the Department of Education's Regulation 3,¹ devoted to pre-university and vocational studies. First of all, we must point out that Regulation 3 should be renamed; what it should be called is "Regulation 3 on Studies in General and Vocational Colleges". We urge this change so that the regulation's title will conform with the General and Vocational Colleges Act.

Section 2, Regulation 3

The requirements for admission to pre-university and vocational studies have not been determined by regulation as required by section 2 of regulation 3.

(1) See Appendix 5 : Department of Education, Regulation 3, pages 241-242.

In our opinion, this regulation should be drawn up so as to avoid having entrance requirements differ from one CEGEP to another and thus adversely affect students admitted to this level, for such disparities threaten to affect the quality of instruction and thus jeopardize reform at this educational level.

Hence we believe that the regulation envisioned by section 2 in Regulation 3 should be prepared by the Department of Education and referred to the Superior Council of Education for its advice in conformity with section 28, paragraph c of the Superior Council of Education Act.

Section 4, Regulation 3

As a result of our visits to CEGEP's and verifying what we observed, we can say that, except for instruction in English, the graduated option system does not exist in the general and vocational college established in 1967.

Hence we request the Superior Council of Education to ask the Minister of Education for reasons explaining why this system has not been installed.

As far as we are concerned, we cannot help wondering what consequences such a situation will have in view of the fact that students at the secondary level are used to having their studies arranged on the basis of graduated options. What will happen to these students when they move on to the CEGEP ?

Section 5, Regulation 3

It is well worth noting that at present this section is not in force. Indeed no regulation has been formulated to cover admission to the first year of the university course.

Perhaps "consultation with the universities and other educational establishments recognized for the purposes" of section 5 has already taken place. Yet to our knowledge, no regulation has been adopted in consequence.

Hence it is our opinion that this regulation should be drafted and transmitted for its advice to the Superior Council of Education in accordance with section 28, paragraph c in the Superior Council of Education Act.

As to the regulation for which provision is made in the second paragraph of section 5, Regulation 3, it does not exist. Yet there is pressing need that "organizations of a provincial nature which are most representative of the vocational groups concerned" be consulted so as to allow the Minister of Education to fix by regulation the studies required for admission to a "vocation recognized as requiring training at a technical level".

The urgency of such consultation is due especially to the fact that, for the practice of certain vocations, requisite studies are either governed by provincial law or by decrees issued under the Minister of Labour's authority.

We believe that one or several regulations fixing the studies necessary for admission to such vocations should be prepared by the Department of Education and transmitted for its opinion to the Superior Council of Education pursuant to section 28, paragraph b of the Superior Council of Education Act.

Section 6, Regulation 3

To our knowledge, no regulation allows the Minister of Education to conduct the "final examinations in each subject", as stated in section 6, Regulation 3.

Hence it is our opinion that such a regulation or regulations should be formulated by the Department of Education and transmitted for its opinion to the Superior Council of Education as is provided in section 28, paragraph b of the Superior Council of Education Act.

CHAPTER VI

General conclusions

Before stating our recommendations, we think it may be useful to convey the general impressions emerging from our study of the experience to be gained from the first year's operation of the general and vocational colleges. These impressions result from comments which, on numerous occasions, were voiced by persons we met during our visits to five such colleges. They also are based on replies to our questionnaire. Even though they are general in nature, they seem to us fundamental, if only because they supply the grounds for the recommendations we shall make in the last portion of our report. In other terms, here are the controlling considerations which enable us to understand the development and present state of the CEGEP's set up in 1967.

One primary consideration seems to stand out with special clarity and precision. All those who have played any part in making this new

institution — the general and vocational colleges — a reality, be they parents or students, senior staff, teachers or administrative officials, have welcomed this innovation with enthusiasm. "We have put our shoulders to the wheel!". Whether in the ranks of an organizing committee for a CEGEP or among the members of an academic council, everyone has set to work with a will. Everyone wanted to have the CEGEP experiment achieve the greatest possible success. This desire made itself manifest in a total commitment to the experiment, and it seems to us that this spirit will assure its success. The fact, for instance, that students volunteered to explain to other students what this new venture — the CEGEP — is well betokens this feeling of enthusiasm, this will to participate. Other conditions must be met if the experiment is to succeed. Thus it must not be forgotten that in some colleges during the year, implementing this new educational concept gave rise to certain problems. Yet we feel one of the most important of all conditions has been assured : participation.

In certain colleges, the experiment had to be made with little preparation. Yet when this happened, it was generally understood that participation was the secret and that a special effort was needed. Even with CEGEP's set up before September, 1967, obstacles were not of a sort that are easily overcome. It must be remembered that the Directorate of College Education came into being late in the day. Therefore its services proved to be and still continue inadequate in meeting the colleges' needs. Indeed, even if we observe undaunted enthusiasm among those directly engaged in getting the CEGEP's going, we can also see that this enthusiasm is dangerously dampened by the reactions which come, and often can only come, from the Directorate of College Education. One must be able as well as willing. In our opinion, to be able is well nigh impossible without a directorate which inspires, co-ordinates, has services at its disposal. In short, popular participation appears to us assured; what is now needed is to meet the requirements of this participation. One of the essential conditions for accomplishing this seems, as we see it, to be a well organized Directorate of College Education. Other conditions must be met : especially a campaign to inform the public. These will be presented as recommendations in the final section of our report.

For the time being, however, we can readily see that this first official experiment in participation by everyone in certain educational institutions apparently yields interesting results. We should have liked to analyse more deeply the results of this participation. This, indeed, is the first time that legislation by the State joins persons representing socio-economic groups, parents, teachers and students so that they may participate directly in administering an educational institution. None the less, the directors named by the parents, teachers and students are legally and officially appointed by the Minister of Education. And, in the CEGEP's we visited, these appointments were only made late in January or early in February. At the time of our visit, most boards of directors had only just been legally

constituted and has not yet chosen between the two persons provided for in the act (section 8, c). Under such conditions, it would be utopian to seek to assess the significance of participation by these various groups in the boards of directors' activities. When we were there, the real experience of each board in this field was scarcely more than a few weeks old.

But if the act set up methods of participation at the college administration level, it makes no such explicit provision at the level of academic life itself or at that of course organization. We asked ourselves whether it would not be in order for some colleges to try the experiment of functional participation at this level. For instance, it might be interesting for certain non-metropolitan colleges to set up joint committees comprising representatives of local industry. These committees might work together in studying the programmes for certain vocational courses and play a leading part in setting their goals. Experiments of this sort have already been carried out in at least two CEGEPS's. Committees so constituted, however, are consultative. For these experiments to be fruitful and bring about real participation, we believe that such committees should have authority to direct and to make decisions regarding the programmes and objectives of certain courses. Such experiments tried out in a few non-metropolitan colleges might supply the CEGEP's as a whole with precious experience for planning their own future.

A second main conclusion emerged from our study: the disappearance of the class system from our society. The general and vocational college aims at integrating instruction, physical facilities, teachers, students. It was desired to join in a single structure education of two types: general or pre-university and vocational or pre-job. Long-established traditions seemed anxious to prevent this integration. We must admit that the melding process has not yet been completed or, to put it another way, cannot be taken for granted. In our society, the university and the world of labor have always seemed two different and mutually exclusive universes. Culture and the machine were not to be reconciled. Mental and manual toil produced two things so disparate that the "intellectual" and the "worker" had to be kept rigidly apart. Hence the training of a prospective university man and a worker should take place in water-tight compartments. It is therefore easy to understand that in so novel an institution as the CEGEP, where it is desired to change this state of affairs by having future university students rub shoulders with future workers, at its present stage of development, does not yet perfectly live up to all the aims of such an integration.

As far as buildings are concerned, integration is always possible. But when it comes to states of mind, to persons, integration requires time. This is why we cannot yet speak of perfect integration either at the student or the faculty level. Yet we were able to satisfy ourselves that the movement was well under way. To a large degree, parents seemed to us convinced that this integration was sound, since it would enable our society to see its members working, not side by side, but together, and this beginning

with their training at school. Parents have given a friendly welcome to the idea of no longer dividing men according to their training and to make the training of one group well known to and understood by the other. At the student level, inferiority and superiority complexes tend to melt away. The same is true among the teaching staff. Yet the task is not yet at an end. We believe that the remaining major hurdles are of two types. Some are purely material; others stem from the educational reform. With regard to the latter, we believe that the reform of secondary schooling is now the main impediment. For it has not been achieved. Among the former, integrating physical plants, settling the professional status of teachers and their working conditions and other similar matters will all help achieve perfect integration.

We have not the least doubt that once these obstacles are eliminated, integration can be achieved. Thus when they leave the CEGEP, students will have a certain common ground which will allow them to know each other better and work together in our polyvalent society thanks to training which corresponds to that society's needs.

Our efforts led to a third major finding. Upon examination, it would seem that the structures so far instituted allow theory very little opportunity for trial in action. Model procedures have been conceived, but giving them practical application remains to be worked out and put into effect. The way in which this is done shows and will show how sound, or unsound, are the working methods proposed. These sometimes relate to acquisition policies, sometimes to co-ordinating instruction through the Directorate of College Education, sometimes to relations between the Board of Directors and academic officers, sometimes to a section director's co-ordination of teaching, and to many other matters. As far as educational methods are concerned, the student must be viewed as belonging to the general and vocational level. But what does this mean? What is a general and what is a vocational level student? How should he be taught?

Should education for teachers who are to function at this level differ from that provided for those at other levels? What do we mean by special studies for teachers at the college level? Here are yet other questions which ask for prompt answers.

Whether with regard to structures, teaching methods or educational content, and this last especially calls for an almost non-existent co-ordination between secondary school, college and university education, a certain amount of experimentation is clearly needed. We make no pretence to have found answers to all questions. Yet a certain number of our recommendations suggest priorities and solutions.

In the fourth place, we became aware of a final major phenomenon, closely related to the deep interest shown by the various groups participating in the CEGEP experiment and in integrating general and vocational training. This is the emergence, still embryonic yet very much alive, of a province-

wide "college" community. Through this will to participate and the integration which is gradually making headway, we can see that each individual has discovered, or is in process of discovering, that he is no longer cut off in "his" college or in "his" region or in "his" town. Confronting a new system, a new institution made it essential to envisage, to formulate, to solve problems hitherto unknown. Hence the need felt for consultation, common action, shared experience. This resulted directly in meetings and attempts to work together. There followed a whole series of encounters between teachers, students, administrators or between CEGEP representatives and Department officials. We do not see how it could have been otherwise. The machine had to be made to work and to accomplish this, experience had to be shared. Naturally, getting together so frequently had disadvantages; for instance, it might not leave enough time to accomplish tasks that needed doing at home. Yet we believe that during the initial stages, such meetings were indispensable. It was thus possible to see, in the light of individual experience, what should and should not be done. In addition to becoming familiar with the problems faced by others, those who participated were above all enabled to realize that problems in one college often resembled those arising in another. We are convinced that by this means there began and there is now developing a "college" community, aware of the need to share at the provincial level the fruits of one another's experiences.

This community does not unite the colleges for a confrontation with the Directorate of College Education, but rather brings the two together. A certain lack of understanding, certain divergencies still exist between them. Yet we are persuaded that both are trying in common to define and to shape this new institution we call the CEGEP. The colleges hope to see the day when the Directorate of College Education will be in a position to play its proper part. The reverse applies equally to the Directorate's hopes for the colleges. What is more, the public has a stake in the game. The way in which the boards of directors are constituted calls for public participation. People wonder whether it was really necessary to create general and vocational colleges. They are still in a questioning mood. But, in our view, their anxieties and uncertainties are not based on the soundness or value of this new institution, but rather on the way it is conducted and on how promptly it produces useful results. Among other things, this explains why parents were eager to meet with us so that we might together find some solution for the numerous problems arising from the establishment of a new structure, a departure in education. They were therefore aware that they had a part to play and themselves are members of this province-wide "college" community.

We hope that to some extent our recommendations will allay the anxieties and answer the questions to which we have just made reference. And we also hope that they will make it possible for this "college" community to move forward by confirming that what it has undertaken is sound and by suggesting to it certain modifications or adaptations in the way it is organized and operates.

CHAPTER VII

Recommendations

1. That, after reaching agreement, the Directorate of College Education and the CEGEP's draw up a document which precisely defines the role, functions and powers belonging to boards of directors in public colleges.
2. That this document state clearly the part to be played by the chairman of the board of directors in relation to the board itself and to the college administration.
3. That this document state exactly the principal's role within the board of directors.
4. That this document define in detail the mandate of members of the board of directors who are designated by socio-economic bodies, teachers, students and parents.
5. That this document suggest to the boards of directors of the new CEGEP's procedures which will allow them to free themselves sufficiently from problems related to material matters so that they may determine their institutions' academic policies.
6. That the General and Vocational Colleges Act be amended so that parents' representatives on the board of directors may complete their terms even though their children leave college before their terms expire.
7. That the Directorate of College Education see to it that relations between its staff and the staffs of the colleges are conducted in orderly fashion, with due respect for the authority of college administrations.
8. That the Department of Education arrange an intensive and sustained public relations campaign bearing on :
 - (a) college programmes;
 - (b) agreements reached by the Department and the universities regarding the admission of CEGEP students to the university;
 - (c) the requirements and opportunities of the labour market.
9. That courses offered to adults on the college level be free as are regular courses.

10. That the pay-for-themselves policy advocated by the Department for auxiliary student services (cafeteria, residences and other services of this kind) be revised so as to allow the colleges to organize these services properly without over-burdening students' budgets.
11. That the Department of Educations' financial support for sports and recreation in the colleges be more liberal and that guidelines for this be fixed in agreement with the colleges.
12. That the budget for the pastoral service in the colleges be fixed in the same way as other items in the general budget.
13. That, in conjunction with the colleges, the Department undertake a study of ranking staff members' salaries, especially those of section and department heads.
14. That the Department regard as urgent the construction of buildings which will make it possible to integrate physically the now scattered constituent elements in general and vocational colleges.
15. That college representatives be members of all committees having any connection with college interests.
16. That all agreements already reached or to be reached between the Department and the universities concerning co-ordination between the colleges and university levels be made public.
17. That reform of the secondary course be hastened so that the reform attained at the college level may not be impeded by delay in applying reform to secondary education.
18. That scholastic achievements fixed as admission requirements for students desiring to enter a CEGEP be precisely defined, and especially that they be uniform as to the quality of students' preparation in all areas throughout the province and for both language groups.
19. That a study be made of the work load imposed on students in certain sectors of vocational education and that it be reduced if there is reason to do so.
20. That the colleges be given the quarters and staff they may need to arrange for better balanced and better distributed course time-tables.
21. That a joint committee representing the Directorate of College Education and the colleges study how to eliminate barriers between former technical education sections and hasten the process of integrating courses in this field.

22. That this joint committee study the following questions : how adopt teaching methods in philosophy and French so that they may serve as subjects for general education and fit the varied objectives of students at the college level ? What courses should be regarded as equivalent to the philosophy courses that are considered obligatory ?
23. That the colleges be granted the funds needed for expanding or re-organizing library services.
24. That special budgets be assigned to colleges which need to organize or reorganize their collections of books in certain fields (applied sciences, technical studies and the like).
25. That a training and advanced study policy for staff in charge of audio-visual aids be formulated jointly by the Directorate of College Education and the colleges.
26. That the Department devise a system for sharing the audio-visual facilities belonging to colleges and school boards within a given region.
27. That the Department work out a budgetary policy which will make it possible to equip physics and chemistry laboratories with apparatus adequate for instruction under the new programmes.
28. That a plan be set up to govern the improvement of equipment in the colleges' technical and industrial laboratoires.
29. That a joint study be inaugurated by the Departments of Education and Labour to ascertain man-power needs and plan the range of vocational options to be organized in the CEGEP's.
30. That a joint committee representing the Directorate of College Education and the colleges study the "house system" and its application in the colleges. That, starting in September 1968, carefully defined experiments be carried out in this field.
31. That a Department of Education committee, on which the CEGEP's would be represented, study in their entirety the provisions in the General and Vocational Colleges Act which require recourse to the Minister and suggest to the Minister amendments which would make the machinery of college administration more flexible.
32. That a joint committee representing the Directorate of College Education and the colleges study the advisability of admitting to college studies adults who have not completed prerequisite academic work but who make up for this by personal cultural achievement or experience in industry that is considered acceptable.

33. That the Directorate of Continuing Education play its full part at the college as it already does at the secondary level.
34. That an energetic policy be established allowing the colleges rapidly to improve their psychological and guidance services.
35. That within the framework of student services, a certain number of teachers be provided whose sole concern would be student extra-curricular life.
36. That the Department develop an investment policy concerning student residences.
37. That the Departments of Education and Health study the possibility of establishing a well-organized health service in every college.
38. That the Directorate of College Education reconsider the physical education programme.
39. That the regulation on admission to college studies provided for in section 2, Regulation 3, be drawn up and promulgated.
40. That the regulations for which paragraphs 1 and 2 of section 5 in Regulation 3 provide be drawn up and promulgated and that the consultation with vocational groups provided for in paragraph 2 be initiated as soon as possible.
41. That the regulations on examinations provided for in section 6, Regulation 3, be drawn up and promulgated.

APPENDIX 1

Daily schedules for visits

Visit to Rimouski CEGEP

Thursday

January 18 Rimouski

Matane (Matane time)

13 : 30 Meeting with CEGEP executive.

15 : 00 Visit to CEGEP physical facilities.

17 : 00	End of visit and dinner.		
18 : 00 (or later)	Group of part of Commission leaves for Matane.		
20 : 00	Meeting with CEGEP students.	20 : 30	Visit to Matane college begins.
21 : 00	Meeting with parents.		

*Friday
January 19*

9 : 00	Meeting with those in charge of academic services.
10 : 30	Coffee break.
12 : 00	Meeting with those in charge of academic services ends.
13 : 30	Meeting with teachers.
14 : 30	Meeting with director of student services and his associates.
15 : 30	Coffee break.
16 : 00	Meeting with Controller and Director of Equipment.
17 : 00	Meeting with those in charge of "Habitation Jeunesse".
18 : 00	Visit ends.

Visit to Chicoutimi and Jonquière CEGEP's

Dates : February 15 and 16, 1968.

Hours : February 15, 1968 - visit begins at 10 : 00.
February 16, 1968 - visit ends at 12 : 00.

<i>Places :</i>	Chicoutimi CEGEP	Jonquière CEGEP
	Jacques Cartier Street East	65 Saint-Hubert Street
	Chicoutimi	Jonquière

DAILY SCHEDULE

February 15, 1968

10 : 00	Meeting with those in charge of academic services.
12 : 00	Dinner with executive.
13 : 45	Meeting with student service.

- 15 : 00 Coffee break.
- 15 : 30 Meeting with teachers.
- 16 : 00 Meeting with students.
- 17 : 30 Visit to physical facilities.
- 20 : 00 Meeting with parents.

February 16, 1968

- 9 : 30 Meeting with Controller and Director of Equipment.
- 11 : 00 Meeting with executive and dinner.

Visit to Sainte-Foy CEGEP

*Thursday,
February 22*

- 13 : 30 Meeting with Principal and Controller ("salle du conseil").
- 15 : 45 Coffee break.
- 16 : 30 Meeting with CEGEP Board of Directors ("salon des Anciens").
- 18 : 00 Free time for dinner.
- 20 : 00 Meeting with CEGEP students and executive of their
association ("petit théâtre").
- 21 : 00 Meeting with parents and their representatives
("petit théâtre" or "amphithéâtre").

*Friday
February 23 ("salon des Anciens")*

- 9 : 00 Meeting with those in charge of academic services.
- 10 : 30 Coffee break.
- 12 : 00 Free time for lunch.
- 13 : 30 Meeting with Dean of students, guidance counsellors,
chaplains, those in charge of "le Pavillon" and
the student association adviser.
- 14 : 30 Meeting with those in charge of extension services.
- 15 : 30 Coffee break.
- 16 : 00 Meeting with teachers.
- 17 : 00 Meeting ends.

Visit to Ahuntsic CEGEP

Dates : March 28 and 29, 1968.

Hours : March 28, 1968 - visit begins at 10 : 00.

March 29, 1968 - visit ends at 18 : 00.

<i>Places :</i>	Saint-Sulpice Campus	Henri-Bourassa Campus
	9155 Saint-Hubert Street	1700 Henri-Bourassa Blvd. East
	Montreal 353.	Montreal 359.

DAILY SCHEDULE

March 28, 1968

10 : 00 Meeting with Committee on Internal Administration.

Place : Saint-Sulpice Campus

11 : 30 Visit to physical facilities on Saint-Sulpice Campus begins.

12 : 00 Lunch.

Place : Saint-Sulpice Campus

14 : 00 Visit to physical facilities on Saint-Sulpice Campus ends.

16 : 00 Coffee break.

Place : Henri-Bourassa Campus.

16 : 30 Meeting with student services administration.

Place : Henri-Bourassa Campus.

17 : 30 Meeting with Executive Committee.

Place : Henri-Bourassa Campus.

18 : 30 Dinner with members of Executive Committee.

Place : Henri-Bourassa Campus.

20 : 00 Meeting with first five college "members".

Place : Henri-Bourassa Campus.

20 : 45 Meeting with representatives of Collège Saint-Ignace Corporation.

Place : Henri-Bourassa Campus.

21 : 30 Meeting with students' representatives, Henri-Bourassa Campus.

Place : Henri-Bourassa Campus.

22 : 15 Meeting with parents.

Place : Henri-Bourassa Campus.

March 29, 1968

- 9 : 00 Meeting with Controller and Director of Equipment.
Place : Saint-Sulpice Campus.
- 10 : 00 Meeting with teachers' representatives, Saint-Sulpice Campus.
Place : Saint-Sulpice Campus.
- 11 : 00 Meeting with teachers' representatives, Henri-Bourassa Campus.
Place : Saint-Sulpice Campus.
- 11 : 55 Meeting with student representatives, Saint-Sulpice Campus.
Place : Saint-Sulpice Campus.
- 13 : 00 Lunch.
Place : Saint-Sulpice Campus.
- 14 : 30 Visit to physical facilities on Henri-Bourassa Campus.
- 15 : 30 Meeting with those in charge of academic services.
Place : Henri-Bourassa Campus.
- 16 : 30 Meeting with other academic services officers.
Place : Henri-Bourassa Campus.
- 18 : 30 Visit ends.

APPENDIX 2

Composition of Board of Directors

Members of CEGEP boards of directors fall into two categories :

- those emanating from the college : administrative officers,
 teachers,
 students;
- those emanating from the community : parents,
 socio-economic bodies.

Ninety-three persons belong to the latter category, this figure applying to the eleven CEGEP's which replied to our questionnaire. We decided to ascertain to what occupational group each of these belonged and reached the following results :

<i>Sectors</i>	<i>Number</i>	<i>Percentage</i>
Business	37	41
Engineering and the sciences	13	15
Law	14	16
Health	9	9
The labour movement	5	5
Others	12	14

Finally, our analysis showed that about one half of those belonging in this group are members of the liberal professions, lawyers, doctors and the like.

APPENDIX 3

Figures on teachers' professional qualifications

In the eight CEGEP's which answered this section in our questionnaire, it would appear that 103 teachers out of 660 possess some qualification based on formal studies in education (C.A.P.E.S., specialized teaching diploma, B. ED., Br. A, or the like).

APPENDIX 4

Statistics on teachers' experience

Total Experience in Teaching or in Industry

<i>1 to 5 years</i>	<i>5 to 10 years</i>	<i>More than 10 years</i>
<u>256</u>	<u>119</u>	<u>178</u>

Teaching Experience at the College Level

<i>1 to 5 years</i>	<i>5 to 10 years</i>	<i>More than 10 years</i>
<u>252</u>	<u>66</u>	<u>90</u>

Teaching Experience at the Elementary Level

<i>1 to 5 years</i>	<i>5 to 10 years</i>	<i>More than 10 years</i>
<u>5</u>	<u>2</u>	<u>2</u>

Teaching Experience at the Secondary Level

<u>1 to 5 years</u>	<u>5 to 10 years</u>	<u>More than 10 years</u>
59	33	19

Teaching Experience at the University Level

<u>1 to 5 years</u>	<u>5 to 10 years</u>	<u>More than 10 years</u>
16	6	5

Experience in Industry

<u>1 to 5 years</u>	<u>5 to 10 years</u>	<u>More than 10 years</u>
65	26	15

APPENDIX 5

Regulation No. 3

On Pre-University and Professional Studies

1. Pre-university and professional studies shall include the subjects required for admission to university courses or to an occupation recognized as requiring training at the technical level.

The programme of studies shall extend over a period which may vary from two to three years according to the requirements for the university courses or the occupations to which it gives access.

2. The requirements for admission to these studies shall be determined by regulation.
3. A student admitted to these studies shall be enrolled in either twelfth-year subjects or in preparatory subjects, if necessary.
4. Pre-university and professional studies shall be arranged according to a system of graduated options. Promotion shall take place separately in each subject.
5. The studies required for admission to the first year of a university course shall be determined by regulation after consultation with the universities and other educational establishments recognized for the purposes of this section.

