



Superior Council
of Education

ANNUAL REPORT 1974/1975



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Monsieur le ministre,

Il nous est agréable de vous transmettre le Rapport du Conseil supérieur de l'Éducation pour l'année se terminant le 31 août 1975.

Le Conseil vous remet ce rapport conformément à la Loi du Conseil supérieur de l'Éducation (S.R. 1964, c. 234, art. 9, par. c).

Veillez agréer, Monsieur le ministre, l'expression de nos sentiments distingués.

Le président,

JEAN-M. BEAUCHEMIN

La vice-présidente

CONSTANCE MIDDLETON-HOPE

Me JEAN BIENVENUE
Ministre de l'Éducation
Gouvernement du Québec

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**What is the superior council
of education?**

The Superior Council of Education was created in 1964, at the same time as the Department of Education, but by separate legislation.

The Superior Council is therefore an independent body, in no way guided, dominated or directed by the Department of Education; it exists by virtue of its own Act, the Superior Council of Education Act (R.S. 1964, c. 234).

It was necessary for the Council to retain its proper independence in order to exercise its role of adviser to the Minister of Education without undue interference. In other words, it had to be free of political attachments or ties and relieved of executive and administrative responsibilities that normally belong to the Department of Education.

And as stated in the Parent Report, an independent Council in its relations with the Department would . . .

« . . . be in a better position to offer fresh points of view on educational policy, to make bold suggestions, to take a broad overall view and to criticize when criticism is in order. »

(Tome I, Ch. VII, p. 107)

COMPOSITION OF THE SUPERIOR COUNCIL

The council consists of twenty-four members of which at least sixteen are Catholic, at least four are Protestant and at least one is neither Catholic nor Protestant.

Twenty-two of these members are appointed by the Lieutenant-Governor in Council, after consultation with the religious authorities and the associations or bodies most representative of parents, teachers, school board members and socio-economic groups.

The chairmen of each of the two confessional committees instituted by the Act — the Catholic Committee and the Protestant Committee — are members ex-officio of the Council.

Except for the chairmen of the two confessional committees, all members are appointed for a period of four years and in no case shall their mandate be renewable more than once.

The Lieutenant-Governor in Council appoints from among the members of the Council a President and a Vice-President, one a Catholic and the other a Protestant.

The Superior Council of Education Act also states that the Deputy Minister of Education and the Associate Deputy Ministers are associate ex-officio members of the Council but are not entitled to vote. They supply the Council, its Committees and Commissions with whatever available information the latter may require in the pursuit of their work.

Mandate of the Superior Council

The functions and responsibilities of the Council are manifold and varied and its task is important.

On the one hand, the Council must

- **give its opinion to the Minister of Education respecting the regulations that he intends to adopt governing the following matters:**
 - the classification and nomenclature of schools and other educational institutions, and of the diplomas conferred by them;
 - subject to the powers of the committees contemplated in section 22, the curricula, the examinations, the diplomas, the teaching certificates and the qualification of the teaching personnel, for all subjects, except subjects leading to a university degree and private education not leading to a diploma conferred under the authority of the Minister;
 - the coordination of education in all grades;
 - the standards for territorial division and the equipment of the educational establishments administered or subsidized by the province.

THE MINISTER, ON HIS SIDE, IS OBLIGED TO SUBMIT THESE DRAFT REGULATIONS TO THE COUNCIL.

- **give its opinion to the minister on any other matter which he refers to it;**
- **transmit to the Minister, who shall communicate it to the National Assembly, an annual report on its activities and on the state and needs of Quebec education.**

On the other hand, the Act gives the Council specific powers. It may:

- a) Solicit opinions, receive and hear the petitions and suggestions of the public in matters of education;**

By virtue of this clause of the Act, the Council welcomes groups of parents, teachers or other representatives who want to submit briefs or special requests of a general nature directly related to education and that fall within the competence of the Council.

- b) make recommendations to the Minister of Education on any matters relating to education;**

The Council is free to act on its own initiative and to give its opinion to the Minister on any given subject in the field of education. It can also ask its Commissions to study more closely any specific subject within their field of competence and to submit recommendations for the Council's consideration.

- c) cause to be carried out such studies and research as it deems useful or necessary for the pursuit of its objects.**

The Council must base its work on scientific and objective data. That is why it has a research team among its permanent staff and why it appoints ad hoc committees according to its needs, composed of members of the Council, its Committees and Commissions. There are also times when it calls on the services of resource persons or specialist groups from outside the Council.

- d) make regulations for its internal management which shall be subject to the approval of the Lieutenant-Governor in Council.**

By virtue of this clause, the Council drew up and obtained approval of a By-Law for its internal management which regulated such matters as the confidentiality of Council deliberations and documents, conditions pertaining to the distribution of these documents, voting procedures with regard to its resolutions, etc.

The COMMITTEES of the Superior Council

The law that instituted the Superior Council of Education also created two confessional committees that are attached to the Council itself: the Catholic Committee and the Protestant Committee.

The CATHOLIC COMMITTEE consists of fifteen members appointed for three years, who are the representatives, in equal proportions, of Catholic religious authorities, parents and educators.

The five representatives of religious authorities are appointed by the Assembly of the Catholic Bishops of Quebec, whereas the five representatives of parents and five representatives of educators are appointed by the Lieutenant-Governor in Council on the recommendation of the Superior Council which shall first consult organizations most representative of parents and teachers and obtain the assent of the majority of the Catholic members of the Council and the assent of the Assembly of Bishops.

The Associate Deputy Minister (Catholic) is an ex-officio associate member of the Catholic Committee.

The PROTESTANT COMMITTEE also consists of fifteen members appointed for a term of three years. They are the representatives of the Protestant denominations, parents and teachers. All are appointed by the Lieutenant-Governor in Council on the recommendation of the Council, which shall first consult organizations most representative of the Protestant denominations, parents and teachers and also obtain the assent of the majority of the Protestant members of the Council.

The Associate Deputy Minister (Protestant) is an ex-officio associate member of the Protestant Committee.

Each of these committees appoints one of its members as its chairman. Both chairmen automatically become members of the Superior Council.

According to the law, these two committees must meet at least four times a year.

Like the Council, the confessional committees have certain specific duties and prerogatives.

They must . . .

- a) make regulations to recognize confessional educational institutions as either Catholic or Protestant, as the case may be, and to ensure their confessional character;
- b) recognize confessional educational institutions as either Catholic or Protestant, as the case may be, and to revoke such recognition when necessary;
- c) 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;
- d) make regulations respecting the qualification from the point of view of religion and morals, of the managing and teaching staff in such educational institutions;

- e) approve from the point of view of religion and morals, the curricula, textbooks and teaching material in such educational institutions;
- f) approve for religious instruction, Catholic or Protestant as the case may be, the curricula, textbooks and teaching material and to make regulations respecting the qualification of the teachers having charge of such instruction in schools other than those recognized as Catholic or Protestant;
- g) make recommendations to the *Council or to the Minister* respecting any matter within their competence.

This last stipulation places the two Confessional Committees onto a very special footing. They have the right within the field of their competence to by-pass the Council if they so wish and get in touch directly with the Minister, a prerogative the Commissions do not have. To all intents and purposes, the Confessional Committees are in fact independent of the Council (except for administrative purposes) although very direct and extremely harmonious links do exist between them and the Council.

The Confessional Committees may:

- a) receive and hear the request and suggestions of associations and institutions and of any person respecting any matter within their competence;
- b) cause to be carried out such studies and research as they deem necessary or useful for the pursuit of their objects;
- c) make regulations for their internal management which shall be subject to the approval of the Lieutenant-Governor in Council.

The COMMISSIONS

The Superior Council of Education Act instituted five commissions to assist the Council in its work. Each one represents a specific branch of education.

- *the Commission of Elementary Education*
- *the Commission of Secondary Education*
- *the Commission of College Education*
- *the Commission of Higher Education*
- *the Commission of Adult Education*

Each commission consists of nine to fifteen members (there are fifteen at the present time), including the chairman. All members are appointed by the Council for a period of three years, after consultation with the institutions and bodies most representative of the branch of education concerned.

As opposed to the confessional committees which elect their chairmen from among their own members, the chairmen of the commissions are appointed by the Council from among its own members.

The Act states that they shall meet at least four times a year and may sit at any place in the province.

The Commissions have a very precise role; they must **MAKE SUGGESTIONS TO THE COUNCIL WITH REFERENCE TO THEIR RESPECTIVE BRANCHES.**

In other words, the Commissions must be abreast of all that is going on in their respective sectors in order to be able to make suitable recommendations to the Council, especially with respect to the annual report on the state and needs of education which the Council is obliged to submit to the Minister.

The outline of their duties seems brief and dry yet it must be clearly specified that our Commissions have all along been very busy and extremely productive. The competence of their members has contributed to the high quality of their work and it can be stated that the dynamism and the enthusiasm of the various members of the various Commissions have inspired and sustained the Council in great many ways.

Committee of Chairmen

As it may be observed, the Superior Council is a complex or multi-faceted organization. The Council, therefore, judged it advisable to create a **COMMITTEE OF CHAIRMEN** composed of the President and Vice-President of the Council, the Chairmen of the two confessional committees and the chairmen of its five commissions, with a view to ensuring better coordination among its varied components. The role of the Committee of Chairmen is, in effect, that of an executive committee within the body of the Council.

Secretariat

It stands to reason that these varied work teams would require some form of support. Thus, the Act has provided for a permanent secretariat whose headquarters is situated in the city of Quebec.

This permanent staff consists of two Joint Secretaries of the Council, the Secretaries of the confessional committees, the coordinators of the Commissions, researchers and administrative agents, as well as a clerical staff. This staff forms part of the Civil Service.

Advice and Recommendations

Since its inception in 1964, the Superior Council of Education has submitted over one hundred statements of advice and recommendations to the Minister of Education.

The principal subjects to which the Council has devoted its attention in the past years are listed below in the form of separate themes:

EDUCATIONAL ACTIVITY

SCHOOL CONSTRUCTION

ADULT EDUCATION

ELEMENTARY EDUCATION

SECONDARY EDUCATION

COLLEGE EDUCATION

HIGHER EDUCATION

TEACHER EDUCATION

LANGUAGES

MANPOWER

SCHOOL GUIDANCE AND COUNSELLING

KINDERGARTEN EDUCATION

PRIVATE EDUCATION

SCHOOL TRANSPORTATION

Part One

**Report on the State and Needs
of Education**

Section One

State and Needs of Education

Introduction

The Superior Council of Education Act stipulates that one of the duties of the Council is "to transmit to the Minister, who shall communicate it to the Legislature, an annual report on its activities and the state and needs of education" ⁽¹⁾

Thus, in its annual reports, the Council draws the Minister of Education's attention to a number of urgent questions that affect the various levels and sections of education.

Since its inception, the Council has supplied the Minister of Education with annual reports describing activities and containing official opinions which had been addressed to the Minister in the course of the year. The opinions state the Council's viewpoint on certain educational priorities. While some of the opinions could go into more detail, they are presented in the form of descriptions which refer to specific questions or sectors.