The studies required for admission to a vocation recognized as requiring training at a technical level shall be determined by regulation after consultation with the interested Ministers and with organizations of a provincial nature which are most representative of the vocational groups concerned.

6. The final examinations in each subject shall be conducted under the authority of the Minister in accordance with regulations enacted for this purpose.

Every student who has succeeded in passing the final examinations in conformity with the requirements of section 5 shall receive a certificate attesting that he has completed the studies required for admission, either to higher studies or to a vocation which is recognized as requiring training at a technical level.

7. Pre-university and professional education shall be given in every institution which, after consultation with its professoral staff, has obtained authorization to this end from the Minister, subject to such conditions as the latter may determine by regulation.

Approved by Order in Council number 591,

March 30, 1966.

Opinion of the Superior Council of Education to the Minister of Education regarding Examinations at the Elementary and Secondary Levels¹

General introduction

It was with certain reservations that the Superior Council of Education, in January 1966, presented to the Honourable Paul Gérin-Lajoie its observations, suggestions and recommendations with regard to the regulation respecting Department of Education examinations, then called "Regulation No. 4".

As a matter of fact, the Council was unable, because of the time limit set by the Department of Education, to refer this document to the Commissions concerned; it did, however, offer its opinion to the Minister but with the recommendation that the said "regulation apply only to the present school year", namely, the year 1965-66 and with the further recommendation that "Regulation No. 2 (originally Regulation No. 4) be studied by the officials of the Department of Education and returned to the Council for its opinion".

In addition, a letter addressed to the President of the Superior Council of Education by Mr. Arthur Tremblay, Deputy Minister of Education, and dated May 11th 1966, stated that "there was no reason why the Council should not, on its own initiative, undertake, immediately if this is considered advisable, a similar study and forward its suggestions to the Department of Education concerning those provisions of the regulation that it does not consider acceptable after the year 1965-66".

The Council followed this advice and, in June 1967, requested its Commissions of Elementary and of Secondary Education to make a study of Regulation No. 2 respecting the examinations of the Department of Education and to forward to the Council the observations, suggestions and recommendations that it deemed opportune.

(1) Extract from the Minutes of the 68th meeting of the Superior Council of Education, June 27th 1968.

Although these studies, undertaken a year ago, by the Commissions of Elementary and of Secondary Education, dealing, on the one hand, with the "objectives of the new elementary school", and, on the other, with "comprehensive education (polyvalence) and the comprehensive (polyvalent) school" are not entirely completed, the Superior Council of Education is presenting, at this time, those recommendations that the actual state of the investigation referred to above make it possible to recognize as measures which would facilitate the establishment of a system of evaluation of school and pupil.

1. Recommendations of the Superior Council of Education regarding Regulations Nos. 1 and 2

1. The Superior Council of Education RECOMMENDS :

that section 4 of Regulation No. 1 be deleted. This section reads as follows: "Not later than one month before the end of the school year, the Department shall conduct examinations in the subjects of English or French, as the case may be, and of mathematics for pupils who are completing the elementary course".

2. The Superior Council of Education RECOMMENDS :

that all references in Regulation No. 2 pertaining to the elementary school course be deleted, namely :

- (a) elimination, in the title, of "Elementary and";
- (b) elimination, in the first paragraph of section 1, of "for pupils completing the elementary course and";
- (c) elimination of the second paragraph of section 1, namely: "In the elementary course, the purpose of these examinations shall be to give information concerning the pupil's academic achievement to institutions and persons concerned";
- (d) elimination of "also" in the third paragraph of section 1;
- (e) the elimination of the second paragraph of section 3, namely: "In the elementary course, the departmental examinations shall be conducted in a single regular session held not later than one month before the end of the school year".

Explanatory note

The Superior Council of Education is of the opinion that the provincial examination "in the subjects of English or French, as the case may be, and of mathematics", as conducted at the end of the elementary school course, cannot, by any means, in the context proposed by Regulation No. 1, evaluate the academic achievement of pupils.

It will suffice, for our purpose, to recall that Regulation No. 1 of the Department of Education is based on two fundamental assumptions :

“The academic reorganization of our educational system is entirely based on the child. The main purpose of all the measures proposed is to ensure a balanced education for each child by enabling him to progress at a rate which best suits his aptitudes and personality.”

In the elementary school, the division of groups of pupils of the same chronological age into sub-groups, homogeneous from the point of view of individual aptitudes in any one of the basic branches of learning, tends to destroy the concept of a uniform course of study : to minimize the disadvantages of the grade-class; to favour, on the whole, a regard for the individual rate of learning of every child.”

(Education Document No. 2, pages 7 and 9).

The elementary school is thus to seek, during the five, six or seven years that the course will last, depending on the pupils, and by every means available, be it by small homogeneous groups, continuous progress, or the ungraded school, etc., to individualize courses of study and instruction. Why then should a single provincial examination attempt, in these circumstances, to evaluate pupils' academic achievement on the basis of the same norm ? It is there that the contradiction contained in Regulation No. 1 occurs. There is the wish, on the one hand, to infuse a new spirit in the school, a spirit that takes into account “the individual learning rate of the child” and, on the other, to relate all pupils to one common denominator.

The Council does not desire, in any way, by what precedes, to contest the principle of evaluation, a principle the soundness of which is recognized by all educators. The Council merely wishes to ensure that the methods of evaluating pupils and instruction shall conform to the principles underlying present-day pedagogy.

Evaluation of Pupils

Individualized instruction and the pupil's permanent record are closely related. This function will be taken up later in this document.

Evaluation of Instruction

The fact remains that some check is necessary even if the nature of such checks must change with the pedagogical principles that underlie it. The Council is therefore proposing another type of check which only the Department of Education can exercise adequately. We shall see below that a provincial examination should provide the Department with a means not of determining individual pupil achievement, a task which normally belongs to the teachers concerned, but of evaluating the quality of the instruction given across the Province, of comparing the results of this instruction with the objectives proposed by the programmes throughout the

Province and of discovering situations that need to be analyzed more closely if the necessary improvements are to be suggested.

The reasons given above also justify the elimination of the various clauses in Regulation No. 2 concerning "examinations in elementary schools" with the consequent removal from Regulation No. 2 of the ambiguity resulting from the fact that the term "examination" has two different meanings depending on the educational levels concerned.

For these reasons, the Superior Council of Education calls for the abolition of the Department examinations as conducted in the elementary schools in conformity with the provisions of Regulations Nos. 1 and 2.

3. The Superior Council of Education **RECOMMENDS :**

that the Department of Education retain, but only temporarily, all sections of Regulation No. 2 having to do with the secondary (high) school leaving examinations.

Explanatory note

The Superior Council of Education is of the opinion that no recommendations that it would be in a position to make at the present time could take into account, in a satisfactory way, the new educational context which will require a new regulation establishing a new system of evaluation. As a matter of fact, engaged at the present time as it is, through its Commission of Secondary Education, in a large-scale research project respecting comprehensive education (polyvalence) and the comprehensive (polyvalent) secondary school, the Superior Council of Education is not in a position to make recommendations concerning the responsibilities of the Department of Education in the matter of examinations at the secondary level. It is for this reason that the Superior Council of Education recommends that the sections of Regulation No. 2 having to do with the secondary level be retained provisionally.

2. Other recommendations

1. Evaluation of instruction at the elementary and secondary levels

The Superior Council of Education **RECOMMENDS :**

that the Department of Education evaluate periodically the quality of instruction at the elementary and secondary levels by a variety of methods that should be both flexible and suitable.

Explanatory note

The Superior Council of Education is of the opinion that such an evaluation would provide the Department of Education with the means of determining the results of the instruction given, of comparing these

results with the objectives proposed by the programmes over the Province as a whole and of discovering situations that need to be analyzed more closely if the necessary improvements are to be suggested.

The Superior Council of Education believes that it is up to the Department of Education to find suitable means to evaluate the progress of education; it does, however, caution the Department against carrying out this type of evaluation at fixed periods.

First of all, this evaluation of instruction as described above is more than necessary at the present juncture; that is to say, at a time when no general framework-type programme as defined on pages 25 and 31 of Education Document No. 2 has been officially approved for the elementary and secondary levels; at a time when an attempt is being made, not without clash and confusion, to adapt an outmoded programme to the requirements of reformed teaching methods.

Secondly, when a general framework-type programme has been approved, this type of evaluation will have to undergo certain transformations because "certain main lines which may serve as a guide to the teacher and thus ensure the efficient operation of the schools" (Education Document No. 2, page 31) will have been determined.

Finally, the introduction of a general framework-type programme must, in no way, signify the elimination of this type of evaluation. The truth is that the adoption of a given general framework-type programme does not signify that this programme must be permanent. Such a programme must, above all, be flexible and lend itself, unendingly, to such improvements as an appropriate system of evaluation will suggest.

This constant evaluation of instruction, carried on to improve the quality of that instruction, is, in the opinion of the Superior Council of Education, a task that only the Department of Education is in a position to perform adequately.

2. Pupil Records

The Superior Council of Education RECOMMENDS :

that the Department of Education draw up, at the earliest possible date, a cumulative pupil record form and that it put this form into general use.

Explanatory note

It is no longer denied that the single mark appearing on a report card as a recognition of the work of a number of years is an arbitrary element of a pedagogy that is now outmoded. This point of view applies, moreover, to all levels of instruction.

What the Superior Council of Education proposes, from kindergarten up, is a complete, cumulative, pupil record. Such a record is called, in

French, "dossier cumulatif", "fiche cumulative", or "livret scolaire", the latter being the expression used in France.

This type of record should be uniform in character and drawn up by the Department of Education. It would be official in nature. Such a form should not, however, be so detailed as to become a catalogue. It should be an official form sufficiently flexible to make it possible to evaluate the aptitudes and the development of each student from kindergarten up.

3. Teacher Education

The Superior Council of Education RECOMMENDS :

that the Department of Education take whatever measures are necessary to ensure that practising teachers and future teachers have a sufficient knowledge of taxonomy and docimology to be able to prepare and conduct examinations and to interpret the results of examinations.

4. Bank of examination questions and examination papers

The Superior Council of Education RECOMMENDS :

that the Department of Education place at the disposal of teachers and school boards a "bank of examination questions and examination papers".

Explanatory note

Since teachers are required to set examinations, suitable material should be made available to them to help them in their task. Thus, the Department of Education should create a bank of examination questions and examination papers. These examination questions or examination papers, which would take into consideration the principles established by taxonomy and docimology, would serve as models for teachers and become an element in their training in the scientific preparation of examinations.

A teacher who, periodically, felt the need of taking stock in one subject or another would thus have, at his disposal, appropriate measuring devices.

The Superior Council of Education is of the opinion that this bank of examination questions and examination papers should be established for the next school year.

APPENDIX I

Reflexions on examinations in the elementary school

The present document summarizes certain reflections and principles that indicate the orientation of thought of the Commission of Elementary Education of the Superior Council of Education in regard to the question

of the examinations of the Department of Education. It stresses, in particular, the spirit in which examinations must be conducted, the need and usefulness of evaluation of pupils by means of examinations and, *finally, the administration of examinations, the responsibility for which should be entrusted to teachers.*

1. Definition of the term “examination”

In this document, an examination is considered as a means of evaluating a child's progress in certain subjects on the course of study.

2. Multiple uses of examinations

There is certainly a need for examinations at the elementary level. In fact, examinations are one of the ways in which work done and progress made can be measured. In this sense, they are of value to the children, the teachers, the parents and the different levels of administration.

(a) Value to children

Examinations give the pupil an opportunity of evaluating personally his progress and his knowledge. The child can make his own evaluation of himself in relation both to the programme to be covered and to the efforts he has made during a certain period of time.

The activist school, because it very often functions on the principle of the “work plan” accepted by the child, makes such self-evaluation possible and fosters the development of the child's maturity through a better knowledge of himself.

One cannot prevent a child from comparing himself with others, but educators must not allow themselves to exploit this situation during examinations. On the other hand, the value of emulation, an important factor in a child's training from which he can draw great profit, should not be under-estimated.

Finally, examinations, with the points of reference they establish and the time limits they set, tend to stimulate a child in his work.

(b) Value to teachers

Examinations provide teachers with a means of knowing their pupils better and, in this way, of strengthening teacher-pupil relations and, in particular, they make it possible to evaluate pupil reaction to certain forms of control.

Examinations also allow teachers to evaluate their teaching methods, the instruction given and their measuring devices.

Finally, examinations allow teachers to evaluate courses of study and the groups with whom teachers are concerned.

(c) *Value to parents*

Examinations are, for parents, a means of knowing the capacities and the limits of their children. At the same time, they furnish parents with information likely to help them in the orientation of their children.

Examinations also provide parents as they do teachers, with an opportunity of helping their children to evaluate themselves.

Finally, examinations provide opportunities for strengthening or establishing parent-teacher relations at definite times.

(d) *Value to the administration of a school*

Examinations make it possible for the administration of a school (principal and teaching staff) to take stock of the instruction given in a school in relation to the objectives and the course of study established. Certain examinations may offer the principal of a school a means of knowing how his school stands in a regional or provincial complex.

Examinations make possible an evaluation of the criteria governing the allocation of pupils to working groups.

Examinations may also serve as a working device in the evaluation of the progress of pupils in the light of the particular character of the socio-economic group from which they come.

Furthermore, examinations give the principal of a school an opportunity for an exchange of views with his teachers and an opportunity to help them improve their teaching.

(e) *Value to school boards*

School boards can utilize examinations to uncover situations that need to be analyzed more closely for the purpose of taking whatever measures are necessary to improve instruction in one subject or another.

Examinations conducted by a school board provide the board with valuable matter for meetings with school administrators.

3. The spirit in which examinations are to be used

Examinations are then one means, among others, of allowing children to know themselves better, of evaluating their progress. They also provide educators and school officials with an opportunity of acquainting themselves with the existing situation. In our opinion, this conception of examinations accords well with the perspective of the reform in pedagogy taking place in the elementary school.

Consequently, it is only normal that the idea which children as well as educators and school officials have of examinations will change with the philosophy of education and the conception of educational reform that are held. Attitudes towards examinations change as the spirit in which

they are conducted approaches that of the reform in pedagogy taking place in the elementary school.

4. Administration of examinations

(a) Teachers

The teacher remains as the person having the primary responsibility for the administration of examinations in his class. His examinations should be prepared for each level in consultation with the members of the team of teachers. This is particularly true if the implementation of the courses of study was worked out by the team.

(b) The school

In cases where the school organizes examination sessions for the pupils attending it, these examinations should be prepared by the teams of teachers concerned and not by the principal (and vice-principal) alone.

(c) School boards

If a school board sets an examination for all of its pupils, it should do so in collaboration with the teachers concerned.

A “bank of examination questions” that conform to the principles established by taxonomy and docimology, should be made available to the teaching force. Teachers who, periodically, feel the need of taking stock in a certain subject will thus have at their disposal appropriate measuring devices. There is, of course, nothing to prevent a school board from acting on its own initiative in this regard.

5. Conditions of implementation

We wish to point out, in conclusion, certain conditions that are fundamental to the best possible use of the opportunities that examinations provide :

1. the principles established by taxonomy and docimology must be studied and followed;
2. personnel called upon to administer examinations must receive the necessary preparation;
3. teachers must receive some training in the scientific preparation of examinations;
4. measuring devices must be constantly evaluated in relation to the objectives set;
5. parents must be kept constantly informed of the purpose of each examination given.

Opinion of the Superior Council of Education regarding a Policy Respecting Teacher Education¹

Preamble

1. It is clear that no reform in education is possible without a qualified teaching force. It is, therefore, not surprising that, since the beginning of the present reform in Québec, there have been many official statements concerning the revision of teacher education programmes. However, while this question has been of concern to the Department of Education and has even led the Department to adopt certain administrative measures, it must be admitted that the authorities have not as yet succeeded in establishing a clearly defined and completely coherent policy respecting teacher education; at least, not as far as the Superior Council of Education is aware.

2. A number of improvements have, of course, been made in respect to various aspects of teacher education: changes in existing courses, disappearance or amalgamation of smaller normal schools, coordination of action by a number of the remaining normal schools and a pooling of their resources, establishment of intensive, short-term make-up courses for teachers, creation of special training programmes of an experimental nature. But these attempts to improve and to rationalize teacher education are clearly insufficient when compared to the reform in progress in the other areas of education. The lack of concordance between the pace of the changes brought about by the reform of the school and the pace of those taking place in teacher education programmes, the difference in scope and character of these changes, the former taking their inspiration from a new conception of education, the others adhering to a traditional conception, are creating a condition of disequilibrium which threatens to compromise severely the progress of education in Québec.

3. No picture of the improvements that have been effected in the field of teacher education would be complete if mention were not made of the various measures of an administrative nature that have been adopted by the Department of Education, particularly the promulgation of Regulation No. 4 respecting the Permit and the Licence to Teach, the creation of a Directorate of Teacher Education, the establishment of a Teacher Education

(1) Extract from the Minutes of the 68th meeting of the Superior Council of Education, June 27th 1968.

Committee as contemplated in Regulation No. 4 and the foundation of the Institute of Research in Education. It must also be remembered that in the last few years the universities have taken a greater interest than they previously did in teacher education and there are now, in the Province, three Faculties of Education, a Graduate School of Education and a specialized department. However, these various measures cannot be considered as the basic elements of a policy respecting teacher education. They are, at best, the means required for the implementation of such a policy.

4. Conscious of the seriousness of a situation resulting from the lack of concordance and from the widening gulf between progress in educational reform and progress in teacher education, the Superior Council of Education, at its regular meeting in January last, adopted the following resolution :

“that a special committee be appointed to study the situation regarding the question of Department of Education policy respecting teacher education and to make suggestions to the Council so that it may make the necessary recommendations to the Minister.¹

This Committee met the principal officers of the Department of Education concerned with teacher education, the deans of the Faculties, the representatives of the teachers' associations of the faculties of education and of the normal schools, and the representatives of the teachers' professional associations. The Committee also met representatives of the student-teacher associations both French speaking and English speaking, representatives of the Union générale des étudiants du Québec, representatives of the administrative personnel of the Ecole normale de l'enseignement technique and a number of representatives of the specialized educational sector.

In the course of these various meetings, differing points of view were presented by the representatives of the Department of Education, on the one hand, and the representatives of the groups that appeared before the special Committee of the Council on the other. Thus, while admitting that the problem of teacher education did present difficulties which were at times fairly serious and often due to the lack of adequate personnel in the Directorate of Teacher Education, the Department of Education appeared, on the whole, optimistic, stating that long-term planning was taking place and that the initial steps were under way.

(1) It will, perhaps, be useful to note that the Council considered this question during the early months of its existence. Indeed, it devoted most of its meeting of December 1964 to this subject. In addition, the Council, as early as September 1965, appointed a committee to study a number of aspects of teacher education. Lastly, the Commissions of Elementary and Secondary Education have, on several occasions, concerned themselves with this problem. As a result of these actions and an inquiry conducted among intermediary bodies of the Province in June 1966, the Council decided to devote the greater part of its Second and Third Annual Reports to this important question.

In contrast, the representatives of the various groups that met the Council Committee expressed grave doubts as to the existence of any real policy respecting teacher education. They declared, for example, that, in the sphere of teacher training, great confusion and even frustration were apparent on the part of the authorities, the teachers and the students of teacher education institutions. They pointed out, in particular, that the creation of the Teacher Education Committee in the Department of Education had raised great hopes but that the way in which the Committee had functioned and its lack of effectiveness had led to grave disillusionment. They also stated that one of the reasons for this state of affairs was the lack of communication between the Department of Education and teacher education institutions. One gets the impression, they said, that in official circles teacher education is still considered a simple prolongation of the secondary school course to which are attracted only those students who, because of socio-economic or intellectual reasons, cannot enter the other professions. Representatives of the teachers' associations pointed out, in particular, that they had, in the course of the last three years, presented several briefs to officers of the Government. They added, however, that "while the briefs are well received, the adoption of practical measures lags".

On the other hand, it was pointed out to the Council Committee that a few normal schools had, on their own initiative, made certain changes in their programme to better adapt it to the requirements of the new teaching. But these experiments have had to be limited because of the lack of resources in money and teaching personnel and also because the policy of the Department of Education respecting teacher education was not known.

5. The representatives of these associations or institutions were in favour of the establishment of training programmes which would be of a higher calibre than they presently are and, at the same time, better adapted to the needs of educational reform. They recommended the introduction of better methods of selecting students and a more advanced type of academic and professional training than the one many teachers now possess.

The principal criticisms expressed by the representatives of the groups consulted by the Superior Council of Education Committee may be summarized as follows :

- (a) complete integration of teacher education into higher education has not as yet been accepted by the Department of Education;
- (b) centres of university studies have not yet been established;
- (c) an atmosphere of confusion and uncertainty prevails in teacher education institutions;
- (d) no clear distinction exists between make-up courses, refresher courses and courses leading to higher qualifications;
- (e) the role of the Faculties of Education in relation to the rest of the university has not been clearly defined.

6. In the course of its activities, the Council Committee thought it wise to pay particular attention to two recent undertakings of the Department of Education: the qualifying examinations for teachers and the project "Repères". With regard to the qualifying examinations, the Committee believes that the Superior Council of Education will have to make a closer study of this matter before it can express an opinion on this subject.

With regard to the project "Repères", the Committee is of the opinion that the Council should request its Commission of Elementary Education to study this matter in depth before the Council takes any definite position on this question.

Whatever importance may be attached to these two measures, they can only be considered as partial elements of an all-over coherent policy respecting teacher education.

7. The Council having thus, through its special Committee, gathered this information and having carefully examined the various aspects of the whole problem of teacher education as it presents itself at this time, believes it necessary to make the following recommendations to the Honourable Minister of Education:

Recommendation I

That the Department of Education, because of the urgency of the present situation, adopt, in regard to teacher education, a policy that is clear and precise, and, at the same time, bold and dynamic, based on the needs of the reform in education now taking place.

Recommendation II

That this policy indicate clearly that the university is the level at which teacher education is to be given and that admission to teacher education institutions will take place after a 13th year of schooling.

Explanatory note

Notwithstanding the fact that section 2 of Regulation No. 4 stipulates that "the permit to teach shall be awarded to every candidate who has, after a thirteenth year of study or its equivalent, successfully completed an approved training programme at a recognized institution", the Council is of the opinion that, in order to meet the demands of modern pedagogy, *a full undergraduate course should normally be required* of all teachers no matter what the level at which they will be asked to teach. Such a requirement assumes, of course, that students will find available, in one and the same institution, not only courses of a strictly professional nature but also a sufficiently diversified choice of cultural and scientific courses

to allow them to acquire an adequate competence in such subjects in their chosen field as interest them. Now, as far as this is concerned, only a university institution can offer a broad enough range of disciplines to satisfy most of the needs of teacher education. Lastly, the requirements of modern education imply that future teachers will have been able to acquire, thanks to the resources of institutions of higher education (teaching staff, laboratories, libraries, research), not only knowledge but also an attitude of mind that is always alert and always oriented toward progress and self-improvement.

Recommendation III

- (a) That, in order to avoid any confusion between the responsibility of the Department of Education and the responsibility of the institutions entrusted with teacher education, a clear distinction be established between what may be called political and administrative authority, on the one hand, and intellectual authority on the other;
- (b) that the political and administrative authority, because of the very nature of the role of education, rest with the Department of Education which is, indisputably, the body the best fitted and the most competent to exercise this role, and that the intellectual authority in respect of teacher education be entrusted to the institutions responsible for this education because they also, from this point of view, are the best fitted and the most competent to assume this responsibility.

Explanatory note

The intellectual authority which university institutions responsible for teacher education must possess should be the same as that accorded to university institutions responsible for professional training in other spheres. In other words, it must be the responsibility of the university institutions entrusted with teacher training to determine entrance requirements of students wishing to enrol, the contents of the courses of study, the research to be undertaken, etc. Furthermore, it must be recognized that the exercise of the other professions offers differences that are worthy of note, differences that derive from the very nature of the role of education. That is why the Council, in the recommendations that follow, proposes certain manners of coordination between, on the one hand, the political and administrative authority,¹ the intellectual authority and the teachers' professional associations, and, on the other hand, between the political and administrative authority and the teaching profession.

(1) The functions coming under the administrative authority of the Department of Education would include, in particular, the process of licensing, the determination of conditions which holders of a permit must fulfil to obtain a licence, etc.

Recommendation IV

That this policy apply to the various training courses offered : regular courses, special refresher and make-up courses, and courses leading to higher qualifications.

Recommendation V

That this policy be implemented without delay through special programmes of financial assistance to institutions which are to be responsible for teacher education to allow these institutions :

- (a) to recruit a highly qualified and sufficiently large teaching staff;
- (b) to improve the quality of the existing facilities within these institutions : laboratories, libraries, documentation centres, demonstration areas, etc.;
- (c) to develop research.