This year the Confessional Committees and the Commissions were requested to make more systematic analyses of the situations in their respective sectors in order to outline a number of points which require departmental action. As is mentioned in the report on activities, in 1974/75, the Council carried out a redistribution of its resources; this undertaking did not make the Council's duties any easier and, since it was the Council's first endeavor of this kind, its accomplishment was delayed by hesitation and by the fact that several commissions were already otherwise occupied or putting the finishing touches to work begun previously.

The Commission of Secondary Education was granted separate funds due to the situation in that sector. The study being made by the Commission will take two years to complete. However, after the first stage was completed, the Commission was able to table a voluminous report of which a résumé has been included in the present document. The final report is expected at the end of June 1976.

In the past two years, the Council has conducted an exhaustive study on college education and presented its report to the Minister of Education; this report appears in a separate edition entitled "The College".

In the pages that follow, the Council outlines the major points contained in the reports presented to it by its committees and commissions. While the Council does not necessarily endorse each and every point of view or request included in the text, it nevertheless considers that certain priorities must be determined from the various needs which have been pointed out. Those who read the text that follows will remark the important differences, and sometimes contradictions, existing between reports. However, there is always the

⁽¹⁾ Government of Quebec, Compilation of Statutes on Education, R.S. 1964, c. 234, Superior Council of Education Act, section 9c).

possibility that several of the opinions expressed only point to the divergence which may exist between the various levels and sectors of our education system.

I — KINDERGARTEN AND ELEMENTARY SCHOOL

This year, the Commission of Elementary Education devoted part of its work to meetings with pupils, teachers, parents and school principals in different regions of the province. Thus, the Commission's description of the present state of education at the elementary and kindergarten levels attempts to be a realistic reflection of observations made in the schools visited.

1. Observations

1.1 Human Resources

Both members of the Commission and of the groups encountered remarked that there were too few adults in the elementary schools. Despite the new demands created by the individualization of education, the average number of pupils per classroom has remained almost constant since the beginning of the school reform. If we group the elementary, secondary and college levels together, we see that the elementary schools have at their disposal less than 40% of the teaching personnel to fulfil the needs of 50% of the total school population. This explains the difficult task of the elementary school teacher. Besides having to teach all subjects as was the case before, he has to take refresher courses periodically, respond to various inquiries, maintain open communication with the parents, organize visits outside the schools, etc.

The other human resources available in the schools have not been augmented either in the past few years. Elementary schools in rural or semi-urban areas are rarely provided with the services of both a full-time principal and secretary.

The decrease in the school population, which is most noticeable at the elementary level, has led to a decrease in the number of new teachers entering the profession and to the assignment of teachers to other duties. This being the case, it becomes essential for teachers now in the profession to upgrade themselves. Yet, upgrading programmes now being offered by the universities are generally too far removed from the everyday reality that the teachers encounter in the schools. Newer, more adequate upgrading formulae are used in certain milieux where there is a strong desire to improve teaching but this type of upgrading is rarely recognized for purposes of classification or remuneration despite the fact that it is often carried on during after-school hours.

1.2 Material Resources

On the basis of a comparison between the budget rules of a local school board and a regional board and according to a hypothetical sample similar

for both boards, it was shown that for services, general administration, purchasing, hiring of technical and professional services the regional school boards have at their disposal a budget which is 72% greater than that granted the local school boards. Since annual increases in the budget are based on a percentage of the previous year's budget, the gap between the financial resources granted the elementary and secondary levels is getting continually wider.

The departmental publications constitute another type of resource for the school. It has been shown in a survey that teachers are generally unaware of these pedagogical publications, either because they are never received or perhaps never distributed by those who receive them. Some teachers were unable to specify the origin of the documents that are made available to them, or sometimes viewed as compulsory certain documents which are published as "guides" or "for information purposes".

Finally, there exists another material resource that would deserve to be investigated in the near future — school bus transportation. First envisaged as a means for promoting the democratization of education, it has developed into an omnipresent restriction that influences the school calendar and time-table and the distribution of pupils in the schools.

1.3 Parents

Reflecting the apprehension periodically demonstrated by the mass media, parents expressed their concern about having to witness the declining quality of the French language or mother tongue among their children. The more they observe deficiencies at the level of grammar and spelling, in particular, the more they are inclined to lay the blame for defective learning on the school. It is the intention of the Commission to make a thorough study of this question in order to shed some light on a situation that is still ambiguous, despite the great efforts that have been made to solve the problem.

Since their recent integration into the operational structure of the school, parents still do not seem to have a very clear idea of the part they may play in the school. They do not consider that they have any real power. Usually, they do not take part in planning the school's objectives. On the other hand, the teachers and principals have given no indication of what role they would like to see the parents play in the classroom or the school. Nevertheless, it should be noted that parent participation does produce some very positive results where and when it exists — the parents develop a greater comprehension both of the teacher's task and of the pupils' needs.

1.4 Educational Activity

It has become clear that today's elementary school is more open, more human and that children seem happier to attend this type of school even if the concepts of "individualized instruction" and "continuous progress"

continue to generate a substantial amount of confusion. In many locals, teaching activities have been supplemented by new techniques that are able to promote, sustain and stimulate the interest of pupils.

It is fortunate that facilities have been created for handicapped children. However, there is good reason to make the organizational framework of the so-called "special" classes more flexible and to promote new educational measures apt to better serve this type of pupil in certain areas in view of his particular needs.

Our elementary school as it now stands is considerably different from secondary school and the transition from elementary to secondary school still creates a definite problem. The difference is situated in the pedagogical approaches of both levels. This is the source of the major difficulties encountered. The Secondary grade-one level should give serious attention to this problem by helping the new pupils arriving from the elementary level, at even a younger age than in the past, to adapt more readily. If one is to accept the views of certain elementary school educators, the secondary level actually conditions the contents of the elementary level, imposes entrance norms, and as a result, influences the teaching-learning activities of the elementary school.

2. Priority needs

Although it was necessary to mention several needs in our description of the situation, we provide below further details regarding those needs considered as indispensable for ensuring true educational reform at the elementary level.

2.1 School Decentralization and Autonomy

The concept of decentralization that we are attempting to introduce into the world of education is based on the following assumption: changes planned by all persons involved in education in a given milieu would be much more likely to be realistic and, since the changes would emerge from the milieu, each planner would have a vested interest in bringing about the changes.

However, allowing the school to set its own priorities is not enough; the school must be given not only the means, but the freedom to choose the conditions, for meeting its priorities. This would endow the school with a decision-making mechanism and powers of execution. Hence, decisions on where to spend the funds available for various equipment, activities, etc. should be placed in the hands of the school which must be regarded as the meeting place of all those involved in education in a given milieu.

2.2 Human Resources

If reform is to be carried out at this level, then the second most urgent need is an increase in the school's human resources. Moreover, this additional

personnel must be diversified if it is to satisfy the various needs of the children.

Children in the 5 to 12 age-group require more adult attention in their early years of schooling than more senior students. Yet statistics show that in elementary school the number of pupils per adult is greater than at other levels and that the elementary school teacher's task is the most demanding of all. We may have to temper our expectations with respect to the elementary school if these same conditions continue to persist.

To increase human resources at the elementary level would not necessarily call for an increase in expenditures but rather for a reallocation of resources wherein the educational priorities would determine the financial ones.

Conclusion

The Commission of Elementary Education hopes that priority may be given to the elementary school in the forthcoming distribution of the finances that are allotted to education. The new needs appear to be very great and the means available seem clearly inadequate in relation to the school population to be served. More than at any other level, it is the young pupils in elementary school who need the presence of the largest number of adults.

The Commission is of the opinion that some of the problems encountered at the secondary and college levels could be avoided were the elementary school equipped to service the needs of its clientele in a more adequate and diversified way.

II — SECONDARY EDUCATION

It is the Council's wish that special attention be given to secondary education owing to the profound changes and rapid development that have occurred at this level since publication of the Parent Report and the creation of the Department of Education. Consequently, the Commission of Secondary Education has undertaken a thorough study which should be completed in June 1976.

Since the Commission had accepted to collaborate in other studies under way, it was unable to begin its work on the state and needs of education until February. In view of these circumstances, the Commission decided as an initial step to make use of press clippings as a means of quickly summing up various questions, problems and opinions which could be further dealt with the following year in a more complete description of the state and needs of education that would be more acceptable to those involved in education. It should be mentioned here that the Commission was forced to limit its work to the French-language press. Nevertheless a review of the English-language publications will be undertaken when work gets underway again in September 1975.

However, the report presented to the Council ⁽¹⁾ does not consist solely of a review of the press. The Commission also refers to the objectives of the secondary school as defined by the Royal Commission of Inquiry on Education and by the Department of Education; in contrast to the press reviews, the Commission summarized some of the “amazing” achievements of the “reform”. At the same time, the Commission mentioned some basic questions requiring immediate solutions and formulated certain hypotheses on the true needs of secondary education.

1. The press’ interpretation of the problem

Some five hundred articles on secondary education were selected from a series of articles assembled by the Department of Education’s Communications Service and published in the “dossiers d’information” entitled “École, milieu de vie” as well as from a selection of newspaper clippings supplied by the same service.

Of the 500 articles selected, only a dozen (with the exception of some articles on innovations made in education) discuss the positive aspects of secondary school; the rest emphasize the failure or semi-success of the secondary school which emerged from the “reform”.

The main problems raised in the press are outlined below by order of the school year covered.

In 1971-1972, the most popular topic was dehumanization of the school, especially during a symposium entitled “The School, a living environment” which was held in November 1971 at the “Cité des Jeunes” in Vaudreuil. On this occasion, special emphasis was placed on the drawbacks of the comprehensive schools (long corridors, drab-colored walls, absence of places to congregate, etc.).

According to the press, the above drawbacks partially explained how, in a school which had become a “teaching machine”, neither pupils nor teachers had a place set aside specifically for them. Apparently, human imperatives had been lost in the attempts made towards democratization as well as in the maze of administrative problems and new educational techniques.

In 1972-1973, the press again took up the theme of dehumanization in the school viewed as a “psychological environment” with more emphasis on the individual. According to the wishes of Mr. François Cloutier, the new Minister of Education, 1972 was to be the year of humanization in the schools and the end of the era of “course factories”.

⁽¹⁾ It was necessary to condense this text of approximately one hundred pages in order to make it conform to the length foreseen for the present report on the state and needs of the various levels and sectors of education.

It was concluded at a symposium that the comprehensive schools had become less "demoralizing" due to some physical improvements. The press meanwhile continued to stress the lack of human relations and accused the school of offering university instruction to children who had completed elementary school and were consequently faced with the problems of adaptation, excessive freedom and alienation.

In 1973-1974, the press made less reference to dehumanization (only three articles touched on this topic); their attention was directed specifically to vocational education and the cumulative school record.

The "School, a living environment" concept was replaced by that of "The School, in the midst of life". Some people, who considered that the school did not fulfil the needs and expectations of the new society and contemporary living, hoped that it might become more open towards the milieu and everyday reality. In order to do so, it would have to redefine its objectives and find the means to attain the following goals: to approach studies in a less biased manner and be more concerned about training future citizens and workers to be both versatile and flexible. Once more it was stated that education should focus on the pupil.

A corollary problem was often raised by the press: the increasing distress of youth as to the future arising from the feelings of rejection by inadequate and incoherent educational and vocational guidance.

Other points often mentioned were as follows: the school in the working class area; the drop out problem; decentralization and sex education.