Explanatory note

The special programmes of financial assistance must, by means of the considerable sums of money allotted to them, seek to correct as quickly as possible the present teacher situation in regard both to number and quality.

Recommendation VI

That the policy be implemented as well through a system of bursaries for qualified graduates desiring to continue their studies with a view to obtaining a Master's or a Doctor's degree and that these bursaries, because of the urgency of the situation, particularly at the college level, be even more generous than the bursaries usually granted for other disciplines at the same level.

Recommendation VII

That this policy be further implemented by the provision of special financial assistance to students enrolling in teacher training establishments in order to encourage the greatest possible number of gifted candidates to embrace the teaching profession.

Explanatory note

This means that the present Act entitled "Teachers Scholarships Act" must be modified with respect to the provisions dealing with financial assistance, the definition of categories of candidates, and the conditions imposed by this Act that no longer correspond to the exigencies of the present situation.

Recommendation VIII

That the Directorate of Teacher Education become an integral part of the Directorate of Higher Education

Recommendation IX

That to each Faculty, School or Department of Education there be attached an Advisory Committee composed of representatives of the institutions concerned and of practising teachers appointed by the teachers' professional associations.

Explanatory note

The Superior Council of Education is of the opinion that the establishment of an advisory body of this kind in each teacher education institution will have the advantage of keeping the administration and the teaching personnel of these institutions informed of the changes taking place in the field of education and the implications they may have for teacher education programmes. Such a committee will have the further advantage of keeping professional groups of teachers informed as to the quality of the teacher education programmes, the qualifications of the teaching personnel of university institutions, the nature and the scope of the research being carried on in these institutions, etc. In other words, an advisory committee of this kind can furnish a highly suitable framework for the dialogue that is necessary between institutions where professional training is given and the profession itself.

Recommendation X

That, in consequence of the preceding recommendations, section 5 of Regulation No. 4 be modified as follows :

Section 5

"For the application of the present regulation, the Minister of Education shall appoint a Teacher Education Committee which he shall consult regarding the matters enumerated in section 6."

"The members of the Committee shall be appointed for a definite period. This Committee shall be composed of practising teachers chosen after consultation with the teachers' professional associations, of members of the administrative or teaching staff of the teachers' education institutions chosen after consultation with the universities, of persons chosen after consultation with the student-teacher associations and of representatives of the Department of Education."

“The Chairman of this Committee shall not be a government official. He shall be appointed by the Minister after consultation with the teachers’ professional associations, the student-teacher associations and the teacher education institutions.”

Recommendation XI

That no substitute be permitted for any of the members of the committee contemplated in section 5 above.

Recommendation XII

That section 6 of Regulation No. 4 be modified as follows :

Section 6

“Subject to the provisions of section 28 of the Superior Council of Education Act, the Teacher Education Committee shall be responsible :

1. for recommending to the Minister criteria relative to the following matters :
 - (a) the recognition of institutions at which the holder of a permit may teach;
 - (b) the supervision of the teaching of the holder of a permit to teach;
 - (c) the conditions which the holder of a permit to teach must fulfil in order to obtain a licence to teach;
 - (d) refresher courses for teachers;
 - (e) conditions pertaining to make-up courses;
 - (f) suspension or restoration of the licence to teach;
2. for making recommendations to the Minister of Education :
 - (a) respecting the recognition of institutions at which the holder of a permit may teach;
 - (b) respecting the application of the conditions which the holder of a permit to teach must fulfil to obtain a licence to teach;
 - (c) respecting the definition and the contents of refresher courses;
 - (d) respecting the suspension, revocation or restoration of a licence to teach in all cases where such a measure shall be applied.
3. for making recommendations concerning the nomenclature and terminology respecting permits and licences to teach.”

Recommendation XIII

That all recommendations relative to the criteria respecting the conditions which the holder of a permit to teach must fulfil to obtain a licence to teach and relative to the application of these conditions be proposed by a special sub-committee of the committee contemplated in Regulation No. 4, this sub-committee to be composed of practising teachers and government officials who are members of the Committee.

Recommendation XIV

That all recommendations relative to the criteria respecting the suspension or the revocation of a licence to teach and relative to the application of these criteria be proposed by a special sub-committee of the committee contemplated in Regulation No. 4, such sub-committee to be composed of practising teachers and government officials who are members of the Committee.

Recommendation XV

That, in cases of suspension or revocation, the Department of Education, after reaching an agreement with the teachers' professional associations, provide for the establishment of a means of appeal, recourse to which may be had by any person whose licence to teach has been suspended or revoked.

Explanatory note

A. The Superior Council of Education is of the opinion that, in view of the public and universal nature of educational services, it is essential that the Department of Education, because of its political and administrative authority, should be the body having the ultimate responsibility for the maintenance of the quality of instruction. Since quality in teaching practices is an essential element of good instruction, the Council is of the opinion that the Department of Education is justified in intervening in regard to the exercise of the profession.

B. On the other hand, it must be recognized that the teachers' professional associations, because of their very character and the responsibilities that must be entrusted to them, have every interest in participating in the definition of the criteria of professional practice. They must also take care that the integrity and the ethical standards of the profession be respected, a task which, if it were not for the exceptional nature of educational services, would normally be ascribed to them alone. It would therefore be justifiable if, on the committee contemplated in sections 5 and 6 of Regulation No. 4, there were a greater number of practising teachers than members drawn from each of the other groups or institutions.

C. While the matters which are to occupy the committee contemplated in sections 5 and 6 of Regulation No. 4 are also of particular concern to the Department of Education and the teachers' professional associations, it must be admitted that almost all these subjects are also of interest to teacher education institutions. There is no doubt, for example, that teacher education institutions can make a very valuable contribution in the matter of the recognition of institutions at which the holder of a permit may teach, the supervision of the teaching of the holder of a permit, the competence which the holder of a permit must demonstrate, the determination of make-up and refresher courses. That is why the Council came to the conclusion that there were excellent reasons for recommending that the committee contemplated by Regulation No. 4 include persons belonging to teacher education institutions.

D. The Superior Council of Education is of the opinion that a good part of the jurisdiction of the committee contemplated by Regulation No. 4 should have to do with matters of immediate concern to future teachers. They after all, are the group which will be the most affected and, so to speak, in a permanent way, by the recommendations of the committee contemplated in Regulation No. 4. It is only fair that future teachers should be able to participate in the work of this Committee.

E. The Council also believes, with regard to the suspension or revocation of a licence to teach, that in view of the seriousness of such a penalty and the effects it may have on a teacher's career, on his family life, etc, it is important that final judgement in this matter should not be left to the discretion of a single authority. It is both out of regard for the person or persons who pronounce the original verdict and with a desire to protect teachers against errors, which are always possible, that the Council recommends the creation of a means of appeal and the establishment of procedures of appeal.

F. The Superior Council of Education is of the opinion that as teacher education is to be given in university institutions, that is to say institutions formally and officially recognized, it is not necessary that teacher training establishments receive any other recognition, especially as these establishments would be the only ones subject to a requirement of this nature.

G. The Superior Council of Education believes that the elaboration of regular training programmes — conforming with the requirements of educational reform as defined by regulation or otherwise by the Department of Education — is one of the functions of university institutions recognized as teacher training centres. It is for this reason that the Council is of the opinion that "approval of teacher education programmes" should not come under the committee contemplated in Regulation No. 4.

H. The Council is also of the opinion that the expression "perfectionnement des maîtres" should be reserved for studies leading to a Master's

or a Doctor's degree. Consequently, courses leading to higher qualifications must also be under the jurisdiction of recognized teacher education institutions and not the concern of the committee contemplated by Regulation No. 4.

I. With regard to "refresher" courses, that is to say courses that allow students to familiarize themselves quickly with the use of new teaching techniques, the Superior Council of Education believes that this is an undertaking of a professional nature and that, for this reason, the criteria respecting these courses come under the committee referred to in this recommendation. In the same way, the Council considers that "make-up" courses, that is to say courses allowing teachers to make up deficiencies between the level of education they presently possess and the minimum required for the exercise of the profession should come under the committee referred to in this recommendation, for these courses are of particular concern to professionally qualified teachers and the political and administrative authority responsible for maintaining the quality of instruction. On the other hand, it must be recognized that university teacher education institutions have a contribution to make in the preparation of make-up and refresher courses and that they will undoubtedly be called upon to provide make-up courses.

J. In view of what precedes, the Superior Council of Education is of the opinion that it is important to establish the necessary distinctions between what are called regular training courses, courses leading to higher qualifications, refresher courses and make-up courses.

Recommendation XVI

That the title of Regulation No. 4 which presently reads as follows : "Regulation No. 4 Respecting the Permit and the Licence to Teach", be modified, in order to conform with the preceding recommendations, to read as follows : "Regulation No. 4 Respecting the Exercise of the Functions of Teaching".

Recommendation XVII

That the permanent secretariat of the committee contemplated in Regulation No. 4 be attached to the Directorate of Higher Education.

Recommendation XVIII

- (a) That the technical training of teachers of vocational subjects at the secondary level (job preparation) be provided in the General and Vocational Colleges;

- (b) that, in this case, the pedagogical training be given at the level of the 14th year in institutions of higher education;
- (c) that the training of such candidates include a certain experience both in industry and in teaching.

Explanatory note

The requirements set by the Council, especially in regard to teachers at the secondary level (job preparation) may seem severe but it must not be forgotten that any segregation due to a considerable gap between the intellectual training of a particular group of teachers and the rest of the profession must be avoided at all costs. Furthermore, teaching itself requires that a teacher receive an adequate cultural formation if he is to provide, in a clear and exact manner, the instruction for which he is responsible.

Recommendation XIX

That the professional education of teachers of vocational subjects, other than job preparation, at the secondary level, be provided in institutions of university level.

Recommendation XX

- (a) That the technical training of teachers of technical and vocational subjects at the General and Vocational College level be a function of higher education;
- (b) That the training of candidates for technical and vocational education at the General and Vocational College level include a certain experience in industry and in teaching.

Establishment of an English-Language General and Vocational College¹

In view of the delay of the Minister of Education in establishing the first English-language College, the Council renews its recommendation to the Minister concerning the establishment of English-language Colleges.

(1) Extract from the Minutes of the 69th meeting of the Superior Council of Education, July 11th and 12th 1968.

Courses considered the Equivalent to Courses in Philosophy¹

The Commission of Technical and Vocational Education of the Superior Council of Education, responsible for education at the college level, drew the attention of the Council to the fact that administrative guide-lines concerning philosophy as a compulsory subject in general and vocational colleges had been modified.

The Council has requested that I contact you and inquire as to reasons that led the Department, as opposed to last year, to draw a distinction, between French-speaking and English-speaking students in regard to courses considered equivalent to courses in philosophy.

In "CAHIER 1" of the "Annuaire de l'enseignement collégial" (see Chapter entitled "Régime pédagogique", article 5, p. 12) the following directive occurs :

"Compulsory courses apply to all students. They include : Four courses in language and literature (English or French) and four courses in philosophy. In the case of English-language institutions, the four courses in philosophy may be replaced by four courses considered equivalent courses".²

On the other hand, in Education Document No. 3 entitled "College Education and the General and Vocational Colleges" published by the Department of Education in October 1967, the following statement occurs under the heading "Courses of Study", paragraph A, Section 8 :

"Eight courses are compulsory, four in language and literature (English or French); four in philosophy or four courses considered equivalent".

The Superior Council of Education wishes to recall to your attention a recommendation made in its report on "General and Vocational Colleges : Development During their First Year" :

"That this Joint Committee (Directorate of College Education - colleges) study the following questions : How to integrate the educational

(1) Letter forwarded to the Minister of Education, October 17th 1968, in conformity with a recommendation of the Superior Council of Education adopted during its 72nd meeting on October 11th and 12th and the answer of the Minister of Education.

(2) Free translation.

aspects in the teaching of philosophy and French, as general courses, according to the various student objectives at the college level? What courses should be considered equivalent to courses in philosophy deemed compulsory?"

Respectfully yours,

Reply of the Minister of Education

Your letter, dated October 17th last, referred to modifications in administrative guide-lines concerning philosophy as a compulsory subject in general and vocational colleges.

The Superior Council of Education wishes to know the reasons that prompted the Department to make a distinction, contrary to last year, between French-speaking and English-speaking students in regard to courses considered equivalent to courses in philosophy.

We had readily accepted the recommendation made by the Superior Council at its 46th meeting on May 11th and 12th 1967, to the effect that equivalent courses not be the exclusive prerogative of English-speaking students.

The text of Section 8 of the "Course of Study" as reported in the handbook of College Education (Enseignement collégial - édition 1967/68) remains in force :

"Eight courses are compulsory, four in language and literature (English or French); four in philosophy or four courses considered equivalent".

As the Course of Study at the college level has as yet not been definitely approved and since the guide-lines that it contains are "put into practice only on a temporary and experimental basis", it seemed appropriate not to introduce, in the 1968/69 edition, the feasibility of French-language institutions offering "equivalent courses".

Such freedom could have resulted in a flurry of so called equivalent courses on which we could hardly have passed suitable judgment. The Sub-Committee responsible for determining these equivalent courses has not yet handed its report to the Joint Committee as it should have done for the month of May. It will be called upon to submit it as soon as possible.

The possibility of courses equivalent to those in philosophy for French-speaking students is thus maintained in principle, but before noting it as such in the handbook, it appears preferable to define such equivalent courses, determine their value and anticipate their implementation. The differences in tradition found in English-language as compared to French-language educational institutions, as regards the teaching of philosophy, prompts us to introduce some changes in the actual implementation of guide-lines which, gradually, will apply to all without distinction.

Opinion of the Superior Council of Education on Bill 57 as Submitted for First Reading to the Legislative Assembly and Entitled: Council of Universities Act¹

It was moved and resolved that there be open consultation respecting the appointment of the President of the "Conseil des Universités".

It was moved and resolved that section 5 (a) of the University Council Act be amended to read as follows :

- (a) "the President, after consultation of the administrative officers, the professors and the students of the universities and of the associations that are the most representative of the business and labour world."

It was moved and resolved that the last paragraph of section 14 of the University Council Act be placed between sections 3 and 4 of the same Act because this last paragraph of section 14 has to do with the powers of the "Conseil des Universités". Section 3 of the said Act enumerates the powers of the Council whereas section 14 deals with the University Research Commission.

It was moved and resolved that a paragraph (j) be added to section 3 of the University Council Act to read as follows :

- (j) cause to be carried out such studies and research as it deems useful or necessary for the pursuit of its objectives.

(1) Extract from the Minutes of the 72nd meeting of the Superior Council of Education, October 10th and 11th 1968.

Confessional Status of Schools under the Jurisdiction of The Bureau du Nouveau-Québec¹

It was resolved, that further to the recommendation of the Protestant Committee, the Superior Council of Education recommend to the Minister that any request for confessional status in these schools should originate with the administering authority itself and only after the fullest possible consultation of the parents concerned and in accordance with their wishes.

(1) Extract from the Minutes of the 74th meeting of the Superior Council of Education, November 14th and 15th 1968.

Opinion of the Superior Council of Education on Bill 85¹

WHEREAS the elaboration of a linguistic policy in education implies the elaboration of an overall linguistic policy;

WHEREAS the problem of the French language in the Province of Quebec does not arise principally in the school but at work and in social and economic fields, and whereas the entire weight of the linguistic problem must not be made to fall on the educational system, but a solution sought wherever the problem arises;

WHEREAS the majority has linguistic rights but also responsibilities with respect to other ethnic groups and individuals; that minorities and individuals have rights and responsibilities with regard to the majority;

WHEREAS it is these rights and these responsibilities that must be defined;

WHEREAS the elaboration of an overall policy assumes that the State will have gathered all necessary facts, in particular by means of the Commission established by the Government to make "an inquiry" into and to submit a report on the situation of French as the language of usage in Quebec and to recommend measures designed to guarantee :

- (a) the linguistic rights of the majority as well as the protection of the rights of the minority :
- (b) the full expansion and diffusion of the French language in Québec in all fields of activity and also at the educational, cultural, social and economic levels." ²

WHEREAS certain ambiguities remain in Bill 85 regarding the rights and responsibilities of the collectivity and of individuals;

WHEREAS these same ambiguities also exist regarding the rights of immigrants;

WHEREAS from this point of view Bill 85 cannot give satisfaction to the groups concerned and is in danger of causing still graver problems than those that have lately arisen;

(1) Extract from the Minutes of the 78th meeting of the Superior Council of Education, February 13th and 14th 1969.

(2) Débats de l'Assemblée législative du Québec, Troisième session, 28e Législature, vol. 7, no. 100. (Translation).

IT IS MOVED and resolved that the Superior Council of Education request the Minister of Education :

A. to take whatever measures are necessary to have the Government defer adoption of Bill 85 until such time as a language policy has been determined which will take into consideration collective rights as well as individual rights, collective responsibilities as well as individual responsibilities.

B. that, in the meantime, such temporary measures as are necessary be taken to maintain the tradition with regard to the choice, by the parents, of the language of instruction.

Opinion of the Superior Council of Education respecting certain steps in School Reorganization¹

Introduction

The progress of educational reform in Québec has been seriously interrupted during recent months by a series of crises involving parents, teachers, students and the public. Each of these groups is deeply involved in the future development of education and it is obvious that future progress depends upon their better understanding of the basic issues as well as their goodwill and support.

In the autumn of 1966, encouraged by the Minister of Education, the Superior Council of Education conducted public hearings on the recommendations of the Royal Commission on Education with respect to confessional and cultural policies and local administrative structures. The opinion of the Council concerning these subjects was forwarded to the Minister in August 1967. In view of the study undertaken by the Council for School Reorganization on the Island of Montreal and the voluntary efforts of school commissioners to bring about a regrouping of school boards, no action was taken at that time. Meanwhile, in these last few years, enrolments and costs have increased sharply and the educational climate has deteriorated noticeably.

In the opinion of the Superior Council of Education, there are four measures in the sphere of administrative reform which are urgently needed. Provision must be made :

1. to create a suitable legal structure for a direct participation of parents in determining school and educational policies : the School Committee;
2. to give regional school boards financial and pedagogical authority over elementary and secondary education;
3. to establish Councils of School Development in each of the ten administrative regions of the province;

(1) Extract from the Minutes of the 82nd meeting of the Superior Council of Education, May 8th and 9th 1969.

4. to revise the Education Act and other related laws so that they will conform to the new educational structures and objectives that Québec has adopted.

The Royal Commission of Inquiry on Education and the Council for School Reorganization on the Island of Montreal both recommend that school reorganization be undertaken in stages. It was also in this perspective that the recommendation of the Superior Council of Education of August 1967 was forwarded to the Department of Education. The present recommendations are made with a further stage in view, one which presently seems both opportune and urgent.

The School Committee

Decentralization of administration has been traditional in Québec education. Furthermore, this principle was reaffirmed in recent years by the Royal Commission on Education and by the Department of Education. The participation of the public, and particularly of parents, in the determination of school and educational policies is essential if a decentralized structure is to function smoothly. In the last decade, there has been evidence of increasing interest in, and concern with, educational matters on the part of parents. This has resulted in the expansion of parent and parent-teacher organizations and in the appointment of officials in the Department to encourage these efforts.

Certain opposition was encountered to the Royal Commission's recommendation for the establishment of school committees when it was first made. However, in the contact between the Superior Council of Education and local groups in various parts of the Province, it appeared evident that both public and teachers are now much more favorable to the proposal. Furthermore, the educational workshops established specifically to implement Regulation No. 1 of the Department seem to have played a constructive role. The participation of parents through school committees as described below should now be generalized and systematized. Another factor of great importance is the desire of an increasing number of parents to be able to choose between confessional and non-confessional instruction. It is therefore, in the judgment of the Council, essential in this regard that a suitable committee be formed in each school or group of schools within a municipality.

The School Committee recommended by the Royal Commission (Vol. 4, sections 267 to 271) should provide the general pattern of the proposed school committee. The Council is in agreement with the Royal Commission as to the over-all objectives to be assigned to these Committees :

to set the general character of the school, which is to be confessional or non-confessional, in keeping with the provisions of the Superior

Council of Education Act and the regulations of the Confessional Committees;

to take part in the election of the members of regional school boards; to assume a supervisory, consultative and participative role as described by the Royal Commission.

The Council for School Reorganization on the Island of Montreal has recommended that School Committees be established on the Island of Montreal. The Council is of the opinion that it is equally necessary that School Committees be created in the rest of the Province.

Recommendation 1

The Superior Council of Education **STRONGLY RECOMMENDS** that provision be made in law for the establishment of School Committees and that appropriate steps be taken to organize such committees throughout Québec so that they will become responsible and effective instruments of public participation in the educational system.

Unified administration of both levels of education : Elementary and Secondary

School restructuration is essential if the urgent need for reform respecting school financing and reorganization is to be met. Every child must have the opportunity, in the normal course of events, of moving from one level to another without any break whatsoever in progress or continuity. To this end, it is essential that the administration of these two levels be united under the same school board.

This reform has already been delayed too long considering the recommendations of the Royal Commission of Inquiry on Education and the Royal Commission on Taxation and the examples of similar action in the neighbouring provinces of New Brunswick and Ontario. A step forward was taken by the Department of Education with Operation 55, but this project automatically added 55 new regional corporations to an already overloaded structure without clearly defining certain areas of authority or providing for the gradual elimination of boards with resources or responsibilities falling below the appropriate minimum. What is necessary, of course, is that, in each area of Québec, the public authority responsible for secondary education should also assume responsibility for elementary education.

Speaking generally, the Superior Council of Education believes that the principles underlying Operation 55 were sound. These principles were also applied to Protestant regional school boards. To maintain some of the

local school boards as consultative bodies could be considered during the period of transition until School Committees are well established but it is only through such a regional structure that the costs of education, the resources for the support of education and the services of elementary and secondary education can be distributed justly or equally. The government already has in hand the reports of a number of organizations that stress this need; among them, the Report of the Royal Commission of Inquiry on Education, the Report of the Royal Commission on Taxation. The time has now come to proceed to the rationalization of these administrative structures.

Recommendation 2

The Superior Council of Education RECOMMENDS that regional school boards already established be given financial and pedagogical responsibility for both elementary and secondary education.

The Council of school development

The Superior Council of Education reaffirms the opinion that it gave in August 1967: "The Superior Council of Education believes that the decentralization of the administration of the Department of Education should be accomplished by giving added strength and powers to regional school boards in the principal administrative regions of the Province. While Operation 55 made possible a certain consolidation of educational structures, this is not enough. Other measures must now be taken to strengthen the coordination between elementary and secondary education to enlarge the regional scope of academic and financial administration and to establish, at least as an initial step, a close coordination between all the regional school boards of the territory covered by each Council of School Development."

On the other hand, consideration must be given to the way in which the demands of parents seeking non-confessional schools are to be met. These parents, at present, have no say in the matter.

Regional school boards were established in the Province at large under Operation 55. The immediate problem is to ensure coordination within administrative regions by the creation of Councils of School Development.

With regard to the Island of Montreal, the Report of the Council for School Reorganization indicates that the first step must be :

"to establish, at the very latest by September 1969, a Council of School Development with jurisdiction over the whole area of the Island of Montreal."

Following this, the regional school boards would be ready to assume their responsibilities by January 1971.

The proposal to group the regional school boards under a Council of School Development originated in the Report of the Royal Commission on Education. This, in turn, reflected an opinion stated by the Royal Commission on Taxation :

“We wanted to effect a significant reduction in the share of aggregate school boards costs financed by property tax and to increase accordingly the share financed by government grants, in keeping with the growing concept which holds that education is a collective responsibility.”

Applying these views, the Royal Commission of Inquiry on Education stated :

“Education is a collective enterprise whose progress must be effected on a provincial scale with due regard for the labour market and the development of each region possessing a certain degree of economic unity. Economists generally agree that about ten economic regions in the province possess distinctive characteristics. Only regions of this nature can serve as a basis for the satisfactory planning of school development. The system of financing prevalent among the school commissions, which for a long time left them almost entirely to their own resources, has intensified all the disadvantages inherent in local situations - excessive distances, low population densities, retarded industrialization - thus creating serious inequalities in school services from one region to the other. The progress of education should be adjusted both to the needs and to the specific possibilities of each region and can everywhere become a factor in economic development.”

At first there were objections that Councils of School Development would impose a new and unnecessary level of bureaucracy on the educational structure. Recently, however, opinion has changed and the principle is now generally accepted that it is at this level that planning, taxation, transportation and certain other administrative functions can best be coordinated. The Superior Council of Education is in agreement with the recommendation of the Report of the Council for School Reorganization on the Island of Montreal that a Council of School Development should be established for the Island of Montreal before September 1969. It also believes that the time has come to extend this reform into the area of metropolitan Québec and the rest of the Province.

During the past two years, regional bureaus have been organized in nine regions and they have, it seems, been given certain advisory and supervisory duties. These bureaus, in the opinion of the Council, should be reconsidered in the light of the establishment of Councils of School Development.