In 1974-1975, the press often brought up the question of dehumanization as if the image of the comprehensive school viewed as a gigantic "dehumanizing" monster had been permanently imprinted in the press' imagination. All of the improvements, educational innovations and attempts to solve the problem seemed unable to influence this negative impression. While some people suggested that humanization of the school was but another myth, others still believed in the emergence of a school which would meet the needs of its pupils and give priority to human relations.

The following important points appeared in the articles selected for 1974-75: the necessity of focusing education on the child; the urgent need to enhance and re-organize vocational education and, finally, the need to reconsider the education offered to the disadvantaged areas in the light of the values existing in these areas. In addition, the controversy surrounding the film produced for sex education and the discussion about history instruction and decentralization made the headlines in the last few months (mid-February 1975).

With respect to French instruction, more and more people demanded a return to the traditional methods and programmes which were idealized when compared to the new education now seen as a scapegoat.

Conclusion from the Press Reviews

As is obvious after having read the columns of figures appearing under the different headings in the report tabled before the Council, the subjects discussed by the press have one thing in common — together they constitute one long indictment of the secondary school which, according to some allegations, was conceived by inconsistent, ethereal technocrats.

In the first place, the press drew attention to the very serious human problems that had resulted from the rapid creation of comprehensive schools made necessary by the thousands of children enrolled at the secondary level. The majority of the views expressed pointed to one general malaise — secondary school had become a demoralizing, anonymous environment cut off from the milieu and from every day reality. Principals, teachers and pupils seemed to revolve in this environment without any mutual contact; the consequences of this were dissatisfaction, rebellion and frustration.

The overall objective achieved by the reform was the democratization of a system formerly founded on “elitism”; however, each year more earnest hopes were expressed to see the school show more concern about quality and act to satisfy the human imperatives.

Minister François Cloutier made the following statement: “The challenge no longer lies in creating a new system but to change it for the better”.

2. The commission’s preliminary analysis of the situation

2.1 The Evolution of Secondary Education

Having reviewed the French-language publications of the last four years, the Commission regrets the fact that neither the newspapers nor the Department of Education in its official communication has ever summarized the evolution of secondary school from the beginning of the reform in the 1960’s up until today. An outline of some of the points that might be contained in such a summary follows.

In 1964, the following characteristics depicted the school:

- open to a small number
- monolithic
- clear as to its role
- strongly convinced (and supported in its convictions) of the values of authority, discipline, religion and morals, the value of education
- protected from social caprice.

Since the early 1960’s, Quebec has witnessed a rapid evolution which led to the shattering of values that had once been inviolate — for example, religion, family, concepts of authority and discipline, devoted and impartial teachers. This evolution was also the cause of several new socio-cultural phe-

nomena: the increasing independence of Quebec in the cultural and political fields; rising expectations for joint administration and decentralization; common fronts of the unions.

The school has undergone a thorough reform which resulted in some amazing achievements,

— *in the area of accessibility*

Within ten years the secondary school population increased from 355,779 pupils in 1963-64 to 671,803 pupils in 1973-74. The school population became diversified: so-called "special pupils" (emotionally disturbed, the handicapped and academically weak) were integrated into the regular school system and provided with the services of psychologists, specialized teachers and specialists in corrective teaching. School transportation was organized throughout Quebec to serve an almost complete network of comprehensive and secondary schools (926). This network of schools was unique.

— *in the field of educational services*

Modern, often costly, installations are now available to the pupils (gymnasiums, professional workshops, cafeterias, libraries, audio-visual centres, amphitheatres, swimming pools).

The Commission is of the opinion that a revision of the achievements and educational experiments that resulted from the "reform" would undoubtedly create the *confident, satisfied* climate greatly needed in the education system and promote the *enthusiasm* and *aspirations* necessary for the improvement and continuation of the work undertaken so far.

2.2 The Complex Situation in the Schools

It would be most unfair to a great number of today's teachers to generalize, as the press has done, and arrive at the following judgments:

- "The school has been dehumanized; it has become a brain factory";
- "The human being no longer exists in the school";
- "Teachers are not competent enough";
- "Parents understand nothing about the system";
- "Principals are more concerned about administration than about teaching";

and all the other monumental charges laid against the school.

In the Commission's opinion, it would be fairer and more objective (1) *to say* that secondary comprehensive schools are *faced with serious difficulties* (dehumanization caused by grouping too many pupils together; difficulty in keeping abreast with the rapid change); (2) *to place more emphasis* on the experiments being conducted by people who have not lost faith in the project and (3) *to come to the assistance* of those who encounter serious problems. Observation of all of the solutions that have been found throughout the

province and all innovations made in education give some idea of the dynamism in the school milieu.

On the other hand, the Commission, in support of Mr. Bernard Lachapelle, former director of the Quebec Office of Planning and Development, believes in the necessity of "calling a halt to the educational experiments in which the youth are obliged to participate". It is equally necessary to reconsider the recommendations of the Parent Report. The Royal Commission of Inquiry advocated a system focused on the "student" and stressed the consequences of poor implementation of such a system.

In order to breathe a new spirit into academic life, we have strongly urged two concrete means of centring the school upon the student — a composite programme and activist teaching. Neither can be dissociated from the other. The composite institution allows each pupil to choose courses corresponding to his interests, abilities and learning speed. With the help of his teachers' advice and a good guidance service — the absence of which can wreck composite education — the student will progress both more rapidly and in accordance with his natural talents, while at the same time acquiring the broadest possible base of general culture. But composite education requires large institutions; it does away with the class (or "grade") as a group; it breaks up the relationship of the pupil to the "form" or class teacher. These are factors which can lead to a climate of anonymity at the very moment when the adolescent needs to identify with adults and schoolmates. Activist teaching supplies the needed corrective. It establishes a new form of personal relationship between the pupil and his teachers. It encourages the establishment of small study — or even research — groups among schoolmates, associated with several teachers or a project leader. It obliges each individual to develop his initiative and to contribute the best of his capacities in team study. If activist teaching is combined with composite education, and if teachers are prepared for activist methods and to serve as leaders of group projects, there is every reason to believe that the individual student will receive more personal attention in these large secondary schools than he now does in schools of the traditional variety ⁽¹⁾.

Several of the hypothetical problems referred to in the above excerpt are indeed those of today's school. Now that many bodies are concerned about the problems that have resulted from the "reform", the Commission deems it advisable to reconsider the Parent Commission's work as a first step towards a re-assessment (the report often specifies whether a certain matter requires in-depth study, serious analysis or research); then, *having assimilated the text, made certain adaptations and readjustments, it would be advisable to comply with the guidelines set forth.*

⁽¹⁾ Parent Report, Volume IV, page 6.

3. The needs of secondary education

This year, the Commission decided to rely on *popular opinion* as interpreted by the press in order to make a compilation of all the problems concerning secondary education. Hence, it is too early yet to properly define the needs of this level of education after only a *preliminary analysis*. Nevertheless, the Commission considers it would be useful, if not necessary, to state some of the basic questions that have been troubling many educators. At the same time, it is expedient that the Commission illustrate some of the needs of the secondary school as they appear at the moment.

This attempt towards a synthesis could stimulate concerted action in the fields of research and educational activity.

3.1 Some important Questions

3.1.1 Democratization often had the effect of reforming the structures as if quantity and quality were insurmountable and it was a matter of aiming first at the former and only later at the latter.

How can we utilize what has been in operation for ten years to develop quality in the secondary school?

3.1.2 As soon as the Parent Report was published, reforms were initiated. Quebec accepted the incredible challenge of transforming its entire school system within ten years while most people involved in education were ill-prepared for such great changes.

Now is the time to find the means of planning and implementing changes in education so that there will be no repetition of past mistakes and in order to ensure the coherent development of secondary education.

3.1.3 Although the school is now democratic (i.e., public, accessible to all), on the whole, many decisions still come from "above".

A situation to avoid is that whereby democratization might lead to more hierarchy and encourage ever more conflicts of power.

3.1.4 Secondary school has not yet reached the point where it serves the needs and interests of all pupils. Both the poorest and the best students suffer academically for the following reasons: there has been no change in teacher training and upgrading programmes; the courses of study have changed little and the instruction is aimed at the average student.

Furthermore, the school knows little about the needs of the so-called working-class or disadvantaged areas and is unaware of the true causes of the school drop out problem.

If educational democratization is to be achieved at the secondary level, what objectives should the secondary school pursue? What educational equipment must be supplied? What modifications should be made in the courses of study and in teacher training and upgrading?

3.1.5 Although participation and consultation have practically become slogans in education, it is questionable whether either of these has produced the desired results. In some cases, this is due to inadequate methods while, in other cases, it is the result of a phenomenon that is likely to become more wide-spread, namely the voice of opinion being monopolized by social groups, organizations, associations and union representatives. For instance, whenever an executive states an opinion on a very important issue in the name of all the members of his association, there is no way of verifying the results of the investigations carried out by the association. The press usually gives much coverage to the opinions of social groups but it is difficult to get the opinions of citizens who do not speak out either in these groups or outside them.

What procedures should be set up in both the Department and in the school milieu so that participation and consultation may make educational activity a collective effort?

3.1.6 It is of prime importance that the school's role in Quebec society be made clear. At present, one gets the impression that the school is expected to assume all of the roles assigned to those involved in education — that of parent, tutor, teacher, social worker, defender of cultural and religious values, etc. However, as soon as the school attempts to fulfil this multiple role, it is strongly criticized. Such wrangling hinders the peace and calm that should reign in any educational environment.

Since the task of defining the school's role, which implies the analysis of its objectives, responsibilities and powers, is no longer simply a question of State jurisdiction, it would be advisable to request the collaboration of the 186 school committees existing at the secondary level to define this role.

3.2 The Needs of the Secondary School

If the optimal development of the secondary school is to be ensured, it is not enough to merely describe the state of secondary education. Such a description should be accompanied by an outline of the needs in this area and of the problems created by the influence of a constantly evolving society on this level of education.

Following this *preliminary analysis*, the Commission intends to set forth a series of hypotheses likely to provoke immediate discussion which would be headed by the Commission and the various bodies involved in secondary education.

THE SCHOOL NEEDS

- 1) explicit objectives;
- 2) clarification on the "raison d'être" of secondary education by the authorities concerned;

- 3) a re-distribution of powers based on the principle of logically shared responsibilities, i.e. true, valid decentralization;
- 4) to enhance the role of educating and to promote the image of the school as the ideal place of education within the school system;
- 5) reallocation of investments (financial, material and human) based on the quality of human relations;
- 6) to review the study courses in accordance with the principles of *education activity* “the unconditional participation of the student in his own learning process, a student’s freedom to progress at his own pace, according to his ability, the growth of the student along the lines of his natural development”; ⁽¹⁾
- 7) concerted action in the field of educational research (teachers — universities — Department);
- 8) a coherent policy for change;
- 9) methods for planning and evaluating educational experiments conducted in the milieu; methods by which the school system can capitalize on those experiments considered worthwhile;
- 10) to set up valid methods for communicating information between the school and the population, between the Department of Education and the milieu;
- 11) the continual transmission of helpful information from the Department of Education;
- 12) a peaceful educational environment which would result from the following conditions: calling a halt to major changes; establishing stable, sincere relationships between pupils and teachers and offering the pupils a dynamic socio-political education. ⁽²⁾

Conclusions

In the course of the last ten years, the evolution of secondary education has kept pace with that of Quebec society. This level of education has undergone rapid, profound transformations, often occurring simultaneously. Those people involved in education who oversaw these changes did so without any real prior preparation. For example, directors general, principals of the comprehensive schools and teachers, within a very short space of time, found themselves engaged in altogether new duties and structures that had to be understood, defined and clarified in relation to their daily tasks. The very long period of improvisation that followed created worry, lack of confidence, fatigue and often confusion. The pupils were also affected by the after effects

⁽¹⁾ *Educational Activity*, 1969/70 Annual Report, Superior Council of Education, p. 29.

⁽²⁾ The Commission considers it dangerous to keep the students constantly preoccupied with social conflict on the pretext of offering them a socio-political education.

of the successive reforms. However, it was with the pupils in mind that the changes had been made.

Although this rapid "reform" has produced some amazing results, it can no longer be continued at the same pace or under the same conditions. No longer should the secondary school continue to drift with the current, nor should it be the first and often the most affected by social movements. Secondary school pupils have reached a point in their individual development that is itself often characterized by rapid, profound changes, by the search for an identity and worry about the future, etc. Instead of adding to the inner turmoil experienced by the pupils, the school should offer the youth a peaceful educational environment. The Commission believes the school can succeed in this area if it puts an end to radical change, reflects upon the last ten year's experiments, promotes solid, sincere relations between pupils and teachers and encourages a dynamic socio-political consciousness among the youth that must bear no semblance to indoctrination or involvement in social disturbances.

Pupils are influenced to a much greater extent by the quality of human relations and the educational climate than by their course of study and physical environment. Therefore, it is the Commission's hope that the frantic desire for change will be suppressed and that a more peaceful, calm atmosphere will prevail in the secondary schools.

III — COLLEGE EDUCATION

Note:

On July 21, 1975, the Council presented the Minister of Education with a report on the state and needs of college education entitled "Le Collège". The report was drawn up after much consultation throughout the colleges and the presentation of over 300 briefs that were forwarded to the Council. Part of the report is devoted to the situation of education at this level while the other part sets forth recommendations concerning the main guidelines at the administrative and educational levels.

In the last two years, the Commission of College Education worked in direct association with the Ad Hoc Committee of the Council which was responsible for the necessary research. Consequently, it was considered unnecessary for the Commission to draft a separate report from that which the Council adopted as an official opinion to the Minister.

The College Report was made public and published separately in French and English. ⁽¹⁾ A synthesis of the consultations ⁽²⁾ compiled by a team of re-

⁽¹⁾ Superior Council of Education, *The College, Report on the State and Needs of College Education*, Report to the Minister of Education, July 1975,

⁽²⁾ Superior Council of Education, *Le Collège, Synthèse de la consultation concernant l'état et les besoins de l'enseignement collégial*, by a research team under the direction of Francine Hallé, July 1975.

searchers is also available for the information of the school milieu. Other studies that complement the information contained in the report will also be published.

IV — HIGHER EDUCATION

1. Objectives of Undergraduate Studies

Pressed by the many demands made by society, the universities have made their programmes more and more specialized. Rather than giving a broader scope to the fields of study, the universities continue to departmentalize and fragment the various disciplines and, thus, risk neglecting the basic, general education that is usually offered at the undergraduate level.

Given this tendency, the Commission of Higher Education would like to draw attention to one of the priorities in higher education, i.e. a *better definition of the objectives* of undergraduate studies.

1.1 Concerning the fields of study and knowledge

As more and more knowledge is acquired each day, the fields of study tend to branch out into an ever-increasing number of specialties. The university student's training most naturally takes this factor into account; however, it is the Commission's opinion that, *at the undergraduate level, it is more important:*

- to acquire a definite manner of thinking and organizing in one given field rather than to assimilate the greatest possible knowledge;
- to become well acquainted with the basic principles and theories belonging to various areas of knowledge rather than to specialize exclusively in one specific field;
- to learn to see the relationship between the different fields of study rather than to do exhaustive studies in a single field searching for all practical applications.

1.2 Concerning individuals

Undergraduate education is not primarily aimed at the progress of science but at the total fulfilment of the individual who will soon be called upon to fill a professional post in society. Therefore, this level of education should also pursue the following goals:

- provide the student with sufficient basic education to allow him to better understand the evolution of society and of his profession and to use the knowledge gained in the most efficient manner;
- teach the student to assimilate knowledge in such a way that it takes on a vital, emotional significance for him;
- help the student to develop his attitudes and behaviour on both professional and human levels (the human dimension being represented by a sense of responsibility, ability to organize, respect for others, etc.);

- arouse the student's desire to enrich his personal formation by participating in extracurricular activities other than professional ones that will contribute to his personal fulfilment as a well balanced, accomplished individual in society;
- finally, to stimulate the student's spirit of initiative and change so that, eventually, he will be able to fulfil his own intellectual aspirations by means of research, creativity and innovation in his profession.

1.3 Concerning society

In the past, the university may have concentrated too much on responding solely to the demands presented by the fields of study and by the professional associations. Without necessarily becoming a public service obliged to satisfy all of society's demands immediately, the university should:

- be better equipped to respond to the student's needs, these being more or less representative of the needs of society today and in the future, particularly since the university is becoming more open to all classes of society;
- attempt to serve society by aiming at the quality of life of its graduates rather than by increasing the number of specialized programmes, as mentioned above, or by increasing the number of graduates;
- become an effective promoter of change in society to the extent that change is necessary if our civilization and culture are to progress in a healthy manner.

2. University Resources

It is not the Commission's intention here to decide whether the State's *financial* resources are fairly distributed among the various institutions of higher learning or whether the latter receive a fair portion in relation to the other levels of education. The Commission will nevertheless point out two situations that create an insecure climate everywhere and slow down university development:

- despite the constant growth of the university population which must be maintained if we are to catch up with other universities elsewhere (11% in Quebec as opposed to 15% in Canada and 25% in the United States), our universities and research establishments today are reduced to the point where they have difficulty functioning at their usual pace; because of this, the quality of education offered and of the research and teaching must suffer;
- since the universities have little idea of what their budget for the next few years will be, it is very difficult for them to do any serious, logical planning.

Despite the university's efforts to organize rationally, the most important resources — the human ones — are becoming increasingly insufficient:

- due to restraint, professors are over burdened; discouraged by this situation, some professors resign while others are enticed by other positions

- and add to their work-load by accepting outside work as well, either to supplement their income or to become more reknown;
- more and more professors are being attracted by unionization; this new phenomenon will necessitate considerable changes in the university structures and a re-definition of the concept of participation;
 - the very prevalent desire to organize and achieve administrative efficiency tends to push educational activity into the background.

3. Courses of study

Considering the proliferation of the number of university programmes that respond to more and more selective and specialized demands, there is reason to be pleased with the fact that the universities have opened up to society. However, in spite of this opening up, and perhaps because of it, some serious questions arise concerning this new development. For example:

- Before turning to the university, would it not be better to first evaluate the needs and resources of the milieu and *then* to plan?
- Does the university offer the only means of responding to these needs? . . . Is there still a need for the university to “fill the gap”?
- Should there not be more concerted efforts between universities regarding the selection of courses of study?

Regardless of the answers to these questions, all university programmes must be prepared or revised in such a way as to enable the students to reach their education objectives.

4. Specific Challenges

The Commission would like to mention briefly some of the *major challenges* of the present circumstances which should be resolved.

4.1 University entrance policy creates a considerable problem for administrators: if an open-door policy is practised, there are two possibilities — either the university accepts a large number of candidates unlikely to complete their studies or the quality of education is apt to be lowered. If, on the other hand, too much importance is placed on selection and quotas, not everyone will have an equal opportunity to attend university or candidates will be pushed into fields which they will not have chosen freely; with the latter occurrence, there is the risk that students will be unmotivated.

4.2 As the institutions continue to expand, there seems to be more and more need to organize and standardize the administrative technology. When this occurs, more pressure should be exerted on the technology so that it may take account of the urgent requirements of teaching and educational activities. Thus, the dehumanization and depersonalization of the university institutions should be avoided.

4.3 Places of higher learning have increasing need of public funds in order to develop. They then have a social obligation to make a public account of the use of the funds placed at their disposal; this must be done without any loss of autonomy in the teaching and scientific fields.

It will not be easy for the university to accept all of these challenges and to find a new identity in a constantly changing world, nevertheless, the university must not accept defeat. It has a twofold task: as it evolves, it must not overlook its own limitations and, at the same time, it must select the essential values of human kind from its past and from the history of thought and transform them into learning material that will interest generations to come. Above all, the University must seek truth and not let itself be carried away by present day trends, utilitarian methods or the worship of quality.

V ADULT EDUCATION

The Commission of Adult Education remarks that while adult education has undergone some profound changes in the last decade, it in turn has influenced the evolution of Quebec society. In fact, many of the social changes that have taken place are attributable to the thrust of adult education services during the past fifteen years.

1. Adult education, a factor in social development

The needs of the adults in 1975 bear almost no resemblance to those expressed around 1965. Gradually, education of a general type has been replaced by individual and social instruction, especially vocational education. Other phenomena significant of cultural and social changes are as follows: the noticeable return of young people to adult education activities; requests from social, cultural and political associations for specific educational services for their members; the student population's interest in services offered by the colleges; the interest shown by the unemployed in learning a job or trade. The above signs of cultural and social change became evident in the adult education system and many of them originated in this system.

According to the Commission, the evolution in attitudes and mentality resulting from adult education is another prominent factor that has emerged in the past few years. The law now stipulates that "every person has a right, to the extent and according to the standards provided for by law, to free public education" (*Law 50*), a right which was previously restricted to youth. The Superior Council of Education's College Report advocates the availability of college services for the entire population. Finally, the public is less inclined to consider "night courses" and "adult education" as being synonymous.

The organization of services has also followed a new direction. Many attempts attest to the desire to group the adults together in their own living milieu and to put the system's resources at their disposal (for example: Multi-Media, SEAPAC, Radio-Quebec, etc.). Because of these developments, the

concept of the traditional school has been replaced by a broader concept of education: "education on-the-spot" as opposed to "the school for the young which is open to adults".

2. Urgent Matters

Whenever any problem having to do with adult education comes under study, we consider it very unfortunate that there is no overall policy on adult education in Quebec. It must be admitted that, in certain areas it is impossible to study the problems and propose acceptable solutions without knowing the basic positions of the Department in relation to the various components of adult education. The various authorities involved in education often resort to competition rather than to collaboration. This is mainly due to the lack of clarity (and, consequently, of rigidity) in the determination of the zones of jurisdiction between the three levels of the Department of Education's system, between the Department and the private sector, the other departments, business, associations, etc. There is a strong risk that such confusion may result in anarchy.

In spite of the many efforts made until now, adult education has not yet reached all sectors. For example, physically or mentally handicapped adults have yet to be considered by the present system. In the future, the following services should also come to the attention of adult education: leisure; training for executive positions; preparing people for retirement; old age; and other services dealing with society in the future.

Another short-term objective that should be pursued is to make the adult educator a professional in education. In order to be fair, it is urgent to put an end to an abnormal situation which, if it continues, is likely to seriously prejudice those who are already bearing the cost. At the same time, it is imperative that there be some stability among the training personnel so that the quality of the services may be improved.