Recommendation 3

The Superior Council of Education **RECOMMENDS** that Councils of School Development be established in the various administrative regions of the province and that the members be elected in accordance with democratic principles.

Revision of laws concerning education

It is clear that if the reforms that the Superior Council of Education recommends are to be brought about, the Government must pass new laws or amend existing laws.

In volume one of the Report of the Royal Commission of Inquiry on Education there is this statement :

“We suggest a complete revision of all laws concerning education.”
(Volume 1, Recommendation No. 15)

As they stand at present, the laws concerning education are not adapted to the principles of a pluralist system of education and any restructuration will require, not simply a series of amendments, but a complete revision of the laws.

Recommendation 4

The Superior Council of Education **RECOMMENDS** :

- (a) the adoption of adequate legislation to attain the objectives stated;
- (b) a complete and immediate revision of all laws concerning education.

The first three recommendations concerning School Committees, unified administration of elementary and secondary education and Councils of School Development in administrative regions may be carried out in all parts of the province including the districts of Quebec and Montreal. It is in this perspective that the Superior Council of Education makes them.

Appointment of School Commissioners¹

IN VIEW OF the need to democratize school administration - a need which we reaffirm (see: Opinion of the Superior Council of Education concerning school reorganization forwarded May 13th 1969);

IN VIEW OF the time that the establishment of new school structures in the cities of Montreal and Québec for both the Protestant and the Catholic sectors will require;

AND UNTIL SUCH TIME as new school structures are established, and as a transitional measure,

- (a) The Superior Council of Education recommends that members of the school boards of Montreal and Québec be appointed following consultation of groups that are representative of these communities.
- (b) The Superior Council of Education recommends that the law be so amended as to make women eligible for appointment to the boards.

Note: If time available before the appointment of commissioners so allows or as soon as possible.

(1) Extract from the Minutes of the 83rd meeting of the Superior Council of Education, June 12th and 13th 1969.

Recommendations of the Superior Council of Education concerning the Québec Provincial Research Council and the Provincial Research Centre¹

Preamble

The problem of research in Québec is a complex problem. What goals does research pursue and what kinds of research should be promoted? Should it be pure or applied research? Where should research be carried on and by whom? Here is a series of questions the answers to which depend, in large part, on the disciplines concerned and the human resources available. These questions imply that not only the criteria of efficiency but also the duties, the powers and the needs of the universities as well as of other existing research centres must be taken into consideration.

In the opinion given here, the Council does not deal with the problem of research in its entirety and the recommendations advanced make no attempt to furnish an overall answer to the multi-dimensional problems that research poses. In recommending the creation of a Research Council and a Provincial Research Centre, the Superior Council of Education does, however, wish to stress the urgency and the importance of elaborating a government policy regarding research. The two bodies recommended by the Council are so structured as to favour the improvement and the development of research in the Province of Québec. The Council is of the opinion that these bodies will make it possible to redress the lack of research in the Province of Québec by considering such coordination from the point of view of an optimum integration of all existing and available resources (industrial, among others) in Québec as a whole. These bodies can also encourage certain kinds of research the absence of which is more and more to be deplored.

The research Council of the Province of Québec, in addition to establishing an overall policy of scientific research, pure and applied; in all disciplines,

(1) Extract from the Minutes of the 83rd and 84th meetings of the Superior Council of Education, June 12th and 13th and July 4th 1969.

will be responsible for the allotment of funds intended for research coming from the Government of Québec.

The Superior Council of Education wishes to stress, in this preamble, that there is no intention of infringing on the liberty of researchers, of institutions or of bodies carrying on research financed by funds coming from sources other than the Government of Québec. On the contrary, the intention is to make a more rational use of the sums that the Government of Québec has available for research purposes and to promote the development of research in the Province of Québec, whether or not such research is subsidized by the Government of Québec. The Superior Council of Education believes that a realistic research policy should encourage, to the greatest possible degree, a dynamic development of research in existing institutions, both private and public (industry, government, universities) and, in this light, the Superior Council of Education recommends that the Research Council of the Province of Québec be composed in such a way that all sectors of research are represented.

Explanatory notes

The purpose underlying the creation of these two bodies is the promotion of the social and economic progress of the Province of Québec through the development of research. Two reasons in particular justify the establishment of a dynamic policy and the elaboration of a satisfactory research programme in the Province of Québec:

(a) If the social and economic progress of the Province is to be maintained, it will have to be based upon a considerably enlarged scale of research activity in all the main scientific, technical, economic and social sectors. The truth of this statement has long since been proved by those countries that have shown the greatest progress in this field.

(b) The relatively undeveloped state of research in our institutions of higher learning constitutes a situation which threatens to lower the quality of education at this level and render our higher learning almost totally dependent upon research carried out elsewhere.

To encourage social and economic progress in Québec through scientific advance, it will be necessary, under existing circumstances, (that is, with a relatively modest scientific capital), to direct our particular efforts, at least at first, toward those areas which have not engaged the attention of the Federal Government and in which the needs of the Province are particularly important.

It seems to us essential that the Research Council and the Provincial Research Centre be two distinct entities because, in our opinion, the structure

and the aims of these bodies will be different from each other as will be seen below. That is why we consider them separately in this report.

The objection might be raised that the Federal Government has already delegated to a single body, the National Research Council or NRC, (le Conseil national de recherches), the same activities as those to be undertaken by these two groups. The results obtained, however, have not been as satisfactory as might have been hoped for. In its role as a Research Centre, The National Research Council has had to equip and finance its own laboratories and, as a Research Council, it has had to award grants to university researchers. The Council has not always been successful in resisting the temptation to devote substantial amounts to its own laboratories and to allocate relatively small amounts to university researchers. While granting that the situation has improved recently, we feel that Canada's lag in certain scientific fields has been a result of this short-term policy. Actually, this was one of the reasons why the Medical Research Council (Conseil Médical des recherches) was created and has separated from the National Research Council. Since that time, financial aid granted by the Medical Research Council for medical research in universities has quintupled, and the scope of the work which has been done has shown a proportionate increase.

Although the Superior Council of Education is convinced that the Province has fundamental and indisputable obligations with regard to the development of research in Québec, it also believes in the importance of encouraging undertakings which have originated elsewhere and have a similar purpose.

Research Council

Aims

1. To establish an overall policy of scientific research, pure and applied, in all disciplines and to define the objectives thereof having due regard for the needs and development of the Province in the cultural, socio-economic and technological fields.
2. To conduct a survey of current research within the Province and maintain up-to-date information concerning the state of research.
3. To apportion and distribute, in accordance with the policies established in 1) and after consultation, all funds coming from the Government of Québec to the different sectors that follow :
 - (i) the Provincial Research Centre and all other government research agencies;
 - (ii) the universities;

- (iii) industry;
 - (iv) all other bodies capable of undertaking research.
4. To coordinate research activities among the different sectors in which research is being pursued.

Observations

The Research Council will :

- (a) assist the universities, by means of adequate grants, to develop research and to provide for the training of the researchers needed by the Province;
- (b) distribute research funds in a manner that will not only expand, if necessary, research activities already in progress, but also stimulate forcefully such activities in institutions where they have not yet achieved a satisfactory level of development;
- (c) accord special consideration to young researchers by the creation of full-time research positions, for longer or shorter periods of time, and by the award of grants to young researchers who request them regardless of whether such persons hold research or teaching posts. There is of course no implication here that experienced researchers might be deprived of any assistance which they may need. Nevertheless, in a programme which seeks to increase the number of research personnel and thus promote increased research activity, it is important that a certain generosity be shown toward beginners in this field.

Research Council funds will be assigned either directly by the Council itself or by bodies authorized by, or collaborating with, the Council for this purpose.

The particular purpose of aim 3) noted above is to resolve the problem of competition between the various sectors requesting government funds for research.

It goes without saying that whatever the structures adopted, close cooperation between the Research Council, the Government and its research agencies, the Council of Universities, the universities and industry is essential.

The current situation presents two particular aspects. On the one hand, the difficulties encountered by researchers in the human sciences and the humanities are serious ones. Research in education, linguistics, history, geography, economics, law, political science, and other fields is not receiving the assistance which is required. *For this reason, the Superior Council of Education strongly recommends that research in the humanities and in the human sciences should be just as much the concern of the Provincial Research Council as research in the natural sciences.* On the other hand, a considerable number of researchers in other scientific fields

receive funds from federal bodies (National Research Council, Medical Research Council) and also from certain private organizations. Such assistance, however, is far from sufficient, and does not enable all researchers, especially the younger ones, to obtain the funds and assistance required to embark upon their research projects. This then means that, even in those scientific areas where other resources are available, it will still be necessary for the Provincial Research Council to provide financial assistance. It goes without saying that all research in the experimental sciences should be similarly encouraged by the Council.¹

Organization

*The Superior Council of Education is of the opinion that the Research Council should be under an interministerial committee attached to the Provincial Cabinet and that the Provincial Research Council should be responsible to the same authority, even though the two institutions will be separate entities with regard to administration and finance.*²

It is felt that the linking of both the Council and the Centre to the same interministerial committee is necessary to assure the requisite coordination of the activities of these two bodies. Furthermore, since the problem of research is one which concerns several departments, and since provision will have to be made so that at least those departments which are particularly interested may be represented, even at the highest jurisdictional level, the the interministerial committee formula appears to be the best.

The Research Council should be under the direction of an administrative committee including at least a few experienced researchers. We believe that the membership of this administrative committee should be representative of the chief disciplines in the field of the experimental sciences (including medicine) as well as the fields of the human sciences and the humanities. This administrative committee will of course be assisted by a full-time director-general. It is important, however, that the chairman should not be a civil servant, even if this position should require a full-time chairman. Thus, since this person would not be attached to the civil service, the duration of his term of office could be made a limited one, an arrangement

- (1) The Superior Council of Education, at its 30th meeting, held on March 10 and 11, 1966, recommended the deletion of the last sentence of Section 11 of Bill 6, that is "Arts and letters are not among the objects of the Council" so as not to exclude arts and letters from the field of research. The Council wishes to give great weight to this recommendation especially in view of the importance of interdisciplinary research. Artificial divisions between disciplines must not be perpetuated.
- (2) The Superior Council of Education, at its 30th meeting, Bill 6 (Scientific Research Council Act) and Bill 7 (Chapter of the Industrial Research Centre) having been introduced, renewed the recommendations it had already made, at the suggestion of the Commission of Higher Education, at its 26th meeting held on December 9 and 10, 1965.

which would allow the chairmanship to pass, at varying intervals, to persons from different disciplinary fields.

The Superior Council of Education does not think it necessary to describe in greater detail the organization of the Research Council.

Provincial research centre ¹

Aims

The principal objects of the Provincial Research Centre would be :

- (a) research in applied science carried out either in its own laboratories or in those of other research centres;
- (b) the gathering and dissemination of technological and industrial information and data;
- (c) the perfecting of industrial products and processes in close cooperation with interested parties.

Observations

The Centre would bring together certain research activities, now widely scattered, but which could be consolidated advantageously under the jurisdiction of a single body, with a view to improved coordination.

The activities of the Centre would be oriented, preferably, towards practical ends and they would be pursued in fields where research is of immediate import, due regard being given to the specific problems resulting from the development of the Province. In other words, this would mean that, to begin with at least, pure and basic research would not be included in the Centre's research programme.

Another function of the Centre would be to disseminate information concerning research being carried on, not only in the Province but elsewhere in Canada and in other lands as well.

(1) The Superior Council of Education, at its 30th meeting, noted a discrepancy in Bill 7, which bill was never adopted, between the title "Industrial Research Centre" and the object described in sub-paragraph (a) of Section 3 which reads as follows: "research in applied science carried out either in its own laboratories or in those of other research centres". This object is, in effect, much broader than the title of the proposed act indicated and corresponds rather to the powers of the Research Centre advocated by the Superior Council of Education in the recommendations that it made to the Minister of Education. The Council is of the opinion, therefore, that there was a regrettable ambiguity in this Bill and that the mandate of the Centre should not be restricted to the industrial sector alone.

Organization

The Centre should be headed by a Board of Governors composed in majority of groups making use of research like government departments and the various industrial, commercial and other sectors. The immediate responsibility for all the Centre's research activity would be assigned by the Council to an administrative (management) committee formed exclusively of the Director General and the Section Directors.

The Centre should contain a sufficient number of sections to include the main fields of study in which research is to be carried out.

The Centre may have its own laboratories conveniently located, due regard being had for the nature and kind of research being undertaken. It might also use the facilities of research units located outside its own premises, either in the universities or elsewhere.

Nothing should hinder the Centre from participating jointly with industry or the universities in research projects subsidized by bodies other than the Government of Québec or from undertaking, itself, research sponsored by bodies other than the Government of Québec and financed by moneys other than those allocated to the Centre by the Research Council.

The Provincial Research Centre, like the Research Council, should be under the jurisdiction of an interministerial Committee as proposed on page 8 and not under a single Department; for example, the Department of Industry and Commerce as proposed in 1966 in Bill 7.

With regard to the proposal of a Research Centre established as a limited liability company advocated in Bill 7, the Superior Council of Education reiterates the objection it expressed in this regard at its 30th meeting.

Integration of Trade Schools with Schools of Regional Boards¹

Introduction

Mandate

In May 1968, the Superior Council of Education transmitted to the Commission of Secondary Education, through its Chairman, the following resolution :

“It was moved and resolved that a sub-committee of the Commission of Secondary Education be appointed to study all aspects of the integration of Trades Schools with polyvalent secondary schools under the jurisdiction of school boards. A member of the Commission of Technical and Vocational Education, to be named by the Chairman of this Commission, will also be appointed to this Committee. This Committee will, at the earliest possible date, submit to the Council a report respecting the present situation and also make all necessary recommendations.”²

Upon receipt of this mandate, an exchange of views took place between the Commission of Secondary Education and the Council with a view to defining clearly the tenor and scope of this request. In addition, a special committee was appointed in the autumn, at the same time as the Commission resumed its activities, to give effect to this request.

As the main objective was to ascertain the manner in which integration of trade schools with schools of regional boards was taking place and to obtain the truest possible picture of the way in which integration was proceeding, the “*ad hoc*” committee on integration decided to observe the process of integration in actual practice, and to consider its implications.

(1) Extract from the Minutes of the 84th meeting of the Superior Council of Education, July 4th 1969.

(2) Extract from the Minutes of the 64th meeting of the Superior Council of Education, May 9th 1968.

Plan of Work

The plan of work drawn up by the Commission may be summarized as follows :

- invitation to bodies directly involved in the integration process to submit briefs;
- meetings with representatives of the principal bodies concerned;
- study of documents related to integration;
- visits to the regional school boards in the following regions : Sherbrooke, Rivière-du-Loup, Montreal, St. Maurice Valley and Québec.¹

Bodies Consulted

In point of fact, the *ad hoc* committee on integration received briefs from the following groups :

- La Fédération des commissions scolaires catholiques du Québec;
- l'Association des directeurs généraux des écoles;
- l'Association des responsables de la formation professionnelle du Québec;
- la Corporation des enseignants du Québec;
- le Syndicat des professeurs de l'Etat du Québec.

In addition, meetings with representatives of the following groups took place :

- l'Association des directeurs généraux des écoles;
- l'Association des responsables de la formation professionnelle du Québec;
- le Syndicat des professeurs de l'Etat du Québec.

Another body with which a meeting was held, a body which, because of its important role in the actual integration of trade schools with schools of regional boards, cannot be ignored here is the Task Force ("Mission") on vocational education at the secondary level. In view of the contribution that the actions and successes of this body may make to a comprehension of the present document, we believe that we should state clearly its mandate. "The mandate of the Task Force is to study all problems related to the transfer of vocational education at the secondary level to school boards except such problems as are specifically related to the transfer of the

(1) It should be noted that these visits did not take place.

teaching personnel, the auxiliary personnel or the administrative personnel of the trade schools.” “Problems respecting the transfer of personnel are the responsibility of *ad hoc* committees : committee on administrative personnel, committee on teaching personnel, committee on auxiliary personnel.”¹

The mandate of the Task Force may be interpreted in more precise form as follows : “The vocational courses of secondary school level that the Task Force is to integrate within schools under the jurisdiction of school boards are already being given in different types of State schools : trade schools, intermediate agricultural schools, apprenticeship centres and other specialized schools.” The role of the Task Force is to integrate the courses given in the trade schools within schools under the jurisdiction of school boards. The Task Force is not excluding courses offered in other Government schools. It proposes to study the modalities of their integration in a later stage of its work, in collaboration with the bodies appointed to study this question.”²

The *ad hoc* committee on the integration of trade schools with the schools of regional boards has, in preparing the report it is now submitting, utilized the information and data obtained by and from the Task Force and the other bodies listed above, through the analysis of briefs and documents related to integration and meetings held with representatives of these bodies.

Topics Studied

Six topics were studied :

1. actual integration of trade schools with schools of regional boards;
2. officials in charge of vocational education at all levels;
3. teaching personnel;
4. financing;
5. classification and orientation of students;
6. planning.

Under each of these headings are listed the principal findings reached from a study of the briefs submitted to the committee by the bodies

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- (1) First report of the Task Force on Vocational Education at the Secondary level to the Minister of Education, *Rapport préliminaire, Introduction*, “Mandat de la Mission”, Québec, May 24, 1968, pp. 4-5.
 - (2) First report of the Task Force on Vocational Education at the Secondary level to the Minister of Education, *Rapport préliminaire, Introduction*, “Interprétation du mandat de la Mission”, Québec, May 24, 1968, p. 5.

previously mentioned and from the meetings held with some of them. In addition, following these findings and emanating from them, are to be found the recommendations proposed by the *ad hoc* committee and approved by the Commission of Secondary Education.

1. Actual integration of trade schools with schools of regional boards

On March 22, 1968, the Honorable Jean-Guy Cardinal announced the move to place vocational courses in schools under the jurisdiction of school boards. The Task Force charged with promoting integration then published an operational guide setting forth the guiding principles of such operations and the ways in which they were to be carried out.

Along with the Task Force, *ad hoc* committees, responsible for the transfer of administrative, teaching and auxiliary personnel, were set up. Similarly, in each school board where integration was to take place, a work group composed of representatives of all parties directly implicated in the project was established. Analytical studies and recommendations of the work group respecting integration were to be assembled in convenient files to assist the Task Force in its recommendations to the Minister.

Findings reached in group consultations

According to the groups consulted, the process of integrating trade schools with schools of regional boards was proving to be long and extremely laborious. Integration had taken the parties concerned by surprise and had been effected without any clear knowledge regarding the future of personnel transferring from the provincial Civil Service, budgetary norms, or academic administration :

- A. Civil Service personnel were unfamiliar with the administrative machinery of school boards; school boards, for their part, did not know what they were integrating.
- B. The treatment accorded vocational training was a matter of considerable concern to industrialists and business men.
- C. Schools integrated during the year upset organization and planning with regard to programmes, time-tables, etc. in comprehensive (poly-valent) schools.

- D. The *ad hoc* committees functioned in a halting sort of way. Responsible though they were for the transfer of personnel, these committees consistently refused to meet the groups concerned and announced their decisions only after being constantly solicited to do so. The Task Force had frequently to act as a catalyzer.

WE RECOMMEND :

1. that one particular body be made responsible for the whole question of integration, in order to :
 - (a) advise officers of the Department of Education respecting the introduction of integration;
 - (b) guide school boards with respect to the organization of vocational instruction;
 - (c) smooth the transfer of the personnel concerned from the domaine of the State to the school boards so that a climate of security and collaboration will be assured.

2. Officials in charge of vocational education at all levels

Findings reached in group consultations

On the basis of the reports of the different groups consulted, we make the following observations :

- A. Department of Education policy respecting integration of administrative personnel transferring to regional school boards is vague and ambiguous.
- B. No provision has been made in budgetary norms to facilitate the appointment, at higher administrative levels, of senior civil servants responsible for organizing vocational training for certain regional school boards.
- C. As the Directorate of Specialized Education of the Department of Education has been abolished, vocational training now comes under two different authorities : the Directorate of Elementary and Secondary Education and the Directorate of College Education. Furthermore, there is no official mechanism to assure :
 - (a) continuity between the elementary-secondary level of instruction and the college level;
 - (b) attainment of the goals of vocational instruction.

- D. Few persons in the Department of Education, particularly in the Directorate of Elementary and Secondary Education, possess the qualifications required to deal with the area of vocational instruction.

WE RECOMMEND :

2. that an official, responsible for vocational instruction, be appointed :
- (a) in each comprehensive (polyvalent) secondary school;
 - (b) on administrative staffs of regional boards;
 - (c) for each economic region;
 - (d) at the various levels of the Department of Education;
- that, in each case, the authority and the responsibilities attached to such posts be clearly defined.

3. Teaching personnel

Findings reached in group consultations

With regard to teaching personnel, the various groups consulted made the following observations :

- A. The integration of trade schools with schools of regional boards entails, for the teaching personnel concerned, changes in their present situation which may result in a loss of previously acquired rights. Indeed, teachers in trade schools are wondering whether certain rights that they consider basic are protected: *tenure* (at the present time, teachers in trade schools are granted tenure after two years of service; transfer from one school to another is provided for); *self-improvement* (possibilities of improving qualifications open to teachers employed by the State are better than those offered by school boards).
- B. One of the stumbling blocks in the matter of the integration of vocational instruction is the teacher-pupil ratio. More specifically, the fact is stressed that the ratio of 1/17 is directly contrary to the best interests of vocational training. According to teachers in the trade schools, if school board budgetary norms and the 1/17 teacher-pupil ratio are applied in vocational instruction, a large number of qualified teachers will become supernumerary. A great reduction in the number of vocational options is also to be expected. The proposal that instruction be subjected to the 1/17 ratio, without a serious study of the question having previously been made, seems, as a number of

briefs point out, unacceptable. If such a study is not made, there is a danger that a number of school boards will no longer be able to offer certain options previously available in integrated trade schools, and this because of purely financial restrictions.

- C. The integration of teachers in the trade schools gives rise to certain psychological problems. For example, the teaching personnel of the trade schools and the teaching personnel of regional boards have had a parallel development, which has resulted in different ways of thinking and acting.
- D. The integration of the teaching personnel complicates the allocation of duties and leads to frequent occasions where there is danger of friction between personnel, administrators and employers with respect to acquired rights, previous work contracts, and adaptation to a new authority whose requirements — at the administrative level — are apt to be more rigid.

WE RECOMMEND :

- 3. that, as far as possible, the Department of Education and the school boards establish the machinery necessary to ensure tenure, permanence and improvement of qualifications of personnel;
- 4. that school boards establish, within their pedagogical structures, work groups so as to ensure continuous progress with regard both to material and to methods;
- 5. that, with regard to the teacher-pupil ratio, a complete study be made of norms to be applied at the secondary level :
 - that special attention be given to the following points : workshop instruction, requirements with respect to options, nature of the school population (especially in relation to the short vocational course), range of options, openings in the labour market.

4. Financing

Findings reached in group consultations

With regard to financing, the groups consulted stated their preoccupations as follows :

- A. regional school boards are having greater and greater difficulty in finding the funds necessary to carry out their tasks. This situation seems to be recognized by every organization directly implicated in integration.

According to them, the regional boards are greatly concerned as to the effect integration of trade schools will have on their budgets :

1) *School Year 1968/69*

School boards administering a trade school integrated during the present year are not confronted with any major difficulty, for the budget of the trade school concerned is not subject, this year, to the budgetary norms of the school boards. It should, however, be mentioned that the short vocational course, because of its special nature, is already presenting certain financial problems to the school boards.

2) *After the School Year 1968/69*

While school boards that integrated one or more trade schools in 1968/69 received special treatment, these same school boards will not receive the same treatment in 1969/70. They will, as a matter of fact, have to keep vocational instruction within their own budgetary norms.

Vocational courses must be completely integrated with other courses. Vocational instruction can no longer be marginal. On the other hand, school boards are opposed to having integration go so far as to include the present method of financing.

3) *Cost of vocational instruction*

Another problem caused by integration with regard to financing is due to the fact that the cost of operating trade schools is greater than the money the regional school boards have available. Furthermore, it is generally admitted that the cost of operating the trade school system was too high.

- B. School boards doubt whether the fact that the Department of Education accepted a special budget for the first year of integration of a trade school is sufficient reason to justify that the same set-up should, as early as the second year, be financed in accordance with the general financial norms.

Again according to these groups, the school boards believe that a serious study of the various aspects of this question should be made as soon as possible to ascertain :

- the cost of vocational instruction as it has been given in the trade schools, with all items that may have influenced this cost to be taken into account;
- the cost of the short course vocational instruction presently being provided by school boards;
- the cost of the vocational instruction that the school boards wish to provide.

The school boards believe that such a study would make it possible to determine, with a complete knowledge of the facts, whether vocational instruction provided in their respective areas should not receive special financial treatment for a few years to come or perhaps even permanently.