Finally, it seems that the problem of evaluation is doomed to remain unsolved. However, it is futile to attempt to plan the organization of the education services without first having identified the nature of the needs and assessed the effectiveness of the methods used. Without any evaluation, the persons responsible for adult education are generally unable to disclose the problems and, therefore, unable to solve them.

3. Obstacles that may compromise progress already made

There is no denying the fact that the remarkable progress made to date in adult education is attributable to a certain amount of empiricism, whether this be genuine or not. Yet, adult education cannot rely indefinitely on good will and cautious methods. Like any progressive industrial or commercial

business, it would be to the advantage of the adult education system if it invested in applied research and systematic evaluation. It would be extremely interesting to find answers to such questions as: How does an adult learn a notion? How can he best develop his psychomotivity abilities? Under what conditions is he able to change his behaviour? With these problems in mind, it would be necessary to involve the university in developing pure research, mainly in suggesting means of collaborating.

Finally, along with the other obstacles to the progress of adult education, we must mention the present means of financing the services. It is a well-known fact that the major source of funds for adult education originates outside the province. This situation limits the province's freedom in fixing priorities for adult education.

Despite the difficulties encountered, we can still hope for new developments in adult education. It is up to those who are concerned with this sector to maintain their positive attitudes, encourage more dynamism and to remain alert to what is going on.

VI — EDUCATION IN THE ENGLISH-SPEAKING SCHOOL MILIEU ⁽¹⁾

The political, linguistic, social and economic climate in Quebec creates a feeling of rejection and insecurity among the English-speaking population in general and in the English language school milieu in particular. Generally, English-speaking Quebecers interpret the changes in the law concerning education and language during the past decade as restrictions on their freedom and initiative in the field of education.

The development and consolidation of public secondary education in Quebec present important differences according to the milieu concerned. Education in the English-speaking Catholic sector, previously under Church jurisdiction, is now the concern of the school boards. In the English-speaking Protestant sector, secondary education has been under school board authority since the beginning. The State's recent intervention in school planning and administration provoked different reactions in each sector. The English-speaking Catholics would appear to prefer having their own school board rather than being under the jurisdiction of a French language school board.

1. Philosophy, Goals and Objectives

Since the creation of the Department of Education in 1964, there has been no clarification of specific policy on the philosophy of education, its goals and objectives. This may be due to the considerable differences between the educational philosophies of the English and French-speaking populations.

⁽¹⁾ This report, of which excerpts are included here, was prepared by a special consultant upon the request of the Council executive.

Secondary education in the English language sector has continued to develop according to the philosophy, goals and objectives of education accepted by the English-speaking community.

However, it is the State's responsibility to help the main sectors of the population to define a philosophy of education, its goals and objectives in conformity with their cultural and religious heritage and their aspirations for their children's education. The diversity of needs should be recognized and accepted. Once the objectives and goals of education have been established with the Government's assistance, they should be widely publicized and recognized as the basis of any departmental education policy.

2. Courses of study, examinations and tests

While, on the one hand, the Department of Education declares teachers free to adapt the core-programmes to the needs of their milieu, on the other hand, the Department continues to impose centralized, departmental examinations. The Department's role should be to help teachers in elaborating, revising, adapting and evaluating the programmes in order to better satisfy the needs of the milieu.

In the last ten years, the policies of the Department's Measurement and Evaluation Service have proved very traumatic for the English language secondary schools. The Department has apparently remained indifferent to criticisms on the contents of the examinations and of the errors they contain, to the imposition on the school in having to administer the examinations and the periodical problems created in processing the data. As a result the English language school sector has little confidence in the departmental examinations and tests.

Students, teachers and parents should be freed from the constraints of the Department's Measurement and Evaluation Service and especially from the final departmental examinations. An affirmative answer should be given to the school boards' repeated requests for accreditation. The funds now devoted to the upkeep of the centralizing service should be allocated to the local and regional school boards for the improvement and development of their own methods for evaluating the progress and performance of their students.

3. Guidance

In generalizing the subject promotion system throughout the secondary comprehensive schools, the Department should have sensed the key role to be played by the guidance counsellor without whom it would be difficult, if not impossible, to ensure adequate education and guidance which is equally indispensable.

The artificial separation between teaching and guidance which places the teacher and guidance counsellor in two different individual roles should be

abolished. The conditions for eligibility as a counsellor should include success as a teacher and, preferably, some work experience other than in the school sphere. It is essential that confidence be established and maintained in the relations between teachers, counsellors, parents and students.

4. Improving Education

The school structures must be simplified so that the elementary and secondary levels may have common jurisdiction and, thus, be able to co-ordinate their philosophy, goals and objectives in order to make the transfer from the first to the second level a smooth one.

5. Inter-school board Agreements

In areas where the English-speaking population is scattered, agreements between Catholic and Protestant school boards constitute a positive means of guaranteeing secondary education. Generally, such agreements have been satisfactory to the interested parties and allowed the two groups to take advantage of better facilities and competent personnel.

This type of cooperation between school boards of different confessions has led to the construction of joint secondary schools at Cowansville and Lachute, the setting up of facilities for English language education in the new French language comprehensive schools in the Catholic sector at Gaspé and Bonaventure. Another agreement allowed students from the North Shore of the St. Lawrence to continue their education at the Eastern Townships Regional School Board.

6. Decentralization

It is imperative that the current trend to centralize be reversed so that the school boards may exercise their authority and control over the educational measures which come under their jurisdiction. The English-speaking Catholics are in a particular situation. The school structures should be organized in such a way as to give them more direct control over their children's education.

7. Post-secondary Education

Until the CEGEPs were set up, students who had completed secondary school could immediately enrol in a four-year university course leading to a Bachelor's degree. The creation of the college level then represented an additional year of studies. Therein lies one of the main reasons for the Anglophone resistance to the establishment of the CEGEPs.

Every year, many secondary school graduates leave Quebec to enrol in a university in the Maritimes or elsewhere where they can receive a Bachelor's degree after four years of study.

Conclusion

Secondary education in the English language sector in Quebec has been experiencing tension and insecurity that were inexistent ten years ago. This can be confirmed by any objective observation of the briefs and petitions submitted by the various associations and organizations concerned with English language education in reaction to the statutes on education, to the measures and policies of the Department.

Despite such restrictions, English language secondary education is viable and conforms to the evolution of education in Quebec and throughout Canada.

VII — CHRISTIAN EDUCATION IN THE CATHOLIC SCHOOL MILIEU

In the course of 1974-1975, the Catholic Committee of the Superior Council of Education presented the population of Quebec with a survey of the state and needs of Christian education contained in VOIES ET IMPASSES. It would not be feasible here to include such a complete and detailed report. However, the Catholic Committee would like to devote special attention to some needs that came to light during its hearings and consultations.

1. The publication of VOIES ET IMPASSES stimulated reflection throughout Quebec on the role religion should play in the school setting. The very favourable reception given this publication was strong evidence of the general need for each milieu to elaborate a coherent educational plan. It is expedient that such a plan specify the role and conditions of individual education.
2. The period Quebec has experienced in education, characterized by the setting up of new structures and administrations, and by the need to fulfil urgent needs, has provoked much thought and aroused the interest of both educators and the population in general; it has become a question of prime concern throughout the province.
3. The Department of Education has stated its intention to withdraw from administrative centralization that has become excessive. The Department must nevertheless show leadership in education, this guaranteeing the quality of the orientations and realizations of the system.
4. Regarding the integration of religion in the school plan, the Catholic Committee emphasizes certain priorities that merit attention:
 - a) include more specific mention of confessionality in the various documents emanating from the Department of Education;
 - b) encourage more parent participation in the integration of religious and moral values into the educational plans of each school milieu;

- c) give religion teachers at the secondary level a work load which permits them to teach in more human conditions and achieve their teaching objectives;
- d) provide satisfactory organization and qualified personnel for the religious instruction of handicapped children and vocational students so that these areas do not become disadvantaged sectors;
- e) at the secondary level, be more explicit about the status of religious education with regard to certification and accreditation;
- f) at the college level, fill the serious gaps in the religious and spiritual areas, an almost generalized absence of support;
- g) make the universities more aware of their responsibilities in preparing Quebec teachers to work in Quebec, i.e. in confessional schools.

VIII — CHRISTIAN EDUCATION IN THE PROTESTANT SCHOOL MILIEU

1. Parents and Moral and Religious Instruction (M.R.I.)

Generally, parents are in favour of the diffusion of religious information. Many believe it desirable to communicate the ideals of the judeo-christian tradition to the students. Nevertheless, they insist that the programmes deal with the problems of society and the practical means for coping with these problems. Some parents firmly believe in biblical instruction which represents an important heritage for their children.

2. Confessionality

2.1 as envisaged by the Protestant Committee

During its public hearings held throughout the province, the Protestant Committee remarked that the participants were convinced that the only means of respecting the right and aspirations of non-Catholics would be to maintain a confessional education system. It is a well-known fact that Protestantism is, by its very nature, multi-confessional. The Protestant schools welcome children from all cultural origins who wish to associate with others in developing high-quality education, respect for the individual, of his faith and opinions and in transmitting the basic ideas of our culture, based on our judeo-christian heritage.

2.2 as envisaged by parents

Protestantism overreaches the linguistic barriers of Quebec. Parents of the Roberval Secondary School are proud of their French Protestant education. While they stress the importance of their French-Canadian identity, at the same time, they attach great value to the religion, philosophy and culture

that they share with Protestants who are not French-speaking. The Protestants, in general, are opposed to joint school boards, notwithstanding the inclusion of confessional or English language schools. They fear that the minority will not be sufficiently represented and that schools will not receive equal attention.

Despite the fact that some non-francophones use confessionality as a defence against the loss of their linguistic rights, there seems to be a consensus. It is considered that a Protestant school has certain characteristics that should be preserved as means of conveying a culture that promotes such values as personal freedom, the respect of all human beings, and a sense of personal responsibility.

3. French as a Second Language and Bilingualism

Usually, the parents of children attending Protestant schools want their children to be bilingual. There is a very wide-spread feeling that the provincial government does not give the Protestant schools their rightful share of the federal funds for second language improvement. The Protestant Committee has brought this complaint before the Department as well as the problem of norms in the smaller schools.

4. Decentralization

It is understandable that the Protestants are in favour of all government efforts to decentralize governmental authority and restore part of the control that the confessional school boards had before in administration, use of personnel and development of programmes. According to the Protestant Committee, the reorganization of the school boards has been most effective. The bigger school boards are now able to manage their internal finances, develop programmes and services and take action on local and regional demands.

5. Legislation affecting confessional rights and human rights (Ex.: Laws 22, 104)

The Protestant Committee considers that any threat to confessional rights and human rights must be protested. If not, the Protestant Committee's mandate is nothing but a mockery.

In its discussions with the Minister and in its opinions, the Protestant Committee has demonstrated and will continue to demonstrate its concern about the implications of Law 22.

Law 104 removes almost all of the financial aid bequeathed by the late Frank Carrel to the original beneficiaries, i.e. their right to bursaries to study at Queen's University. This Law was passed during the summer and neither the Minister of Education nor the Protestant authorities responsible for the

education of the beneficiaries was consulted beforehand. The Law modified the will of the late Frank Carrel in removing the criteria of confessionality, sex and domicile in the selection of the beneficiaries, future students at Queen's University. The Protestant Committee, by virtue of sections 22 and 23 of the Superior Council of Education Act, strongly protested to the Minister.

In the minds of well-informed Protestants, this Law constitutes a travesty of justice and a denial of the human rights of the minority.

6. English language Schools

Parents favour French instruction including total immersion of students who can take advantage of this. At the same time, they want to see such instruction offered in schools under Protestant boards in order to convey culture based on the judeo-christian heritage.

7. French language Schools

French Protestants constitute a minority within a minority. As was mentioned above, they have ties with the majority and a religious and cultural identity with the non-francophone Protestants. At the Roberval School, they have reason to take pride in the quality of the French instruction. They have requested the support of the Protestant Committee in making known the existence of French Protestant education, in petitioning the Minister for the establishment of Protestant welcoming classes and in developing French Protestant schools.

8. The Inuit Schools

Approximately 90% of the Inuit population is Protestant (Anglican). Compared to Quebeckers to the south, the Protestant Inuit seem to place more importance on religious instruction. The Protestant Committee needs more contact with the Inuit people if it is to understand their needs. The public hearings were conducted in different dialects but satisfactory communication was difficult owing to the linguistic and cultural barriers. The parents take pride in their Anglican faith and are resolved to preserve it.

The environment makes it extremely difficult to keep the schools open because of the great distances, the communication problems, the shortage of good teachers and the very high cost of living.

9. Protestant Education among the Indians

The Protestant Committee regrets the lack of contacts with the Protestant Indians. The Committee visited one school only (a boarding school at La Tuque) but has every intention of establishing closer ties with the Indian Associations.

Section two

**Advice and Recommendations
on Special Subjects**

**1. COMMENTS ON THE REPORT OF THE COUNCIL OF
UNIVERSITIES ENTITLED “OBJECTIFS GÉNÉRAUX
DE L’ENSEIGNEMENT SUPÉRIEUR ET GRANDES
ORIENTATIONS DES ÉTABLISSEMENTS” ⁽¹⁾**

⁽¹⁾ Recommendation adopted at the 161st meeting of the Council, November 13th & 14th 1974.

1. Although members expressed some reservations on certain points, it is obvious that, on the whole, the Council agrees with the objectives set forth in booklets II and III. The use of very general terms leaves the Universities sufficient leeway to interpret the objectives and to choose the methods of application necessary to achieve these aims.
2. The Council considers that, even if the Universities have, to various degrees, taken concrete steps towards the achievement of the proposed objectives, several main themes highlighted by the Council of Universities warrant a more thorough study before the universities become deeply involved in a reassessment of their guiding principles. We have selected seven of these themes:
 - continuing education
 - the quality of education
 - the planning of Higher Education
 - university education
 - the school dropout problem
 - participation
 - the role of the university professor
3. At present, the Superior Council of Education is unable to undertake a comprehensive study of most of these broad topics. It is the Council's hope that the universities themselves and other qualified bodies will proceed immediately with a systematic study of the above topics. The Council, however, still acknowledges its duty to submit to the Minister of Education critical opinions on the conclusions arrived at by the above-mentioned studies.
4. RECOMMENDATION
 - WHEREAS the unionization of university professors in the Province of Quebec is underway and nearing completion;
 - WHEREAS unionization is apt to produce important changes in relations between university administrations and professors;
WHEREAS unionization may result in a marked transformation in the professor's attitude towards the various aspects of his duties;
 - WHEREAS it is essential to ensure the safekeeping of all assets of the university of today,

the Superior Council of Education, deeming it essential and of prime importance, recommends that a study be undertaken immediately in order to define in a precise manner the various aspects of the *role of the university professor*; the Council proposes to assign the Council of Universities the task of conducting the said study in the very near future in order that the conclusions reached may serve as a basis for the next negotiations for collective agreements.

2. THE COLLECTIVE AGREEMENTS OF TEACHERS AND SCHOOL BOARDS ⁽¹⁾

⁽¹⁾ Recommendations adopted at the 162nd meeting of the Council, December 13th & 14th 1974.

Introduction

Since the end of the year 1966, the Quebec school sector has been shaken and paralyzed by a number of major crises, particularly in the area of work relations between teachers, school boards and Government.

Some of the major events that should be recalled include the regional strikes of 1966-67 that led to the enactment of Bill 25; the mass resignation of teachers which preceded the signing of the first provincial collective agreement in 1969; the winter of 1971 and the teacher declassification issue; the last provincial negotiations of the public and para-public services which led, on the one hand, to the passage of Bill 19, and on the other hand, for teachers, to the promulgation of the Decree of December 15th 1972.

The Superior Council of Education did not remain silent on these issues.

1. In 1967, it publicized its views on the crisis of 1966 and recommended five study topics for improving work relations in the school environment ⁽¹⁾.

2. In 1970, the frequent delays in wage payments to teachers in a number of school boards led the Council to send a statement to the Education Minister recommending a study on the general financing of education ⁽²⁾.

3. Although it had refused to intervene, in 1972, in the confrontation between the State and the teachers, despite the pressure from the C.E.Q. ⁽³⁾, the Council accepted the representations of the C.E.Q. and the Federation of School Commissions so as to enlighten itself on the existing situation.

4. Finally, it set up an ad hoc committee to study the whole question of collective agreements in the light of Educational a Activity ⁽⁴⁾.

The emphasis in this advice by the Council has not been placed on solutions to the juridical, administrative or technical problems that are generally associated with teacher contract negotiations. But because these problems have an inevitable impact on the total climate of the school, on the relation-

⁽¹⁾ Report 1965/66 and 1966/67, pp. 275 — 282. The five topics suggested were as follows:

1. the status of the teaching profession;
2. the principle of a provincial scale of salaries;
3. the structure and duties of regional or district school authorities, including those in the area of metropolitan Montreal and metropolitan Quebec;
4. the type of agency or agencies through which salary levels and professional duties may be discussed and determined;
5. the constitution and mandate of the "planning committees" established by the Department.

⁽²⁾ Annual Report 1969/70, p. 189.

⁽³⁾ It has always been the policy of the Council not to act as an arbitrator in these disputes. See Annual Report 1972/73 for its opinion on the teacher declassification issue.

⁽⁴⁾ Minutes of the Meeting of June 2nd, 1972, Article 128.12-13. — The mandate of the Committee suggested certain areas for research but remained deliberately broad to allow the Committee the latitude it needed in so vast a field. — (See Appendix 1).

ships of all educational agents, the quality of education, on the rights of the school community, and those of the child, in particular, the Council felt it was its duty to try to solve some of the educational and social problems that develop as the result of teacher contract negotiations.

With this end in view, the ad hoc committee met approximately one hundred persons (teachers, syndicate delegates, school administrators) in five different regions of the province, as well as most of the provincial organizations connected with contract agreement negotiations ⁽¹⁾. In this report, the Council would first like to dwell on some of the major difficulties the negotiating parties have to cope with in the preparation, formulation and implementation of collective agreements. Next, after having discussed what should be the guiding principles for negotiations in the teaching field, it would like to draw attention to certain basic proposals concerning:

- attitudes and rules of procedure to be observed in negotiations;
- the levels of negotiation and negotiating parties;
- the general contents of a collective agreement.

The report concludes with a series of recommendations addressed to the parties concerned.

In submitting this report to the Minister, the Superior Council is fully aware of the need for more such studies on collective bargaining. It is true that labour relations in the teaching field as they now exist are giving rise to difficult and complex situations, more so because they are new situations that have yet to be explored. At any rate, it is the Council's firm hope that this effort of reflection and constructive criticism will bring the parties in the process closer together for dialogue and discussion, so that all in the free exercise of their rights, can work together at building a better educational enterprise.

⁽¹⁾ To complete its information, the ad hoc committee compiled a bibliography of recent literature on the subject taken mainly from Canadian sources. See Appendix 2.

Part one: A BRIEF ANALYSIS OF THE PROBLEMS

I. Global picture

Collective bargaining among Quebec teachers has evolved considerably since the signing of the first agreement in 1936. After a slow beginning, the evolution progressed rapidly, if one considers that in 1965, 90% of some 1 500 school boards were operating under a collective agreement whereas only 30 such agreements existed a few years previous to this time ⁽¹⁾. However, the biggest step taken in the process was in 1967, when contract negotiations were set up at the provincial level, with the passage of Bill 25, whose aim was "to ensure for children the right to education" and to institute "a new schooling collective agreement plan". Quebec was the first Canadian province to institute a provincial system of collective bargaining for teachers. Both sides were novices in the new experiment, which was not an easy one by any means, especially with the Civil Service Department as a participant in the negotiations and the creation of the Common Front by the three major central unions: the C.E.Q., the C.S.N. and the Q.F.L. The year 1972 will undoubtedly go down in the history of Quebec education as one of the most belligerent years between the government, the school boards and the teachers, culminating on December 15th 1972 in the Decreed Collective Agreement. We do not wish to dwell any longer on the evolution of teachers' working relations between the years 1964 to 1972 ⁽²⁾, but we would like to point to some of the more positive results gained, such as making the Labour Code more applicable to teachers, the increase in teachers' salaries and the implementation of a uniform provincial salary scale ⁽³⁾. It would appear more worthwhile to examine the problems associated with the Decree of 1972 and to see what lessons can be learned from the last negotiations.

The collective negotiations were intended as an instrument for dialogue, compromise and agreement between the employers and employees. The ensuing collective agreement, because of its short-term life, would be able to allow for quicker adaptation to the developing needs of both sides, better

⁽¹⁾ G. Raymond LALIBERTÉ, *Négociations collectives chez les enseignants*; notes pour un commentaire à la C.I.R.I.E.C. (C.E.Q. nov. 1969, Doc. 933, p. 5). — For further information on the development of the Syndical movement, see:

1. Pierre L. DESAULNIERS, "L'enseignant 1836-1973", *Ligne Directe*, 2 (1973-74) n° 3, pp. 15-19
2. Idem, "25e anniversaire de la grève de l'Alliance", *Ibid.*, 2 (1973-74) n° 5, pp. 10-11.
3. *La Corporation des enseignants du Québec*, s.l.n.d., 25 p. (Doc. n° D-3887).
4. Centrale de l'enseignement du Québec, nov. 1972, 17 p. (Doc. n° D-4541).

⁽²⁾ For an excellent historical review of the years 1964 to today, see: Jean BOIVIN et Gérard HÉBERT, "Le Front commun des employés des secteurs public et parapublic québécois", *La Gazette du Travail*, 73 (1973) No. 1, pp. 9-40.

⁽³⁾ *Ibid.*, pp. 11 ss.

for instance than specific legislation or regulations could. Moreover, by introducing all of the interested parties directly into the negotiating process would help emphasize the fact that it is the State, insofar as its purpose is to rationalize costs with its salary and budget policies, who is the chief purveyor of the funds needed for education. And furthermore, that it is important to give consideration to the implications of collective agreements for the economy of the province as a whole.

In spite of these perspectives, the negotiations failed and the Government, with the passage of two special laws ⁽¹⁾, substituted a Decree in the place of the anticipated collective agreement. This Decree has been almost universally condemned everywhere, if at times for opposite reasons, or by shifting the blame from one party to the other.