According to the Task Force, "comprehensive (polyvalent) education might be compromised in the secondary schools of Québec if, after placing vocational instruction under the jurisdiction of regional school boards, the government obliged these boards to apply fully the norm which provides for the engagement of one teacher for 17 pupils".¹ In this connection, the Task Force stresses two possible dangers :

1. "that a school board apply fully, to the vocational sector, the negotiated teacher-pupil ratio and run the danger of restraining the development of vocational instruction;"
2. "that a school board apply an appropriate teacher-pupil ratio in the vocational sector but, in so doing, disadvantage the academic sector."²

Furthermore, the Task Force recommends that "the application of this norm be carried out in stages after a scientific study of the consequences that such a norm would have on the development of vocational instruction,"³

The Task Force has already supervised the integration of some 50 trade schools with the schools of 39 regional boards during the year 1968/69. "During the first year of this experiment, that is 1968/69, the teacher-pupil ratio was 1/11.64 (1,429.9 teachers to 16,672 pupils). In 1967/68, before integration had been effected, the ratio had been 1/9.6,"⁴

With regard to the financing of regional school boards that have integrated the vocational options, the Task Force recommends that the Minister of Education maintain the Joint Committee appointed to examine the budgetary forecasts for the year 1969/70. The Task Force also recommends that budgetary norms for the preparation of the budgets for 1969/70 be established immediately.⁵

The Task Force further recommends that "a more flexible procedure in regard to financial policy, so as to facilitate provision of province-wide options" be considered.⁶

(1) Extract from the third report of the Task Force on Vocational Education at the Secondary level to the Minister of Education quoted in an article entitled "La polyvalence court le risque d'être compromise au secondaire" published in *La Presse*, April 17, 1969.

(2) *Idem.*

(3) *Idem.*

(4) *Idem.*

(5) *Idem.*

(6) *Idem.*

WE RECOMMEND :

6. that the Directorate of Elementary and Secondary Education make public, for the year 1969/70, its proposal concerning the normalization of the cost of materials needed for vocational instruction so that the school boards may prepare their operating budgets in keeping with the new responsibilities that have devolved upon them as a result of the integration of trade schools and the opening of comprehensive (polyvalent) schools.

5. Classification and orientation of pupils

Findings reached in group consultations

With regard to the classification and orientation of pupils, the groups consulted made the following observations :

- A. Vocational instruction provided by regional school boards will reach a much larger population than did the trade schools. This larger population will be made up of boys and girls. This increase in students taking vocational instruction will raise a problem with regard to areas of specialization and the labour market.
- B. At this stage in the introduction of comprehensive (polyvalent) education by schools boards, it has been noted, in general, that students are not selecting vocational options, at least the trades options, to the extent that had been expected. This lack of interest, on the part of students, for the vocational sector, has already raised two problems :
 - lack of students for certain options;
 - reduced use of certain space provided in comprehensive (polyvalent) schools and consequently excessive use of other space.
- C. This lack of interest might be remedied in two ways :
 - better guidance as to courses and vocation to be chosen;
 - more information and publicity concerning careers to which the vocational sector leads.

The truth is, it is pointed out, that pupils will not enrol in the vocational sector unless they are convinced that this orientation corresponds to their aptitudes and that the studies they undertake will assure them of a livelihood. It is obvious that students will not be convinced as to the latter point unless the vocational courses given suit the labour market. Thus the need to make up for lost time in providing suitable courses for the female population, for whom the idea of trades is relatively new, can already be discerned.

In addition, there is a danger that the great publicity given to the fact that college and university studies are now more widely accessible will lead many students to make a wrong choice of orientation. More exact publicity should be given to this matter of general access to university studies.

WE RECOMMEND :

7. that a move be made to publicize the vocational options available and the careers to which this sector leads;
8. that student guidance services related to choice of courses and vocation, provided by school boards, be improved so as to include services of guidance counsellors specialized in vocational training;
9. that appropriate mechanisms allow students to proceed from the secondary vocational course to the college course.

6. Planning

Findings reached in group consultations

As will be seen presently, the observations of the various groups, in this connection, were on the positive side :

- A. while it is recognized that there are conflicts inherent in a period of adaptation, it can also be affirmed that the Department of Education, through its committees, has speeded the organization of comprehensive (polyvalent) education and made great progress in the implementation of Regulation No. 1. It is to be noted, however, that this project, so far-reaching in nature, does not seem to have been sufficiently planned and that too much is being taken for granted in presuming that integration will correct situations which should have been regularized by the Department of Education before these schools were transferred to the regional school boards.
- B. Centralization of school population, staff and material should, undoubtedly, make it possible to offer better quality instruction, more numerous and varied options, more appropriate services to the community and a lower operating cost.

WE RECOMMEND :

10. that each established campus take into consideration the particular needs of the community and arrange for a sufficient number of work-

shops, and places in these workshops, to provide students in the job preparation section, students in the trades section, and students investigating course potential in relation to their own needs with the space and the equipment that they require;

11. that vocational instruction be organized from a regional and provincial point of view;
12. that, having in mind the integration of trade schools with the schools of regional boards, the Department of Education determine, at the earliest possible date, its concept of *vocational training* at the secondary level and fix norms to govern the establishment of workshops as regards the teaching areas to be provided in order to offer the vocational options which meet the needs of students and the requirements of the labour market;
13. that vocational instruction be organized in a flexible way so as to facilitate the retraining not only of non-specialized, but also of specialized, workers.

Special observations of the Superior Council of Education

In addressing the present document to the Minister of Education, the Superior Council of Education wishes to point out that this study deals with only a part of the problems raised by the integration of trade schools; namely, the integration of institutions and teaching personnel into school board structures.

Still to be studied are the situation in which pupils of the trade school are placed, the quality of their apprenticeship and, in particular, the effects of changes presently taking place on apprenticeship.

If the preceding study has been confined to problems concerning integration of structures, it is because of the urgency of this question. But the Superior Council of Education is not less concerned about the situation in which students are placed at the present time and the conditions obtaining with regard to the development of teacher-student relations during and following changes in structures. This study, therefore, although necessary and urgent, is still incomplete.

Appendices

Amendments to the Superior Council of Education Act¹

HER MAJESTY, with the advice and consent of the National Assembly of Québec, enacts as follows :

1. Section 3 of the Superior Council of Education Act (Revised Statutes, 1964, chapter 234) is amended by adding at the end the following words", its committees or its commissions".

2. Section 10 of the said act is amended by replacing paragraph a by the following :

"(a) invite opinions, and receive and hear the petitions and suggestions of the public in matters of education;"

[3. Section 24 of the said act is amended by replacing the first paragraph by the following :

"24. A Commission of Elementary Education, a Commission of Secondary Education, a Commission of College Education, a Commission of Higher Education and a Commission of Adult Education are established in the Council"].

4. The said act is amended by inserting after section 26 the following :

"26a. Every term of office contemplated in sections 5, 18 and 25 shall end on the 31st of August in the year during which it is to terminate."

5. The said act is amended by inserting after section 27 the following :

"27a. The office of member of the Council, of a committee or of a commission shall become vacant if the member dies, ceases to be qualified, refuses to accept it, resigns in writing or does not attend four consecutive sittings of the body of which he is a member."

6. Section 28 of the said act is amended by replacing the second paragraph by the following :

"The regulations made under this section shall come into force after approval by the Lieutenant-Governor in Council, on the date of their publication in the Québec Official Gazette or on such later date as is fixed therein."

7. The said act is amended by replacing the word "Board" wherever it occurs in the English version by the word "Commission".

8. In the English version of any act, proclamation, order in council, contract or document, the word "Board" used to designate a commission of the Superior Council of Education is replaced by the word "Commission".

9. This act shall come into force on the day of its sanction.

(1) An Act to amend the Superior Council of Education Act, May 30th, 1969.

List of Bodies consulted by the Superior Council of Education concerning the Appointment of Members to the Confessional Committees and the Commissions

	Committees ¹		Commissions ²			
	Cath.	Prot.	Sup.	Coll.	Sec.	Elem. Adult
A. Institutions of higher education						
Université Laval	X		X	X	X	X
Université de Montréal	X	X	X	X	X	X
Université de Sherbrooke	X		X	X	X	X
McGill University	X	X	X	X	X	X
Sir George Williams University	X	X	X	X	X	X
Bishop's University	X	X	X	X	X	X
Université du Québec à Trois-Rivières	X	X	X	X	X	X
Université du Québec à Chicoutimi	X	X	X	X	X	X
Université du Québec à Montréal	X	X	X	X	X	X
B. School Associations						
Fédération des Ecoles normales	X		X	X	X	X
Association des Instituts familiaux				X	X	X
Association des Ecoles d'infirmières du Québec				X		X
Association des CEGEP				X		X
Association of Business Colleges Inc.				X	X	X
Faculty of Education, McGill University (representing Protestant Normal School)			X	X	X	
Association des Ecoles et des Collèges indépendants						X

C. Teachers' Associations

Corporation des enseignants du Québec	X				X			X	
Syndicat des professeurs de l'Etat du Québec	X	X			X			X	X
Syndicat professionnel des Enseignants	X				X			X	X
Provincial Association of Protestant Teachers of Québec		X			X			X	X
Provincial Association of Catholic Teachers	X				X			X	X
Fédération provinciale des Principaux d'Ecoles	X				X			X	
Association des Directeurs généraux des Ecoles	X				X			X	X
Fédération des Frères éducateurs	X				X			X	
Association des Religieuses enseignantes du Québec	X				X			X	
Québec Association of Protestant School Administrators		X			X			X	X
Association d'éducation préscolaire du Québec								X	
Conseil du Québec pour l'enfance exceptionnelle								X	
Fédération des Associations de professeurs d'universités du Québec							X	X	X
Association canadienne des Dirigeants de l'éducation des adultes des Universités de langue française									X
La Fédération des directeurs d'éducation des adultes des CEGEP									X
L'Association des directeurs d'éducation des adultes									X

(1) Confessional Committees : Catholic Committee — Protestant Committee.

(2) Commissions: of Higher, College, Secondary, Elementary and Adult Education.

List of Bodies consulted by the Superior Council of Education concerning the Appointment of Members to the Confessional Committees and the Commissions

	Committees		Commissions				
	Cath.	Prot.	Sup.	Coll.	Sec.	Elem.	Adult
D. Parents' Associations							
Fédération des Associations Parents-Maîtres du Québec	x				x	x	
Parent Association for Catholic Education	x				x	x	
Québec Federation of Protestant Home and School Associations		x			x	x	
Fédération des Associations de parents d'étudiants des Collèges classiques du Québec	x				x		
Canadian Jewish Congress					x	x	x
Association des Parents catholiques du Québec	x						
Association des Parents d'élèves des écoles protestantes de langue française du Québec		x					
Fédération des Associations de parents des écoles françaises du Québec		x					
Chrétiens d'aujourd'hui	x						x
Action catholique rurale	x						x
Action catholique des milieux indépendants	x						x
Equipes Notre-Dame	x						x
Les Foyers Notre-Dame	x						x
Association féminine d'Education et d'Action sociale	x				x	x	x
Québec Women's Institute					x	x	x
Fédération des Associations des femmes chrétiennes	x						x

List of Bodies consulted by the Superior Council of Education concerning the Appointment of Members to the Confessional Committees and the Commissions

	Committees		Commissions				
	Cath.	Prot.	Sup.	Coll.	Sec.	Elem.	Adult
Corporation des Ingénieurs du Québec			X	X			X
Corporation des ingénieurs forestiers de la province de Québec			X				X
Corporation des travailleurs sociaux professionnels de la province de Québec				X			
Corporation des conseillers d'orientation professionnelle du Québec			X	X			X
Corporation des psychologues de la province de Québec			X	X			X
Corporation des Arpenteurs-géomètres de la province de Québec			X				X
Institut des comptables agréés de la province de Québec			X	X			X
La Chambre des Notaires de la province de Québec			X	X			X
Association canadienne des bibliothécaires de langue française			X	X			X
Québec Library Association			X	X			X
Association des diplômés en Education physique et récréation de la province de Québec			X	X			X
Société des conseillers en relations industrielles du Québec			X	X			X
Association des géographes de l'Amérique française			X	X			X
Société canadienne des sciences économiques			X	X			X
Corporation des administrateurs agréés du Québec			X	X			X

H. Socio-economic Groups

Union catholique des cultivateurs	X				X
Confédération des syndicats nationaux	X	X			X
Fédération des travailleurs du Québec	X	X			X
Chambre de Commerce de la Province de Québec	X	X			X
Fédération des Jeunes chambres du Canada français	X	X			X
Conseil de la Coopération du Québec	X	X			X
Association des Manufacturiers canadiens (section du Québec)	X	X			X
Centre des Dirigeants d'entreprises					
Confédération des Loisirs du Québec	X				X
Fédération des Sociétés Saint-Jean-Baptiste du Québec	X	X			X

I. Churches

United Church of Canada	X
Québec Association of Baptist Churches	X
Presbyterian Church in Canada	X
Anglican Church of Canada (Diocese of Montreal)	X
Anglican Church of Canada (Diocese of Québec)	X

Catholic Committee

Approval of study courses and text-books

Between September 1st 1967 and August 31st 1968, the Department of Education of the Province of Québec, in conformity with provisions of the Superior Council of Education Act,¹ submitted to the Catholic Committee, for its approval from the standpoint of religion and morals, 132 courses of study, 602 school text-books, 108 (album) readers and 5 works of school teaching material.

The following table illustrates, according to subjects, the distribution of projects submitted and appraised with a view to their eventual use in Catholic public educational institutions in the Province of Québec.

<i>Subjects</i>	<i>Courses of study</i>			<i>text-books</i>			<i>teaching material</i>		
	<i>S</i>	<i>A</i>	<i>R</i> ²	<i>S</i>	<i>A</i>	<i>R</i>	<i>S</i>	<i>A</i>	<i>R</i>
English, mother tongue	1	1		347	317	30			
English, second language				15	15				
Agriculture	8	8							
German	1	1		7	7				
Plastic Arts	2	2		1	1				
Home Economics				1	1				
Religion	1	1		28	28				

(1) Revised Statutes of Québec, c. 234, sect. 22, paragraph (e).

(2) S = submitted for approval.

A = approved from the point of view of religion and morals or authorized.

R = approval refused or deferred.

<u>Subjects</u>	<u>Courses of study</u>			<u>text-books</u>			<u>teaching material</u>		
	<u>S</u>	<u>A</u>	<u>R</u>	<u>S</u>	<u>A</u>	<u>R</u>	<u>S</u>	<u>A</u>	<u>R</u>
Physical Education	1	1							
Spanish	1	1		14	14				
French, mother tongue				16	16				
French, second language				19	19				
History	6	6		9	9				
Italian	1	1		8	8				
Reading (albums)							108	108	
Nursery school activities	2	2							
French Literature							3	3	
Mathematics				11	11				
Commercial subjects	33	33		53	53				
Vocational subjects	60	60							
Morals	6	6							
Music	2	2		44	44		1	1	
Russian	1	1		13	13				
Science				3	3		1	1	
Technology	6	6		13	13				
GRAND TOTAL	132	132		602	572	30	113	113	

Catholic Committee

Approval of study courses and text-books

Between September 1st 1968 and August 31st 1969, the Minister of Education for the Province of Québec, in conformity with the provisions of the Superior Council of Education Act,¹ submitted to the Catholic Committee, for its approval from the standpoint of religion and morals, 55 courses of study, 510 school text-books and 151 works of school teaching material.

The following table illustrates, according to subjects, the distribution of projects submitted and appraised with a view to their eventual use in Catholic public educational institutions of the Province of Québec.

<i>Subjects</i>	<i>Courses of study</i>			<i>text-books</i>			<i>teaching material</i>		
	<i>S</i>	<i>A</i>	<i>R</i>	<i>S</i>	<i>A</i>	<i>R</i>	<i>S</i>	<i>A</i>	<i>R</i>
Agriculture				17	17				
English, mother tongue	4	4		96	96				
English, second language				18	18		3	3	3
Home Economics				1	1				
Arts				10	10				
Spanish				7	7				
French, mother tongue	3	3		11	11				
French, second language				12	12				
Geography	2	2		9	9				

(1) Revised Statutes of Québec, c. 234, sect. 22, paragraph (e).

<i>Subjects</i>	<i>Courses of study</i>			<i>text-books</i>			<i>teaching material</i>		
	<i>S</i>	<i>A</i>	<i>R</i>	<i>S</i>	<i>A</i>	<i>R</i>	<i>S</i>	<i>A</i>	<i>R</i>
Greek	3	3		4	4				
History	2	2		10	10		4	4	4
Italian				2	2				
Latin	1	1		62	62				
Nursery school language	1	1							
French Literature				2	2		3	3	3
Mathematics	1	1		22	22		9	9	9
Commercial subjects	1	1		75	75		62	62	62
Vocational subjects	25	25		74	74				
Music				23	23		1	1	1
Science	5	5		14	14		67	67	67
Family Sciences	2	2							
Medical Sciences				7	7				
Religious Sciences	5	5		34	34		2	2	2
GRAND TOTAL	55	55		510	510		151	151	151

Protestant Committee

Approval of text-books

From September 1st 1967 to August 31st 1968, the Minister of Education submitted 450 text-books and teaching aids in conformity with the Superior Council of Education Act.*

The table below indicates the breakdown by subject of the material submitted for use in Protestant schools.

<i>Subjects</i>	<i>Number submitted</i>	<i>Number approved</i>	<i>Number refused</i>
English Literature and Reading	105	98	7
French (Second Language)	20	20	—
Safe Driving	1	1	—
Moral and Religious Education	124	124	—
Music	18	17	1
German	1	1	—
Russian	13	13	—
Science	16	16	—
Spanish	13	13	—
Italian	10	10	—
Latin	56	56	—
History	11	11	—
Commercial Course	60	60	—
Fine Arts	1	1	—
Household Science	1	1	—
TOTAL	450	442	8

* Revised Statutes of Québec, c. 234, sect. 22, paragraph (e).

Protestant Committee

Approval of courses of study

From September 1st 1967 to August 31st 1968, the Minister of Education submitted 90 courses of study in conformity with the Superior Council of Education Act.*

The table below indicates the breakdown by subject of the material submitted for use in Protestant schools.

<i>Subjects</i>	<i>Number submitted</i>	<i>Number approved</i>	<i>Number approved with reservations</i>
Science	4	4	—
Music	2	2	—
Kindergarten	2	1	1
Commercial Course	33	33	—
Spanish	1	1	—
Italian	1	1	—
Russian	1	1	—
German	1	1	—
Moral and Religious Education	1	1	—
Geography	1	1	—
Agriculture	8	7	1
Technical and Vocational Education	35	35	—
TOTAL	90	88	2

* Revised Statutes of Québec, c. 234, sect. 22, paragraph (e).

Protestant Committee

Approval of text-books

From September 1st 1968 to August 31st 1969, the Minister of Education submitted 635 text-books and teaching aids in conformity with the Superior Council of Education Act.*

The table below indicates the breakdown of the material submitted for use in Protestant schools.

<i>Subjects</i>	<i>Number submitted</i>	<i>Number approved</i>
English — Literature and Composition	122	122
Anglais (Langue seconde)	5	5
Français (Langue maternelle)	18	18
French (Second Language)	12	12
Greek	4	4
Spanish	8	8
Latin	8	8
Moral and Religious Education	16	16
Science	57	57
Fine Arts	11	11
History	19	19
Geography	8	8
Agriculture	1	1
Music	29	29
Mathematics	61	61
Commercial Education	127	127
Technical and Vocational Education	129	129
TOTAL	635	635

* Revised Statutes of Québec, c. 234, sect. 22, paragraph (e).

Protestant Committee

Approval of courses of study

From September 1st 1968 to August 31st 1969, the Minister of Education submitted 34 courses of study in conformity with the Superior Council of Education Act.*

The table below indicates the breakdown by subject of the material submitted for use in Protestant schools.

<i>Subjects</i>	<i>Number submitted</i>	<i>Number approved</i>
English — Literature and Composition	2	2
Français (Langue maternelle)	4	4
Greek	1	1
Latin	1	1
Religion	1	1
Science	4	4
Mathematics	1	1
History	1	1
Technical and Vocational Education	17	17
Commercial Education	2	2
TOTAL	34	34

* Revised Statutes of Québec, c. 234, sect. 22, paragraph (e).

Regulations of the Catholic Committee of the Superior Council of Education¹

The Catholic Committee of the Superior Council of Education, in order to comply with the requirements of the Law, has enacted regulations concerning the Catholic educational establishments of Québec. These regulations were promulgated in June 1967 following their approval by the Lieutenant-Governor in Council.

These regulations are meant to ensure in a given school environment a truly confessional atmosphere while maintaining that high degree of academic excellence which every educational institution must possess. Furthermore, they reflect the real image that the Catholic Committee has of the Catholic educational institution following Vatican II.

For that reason the Catholic Committee has deemed it opportune to add to the text of the Regulations a few explanatory notes which will assist those who have any responsibility for setting up a Catholic Confessional educational institution.

The enacted Regulations are obviously of a general nature. They suppose, however, the professional conscience and intellectual integrity of administrative and teaching staffs as well as the active and spontaneous collaboration of parents and students. The value of the school environment, whether it be Catholic or not, is, of course, determined by the quality of the pedagogical aids used for purposes of education and instruction, but it is determined above all by the quality of the teachers, the cooperation of the parents and the complete integration of the students into the school environment which plays a major part in their training as citizens.

Introduction

The preamble to the Education Department Act (Revised Statutes of Québec, 1964, Ch. 233) states that the school system of Québec acknowledges the existence of confessional educational institutions.

WHEREAS every child is entitled to the advantage of a system of education conducive to the full development of his personality;

WHEREAS parents have the right to choose the institutions which, ac-

(1) Text and commentary, Regulations Nos. 1, 2 and 3, March 1968.

according to their convictions, ensure the greatest respect for the rights of their children;

WHEREAS persons and groups are entitled to establish autonomous educational institutions and, subject to the requirements of the common welfare, to avail themselves of the administrative and financial means necessary for the pursuit of their ends;

WHEREAS it is expedient to establish, in accordance with these principles, a department of education with powers commensurate with the functions vested in a Superior Council of Education, its Catholic and Protestant committees and its boards.

Juridical framework of the regulations of the Catholic Committee

Although Section 8 of the Education Department Act stipulates that *Under the authority of the Minister and deputy minister and having regard to the need for coordination in the department, each associate deputy minister shall be responsible for the guidance and general direction of the schools recognized as Catholic or Protestant, as the case may be*, it is nevertheless the duty of the two confessional committees of the Superior Council of Education of Québec to ensure the confessional character of such institutions and to advise on the matters that are to be taught therein. For this purpose, the two committees, one Catholic and the other Protestant, instituted by Section 15 of the Superior Council of Education Act (Revised Statutes of Québec, 1964, Ch. 234) have in virtue of paragraphs b) and e) of Section 22 of the same Act, the duty *to recognize confessional educational institutions as either Catholic or Protestant, as the case may be, and to revoke such recognition when necessary and to approve, from the point of view of religion and morals, the curricula, textbooks and teaching material in such educational institutions.*

For the same purposes it is equally incumbent upon the two confessional committees of the Superior Council of Education to enact appropriate regulations that *come into force after approval by the Lieutenant-Governor in Council* (ibid. Section 22). The content of these regulations are determined by the said Section 22 in paragraphs (a), (c) and (d), which read as follows :

"To make regulations to recognize confessional educational institutions as either Catholic or Protestant, as the case may be, and to ensure their confessional character."

"To make regulations respecting Christian education, religious and moral instruction and religious service in the educational institutions recognized as Catholic or Protestant, as the case may be."

"To make regulations respecting the qualification, from the point of view of religion and morals, of the managing and teaching staff in such educational institutions."

The Catholic Committee, in keeping with the said requirements of the Superior Council of Education Act, enacted its Regulations 1, 2 and 3. These Regulations were officially approved on June 2nd by the Order in Council No. 1481. Notice of approval of these regulations and the regulations themselves were published on June 10th and 17th respectively in the Québec Official Gazette.

Catholic education and regulations of the Catholic Committee

Preamble to the Regulations

text

In accordance with the provisions of the Superior Council of Education Act (Revised Statutes of Québec, 1964, Ch. 234, Section 22);

WHEREAS Catholic education requires :

the respect and development of human values;

commentary

The preamble to the Regulations of the Catholic Committee sets forth the main characteristics of Catholic education as follows :

Catholic education requires a first class educational institution. In keeping with the spirit of Vatican II such an institution should foster a great respect of the human person and

text

secular instruction of the highest order which respects the aims of each subject and the pedagogy appropriate to it;

a religious education which conforms to the doctrine of the Church and to the pedagogy of the faith;

an environment which, inspired by an adequate type of school organization and pastoral services, promotes training in the use of liberty, fosters the development of the personality, the widening of horizons, the love of others and the progressive development of a mature faith;

commentary

should endeavour to promote all personal and social values which Catholics share with all men (See Pastoral Constitution "Gaudium et Spes", 2nd part, Ch.II).