In the opinion of most of the persons interviewed, the Decree has only succeeded to polarize and attract to itself the general discontent generated by a number of basic work relations problems of the past. Some of the major criticisms have been:

- the excessive centralization of power that practically destroys the operating margin of local authorities;
- the organization of teachers' working conditions, which is subjected to and paralyzed by a series of detailed, rigid and uniform laws, regulations or agreements;
- the persistent climate of mutual suspicion that produces legalistic, narrow, aggressive or defensive attitudes;
- the complexity and confusion of the negotiated issues that often involve a combination of professional, economic, political and educational subject-matters.

II. Analysis of the Stages

There were many other more or less serious problems associated with the last provincial negotiations of teachers, besides the ones already mentioned above. For a better understanding of their nature and their impact, we shall examine them individually at each stage of the negotiations.

A. The Preparation Stage

The first provincial negotiations of 1968-69 had caught almost everyone by surprise. It was vowed that the second round would be effectively prepared. The C.E.Q., for example, at its 1970 and 1971 conventions made provincial negotiations a priority item and adopted some guidelines and mechanisms of its own. In September 1971, it even organized an informative and consultative campaign for the benefit of its total membership ⁽²⁾. Nevertheless,

⁽¹⁾ R.S. 1972, ch. 7-8 (Bills 19 and 53).

⁽²⁾ C.E.Q., XXIIe Congrès. *Rétrospective* 71-72, pp. 30 and 33.

provincial bargaining for teachers, difficult enough as it was, was to become still more complicated because it would now have to adhere to a new model — that of the Common Front. The problems that developed were not too surprising. Here again they resulted from inadequate planning that produced much confusion, uncertainty and several impasses. In fact, the analysis reveals clearly that:

1. The organization of the Common Front by the three central unions was a sudden and improvised gesture.
2. Although it had accepted to speak with the Common Front, the Government never did make a clear statement of its salary policy.
3. There was ambiguity or confusion about the roles each party might have or wanted to play in the course of the negotiations: eg. the State vs the school boards, the division in the responsibilities of the three teachers' unions (C.E.Q., P.A.P.T., P.A.C.T.), the numbers and boundaries of the sectorial tables, etc.
4. The State never did define clearly, in conjunction with the interested parties (school boards, teachers) its demographic forecasts, proposed plans or its major platforms for pedagogical reform — all matters that exercise a direct influence on the working conditions of teachers.

B. The Negotiating Phase

a) The Goals

It is a recognized fact that the first and foremost objective of collective agreement negotiations is to establish agreements between employers and employees on the conditions of employment of the employees — salaries, welfare benefits, employment security, promotion and so forth. However, there is no question that where teachers are concerned, the above objective is greatly exceeded when the collective agreement includes a host of provisions that affect the workload of teachers, teaching resources and methods, the management rights of school administrations, State policies on the distribution of educational resources and supervision of school establishments.

What is more, the teachers' unions, by having selected to unite with the public and parapublic sectors in common cause, added a new dimension to their collective agreement by making it an instrument for socio-economic and political change ⁽¹⁾. The Government, on its side, had worked quickly in an

⁽¹⁾ BOIVIN and HEBERT, *loc. cit.*, pp. 22-23 and 34. — See also on this theme: W.N. TOOMBS, "The use of power tactics in teacher salary negotiations", *Education Canada*, 13 (1973) 24. It might also be interesting to read a few pages of the Report of the Consultative Committee of the Minister of Education for Saskatchewan which concludes as follows:

"In this view, collective bargaining, centered on the importance of belonging to an organization having an effective power base, has become an essential adjunct to the formal political processes that have developed in liberal democracies". (*Teacher-Trustee Bargaining*, Regina 1972, 64 p., pp. 8-18, p. 12

An article by Archie KLEINGARTNER, "Collective Bargaining . . .", *Public Administration Review*, 33 (1973) 165-172 contains similar views, as well as that of BOIVIN and HEBERT, *loc. cit.*, pp. 22-55 and 34-35.

effort to implement a global salary policy in the public and parapublic sectors. The end result was the creation of the Common Front and the temporary dissolution of the sectorial tables.

It made it difficult, in such a context, to identify the real problems, to define the objectives of the negotiations for teachers, and to crystalize the true issues that were at stake.

b) The agents

In the past, collective agreements were signed by two distinct but equal parties before the law — the school boards (employers) and the certified syndicates (employees), according to the procedure laid down in the Labour Code. With Bill 25, however, the negotiations were entrusted to a highly complex group ⁽¹⁾ and, for all practical purposes, removed from the hands of the employers and employees as provided for in the Labour Code ⁽²⁾.

Bargaining on behalf of the teachers' associations, were the C.E.Q., the P.A.P.T. and the P.A.C.T.. Each of these bodies, although autonomous and made up of syndical units that vary greatly as to numbers, culture and orientations, must work towards a settlement among themselves in face of the other party, or else make use of their right to veto.

On behalf of the school boards, on the one hand, there were the federations and associations of the Catholic and Protestant school boards (the F.C.S.C.Q. and the Q.A.P.S.B.) — who are not employers — and on the other hand, the Government. In short, seated at the provincial table were six negotiating agents who are neither employers nor certified syndicates within the meaning of the law. By virtue of the Act respecting Collective Negotiations in the Education and Hospital Sectors ⁽³⁾, it can be said that over 150 employers (school boards) and more than 50 certified syndical units have no direct say in provincial negotiations.

The Government's arrival as a new negotiating agent has introduced problems into the process of conducting negotiations. Because of its executive powers, the government is potentially able to restrict the negotiating rights of the other agents.

- Without being the employer within the meaning of the Labour Code, it is the chief financial backer of the school boards.
- It supervises the enforcement of laws, regulations and agreements.
- It has the power to make regulations applying to working conditions and education, albeit subject to the existing laws.

⁽¹⁾ Q.S. 1966-67, Ch. 63, Art. 13 ss. — For the composition of the bargaining table in 1971, see Annual Report 1971/72 of the Civil Service Department, pp. 29-40.

⁽²⁾ Q.S. 1970, Ch. 54; 1971, Ch. 12 (Bill 46).

⁽³⁾ Q.S. 1971, Ch. 12 (Bill 46).

- It has the capacity to suggest legislation to the National Assembly in order to improve its own position — a tactic that has, in fact, been used frequently: eg. Bills 19, 46 and 89.

The effect of the situation is that the negotiating power of the school boards and certified syndical units provided for in the Labour Code is substantially weakened and the decisive role that could and should belong to the school boards actually distorted.

c) *The Levels*

There was a time when the collective agreements of teachers were negotiated and signed at the local level only, between the school board and the certified syndicate. The legislation of February of 1967 stipulated that negotiations were now transferred to the provincial level for certain subjects to be determined by order-in-council ⁽¹⁾ and that the provisions contained in all local agreements on the said subjects were no longer valid unless negotiated and approved:

“on behalf of the associations of teachers by the Corporation des instituteurs et institutrices catholiques, the Provincial Association of Catholic Teachers and the Provincial Association of Protestant Teachers of Quebec, and on behalf of the school boards by the government, the Quebec Federation of Catholic School Boards and the Quebec Association of Protestant School Boards”. ⁽²⁾

This Act inaugurated a new era in the domain of work relations, but the old roles were still maintained at the local level because the school boards and certified syndical units lost none of their jurisdiction.

Thus, to be added to the problems created by the multiplicity of negotiating agents were those resulting from the ambiguous brand of centralization now being imposed. The following facts may be cited as examples:

- there was mutual interference in executive and legislative powers, in provincial and local strategies because the division lines were never made clear;
- the provincial level took the decisions that the local level was expected to apply;
- one never did find out who was responsible for the problems that developed later.

The provincial agreement was designed, at least in principle, with a view to permitting some measure of latitude to the local sectors in the interpretation of the provincially approved clauses. However, in reality, very little local freedom exists, much for the following reasons:

1. The government-approved school board budgets are too rigid and restrictive, and restrain in the main the liberty foreseen in the collective agreement.

⁽¹⁾ R.S. 15-16 Eliz. II, 1966-67, Ch. 63, Art. 14.

⁽²⁾ *Ibid.*, art. 15.

2. The numerous sentences of the arbitration tribunals have set a remarkable restriction on freedom of interpretation and implementation.
3. Everybody sticks to rigid and narrow interpretations to shun personal responsibility.
4. Local parties not having had much of a part in the negotiations and now expected to apply the Decree with all of its complexities, do not tend to feel overly committed or responsible.
5. Both the 1968 provincial agreement and the 1972 Decree contain many detailed and inflexible administrative regulations.

In conformity with Article 13 of the above legislation, several Orders-in-Council were issued for defining the items to be negotiated at the provincial level ⁽¹⁾. All of the parties, for different reasons, had called for uniformity in salaries and welfare benefits, and in the general norms governing the workload of teachers. Experience was to prove that it is impossible to set up much more than general principles or criteria in areas relating to the workload of teachers, professional improvement, employment security, and so on. In these, as in other analogous matters, regional differences are too pronounced to allow for a smooth and uniform province-wide situation — a situation, furthermore, that would be contrary to the basic principles of “Educational Activity”.

d) Procedures

The Working Relations Act (1941) and the Labour Code (1964) set forth the procedures to be followed in collective agreement negotiations but they were mainly designed for the private local sector. With the 1969 negotiations, the public and parapublic sectors entered a new era. Negotiations were now being conducted at the provincial level, by agents deriving from a variety of sources (civil service, education, social affairs, etc.). No one had, as yet, considered the rules of procedure for this kind of bargaining that was a totally new experiment. How should the mandates of the different negotiating agents be

⁽¹⁾ The Orders-in-Council concerned are as follows:

- 1 — N° 1556 issued in 1967, which transferred employee negotiations to the provincial level.
- 2 — N° 1885 of the same year, which indicated 8 other matters for negotiation at the provincial level:
 - a) the definitions for interpreting all clauses related to the matters to be negotiated at the provincial level;
 - b) the rules and criteria to be used for defining the workload of teachers;
 - c) all additional remunerations, salary supplements or welfare benefits indirectly included in salary payments, in particular, insurance benefits, sick leave and social leave;
 - d) provisions concerning leave of absence for public office, leave of absence for educational matters, civic responsibilities or maternity leave;
 - e) syndical prerogatives;
 - f) the rules and criteria governing eligibility to the teacher improvement plans of the Department;
 - g) teacher consultation;
 - h) grievance settlement procedures.

decided? When should they be compelled to have their mandates verified? Who should inform the public, on what, and when? These are only a few of the problems that emerged with the advent of provincial negotiations. Therefore, the discussions were not always smooth. There were many quarrels over points of procedure to hold up the debate — or else, various sectorial tables refused to budge until a settlement had been reached by the central table. Some partners even withdrew from the Common Front after their group had obtained satisfaction.

e) *Attitudes*

Within this context, provincial negotiations take on the form of a contest between two rival partners. The attitudes that are developed are competitive ones. Notwithstanding the highly complex character of these negotiations, there are certain attitudes that are destructive to discussion and, very often, equivalent to a refusal to negotiate. Sometimes they are even worse than open warfare. For example:

- to want to win on all fronts and to refuse any kind of a concession;
- to refuse to attain an objective by stages and to persist in fighting to the end;
- to stick to demagogic methods that are too simplistic and unnecessarily provocative.

f) *General Contents*

In the main, the 1972 Decree has been patterned after the 1969 Agreement. Too many clauses in it leave one with the impression of going through a book of regulations. Its chief purpose is to establish the working conditions of teachers in a broad sense. However, in practice, it is often difficult to conclude agreements on working conditions without treading, to some extent, on educational principles and methods, and on governmental educational policies as well. There are also many clauses in the Decree that do condition the working environment of teachers. The Superior Council's consultation relative to this report brought to the surface a number of concerns about the contents of the present agreement. For instance:

1. The right to *consultation and participation* is left to the parties, who must agree on this subject within 60 days of the signing of the Agreement. The time-limit was found to be too short, and opinions were also divided on the basic problems involved.