The teaching in a Catholic institution should in no way be inferior, either academically or pedagogically, to that offered in any other institution. Consequently, out of respect for academic instruction and for the student's own conscience, teachers shall present each subject in keeping with its true content and with all objectivity.

In the pluralistic climate of society in the 20th century, Catholic education must dispense religious instruction in ways that respect the manner in which the faith of today's young people develops. This religious education, faithful to the tradition of the Church and making use of the best methods available, shall examine the basic questions facing the conscience of young people.

In order to respect the pedagogy of the Faith, to promote and sustain the student's work and interest, the teaching of religion shall be of the highest order, dispensed by a competent staff who can present the Christian mystery in a meaningful manner.

The school environment shall become this "real life environment" inasmuch as it will enable young people "to become actively involved in various community organizations, to be ready for dialogue with others and to be willing to act energetically on behalf of the common good" (See Declaration "Gravissimum Educationis", Para. 1, Vatican II).

text

commentary

Faithful to Vatican II, the Catholic Committee of the Superior Council of Education, although acknowledging the need for laws and regulations that will contribute to the fostering of Catholic education, sees that Catholic education depends above all on the Christian involvement of the family, educators and students.

The Catholic Committee of the Superior Council of Education hereby draws up the following regulations :

Regulations of the Catholic Committee and their general meaning

The presentation of Regulations Nos. 1, 2, and 3 of the Catholic Committee of the Superior Council of Education is accompanied by a number of observations intended to help in their interpretation.

Regulation No. 1 : Recognition of Catholic Educational Institutions

The present Regulation sets the general requirements to be fulfilled by an educational institution if it wishes to be recognized as Catholic.

SECTION 1

The words *educational institution* shall mean any teaching establishment whether public or private.

The term educational institution refers to a teaching establishment and not to a school corporation.

SECTION 2

An educational institution which wishes to be recognized as catholic must fulfill the following conditions :

- (a) include in its regular time-table periods for catechetical instruction and/or instruction in religious knowledge;

Catechetical instructions means instruction in the Faith based on the Word of God which respects freedom and leads to a personal commitment.

text

- (b) follow the curricula and make use of the textbooks and teaching material approved, from the point of view of religion and morals, by the Catholic Committee;

- (c) engage personnel who will respect the confessional nature of the institution and the requirements of Catholic education;

- (d) provide pastoral services;

- (e) observe the Regulations of the Catholic Committee.

commentary

Instruction in religious knowledge includes any programme of studies which, taking into account the level of instruction and the individual needs of students, has as its subject matter : Catholic doctrine, the religious phenomenon or the history of religions.

Every public or private educational institution, officially recognized as Catholic, must, for purposes of instruction, make use of such pedagogical aids (programmes, textbooks and teaching material) as have been approved or authorized by the Catholic Committee from the point of view of religion and morals.

It should be noted that the Department of Education of Québec publishes the official curricula and the lists of authorized textbooks and teaching material for the various subjects taught in Catholic educational institutions under its jurisdiction.

In a Catholic educational institution professional duties shall be entrusted to persons who, from the point of view religion and morals, fulfill the requirements of Regulation No. 3 of the Catholic Committee.

In accordance with the specific provisions of Regulation No. 2, every educational institution recognized officially as Catholic shall offer to its students pastoral services comprizing: catechetical instruction, liturgy, apostolate, etc.

SECTION 3

For pertinent reasons, an educational institution which does not satisfy entirely the provisions of Section 2 of this Regulation could be recognized as Catholic under certain conditions.

It is the responsibility of the Catholic Committee to study each case on its own merits and, if need be, to recognize the Catholic character of an institution according to the tenor of the Superior Council of Education Act.

SECTION 4

Any recognition may be revoked for cause.

The Catholic Committee may revoke its recognition of the official Catholic character of an institution either because the institution does not abide by the Regulations of the Catholic Committee or because the institution specifically requests it.

Regulation No. 2 : Catholic Education, Moral and Religious Instruction and Religious Services in Educational Institutions Recognized as Catholic

SECTION 1

All educational institutions recognized as Catholic should provide for their pupils a Catholic education as defined in the preamble to the present Regulations.

SECTION 2

The principal of a Catholic educational institution should see that such an establishment is in a position to meet its objectives. Towards this end he should specifically :

This article specifies the main duties of the principal of a Catholic educational establishment.

- (a) give inspiration to a competent staff;

The principal must create that environment which fosters, among educators, the promotion of human values, which sustains them in their desire to develop their professional competence and encourages them towards a true Christian involvement.

text

- (b) organize the institution so as to foster community life and student participation in their own education;

- (c) provide for the carrying out and free exercise of pastoral services within the institution with regard to religious instruction, worship and apostolic activities.

SECTION 3

The Chaplain is responsible for the overall pastoral services of the institution.

SECTION 4

The Chaplain is a member of the staff of the educational institution and in the performance of his duties he cooperates with the administration.

SECTION 5

The head of the pastoral services shall be free to exercise his duties and shall act in cooperation with the authorities of the institution.

commentary

Community living in an educational institution must find its concrete expression in good human relations between the principal, staff and students. Stated briefly, it is a matter of developing in the institution a spirit of solidarity that is displayed by teamwork and by an ever increasing participation of teachers and students, not only during courses but in the whole life of the institution.

It is the principal's duty to promote pastoral activities in the institution under his direction.

Any educational institution officially known as Catholic must be able to rely on the services of one or many Chaplains whose responsibility consists in fostering a Christian spirit in the environment. In the fulfilment of his duties the Chaplain shall call on the collaboration of teachers, parents and students.

The Chaplain is an educator just as the other members of the staff of the institution whose obligations he shares. In carrying out his specific functions the Chaplain works in close cooperation with the principal and the staff.

SECTION 6

Coordinators, department heads and teachers of religion should have adequate training.

A Catholic teaching establishment must aim at a religious instruction of the highest order. The teachers of religious sciences and catechetical instruction and all those appointed to the teaching of religion must therefore possess specialized training adapted to their task. Furthermore, the religious instruction that is given requires adequate coordination and constant motivation and assistance : this is the responsibility of the coordinators and heads of departments.

SECTION 7

Every institution is required, at all levels, to include in its weekly time-table periods for Catholic moral and religious instruction, the number of which may vary according to grade.

This Section makes it obligatory for every institution, officially recognized as Catholic, to include periods of Catholic religious and moral instruction in its weekly time-table of courses.

In matters of religious instruction the responsibility of the institution is all the more demanding because the task is all more difficult. On the one hand, there must be respect for the student's conscience and, on the other hand, the Gospel message must be presented as a call and an appeal which are the true ways of evangelizing.

The Québec Department of Education and other specialized organizations are presently engaged in research in order to better adapt religious instruction to the mentality and needs of today's young people.

Catholic institutions will fulfill their responsibilities only to the extent that they make these concerns their own and, at the same time, offer religious

text

commentary

courses of the highest calibre adapted to the particular mentality of their students and consistent with the requirements of the Department of Education and the relevant directives of the Catholic Committee. Certainly this task will require, on the part of the principal, of teachers of religion and of all personnel responsible for pastoral activities, a close cooperation and a collective creative effort.

SECTION 8

At the Elementary and Secondary levels, a pupil shall be exempted from courses in Catholic moral and religious instruction upon the written request of his parents.

The tenor of this regulation is in conformity with the spirit of Vatican II as expressed in its Declaration on RELIGIOUS FREEDOM. According to this Declaration, it is the parents' (or guardians') duty to decide, according to their own religious convictions, the religious training that must be given to their children. (See Declaration "Dignitatis Humanae", Para. 5).

According to this Section non-Catholic parents may obtain permission for their children to be exempted from Catholic religious and moral instruction which is included in the timetables of the elementary and the secondary courses of study.

Furthermore, Catholic parents who decide to ask for such an exemption for their children, for reasons they judge to be serious, may, to this end avail themselves of the exemption provided for in the same Section. However, those parents should be reminded that when they made the decision to have their children baptized they pledged themselves to bring them up in the Catholic Faith. In doing so, on the one hand, they

text

commentary

bound themselves to respect and to have respect for their children's right to receive a Catholic religious and moral instruction and, on the other hand, to respect the fact that their children belong to the People of God. If children have the right to a secular education because of their parental ties, they also have the right to a Catholic education because of their divine and ecclesiastical ties acquired by the Sacrament of Baptism.

SECTION 9

At the Secondary level, after consultation with the parents, the principal of an educational institution may exempt a student who so requests from courses in Catholic religious and moral instruction.

At the Secondary level, the student's gradual emergence towards personal freedom and autonomy should be taken into account. The Catholic Committee leaves to the principal of the institution or to any other person authorized by the principal the delicate task of entering into a dialogue with the student in order to lead him to reflect before making a decision. Consequently, before the student is granted or refused the requested exemption, the principal shall consider his academic, psychological and moral development and he shall consult the parents.

If granted, the exemption shall be of limited duration and renewable.

SECTION 10

A student who is exempted from a course in Catholic religious and moral instruction shall follow a course of instruction in ethics.

This Section recognizes that certain values are essential to the training of students. Those values can be transmitted through religious and Catholic moral instruction. However, they can also be implanted through various other activities. Taking into account the circumstances and established norms, a student who is ex-

text

commentary

empted from a course in Catholic religious and moral instruction shall follow suitable courses, undertake personal research, or be involved in activities designed to transmit these values.

SECTION 11

At the post-Secondary level, the course in Catholic religious and moral instruction shall be the object of a free choice.

At the post-Secondary level, the course in Catholic religious and moral instruction is an integral part of the programme of studies. However, the student is free to choose this programme from among all the optional subjects offered at this level.

SECTION 12

A Secondary or post-Secondary institution shall provide one or more rooms to meet the needs of religious instruction.

Religious instruction, faithful to the spirit of Vatican II, shall respect the individual as well as the pedagogy of the Faith.

Rooms provided for religious instruction in a Catholic institution shall be designed so as to create a climate of warmth and spontaneity favourable to a friendly exchange. Furthermore, these rooms shall be equipped with furniture, school supplies and audio-visual aids that will facilitate teaching and help students in their research work.

SECTION 13

In each educational institution, the degree of religious knowledge of the students shall be ascertained by means of periodic tests whose type shall vary according to the level of instruction and to the grade of the students.

text

commentary

SECTION 14

A Secondary or post-Secondary institution shall provide an office for each Chaplain.

Each full-time Chaplain shall have an office of adequate size, furnished in a functional way and located within easy reach of the student body.

SECTION 15

A Secondary or post-Secondary institution shall provide an area which may be used for liturgical activities.

Secondary and post-Secondary Catholic institutions shall provide to all their students a multifunctional and comfortable room, which will encourage pastoral activity in the Christian community. The institution shall also provide the Chaplain with what is necessary for liturgical services.

The rooms reserved for pastoral activities and religious instruction, as well as Chaplains' offices, should be located in the same area of the building and should be easily accessible to students.

Regulation No. 3 : Qualifications Required, from the Point of View of Religion and Morals, of the Supervisory and Teaching Staffs in Educational Institutions Recognized as Catholic

SECTION 1

Persons appointed to the supervisory and teaching staffs and to educational services in a Catholic educational institution shall be duly qualified and :

(a) be of the Catholic faith;

In an educational institution, a climate of Christian life is mainly created by the teachers. It follows that the majority of teachers in a Catholic institution should belong to the Catholic religion and be inspired

text

- (b) enjoy a good reputation;
- (c) assume their responsibilities in accordance with the spirit of Catholic education as defined in the preamble of the present regulations;
- (d) respect the freedom of conscience of students, parents and the staff of the institution.

SECTION 2

Nevertheless, for pertinent reasons, qualified non-Catholic persons may be engaged in a Catholic educational institution provided they enjoy a good reputation and that they respect the confessional character of the institution as well as the freedom of conscience of the pupils, of the parents and of the staff of the institution.

commentary

by the desire to cooperate in a positive way in the work of Catholic education. However, as mentioned in Section 2 of Regulation No. 3, the hiring of non-Catholic persons by an educational institution officially recognized as Catholic can be justified for such pertinent reasons as : extraordinary competence, shortage of competent Catholic teachers, etc.

Respect for the freedom of conscience of others is not something exceptional but a mental attitude which inspires one's whole behaviour. This attitude must be found in teachers and students, Catholic and non-Catholic alike.

SUPPLEMENT

REGULATIONS OF THE CATHOLIC COMMITTEE of the Superior Council of Education

*A further commentary of the English text
published in July, 1968, as an official
commentary on Regulations 1, 2 and 3.*

Since the promulgation, in June 1967, of Regulations 1, 2 and 3, enacted in accordance with the Superior Council of Education Act, and further to the publication in July, 1968, of the official commentary, the Catholic Committee has received inquiries concerning the application of these Regulations designed to govern the public and private Catholic educational institutions of Québec. From the nature of the inquiries the Committee has been able to assess the manner in which the Regulations have been received and to discover the various ways in which they have been interpreted. It seemed to the Committee that there was a certain tendency to reduce the Regulations to a few isolated sections and in so doing to forget the very spirit of the Regulations.

In order to encourage a better understanding of the existing Regulations the Catholic Committee feels that the time has come to point out the meaning that must be given to the three Regulations concerned and also to show their comprehensive character and the unity linking them together. The Committee also feels that it would be useful to give a few examples of interpretation, even though these examples may risk limiting the variety of possible applications. In giving these examples however, the Committee does not wish in any way to lessen the creative initiative of Catholic educators, being fully aware that any principle can have subtle differences in its applications.

The Meaning of the Regulations

There is no doubt that each one of the Catholic Committee's three Regulations has its own objective; taken together however, they reveal a firm wish to create in the Catholic educational institution an environment wherein the requirements of religion will not infringe upon individual freedom. It is also the purpose of these Regulations to make of Catholic educational institutions true centres for Christian training, leading to a genuine awakening and development of Christian conscience. To accomplish this the Regulations take into account existing school structures but appeal particularly to the responsibility of individuals.

By law confessionality is linked with a particular educational institution. The Catholic Committee of the Superior Council of Education is given the task of officially recognizing the Catholic status of the educational institutions which meet the necessary requirements and which desire to be known publicly as such. It is however, the opinion of the Catholic Committee that any request for recognition of a given educational institution submitted to it by a competent authority should express the wishes of the local community.

It is also in the same spirit of respect for others, of understanding and in recognition that faith is a personal matter that the Regulations of the Catholic Committee place the responsibility for exempting a Catholic student from Catholic religious instruction first of all on the parents alone at the elementary level (R. No. 2 Section 8). Then on the adolescents counselled by their parents and the principal of the institution at the high school level (R. No. 2 Section 9). And finally, on the young people themselves at the post-secondary level (R. No. 2 Section 11). Does not the right of parents and of the educational institution decrease as young people acquire more and more autonomy? Indeed, there are instances of students rebelling against Catholic religious instruction while taking a course in catechetics or in Catholic doctrine only because they are obliged to do so by their parents or by the requirements of a school curriculum. Would religious instruction received under such conditions be of any real value to the student? Indifferent and negative behaviour on the part of the student will often constitute an obstacle to the good operation of a school. While such a situation is often the case among the 15 and 16 year old students and over, it may also occur among those of 12 and 13 years of age. The progressive system of exemption provided by the Regulations of the Catholic Committee and its commentary seems to offer an adequate solution to the difficult and special cases. Furthermore, this system truly contributes to the development of a sense of responsibility in the student. However, it is the Committee's hope that high school principals will use good judgment in granting the requested exemption more easily to a sixteen-year old than to a younger student.

Comprehensiveness of the Regulations

In order to understand the merits of the Regulations of the Catholic Committee, it is essential to consider them as a legislation applicable to the entire Catholic population of the Province of Québec. However, taking into consideration the different mentalities and aspirations of the many social groups in the Province, the Catholic Committee has attempted, by the wording of its Regulations, to present them in such a general way as to allow an application adapted to the regions and places concerned. In some "milieux" however, these Regulations might appear too broad: some would prefer, for example, that no student be exempt from courses in Catholic moral or religious instruction. It might also be possible that, in other

“milieux”, the same regulations might appear too narrow : some would have possibly preferred to gradually introduce at the high school level a system of free options and to allow the student to choose between various courses in religions and moral instruction (catechetics, Catholic doctrine, religious culture, ethics), rather than have the student request an exemption from Catholic moral and religious instruction. In view of these two attitudes implying different concepts of the religious life of the individual, it is the intention of the Catholic Committee that the Regulations governing Catholic educational institutions take a position between these two views and allow for flexibility in their application, even at the risk of appearing vague. The Catholic Committee having little faith in uniformity has adopted a wording which leaves room for a healthy diversity in the application of its Regulations. The Committee depends a great deal on the initiative and the creativity of each and everyone to find the best ways of promoting the Christian training of students and of ensuring the correct spirit in Catholic educational institutions. The regulations of the Catholic Committee should therefore be accepted as guidelines rather than as precise directives to be applied rigidly.

The Link Between Each of the Regulations

The three Regulations of the Catholic Committee concern themselves with three specific areas, namely: 1° the recognition of the Catholic status of an educational establishment; 2° Catholic education, moral and religious instruction as well as religious services in Catholic educational institutions; 3° moral and religious qualities required of the principal and teaching staff of Catholic educational institutions. However, the preamble and provisions of the Regulations indicate that they are linked together to form an indissoluble whole, thereby making it possible to achieve the goals of Catholic education. It is therefore necessary to interpret each section on the one hand as being interdependent with the other sections which form the Regulations as a whole, and on the other hand in the light of the preamble and with the help of the official commentary accompanying the Regulations. Furthermore this is a valid principle of interpretation in understanding any Regulation.

The expression “and/or” used in paragraphe (a), Section 2 of Regulation No. 1, could possibly cause some difficulties of interpretation as to the scope of the obligation to provide instruction in religious knowledge. In using this expression, the Catholic Committee took into consideration concrete situations existing at all three levels of schooling: at the elementary level, religious teaching is given as a course in catechetical instruction, at the high school and post-secondary levels allowance is made for a variety of courses in religious training. An educational institution which offers only a course on the religious phenomenon or on comparative religions, as part of its religious training programme, cannot be recognized as Catholic. In fact, under the provisions of Section 7 of Regulation No. 2, and in

accordance with paragraph (e) of Section 2 of Regulation No. 1, every Catholic educational institution "is required at all levels, to include in its weekly timetable periods for Catholic moral and religious instruction . . .".

In order to illustrate some of the implied meanings of the expression "and/or", the Committee presents below a few examples of how a religious training course can be set up in conformity with Section 7 of Regulation No. 2:

The alternative "and" indicates the following possibilities:

- (a) Catechetical instruction AND Catholic doctrine
- (b) Catechetical instruction AND Religious phenomenon
- (c) Catechetical instruction AND The history of religions.

The alternative "or":

Catechetical instruction OR Catholic doctrine.

It is important to consider carefully the four sections of Regulation No. 2 dealing with religious freedom. Sections 8, 9 and 10 deal with the "exemption" granted to a student, thus with an "exception" to the rule and not with an "option". Only Section 11 stipulates that at the post-secondary level the course in Catholic religious and moral instruction shall be the object of a "free choice". However, this choice in no way precludes the prerequisites for the pursuit of further studies. Notwithstanding the exception or the authorized alternatives, the Regulations require every Catholic educational institution to provide Catholic religious teaching in its regular time-table.

Paragraph (d), Section 2 of Regulation No. 1 compels every Catholic institution to provide a genuine pastoral service; this service, according to the particular provisions of Section 2, 3, 4 and 5 of Regulation No. 2, can certainly be carried out in different ways.

It is the hope of the Catholic Committee that the few rules of interpretation and the examples given in this document, will provide a satisfactory answer to the questions that have been asked, and will encourage all Catholics concerned to work together in the important task of Catholic education."

Prospects for Pastoral Services in Schools¹

The Catholic Committee of the Superior Council of Education takes great pleasure in forwarding to the animators of pastoral services in schools and to their close collaborators, the very synthesis of its thoughts on the practice of pastoral services in the Québec school environment.

“Prospects for Pastoral Services in Schools” is a supplement to the official commentaries on Regulations 1, 2 and 3 which the Catholic Committee has set up in conformity with the Superior Council of Education Act and which, as far as confessionality is concerned, must be applied within the catholic teaching institutions in Québec.

The Catholic Committee believes that the present document will lead to some good and dynamic efforts inspired by the common thought of the missionary role the Church has to play in schools in general.

(1) Document published by the Catholic Committee of the Superior Council of Education, May 1969.

Table of Contents

Introduction	334
1st Part : The presence of the church within Québec schools	335
The Québec school establishment	
The Québec Student	
The evangelical mission of the Church	
Pastoral Services in Schools	
2nd Part : Pastoral services in the Québec school environment	339
Objectives of Pastoral Services	340
The presence of the Church	
Christian Animation	
The Christian Community	
Mature Acceptance of the Faith	
Acceptance of the World at large.	
Practical Application of Pastoral Services within Schools	343
Respect of the Environment	
Creativeness (Invention)	
Adaptation	
Collaboration	
The Agents of Pastoral Services in Schools	345
The Students	
The Personnel of the Institution	
The Animators of Pastoral Services	
The Director of Pastoral Services	
The Parents	
Modalities of application of Pastoral Services in Schools	349
The Christian Community	
The Council of Pastoral Services	
The Pastoral Activity	
children	
teenagers	
young adults	
Conclusions	354
	333

Prospects for Pastoral Services in Schools

Introduction

Following the publication of the text and commentaries of its Regulations No. 1, 2 and 3, the Catholic Committee of the Superior Council of Education felt the need of outlining in a complementary document some "Prospects for Pastoral Services in Schools". This very document underlines on the one hand the general principles of the church's presence within the schools and on the other hand explains the general modalities of application of these pastoral services within the schools.

Nevertheless, in order to understand fully the significance of this document, it is important to underline the objectives that contributed to its setting up. First of all, the Catholic Committee did not intend to give a clear-cut formula of a typical model of what the pastoral services in school should really be, the Committee wanted rather to give general outlines which would contribute in encouraging research and creativity. Indeed, in the very special field of the pastoral services, there are no ready-made solutions. The directions given presuppose the existence of a mentality able to grasp on the spot requirements of the environment and to find an appropriate answer.

In setting up this document, the Catholic Committee also took into account the legal provisions of the Education Department Act and of the Superior Council of Education Act. The preambles of these two Acts specify that "every child is entitled to the advantage of a system of education conducive to the full development of his personality¹ and that "parents have the right to choose the institutions which, according to their convictions, ensure the greatest respect for the rights of their children".² Thus, the considerations contained in the present document, take into account not only the perspective of respect for human values, but also the perspective of the promotion of these values with the complete development of human personality in view.

The Catholic Committee based its doctrinal thinking on the theological premises of the Vatican Council II. The kind of ecclesiology described within the document refers therefore to the dogmatic constitution of the Church and the pastoral constitution of "the Church in the present day world". The Church is primarily the community of those who have been baptised, who are united in the name of Jesus Christ by the Holy Spirit and who are guided by the ministers in the service of the Church.

The Catholic Committee also took into account recent works about pastoral services in schools, yet did not want its study to be merely speculative

(1) Revised Statutes of Québec 1964.

(2) *Ibid.*

and doctrinal by nature. On the contrary, the Committee wanted to outline the guidelines for a pastoral service in the schools. It felt therefore compelled to undertake widespread consultations. It inquired first of all about the modalities of the pastoral services currently in use in the various catholic schools of Québec and also about the conditions of the practice of such activities at the various teaching levels. In this respect, the Catholic Committee tried to obtain by means of verbal as well as written consultations, as much pertinent information as possible about the question concerned. It also formed two teams of experts who respectively drew up a working document giving a full picture of the modern teaching institution as well as a true picture of today's student. In the course of its consultations, the Committee sought in particular to gather the opinions of the teachers, the students, the parents and of those immediately responsible for pastoral services, on how they conceived such pastoral services should be given to the youth of today within our teaching institutions.

The Catholic Committee expresses its gratitude to all those who heeded its call and who, by submitting written reports or by taking part in oral consultations, showed great interest in the work and contributed greatly to the study undertaken by the Committee.

In setting up this document, the Catholic Committee took fully into account all the elements stemming from the various consultations. Within all schools and at various teaching levels, briefs on pastoral services as well as oral accounts thereof, refer to the necessity of an inquiring and inventive mentality able to sponsor pastoral services within schools.

The limitations must therefore be recognized beforehand because the document does not intend to answer pragmatically all the questions that might cause teachers of the Faith or even ministers great concern. Before interpreting it therefore, the Catholic Committee asks the reader to take into account the whole socio-economic context of Québec within which the present school system evolves, for the problems vary with the environment and the teaching level. The Catholic Committee did not want to describe precise and reassuring activities but tried to present prospects for pastoral services within the schools which will permit all concerned with these services to proceed guided by Faith, Hope and Charity.

1st Part : The presence of the church within Québec schools

Concerned with giving pastoral directives adapted to the present situation in Québec, the Catholic Committee took great care in understanding the real nature of the teaching establishment as it appears nowadays in its many faceted aspects, and with the numerous transformations to which it is subjected. The Committee also tried to understand fully the values which characterize the student-body and which give it its distinctive face.

Moreover, having found that the pastoral services in school are but a modality of the active presence of the Church in this world, the Catholic Committee has also paid special attention to the dynamic forces which sponsor this missionary action.

The first part of this document therefore tries to fit the pastoral services in school within the expectations and the realms of today's youth, while always keeping in mind the specific organization of the contemporary Québec school system. This part tries also to emphasize some of the facets of the mission of the Church within a world prone to secular influences.

The Québec School establish- ment

Within the last ten years, the Québec School Establishment has been subjected to tremendous changes. Thanks to further democratization of its structures and thanks also to the secularization process within society, the school reality as such has become "an act of civilization" especially through its very nature and its temporal aims. This reality is developing so extensively and so rapidly, and is nowadays exposed to such mutations, that the school system of today can no longer be compared to the one of former times.

The teaching institution has already entered the technological and industrial era. It still plays, of course, its fundamental role in the full development of the person, but the role it plays, is rather social, and it has become above all a kind of national service institution which tries to form future citizens, an institution wherein these future citizens seek the necessary preparation to face the new tasks which they will have to assume within a society deeply marked by the advent of science and technology.

To instill culture into someone means "to provide him with the instruments and the means which vary with time and place and which depend on each national setting" ¹ so as to give him at one and the same time a suitable general training and guidance towards a specialized field. The teaching institution has become comprehensive both in its student body and in the subjects taught. The blocks, considered as "classes" are replaced from now on by so-called "subject groups". Even with extra-curricular activities, groups with certain natural affinities become more and more important. Such a situation, within an institution, calls for new kinds of relationships between students and teachers as well as among students themselves.

The Québec Student

These new relationships emanate from a new type of teaching institution and in turn, the institution bears the mark of the students who attend it. In this respect, we can refer to the general description of the world of students which certain contemporary psychologists

(1) Jean Lacroix, "Crise de Civilisation, crise de l'école: le point de vue chrétien" *l'Ecole: problème social*, Semaine Sociale du Canada, 1963, p. 107.

and sociologists are prone to give us. The child and the teenager molded by the contemporary technical society, come indeed to school with their specific demands. The teenagers know that the time and the means to stay young are theirs; they know that youth forms a class apart with its clothes, its records, its gatherings, its pleasures, its syndicalism. The teenagers have also a specific manner of behaving and believe in certain values which often bring them into conflict with the adult world. They are “a modern product” of the civilization of social communications.

Teenagers and young adults often feel that their inner yearnings are fully divorced from the very values which have contributed to the building of traditional society. Less and less do they want to submit to moral standards based on values such as order and regularity. They live in a spontaneous, instantaneous world. They want to help build a world in which freedom, creativity and fantasy have their own rights and are fully recognized. They yearn for a milieu in which they can exercise their creative responsibility.

These facts form a whole, which the pastoral services as such cannot ignore if they want to reach the students in their yearnings and their hopes. Furthermore any pastoral service which wants not only to adapt itself but also to exert an educational influence cannot afford to ignore the fundamental modern psycho-pedagogical ideas which impose the creation of conditions favourable to the harmonious and well-balanced development of the person.

The real mission of the Church is to sponsor the unity of humanity in Jesus Christ. This unity materializes in as much as it is based on values incarnated by living persons who themselves become the very prototype of humanity united in Christ-Jesus. Through the active presence of Christians throughout the world, the Church itself appears as the very sign able in itself to render visible that love which Christ has for humanity as a whole. This is the very essence emanating from the dogmatic constitution of “the Church” and the pastoral constitution of “The Church in the world of to-day”, which both insist on emphasizing the prophetic mission of the Christian people. The Christian, by his whole way of life, must show that GOD cannot be honored by merely holy service but must also be glorified through the authenticity of “secular action”. Thus will Christians experience the event of the INCARNATION through which Christ has transformed and absorbed everything in man.

**The
evange-
lical
mission
of the
Church**

Society, while becoming more and more secular, asks the Church not only to renounce any desire for real power and to abandon any power exerted over this secularization, but also to announce and even to render visible the eschatological meaning of the world and of all realities which concern man in his temporal existence.

Whilst the State gradually monopolizes all temporal matters, the post-conciliary Church proclaims without second thought all terrestrial realities as autonomous. The Church maintains that these realities, and human societies as well as sciences in particular, have their own laws, their particular consistency and their own excellence. The Church also reminds us that "such an autonomy is not merely an accepted and imposed fact, but corresponds fully to the will of the Creator".¹

These facts show that nowadays, the Church is invited to exert within society a new kind of presence. This presence is of the pastoral kind, it is "less institutional and more communal by nature, less authoritarian and more brotherly, less proud and more humble". This presence aspires to lead towards the Education of the Faith based on values recognized by a given milieu and seeking the collaboration of the members of this milieu without nevertheless avoiding involvement in any direct organized action.

This, in essence, is what the preamble of the Regulations of the Catholic Committee points out especially while indicating clearly what should characterize the so-called "catholic" school. We read therein that the latter requires living conditions conducive to "the education of freedom, the full development of the personality, an open approach to the world, the love of others and access to a mature understanding of the Faith".² According to the same terms of this Preamble, such an everyday milieu is not possible except through "adequate school organization and pastoral services".

**Pastoral
services
in
schools**

In the spirit of Vatican II and in conformity with the directives proposed within the regulations of the Catholic Committee, it is therefore permitted to state that pastoral action aims at achieving above all the animation of the school as such and the fulfillment of human values within teaching institutions. Such an animation relates less to the Church as an Institution, than to the Church as a Community because it requires that the school reality be faced by those who are at once the beneficiaries and the agents of the pastoral action. This action becomes the responsibility of those persons who form the school community and who must ensure that this milieu leads to the education of freedom, this very freedom "which is disposed towards and aspires for faith and commitment in the mystery of salvation".³

(1) Gustave Thils, *Christianisme sans religion ?*, Christianisme en mouvement, 6, Caterman, 1968.

(2) Pierre Angers, s.j., "Confessionnalité ou pastorale dans l'école", *Prospectives*, vol. 4, no 1, 1968, p. 24.

Preamble to the Regulations Nos. 1, 2 and 3 of the Catholic Committee of the Superior Council of Education (1967).

(3) Michel Duclercq, "L'Eglise dans le monde scolaire", *Parole et Mission*, 30, 1965, p. 451.

Such an action must first appeal to the initiative and the creativity of young people who are the main agents of their own formation. Are the pastoral services in schools therefore not one of the privileged forms of pastoral services to the young? To make the presence of the Church felt within the school environment as such, the pastoral services must be inspired by the very values recognized by the young. These services must also respect their way of thinking and of acting. Furthermore, these services must, while based on experiences lived by the young, establish new forms of religious thinking and expression as well as means of penetration fully adopted to the ever changing school image.

Thus, in order to take shape and become real, the pastoral services must rely on the help of the young themselves. These services must reflect the thoughts, the language and the actions of the young. Are not students members of the church just as much as the adults and the pastors are? Yet pastoral services could not evolve, progress and continue to exist without adult help. It is by arousing and respecting the dynamism of the young, that adults will be able to play their part in the Christian Animation of the school environment.

Characterized by the environment where they are carried out, pastoral services in schools, can therefore be described as one of the means by which the Church can be present in the life of today's youth while respecting their aspirations, their needs and the special situations they are in. Pastoral services in schools embody also the dynamic and organized action of the Church, that is to say of those persons and those groups who, preoccupied with the incarnation of the evangelical values of our times, try, without infringing on the rights of others, to work towards the fulfillment of educational finalities aimed at by teaching institutions and to sponsor christian education within these institutions.

The pastoral action is in many ways similar to certain typical temporal engagements. It requires nevertheless an original and authentic contribution of those Christians who realize how "the love which we show to others will always remain the touchstone of our belonging to Christianity and to the Church".¹

2nd Part : Pastoral services in the Québec school environment

After having considered certain specific traits of the Québec school environment, and after having progressively indicated what is

(1) Edward Schillebeeck, o.p., "L'Eglise et l'Humanité", Concilium I (Mame, 1965), pp. 77, 78.

meant by pastoral services within schools, the Catholic Committee would like in this second part, to extend its reflexions over a more concrete field, by explaining how the Committee thinks the pastoral services should be exercised within Québec schools. Yet these directives, while being more precise, will nevertheless remain true to the kind of presence of the Church as that defined in the first part of this document.

In the first place it is necessary to determine clearly the real objectives of the pastoral services within schools. This will then allow the laying down of certain conditions under which pastoral services should be given within schools and to describe the exact role of the agents of these pastoral services as well as to foresee the modalities of execution of these services.

A. Objectives of Pastoral Services

The presence of the Church

Pastoral services do not want to be considered as disincarnated, withdrawn from this world and from time. Pastoral services want to be associated with the condition of the people and want to be present in an ever more efficient way in their life and in the environment destined to be evangelized. The school environment, thanks to its constant transformation and to the personality of the students, becomes the bearer of new values such as authenticity, creativity, dynamism, opposition, freedom, access to the world and to others, etc. While continuing, in novel ways, to be present within the schools and with its own values, the Church simply remains faithful to the mystery of Christ. The conciliary constitution "the Church within the world of our times" expresses it as such: "There is nothing really human which is not as such reflected in the heart of Christ's disciples, for the community of Christians remains bound to mankind and to its history".¹

While striving to discover inherent values and the true condition of youth, the Church must also consider carefully all that belongs to the world of youth: social events, news events, cultural and sports activities, leisure, etc. Those are all "signs of the times" to which the pastoral services must pay attention for in present times it is through these signs that Christ's action becomes visible.

It is also by taking an interest in the promotion of educational values, by showing its interest in culture and by partaking in the improvement of existing structures, that the Church will make its presence felt within the schools. Thus the Church will be able, in due time, to discover the signs of the Lord as expressed through the school image.

(1) Vatican II, "The Church within the world of our times", no. 1.

Through its presence in the school environment, the Church will be able to exert a true pastoral animation. Animation is quite different from authoritarianism or strict guiding.¹

Animation requires a discrete and heedful presence close to people so as to be able to help them to become aware of their own values. This awareness is fundamental to every educational process even at the risk of not living up to expectations. To animate means to respect the slow and steady progress of individuals in their human fulfilment; to animate means also to engage, in a free participation, all available living forces.

It is while animating the school environment that slowly the authentic values of the environment will become evident to young people and thus it will be possible to learn to understand these values in the light of the Gospel. Then a possibility will exist "for answering in a suitable manner the perennial questions that men put to themselves, from generation to generation, about the meaning of the present and future life and about their mutual relationships".²

This objective of pastoral services is really most important if one does not want to maintain indefinitely this strange divorce existing between life and faith. Learning to face current events, and to discover new values inherent to a dynamic school environment, is really the first step in the search for the signs of our times. It is "within this reality, that Christians in the Church can discover the active presence of God".³

The pastoral function consists essentially in "gathering in unity the dispersed children of God" (S. Jean XI - 52). Within a teaching establishment this function consists in uniting all those who form the school community.

Of course this community exists more or less already, yet, the organization of some large teaching institutions is not always conducive to student encounters. Hence the students are often strangers to each other over long periods during the school year having no opportunity to foster human relations, be it through exchanges, brotherhood or even mutual services. It may well be also that the comprehensive school is conducive to sponsoring exchanges between young people and teachers through the very fact that the teachers may think that the school organization of such an institution is in itself able to answer the needs of multiple groups. The students may well be left on their own then.

- (1) See the "Collection des séminaires" by Roger Muchielli on La Formation permanente en Sciences Humaines (Editions sociales Françaises).
- (2) Roger Muchielli, op. cit. no. 4.
- (3) Dominique Chenu, "Les signes des temps", l'Eglise dans le monde du temps, p. 99.

In the school environment, an environment that calls for brotherhood, the people in charge of pastoral services will therefore be well advised to sponsor meetings between teachers and students. It would mean, as states Father P. Angers, "to create meeting centres, centres of reflexion and of dialogue, centres of prayer endowed with sociable dimensions and ties".¹

These environments, these centres would sponsor "the expansion of the personal values of each individual, as well as closer and warmer contacts between each and every member".² The students could realize there a real church experience and an authentic liturgical life experience.

According to Father Angers, such environments and such centres seem to be destined "to become real and most authentic structures, wherein young christians will be able to consolidate their faith in its true personal and social dimension and strongly reinforce it."

**Mature
accept-
ance of
the faith**

The integration of the catechesis and the religious instruction into the school programme allows the student to become initiated into the Christian mystery and induces him to elaborate a personal synthesis of Christianity. This important part of religious formation must be supplemented by a progressive education of the faith within the Christian community.

This community bears indeed a twofold responsibility in the education of its members' faith. First of all the community must allow for the expansion of the faith by transmitting more and more Christ's life, for faith is fed by the Word of God lived within a thriving community. It is through these communal experiences that the young can perceive the active presence of Jesus Christ and adhere in a personal way to the God of Jesus Christ within the Church. Faith is linked to the life of the community but cannot be intensified without a community which respects the inner evolution of each and everyone. It becomes therefore obvious that it is necessary to sponsor exchanges and groupings which lead to experiences and which enlighten the spirit and hearts of the young through the deepening of the Word of God. Thus teenagers and young adults will live more intensively from Christ's life.

Secondly, the Christian community must ensure, through the progress of humanity and through the great human aspirations, that the presence of Christ be discovered, this presence which leads to the fulfilment of this earthly realm of man himself. This dimension of the faith conveys a new Christian vision of existence as such and of the whole universe.

(1) Pierre Angers, s.j., op. cit. p. 37.

(2) Pierre Angers, s.j., op. cit. p. 37.

Faith grows slowly. It is up to the teacher to respect this slow progress, to understand the worries of the young people and hence to progress at the same rhythm of others within the community so as to reach the mature age of faith, to attain the stature of Christ.

The Christian community, within a teaching institution, is not in itself a group among other groups. This community is different in that it opens itself up to other persons and other groups. It must never unite students within a protective ghetto. Faithful to its Lord, the Christian community is essentially a missionary community, which means that it is open to the life of the world and of the Church.

**Accept-
ance of
the World
at Large**

The Christian community in the schools should partake in all facets of the life of the institution, be it an organized way of life or not. It should try to establish the necessary collaboration for the general good of the students. The Christian community will be all the more present, if it really respects the autonomy of every group and the talents of every person. In other words, nothing that is of interest to man, must be ignored by the pastoral services within the school environment. Such is the meaning of missionary action in the Christian community.

This opening up must be extended to neighbouring Christian communities, to those of other teaching institutions, to the parishes, and diocesan churches. The sensitivity to Christ's body must spread through space and the fact of cooperating with other communities is a sure sign of health and maturity. Any pastoral activity among young people must therefore be of a missionary nature or else it will be but a sterile activity.

B. Practical Application of Pastoral Services within Schools

It is not a matter of setting up a few honest objectives in order to facilitate for the time being, the implementation of pastoral services in the school environment. There have been numerous Christian movements in the last few years striving to achieve honest and loyal objectives; unfortunately one is aware that often, some of these movements do not seem to appeal to young people. The practice of pastoral services requires a new spirit within the line of Vatican II, a synod which, within the second half of this XXth century has taken upon itself to interpret the Gospel of our Lord. One is sometimes tempted to look for legal guarantees or to seek recipes to give some stability to the pastoral activities within schools. Does that not imply that one is rather looking for safety at all costs? The practice of adapted pastoral services requires something else, it requires above all the renewal of mentality, a renewal of conception. This implies some kind of ascetic view, to which the people responsible for pastoral services had better adapt themselves if they care to work according to the given objectives previously mentioned.

**Respect
of the
environ-
ment**

The whole of the Québec school system is at present in full evolution. At every level of teaching, new pedagogical and administrative structures are being adopted. At the moment of this renewal, Québec is witnessing a kind of secularization of its school environment. Therefore if the Church wants to exercise its pastoral mission it must first of all accept the existing structures in their ambivalence. It is not up to the church to transform or to adapt these structures but it is its duty to try to help to improve them.

The pastoral action relates above all to persons. Within the present school reform which has as a general objective the fulfilment of the person, the pastoral activity of the Church must reflect a true Christian fervour. The pastor must therefore refrain from spending the greater part of his energy in rethinking the present structures or regretting past structures, he should rather go out and meet the people's needs.

**Creative-
ness
(Inven-
tion)**

The fundamental quality of the pastoral action is its creativeness, its spirit of invention. It would be illusive to think that the needs of youth as well as the modalities of pastoral services can be established once and for all. The era of contestation which prevails nowadays, throughout the world, will no doubt help in improving the Church's own evolution. The practice of pastoral services will itself require a constant rethinking which will only be possible through constant communication between the various school environments and the people responsible for pastoral services. If the Church wants to serve humanity, especially within the realm of the main contemporary agent of civilization which is education, then it must be constantly on the alert in order to detect the prevailing aspirations and needs, and to be ready and willing to help accordingly. Such an attitude requires an open mind and a powerful imagination able to invent ceaselessly and to exploit every possibility which can be found within the very school organization to implement new styles of active presence and new forms of animation.

**Adapt-
ation**

Nothing within the pastoral services can be considered definitely established, as long as the kingdom of God is not definitely established. The animator of the pastoral services must therefore be very versatile and always able to adapt if he wants on the one hand to understand the evolution of the milieu with respect to its authentic values and if, on the other hand, and within the same milieu, he wants to proceed at the rhythm of evolution of the people in order always to be able to respond to their needs and their aspirations. The message of the Gospel itself requires this. Did not the Lord come and bring His Life to the very heart of this civilization of our times ? The pastoral action, on a sociological level, appears like an agent of change whereas on

the evangelical level, it takes on a prophetic line which calls constantly for the conversion of the heart.

A further condition which favours the exercise of pastoral services is the climate of cooperation which must exist between students, teachers, parents and the priest. In order to be able to create a Christian community within the school environment and to be able to animate this environment through pastoral services, it is necessary that a constant exchange take place between the various persons concerned and between the various services which are called upon to help in the exercise of pastoral services. Without such an exchange, the risk of seeing a religious ghetto being established and implanting itself for good, is indeed very great and this would be of course against the very spirit of what a truly Christian community should be. The pastoral services must therefore not rely solely on the priest, they are also the responsibility of the Christian community. In a teaching institution pastoral services will be the responsibility not only of the priest but also of the teachers and students. Yet more often than not, it will be the priest's task to make all Christians positively aware of this missionary action; to rouse the initiative of the students, the teachers and the parents.

Collabo- ration

The participation of all in pastoral action will only be possible if "the adults duly engage in friendly dialogue with the young people, which will allow one and all, notwithstanding the difference of age and mentality, to know each other better and to transmit to each their own "particular wealth".¹ At present, it is still the priest who bears the responsibility of initiating to the exercise of pastoral services all the natural animators of student circles, that is to say, teachers and students, who by virtue of their personal qualities are born leaders and exert worthwhile influence. It is one of the main conditions of the exercise of pastoral services to keep alive that concern of sharing responsibilities in the field of animation, and to remain ever present in the environment, to work as a team in setting up realistic pastoral services as well as to cooperate with all those who at any time of the day are ready to respond to the call of duty.

C. The Agents of Pastoral Services in Schools

We want herewith to define the role of the various agents of pastoral services. The Christian community as such cannot exist nor fulfil its missionary role unless the roles of its agents are fully coordinated within a cooperating task mindful of individuals and their peculiar charisma.

(1) Vatican II, Decree: "The laymen's apostolate", No. 12.

The students

Through their baptism, the young as well as adults, constitute the Church, the body of Christ. The students themselves are primarily responsible for their own theological education and are themselves the builders of the Christian community. Thus they constitute the essential agents of pastoral services in school.

Nowadays it is more and more possible to form a church community of young people within a school environment: the young are fully conscious of their own worth as well as of their numeric strength. They are also fully aware of their own strength and of the role they are destined to play in building the new city. The decree of Vatican II on the apostolate of the layman defines this clearly. "Their ever increasing social importance compels them (the young) to undertake an ever increasing apostolic activity and their own natural dispositions make them eminently suited for such a task. The awareness of their own personality has matured and when animated by their natural ardour and their overwhelming activity they take on their own responsibilities and are eager to partake in social and cultural life; and if this yearning is inspired by the spirit of Christ, imbued with a sense of obedience and guided by love towards the Church, then a wealth of results can be expected. The young themselves must become the first apostles of the young, and stay in direct contact with them and exercise the apostolate by themselves and among themselves notwithstanding the environment they live in." ¹

The very action of the Christian community of the young will be highly educative; it will strive to grasp the problems of the environment, to analyse them in the light of the Gospel; it will try to act concretely in order to transform the environment. An active participation in the life of the Christian community will allow the young to become more able to face the temporal world in a more Christian way. It is therefore necessary to encourage as much as possible their active participation in the practice of pastoral services within the school environment.

The personnel of the institution

The personnel of any institution, and each according to his competence, will be asked to partake in the pastoral action. Thus each will bear virtues of the Gospel. The Holy Spirit will teach each and everyone how to live in his own environment and in his daily life according to the values indicated in the Gospel of our Lord Jesus Christ. The personal involvement of the adult while practising his profession will then become a very privileged way of partaking in the creation of Christ's Kingdom.

The teachers, as such, will participate as far as possible in the pastoral action among students. Their mission as educators calls for

(1) Vatican II, Decree: "The laymen's apostolate", No. 12.

them to support the young, to help them build a real Christian community. Any Christian community of young people would soon become self-centered in the absence of educators eager to extend any initiative taken at the school level to the real dimensions of the Church.

Among the educators the Director of the teaching institution must assume very special responsibilities. He must promote the establishment as well as the actual practice of pastoral services. To ensure the efficiency of such a pastoral action, or constant cooperation between the direction, the personnel and the animators of the pastoral services are really invaluable and indispensable.

In certain school circles, the "Chaplain" is called "the consultant in pastoral services". Yet this title might lead all too readily to the priests being considered mere moral consultants whose main purpose would be to spend most of their time and energy in individual consultations rather than group animation. It would most certainly be more suitable to designate the chaplain as "an animator of pastoral services" for the chaplain is above all "mainly responsible for the pastoral services within the whole of the institution".¹ It is he who initiates the cooperation among all the agents of the pastoral services, and he who guides the personnel and especially the students towards full discovery of the presence and the action of the Church within the school environment. It is with this perspective in mind and in line with the propositions of the Regulations of the Catholic Committee that the chaplain is to be considered as "a member of the personnel of the teaching institution".²

The animators of pastoral services

The chaplain will not be affected to the administrative personnel of the institution because this would jeopardize his apostolic mission. Yet occasionally he can be consulted on matters within his own field of competence. The important fact though is that the chaplain form part of the personnel in order to be able to participate fully in the life of the institution and so be able to accomplish better his apostolic task.

In the animation of pastoral services, in addition to the priest whose specific mission is to encourage the development of a Christian community, it would be advisable, within certain circles, to have members of religious orders or even laymen to collaborate directly with him. These collaborators would also act as Christian animators: they would make their presence felt within the school and especially among the students. While adapting to the rhythm of young people, they would initiate them fully to the human and Christian values of their environment. Gradually they would forge a link between the Christian involvement, youthful values and aspirations. These educators could

(1) Regulation No. 2 of the Catholic Committee of the S.C.E., Section 3.

(2) *Ibid.*, Section 4.

therefore be considered as “forgers of bands”. Within all concrete activities of youth, they would ensure the presence of discussion linked to faith.

As for the role played by the animator of pastoral services in Catholic religious teaching, it must be pointed out that such teaching, within any institution, depends directly on the teaching services as such. Indeed, the coordinators, the heads of departments and the teachers concerned, are directly responsible for religious teaching. In principle, religious teaching is part and parcel of the pastoral activity of the Church. Yet in reality, it is advisable to make a distinction between the academic aspect and the pastoral aspect of this teaching. In this respect, any animator of pastoral services who as such is not a pedagogical counsellor must always take into consideration the demands for collaboration from teachers and must always be ready to meet with students. Being thus available will not prevent him however from seeing that the main task inherent to the Christian community, namely that of consolidating its members or the faith of any specific group thus inclined, be accomplished. It is then that the animator of the pastoral services takes it upon himself to offer the most appropriate catechesis.

In order to be able to accomplish his task accordingly, the animator of the pastoral services must be well prepared. He must know everything about school, which forms a very complex reality as well as a specialized environment. He must be versed in psychology and understand the mentality of today's youth. He must, in particular, be of an adaptable mentality conducive to better human relations. He must also be able to analyse any human situation in the light of the evangelical values in order to find new ways for the pastoral activity within an ever renewed environment which is built up from day to day. The essential of the preparation of an animator of pastoral services rests within his possibility of acquiring a searching mentality so as to be in line with Vatican II and as defined in the pastoral constitution of “the Church within the world of our times”.

**The
director
of
pastoral
services**

The role of the director of pastoral services is a role played at the level of the General Directorate of those teaching institutions within a given school corporation. While forming part of the General Directorate of the school organization of a given region, the director of pastoral services must above all assert the human and Christian values within the school environments concerned. He animates and guides the work of the animators of pastoral services belonging to various institutions of the region. He keeps these animators informed about the policies of the school authorities and transmits them the directives issued by the church authorities of the diocese; by the diocesan directors of those bodies responsible for pastoral services, for catechesis, for liturgical matters and for charitable movements.

The director of pastoral services will have to give special consideration to the “part-time chaplains”, that is to say to those parish priests who work part time in a teaching institution. Due to the fact that these priests take on various activities, they require more directives and concrete suggestions concerning the various activities they have to sponsor than full-time animators.

It goes without saying that only those districts where the number of animators warrants it will require the presence of a director of pastoral services. In those districts where the nomination of a director of pastoral services is not warranted, the task will have to be performed by an animator of pastoral services.

It is the parents who are primarily responsible for the education of their children. Yet, when in a school environment Christian education is to be sponsored through the practice of specific pastoral services, it appears that more often than not parents are simply forgotten. Yet, the parents, while being the educators closest to their children, often feel unable to assume their task of Christian educator. It is then that a pastoral council existing within the teaching institution could play a great role in sponsoring exchanges and improving the relations between parents and students. Every time new bonds are established between individuals, the presence of the Church within these circles is enhanced. Pastoral activity within the schools must therefore rely on the participation of the parents who still are and remain the main agents of the Christian education of youth. Thus, enriched by a new experience, from which great human and evangelical values come forth, the parents will be able to expose the young to an invaluable testimony.

**The
parents**

D. Modalities of Application of Pastoral Services in Schools

The pastoral activity, through its various agents, tends to reach people of the immediate environment in their living and working conditions. This activity, animated by the priest, is based on Christian involvement on behalf of teachers, students and parents. It would be wrong to base this activity on stereotyped church structures: it is the Christian community's responsibility to sponsor pastoral services in schools. The more this community takes on a missionary character, the better it will be able to establish suitable structures which will instill life into the environment and satisfy the overall demands of one and all. Is it not indeed up to the Christian community to animate through the action of those who are baptized, to create a living environment conducive to a progressive education of the faith and of freedom, in which to celebrate a thanksgiving liturgy and to erect the Kingdom of God wherever the earthly city is established? The institution is at the service of the Gospel and Jesus Christ who wants above

**The
Christian
com-
munity**

all to make His presence felt among us. As such the mission has full priority and passes well before the institution which itself will give the mission its real meaning while at the same time making it more efficient.

**The
Council
of
Pastoral
Services**

These remarks on the activities of the Christian community entail the necessity of defining clearly those structures to be set up in order to be able to coordinate personal as well as collective efforts in the pastoral services so as to reach common goals as well as those structures which will guide available energies towards greater efficiency. That is why the creation of a Council of Pastoral Services within the Christian community appears to be necessary.

Yet the establishment of such a Council of Pastoral Services should not be effected necessarily before the dynamic elements available within the environment have been as yet assessed, nor before the various groups are constituted. Teachers and students must first be contacted to discover with them all the expectations and aspirations of the environment, to allow them to set up a progressive and suitable plan of action. At the right moment, the most suitable structures will be put in place to support the activity of the community. Nevertheless, the formula of a "Council of Pastoral Services" is not forcibly the only one able to contribute to the coordination of the pastoral work within a teaching institution.

The Council of Pastoral Services or any other coordinating structure will assume the responsibility of pastoral services on behalf of the Christian community. It will therefore assume the task of planification, organization and coordination of all pastoral activities, be it the activities intended for "small groups" so as to assure that the work done offers some continuity and is well anchored, as well as the activities intended for the masses such as : lectures, films, marches, pilgrimages, conventions, etc.

The Council of Pastoral Services will be composed of animators of pastoral services, of representatives of the administrative personnel, of the teachers, the students and the parents. This team will represent within its own environment "God's People" and will form the nucleus of the Christian community. It is important that in such a team the young be given a suitable role to play. The students will indeed be able to contribute a great deal, due to their knowledge of local needs and due also to the fact that they are best suited to find means of reaching youth in general. Furthermore, they are quite willing to assume their responsibilities.¹

(1) In this respect it would be helpful to refer to the text of "Message of the Episcopate of Québec" given during Québec Education Week in March 1968. — See the brochure entitled : "Parents and teachers and the school reform", paragraphs 26 and 27 — Fides, March 1st, 1968.

Christ is present in everyday life and in school life. How can this presence then be made apparent and how especially can this presence become effectively active in the light of the expectations of children, teenagers and young adults ?

Pastoral activity

At the elementary school level, pastoral activity is of necessity limited due to the age of the children concerned and is directly bound to the catechesis. Within this framework, the main animators of the pastoral services to the children are the teachers themselves who must concentrate their efforts on awakening the children's interest in the mystery of God, on initiating them into the meaning of the sacraments, on giving them access to the real life of the Church.

Children

Yet, in order to make the Christian education given to the children as effective as possible, the pastoral activities must be centred on close collaboration with parents, teachers and parish priests. All these agents of pastoral services must remain fully conscious that they are working in common for the good of Christian education. They must help each other by collaborating so that one and all will discover their very own responsibilities in giving the children a Christian education and will bear witness as to the faith necessary to insure the development of theological life. The teachers and the parents could perhaps form a committee of pastoral services within an already existing pedagogical workshop. Thus, parents and teachers together with the parish priest can collaborate in sponsoring all the values of a Christian education in accordance with the spirit of the preamble of the Regulations of the Catholic Committee.

The parish priest should be present in the life of the children attending elementary school institutions. He must see to it that he establishes a permanent human relationship with the children. He must also be steadily available to participate in the various celebrations called for by the catechesis. Furthermore, together with teachers and parents, he must work with the children in a very special way in order to initiate them into sacramental values and to see to it that they are integrated into parish life.

It is most desirable that at the elementary school level some time be reserved for activities which would allow the children to express themselves. Thus, the activities of youth movements would be greatly enhanced, and the children would learn to act concretely in an apostolic or missionary way.

During their high school studies, teenagers ask themselves very specific questions common to their age. Nowadays, these questions are accompanied by particular anxiety caused by the great changes taking place in society. Teenagers are more critical and more demanding than they were as children. They easily keep their distance with adults.

Teen-agers

They request that their progressively emerging freedom be respected and that note be taken of their desire of personal involvement.

Young people are impatient. They often feel ill-at-ease with the slow evolution inherent to the parochial scene. Sometimes they are scandalized by the institutional conformity and are prone to defect from religious practices. Would it not be indeed relevant to ponder over the urgency of establishing for the young a Christian community which would respect their very own values ?

The practices in Christian life, namely faith, hope and charity must correspond to the values linked with the life the young people lead. Many teenagers simply refuse to progress within faith purely based on a religious dimension. It means that they refuse to seek God through practice of the sacraments because this appears simply superimposed on their lives. The way to meet the Lord through mediation which they really understand, is the way that leads to interpersonal relations or to group life. For many young Christians, Faith, Hope and Love must be lived first in so called "situations" through experience in life.

A privileged pastoral activity with teenagers consists mainly of erecting communities wherein young people and adults alike live in an atmosphere of truth and brotherly relationship. In those institutions which have become overcrowded and anonymous it can be frequently noticed that human relations are non-existent. Owing to the important role human relations play in the true development of the personality and in the founding of a community the pastoral services must take heed of this fact. In order to do so the animators of pastoral services must take advantage to the utmost of the periods which the school timetable reserves to free and personal student activities. The teenager could thus use these free periods either to participate in various services which are offered to him or to participate in a very active way in the life of the Christian community of his institution. The pastoral services could also encourage the organization of youth marches, of week-end camps, of friendship meetings. The wealth of experience which emanates from such activities is truly invaluable, not only from a human point of view but also from a pastoral point of view. Through honest and sincere exchanges between members of a group a very profound pastoral dialogue will take place. From such a meeting, which at first appeared but human in scope, will emerge finally the true dimension of the Church and the authentic image of Christ. It is at the end of such a meeting that the liturgical celebration becomes a true sign of Christian unity and reaches the climax of theological life.

It goes without saying that the young people would accept any pastoral activity wherein adults will respect their personal evolution as well as the evolution of the groups. The Christian community of

the school should somehow be a "relay community". While participating in it, the teachers and the parents will indeed form the link between this community and the parish community and will thus prevent such a community from turning into a ghetto.

At the level of post-secondary studies, the pastoral services are considered to be, among others, mainly one more service available to students. In order to satisfy the needs of young adults, the pastoral services should become a pastoral service geared to welcome and accept newcomers. As pastoral services are open to all movements and to all groups, they will try to find an answer to the needs of the immediate environment and to the needs of the various groups. This welcoming of people through constant availability will favour the birth of groups composed of truly responsible young adults. While encouraged by welcoming and kindly-disposed animators, young people will take care of the Christian animation of their milieu with a new kind of missionary outlook.

Young adults

At this stage of the formation of young people, renewed well adapted pastoral services will at the same time become a pastoral at the service of intelligence. This is the age at which the young people set up for the first time a synthesis of all the coordinates of their life in order to achieve a harmonious development of their culture and their Faith. Parents and parish alike, are not always able to give a satisfactory answer to their questions. This becomes the responsibility of the Christian community of the school within the framework of pastoral services geared to intelligence and which will offer partial answers through an adapted catechesis, through research groups and through profound group discussions. These activities will not necessarily form part of the general programme nor figure on the time-table. They will successfully supplement courses of theological thought and of human sciences in religion offered by the institution.

It should be added that at this level, pastoral services must really become pastoral services of involvement. In this respect, it must be noted that at this time of their lives apostolic movements within their ranks do not seem to interest the students. Indeed, many young Christians, although more actively engaged than they have ever been in previous years, turn away from traditional movements to become more involved in secular organizations such as student syndical movements, general students associations, social movements, etc. Students seem to think that in school political action as such is superior in scope to any identified apostolic commitment. The animator of pastoral services must therefore take this very fact into account and try through manifold and various initiatives on his behalf, to lead young people towards the discovery of the real Christian and human meaning of their commitment and also towards the recognition of the true conditions and the true requirements of any authentic commitment.

Conclusions

At the close of this document, it seems opportune to state that pastoral services in school are really a specific form of the Church's presence within today's world. With all due respect to worldly realities and to human values, the Church must find new ways of asserting its presence among young people and among groups. The pastoral activity of the Church among youth should not be limited to mere animation within school circles. On the contrary, the Church must constantly seek new ways of asserting its presence within the ranks of young people.

The type of pastoral activity proposed by Vatican II is prompting the Church to be present within any environment and to partake in any temporal reality. More explicitly, the Declaration on Christian Education (cf. 7) states that: "the Church must assert its presence with affection and very special concern among those of its very numerous children who are not brought up in Catholic schools." It must be understood therefore that the Québec Church must not voluntarily restrict its pastoral activities exclusively to those schools officially recognized as Catholic. On the contrary, it should exert the kind of missionary animation as described in this document, within any school establishment be it a Catholic, or a multi-confessional or a non-confessional one.

In concluding, the Catholic Committee deems it necessary to underline the guiding principles emanating from these thoughts on pastoral services in schools:

1. The pastoral activity of the Church within schools will be exerted first of all through animation within the milieu, through real presence in the life of the young people and through a real concern for the promotion of human values so as to help the teaching institution to reach its educational goals.
2. The pastoral activity of the Church within schools will tend to set up a Christian community which, fully conscious of the gospel values it represents, will try to sponsor Christian education within the teaching institution with all due respect to the persons and the environment.
3. The pastoral activity of the Church within schools will try to make students and teachers alike live real experiences of the life of the Church, so as to initiate them progressively into the mystery of Jesus Christ ever present in the community of brotherhood.
4. The pastoral activity of the Church within schools will be distinguished by its ever present availability to the world and by its real missionary dimension.

5. The pastoral activity of the Church within schools will always call on the creative sense of responsibility and constant collaboration of all those who form the school community: students, teachers, parents, pastors.
6. The agents of pastoral services will strenuously try to renew their mentality in line with Vatican II by paying more and more attention to people.
7. The students will be invited to take on their share of responsibility in the practice of pastoral services within schools. As main agents of these pastoral services, they will have to find new ways of expressing faith and new ways of church involvement which will be adapted to their mentality and to their milieu.
8. The teachers will participate, according to their possibilities, in establishing a Christian community. As adults, they will encourage young people in their efforts of animating the milieu, and will help them in broadening their views and raise them to the dimensions of the Church.
9. The chaplain (the animator of pastoral services in the school) will always be available to the community in order to be able to animate it and help it find the evangelical values within the milieu. He will be a member of the personnel of the teaching institution to which he belongs. Without actually being a member of the administrative personnel, he can nevertheless be called upon to act as counsellor within the realm of his competence.
10. The teaching institution can provide the animator of pastoral services in the school (the chaplain) with ecclesiastics or laymen to act as direct helpers.
11. In the field of religious instruction, the animator of the pastoral services in school will closely collaborate with all persons directly responsible for this instruction.
12. The animator of pastoral services called upon to officiate in schools will have to be well prepared for his task. Not only must he possess the required indispensable personal qualities to fulfill his duties, but he must also have been specialized beforehand in the performance of pastoral services in schools.
13. The director of pastoral services in school will pay special attention to the promotion of human and Christian values especially while setting up school policies within a given milieu.
14. The parents, being primarily responsible for the education of their children, will be invited to participate in the pastoral activities within their school.

15. In each teaching institution, it would be possible, at the given moment, to form a Council of Pastoral Services or any such body, which would have to implement the planification, the organization and the coordination of the pastoral activities of the local Christian community.
16. At the level of elementary studies, the pastoral services of the school being very closely linked as they are to the catechesis will reflect a very close collaboration between teachers, parents and priests.
17. At the level of elementary studies, free periods will be reserved for certain activities of expression which will allow children to exercise a liturgical, apostolic or missionary task.
18. At the level of secondary studies, the animation of pastoral services among teenagers will seek to create a true Christian community, fully aware of the needs and the preoccupations of the young people. For this purpose, those responsible for pastoral services will establish close contacts with students either during the free periods assigned to the students within their regular weekly time-table or during extra-curricular meetings organized by the students themselves.
19. At the level of post-secondary studies, pastoral services among students will constantly try to discover the real expectations of young adults, expectations which are varied and manifold in scope. Thus these services will become really welcoming pastoral services, pastoral services of understanding, pastoral services of participation.

Teaching Personnel¹

Sir,

I take great pleasure in transmitting to you the opinion requested from the Catholic Committee of the Superior Council of Education in the document forwarded to said Committee on February 28th 1968, by the President of the Superior Council of Education and which concerns teachers of the teaching establishments of Québec. This document, submitted to the Deputy Minister of Education on February 15th 1968 by the Director General of Teacher Training Services of the Department of Education, states the main problems which, bearing in mind the incidence of the regulations set up by the confessional committees of the Superior Council of Education, arise from the training of teachers; their religious and moral qualifications; as well as the wording of their teaching certificates granted by the Department of Education of Québec to various teaching candidates.

The Catholic Committee has studied most particularly five points of the complex question which was submitted to its consideration. The Committee has studied these points most thoroughly in the course of its last two sessions, namely on March 21st and 22nd as well as April 18th and 19th 1968. Here are respectively, with the five points enumerated, the corresponding opinions the Catholic Committee has reached within the framework of its regulations.

(a) The confessional character of the teacher training centres

As concerns the confessional character of the normal schools or the teacher training centres, the Catholic Committee agrees with the pluralist formula exposed on page 5 of the submitted document, without excluding nevertheless the possibility of the existence of confessional institutions in the meaning of the Superior Council of Education Act. According to the given formula, any teacher training centre would accept any teacher candidates, irrespective of their religious option, and would offer, at the choice of the candidates, all teacher training programmes which would give the teachers the necessary formation required for teaching in these establishments in which the candidates wish to teach.

(1) Opinion transmitted to the Minister of Education by the Catholic Committee on the 18th and 19th of April 1968.

(b) Wording of the Teachers Certificates

As the teacher's certificate (teaching permit — teaching diploma) which is granted by the State to a candidate for the teaching profession must bear mention only of the candidate's professional competence with regard to his capacity in exercising the teaching profession, the Catholic Committee recommends that the presently existing teacher's certificates granted by the Department of Education of Québec should be reworded forthwith.

(c) Qualities required of teachers from the religious and moral point of view

As to knowing, in conformity with the requirements of section I of Regulation No. 3 of the Catholic Committee, whose responsibility it is to enquire about the religious affiliation and the moral character of a teacher seeking employment in a teaching institution officially recognized as Catholic, the Catholic Committee is of the opinion that it is the duty of the competent authority of a teaching institution, public or private, to take the necessary steps and suitable precautions to ensure that the teacher concerned possesses all the qualities required to practise his profession in Catholic educational institutions within the meaning of the Superior Council of Education Act.

(d) Non-Catholic teachers within Catholic teaching institutions

In conformity with the stipulations of article 2 of Regulation 3 of the Catholic Committee, the competent authority of any teaching institution officially recognized as Catholic is entirely free to hire for "specific reasons" any non-Catholic competent person, provided said person possesses all other moral qualities required by the above-mentioned article. By the expression "for specific reasons", the Catholic Committee implies that, apart from certain special reasons well justified within a given school environment, the teacher concerned is "eminently competent" or that no other is available due to the "real scarcity of competent Catholic teachers" (cf. commentary on Regulation 3 of the Catholic Committee — Regulations of the Catholic Committee of the Superior Council of Education, text and commentaries on Regulations 1, 2 and 3, Québec, March 3rd 1968).

(e) Teacher Training

As for the requirement of moral and religious training expected from teachers entering the teaching profession within public or private teaching establishments in the province of Québec, the Catholic Committee does not

feel ready to give as yet a definite opinion, as its ad hoc committee entrusted with the task of studying this specific question has not yet handed in its report. Nevertheless, the Catholic Committee wishes to express the following provisional opinion:

The Catholic Committee, considering the cultural importance of the religious phenomenon and the necessity for the future teacher to respect this very dimension of the personality of his pupils, believes that, as a required element of a full-scale training of any teacher, it is necessary for the teacher training programme to include compulsory courses of religious phenomenology, history of religious doctrines, etc.). This does of course not prevent the teacher training centres from offering courses in theology to those teaching candidates who express the wish of strengthening their own faith nor from offering special appropriate courses to those whose task it will be to give religious teaching.

Students and Confessionality¹

Sir,

The Catholic and the Protestant Committees of the Superior Council of Education take great pleasure in transmitting to you the enclosed document with their common opinion concerning basic principles which, as regards confessionality per se, must be respected in any sharing agreement contracted between school corporations or any other teaching institutions of a public nature for purposes of integrating Catholic and Protestant students on the same campus or within the same school establishment in Québec.

Along with this opinion is also forwarded a suggestion agreed upon by both confessional committees and concerning general procedures which should be laid down by the Department of Education with regard to the above-mentioned sharing agreements. If these procedures are accepted, it seems that the details of their practical application could be worked out by the Department of Education in conjunction with both confessional committees of the Superior Council of Education.

1. General principles

The following general principles dealing with the question of confessionality have been drafted jointly by the Catholic and Protestant Committees of the Superior Council of Education and are to be respected in sharing agreements contracted between school corporations or between teaching institutions falling within the public sector for purposes of integrating Catholic and Protestant students on the same campus or teaching establishment in Québec.

WHEREAS it may be necessary or advantageous from time to time, in order to effect a better type of school organization, pedagogically, administratively and economically, to group on the same campus or teaching establishment students at the same grade level and of the same language but having different religious affiliation, the Catholic and Protestant Committees of the Superior Council of Education of the Province of Québec are of the opinion that, in the interest of Catholic and Protestant students, sharing agreements may, in accordance with the established procedures, be concluded between contracting school boards or between public schools

(1) Opinion transmitted to the Minister of Education by the Catholic and the Protestant Committees, December 20th 1968.

on the condition however that the conscience and religious susceptibility of the students be respected. Towards this end, the following basic principles mentioned hereafter will be followed in every agreement which is concluded for the said purpose:

- (a) that, in all such schools, the administration and teaching staff agree to and in fact respect the religious belief of both groups while under instruction as well as in the general life of the school;
- (b) that, in the appointment of administrative and teaching personnel, the principle of equitable representation for each of the participating religious groups be insisted upon;
- (c) that Protestant and Catholic students attending the same school receive Moral and Religious Instruction within the regular time-table in conformity with the course of study and textbooks approved by the Confessional Committees of the Superior Council of Education in conformity with the Superior Council of Education Act;
- (d) that the carrying out and free exercise of pastoral services be provided for in each institution;
- (e) that the rights accorded to the religious minority of any school be not prejudicial to the rights of the religious majority with respect to the exercise of their faith and teaching.

2. Procedural steps to be followed with regard to sharing agreements

- (a) Authorization of draft agreements which are submitted:
 - 1. Request for permission from the Minister of Education by both school authorities concerned to draw up a draft agreement.
 - 2. The drawing up of the authorized draft agreement between the school authorities concerned by a local "ad hoc" committee.
 - 3. Acceptance by the parties concerned of the draft agreement.
 - 4. Submission of the draft agreed on by both parties to the Minister of Education for purposes of ratification.
 - 5. Study by the Minister of Education of the draft agreement submitted for his approval:
 - (a) the suitability of the draft vis-à-vis the norms established in the areas of school organization, finance and equipment;

- (b) the suitability of the draft with regard to the general principles established in the area of confessionality;
 - (c) the joint opinion of the Confessional Committees of the Superior Council of Education on the draft submitted.
-
- (b) Execution of the agreement accepted by the school authorities concerned and authorized by the Minister of Education or by the Lieutenant-Governor in Council.
 - (c) Review of the authorized agreement in the course of its implementation.

Public Teaching Institutions in Québec¹

Sir,

I take great pleasure in submitting to your worthy attention the following recommendation of the Catholic Committee of the Superior Council of Education concerning those public teaching institutions in Québec which, in the meaning of paragraph (f) of article 22 of the Superior Council of Education Act, will not be recognized as being either Catholic or Protestant. The enclosed document reproduces fully the wording of said recommendation recorded in the minutes of the forty-ninth meeting of the Catholic Committee.

While deliberating over the practical application of the process of recognition of Catholic teaching institutions in conformity with its mandate granted by the Superior Council of Education Act, the Catholic Committee pondered over the main characteristics that should be particular to those public teaching institutions which are not recognized either as Catholic or Protestant within the Québec school system. The Committee has also noticed a lack of coordination between certain provisions of the Education Act and certain other provisions of the Education Department Act and the Superior Council of Education Act.

Furthermore, before inviting the parents to choose between teaching institutions which, according to their beliefs in the field of school confessionality, will be able to assure the respect of their own rights and of those of their children, the Catholic Committee is of the opinion that it is necessary that the parents be well aware beforehand of all the basic elements conducive to a good choice.

Considering the urgency for competent authorities to explain clearly the terms of certain provisions of the various Education Acts and to assure the respect of the coordination between the terms of said Acts, the Catholic Committee takes it upon itself to ask you to see to it that the Government of Québec be made fully aware as soon as possible of the facts laid out in the various considerations attached to its recommendation and that the necessary steps be taken forthwith in order to prevent all the inconveniences that could result from such situations.

I believe sincerely, Sir, that you will grant this recommendation of the Catholic Committee all the attention it deserves.

May you be assured herewith of the full collaboration of the Catholic Committee.

(1) Recommendation forwarded by the Catholic Committee to the Minister of Education, February 27th 1969.

Confessionality within the Québec School Environment¹

Sir,

I take great pleasure in drawing your attention to the terms of two recommendations of the Catholic Committee of the Superior Council of Education to the Government of Québec. These recommendations, recorded as such in the minutes of the fifty-fifth meeting of the Catholic Committee, relate to the confessional character of the Québec school environment.

On the one hand, the Catholic Committee recommends that, through some suitable legal provision, the Government give the parents of Québec the right, insofar as the education of their children is concerned and without their being subjected to supplementary expenses, to opt for a teaching institution according to their preference other than the one situated within their own district if the latter does not correspond confessionally to their religious affiliation.

On the other hand, the Catholic Committee, considering the non-confessional teaching institutions that will eventually be established within Québec within the general structure of the existing school system, recommends that, through some suitable legal provision, the Government require that those public teaching institutions in Québec, which are not confessional by nature, be compelled to offer suitable courses in catechesis and religious doctrine as well as to offer pastoral services, if the students concerned or their parents request it.

These two considerations fit into the general framework of the problem which the Catholic Committee has already submitted to you in its letter of February 27th 1969. Therefore, the Committee depends greatly on your intervention in submitting, as soon as possible, these two considerations to the Government. The Committee felt compelled to draft these two considerations in view of the present context of the Québec school scene. The Committee is also very anxious to hear what reply the Government has already given or intends to give to its request of last February the 27th.

(1) Opinion forwarded to the Minister of Education, October 29th, 1969.