- some clung stoutly to their managerial rights in the pedagogical arena, they alone had the right to decide, even on questions outside of purely administrative matters, because they are the sole representatives of parents.
- others demanded co-management and co-decision, at least in matters affecting educational action itself, especially on important issues. They complained about being consulted on minor questions and overlooked on major school policies. Consultation, for them, was only a word.

- still, others felt that the Decree did allow for teacher participation in school direction and that co-management could even be implanted, depending upon the attitudes of the persons involved.

2. *Employment security* was considered another major problem for teachers, especially with Quebec's birthrate constantly on the decline. There was no consensus of opinion on this point either.

- some felt that security at any price could adversely affect the quality of the teaching staff.
- others preferred to speak more about workload security than employment security.
- many were conscious of the threat the increasing number of specialists is posing to employment security.
- most persons deplored the present procedure of non-re-engagement. Another criticism was the calculation of the total teaching staff on the number of pupils registered September 30th of the current school year.

3. The chapter on *salaries*, and the included salary scales which are based on years of schooling and experience, have given rise to two major problems: the declassification issue that resulted from a change in the method of evaluating schooling; and the problem connected with evaluating the experience of vocational school teachers.

4. The theme that drew the strongest reaction was, without question, the *workload of teachers*.

- teacher/pupil ratios don't provide for enough teachers, given the size of teaching assignments and the exigencies of teaching and administrative rules.
- to obtain the specialists needed at the elementary level, individual workloads must be increased — meaning more periods per week or more pupils per classroom.

g) *Coercive Tactics: The Strike*

In Quebec, the right to strike was recognized in 1921 in the Act respecting Strikes and Municipal Counter-Strikes. In 1944, it was reconfirmed by the Labour Relations Act. That same year, however, the Legislature passed another law for solving any previous ambiguity in the public services sector. Compulsory arbitration was imposed for settling the differences of the public services and their employees ⁽¹⁾. It was only in 1964, with the Labour Code,

⁽¹⁾ Q.S. 1944, 8 Geo. VI, Ch. 31, Art. 4: An Act respecting the Arbitration of Disputes between Public Service and the Employee (see also R.S.Q. 1941, Ch. 169). Arbitration was later abolished for rural teachers in 1946, to be reinstated only in 1960. For a brief history of this period, one may consult:

1. Pierre-L. DESAULNIERS "L'enseignant 1936-1973", *Ligne directe*, 2 (1973) 2, pp. 15-30.
2. La Corporation des enseignants du Québec D 3887, 26 p.

that the right to strike was granted to the public services, subject to certain conditions⁽¹⁾. The following year, on June 17th, the Labour Code was amended to take teachers into greater account. Section 99, in particular, was modified by adding the following paragraph:

“This section shall apply to a threatened or actual strike which interferes with the education of a group of students as well as to a strike which endangers or imperils the public health or safety”⁽²⁾.

The harmful consequences of the use of the right to strike which is recognized in half of the Canadian provinces⁽³⁾, are the number of teaching days lost in strikes⁽⁴⁾, and the feelings of animosity, frustration and resentment that remain once they are over. Strikes, at the level of work relations, are often compared to war.

In 1972, the Government tried to put more control on the right to strike with proposed legislation Bill 89. The legislation was eventually withdrawn because of severe opposition⁽⁵⁾.

Conclusion of Part One

Collective bargaining in government is new to the Quebec scene. Yet, some interesting results have already been achieved, where education is concerned: improved geographic distribution of the public funds allocated to education, better wages and working conditions for teachers, more information to the public on the situation of work relations in education. However, employer/employee relationships, especially in the teaching field, remain strained and

⁽¹⁾ See Sections 99 and 46 — on this subject, GARANT writes: “In Quebec, it appears that one “acquires” the right to strike. This right is not obtained through the facts of certification or negotiation”.

(*Droit et législation scolaires*, p. 288).

⁽²⁾ Q.S. 1965, Ch. 50, Art. 5 — This amendment still made no mention about the “essential services” to be safeguarded, as did the Civil Service Act (R.S. 1965, c. 14, Sect. 75) but which did not yet apply to teachers or school boards. However, this restriction on the right to strike — a restriction that always remained vague and which Bill 89 had attempted to clarify — was later invoked in certain injunctions and special laws.

⁽³⁾ Provinces which have not yet allowed teachers the right to strike are: Ontario, British Columbia, Manitoba, Prince Edward Island and Newfoundland.

⁽⁴⁾ In nine years, between 1960-1969, there have been 26 teachers’ strikes in Canada, 3 of which in Alberta (3451 days) and 2 in Saskatchewan (1617 days). The remaining 21 strikes occurred in Quebec (444,362 days). Eleven lasted 15 days or more, and 7 lasted for more than a month. (J. Douglas MUIR, “Collective Bargaining by Canadian Teachers”, *Education Canada*, 10 (1970) n°. 2, p. 47).

⁽⁵⁾ Bill 89, tabled before the National Assembly at the end of 1972, had aroused the anger of the Central Syndicates (C.E.Q., *Décisions du 23e congrès, juillet 1973*, pp. 1-3; Y. CHARBONNEAU, *À l’ombre comme au soleil*, pp. 20-27; P.A.P.T., *Mémoire sur le projet de loi 89*, 18 p.). For an excellent critique of this Bill, see:

1. Jean-Réal CARDIN, “Le sombre projet de loi 89”, in *Maintenant*, May 1973, N°. 126, pp. 26-29;
2. École des Relations industrielles, *La grève*; 4e colloque 1972-73. Université de Montréal 1973, 87 p.

not particularly healthy. The collective agreement and its repercussions have left a wave of anxieties and frustrations, feelings of abuse and resentment (even during strikefree periods when the impact should be less apparent) which have had an adverse effect on the work of teachers. An employer-teacher conflict is inevitably detrimental to the school climate and environment. In spite of all this, the Council believes there should be a way to negotiate a collective agreement without having to risk damaging the quality of educational activity at school.

Part Two: GUIDING PRINCIPLES

Before we discuss the recommendations that arose from the present study, it would be well to examine the teachers' collective agreement in its total perspective and to determine the principles to which it should adhere if it wants to do justice not only to its immediate beneficiaries but to everyone indirectly affected by it — the school community and the public at large. Towards this end, we shall begin by briefly reviewing the basic rights of the parties directly involved — teachers and school administrators — and next, the rights of the child and the community in general.

1. The Rights of Teachers

A. The Right to Work

Teachers, just as all workers, have the right to a decent living and to a share in the general prosperity of the community. All recognized labour rights are based on this premise.

a) *Right of Association*

The right of association is a basic human right. This is one right that exists in Quebec, particularly in the labour world, whatever its constitutional background may be ⁽¹⁾. The first teachers' association was created in 1845 and the first real teachers' syndicate established in 1936 ⁽²⁾. The full scope of this right was achieved in 1946 with the "Corporation des instituteurs et institutrices catholiques du Québec" ⁽³⁾. Undoubtedly, there are limits to the right of association, but any collective agreement should aim to preserve it and see that it is interpreted in a positive way.

b) *Right to Collective Bargaining*

This right is a corollary to the right of association in the work world. It was officially recognized for the first time in 1924 in the Professional Syndicates

⁽¹⁾ For a treatise on this law, its foundations, development and limits, see P. GARANT, *op. cit.*, pp. 269, 279.

⁽²⁾ See footnote ⁽¹⁾ on page 64.

⁽³⁾ *La Corporation des enseignants du Québec*, D 3887, 26 p.

Act⁽¹⁾ and promoted by the Labour Code, if restricted to certified syndicates only⁽²⁾. Teachers, in fact, started to exercise this right with the creation of the first syndical units, despite strong opposition on the part of the school boards. Today, since the enactment of Bill 25, teachers negotiate their working conditions with the State, which singularly complicates the exercise of this right. This may be so, but the right must remain intact. Of course, not all governments are willing to negotiate collectively with their employees through a fear, for instance, of encroachment on the powers of the people's representatives by the unions, a disruption in the economic balance, or even a governmental crisis. In spite of this, there is an irreversible trend towards collective bargaining in the public and parapublic sectors because it has proved itself a salutary check on governmental arbitrariness and paternalism⁽³⁾.

Quebec has already fallen into step and can no longer back up without incurring the risk of provoking crises perhaps much more serious than those of the past.

c) Right to Strike

As opposed to industrial relations in the private sector, teachers' rights of association and to bargain did not entail the right to strike. Furthermore, this right that was granted to the private sector by the Labour Relations Act, was legally refused to teachers in 1944 and replaced by compulsory arbitration⁽⁴⁾, though this was lost to rural teachers between the years 1946 to 1960⁽⁵⁾.

In any event, it is normal that the right to negotiate should be accompanied by some form of meaningful sanction against the other party. Therefore, in 1965, the right to strike was finally obtained.

B. Professional Rights

Without constituting a profession in the legal sense⁽⁶⁾, teaching is very much a profession in the authentic sense of the word⁽⁷⁾. Teachers are legitimately entitled to a large share of autonomy in the practice of their purely professional work, that is, anything directly connected with the science or art of teaching. It follows that no collective agreement should attempt to encroach upon this right. Rather, its aim should be to reinforce it.

⁽¹⁾ This statute was reformulated in the Professional Syndicates Act of 1964 (R.S.Q. 1964, c. 146).

⁽²⁾ R.S.Q. 1964, c. 141, Arts. 20 and 40, and the successive amendments (Q.S. 1969, c. 47 and 48). See also P. GARANT, *op. cit.*, pp. 280-283.

⁽³⁾ Felix A. NIGRO, "The implications for Public Administration".

⁽⁴⁾ See footnote ⁽¹⁾, p. 64.

⁽⁵⁾ See *Corporation des enseignants du Québec*, D-3887, pp. 6 et seq.

⁽⁶⁾ Bill 250, assented to on July 6th 1973.

⁽⁷⁾ What, in fact, constitutes the one reliable mark of the true professional? Is it not his capacity to make decisions and to accept the consequences of his decisions in the area of activity that belongs to him? . . . See E.T. PHERRILL "Contract bargaining: confrontation or compromise", Education Canada, II (1971) n°. 4, p. 47.

C. Rights with respect to Educational Policy

Teachers, as professional educators, have a right to contribute with others in defining the major objectives of the school. This right has been emphasized by Justice R.G.B. DICKSON in the following passage:

“The conception of unrestricted discretion to management is incompatible with the attitudes of today. The need for the deeper involvement of the workers in the whole of society’s legitimate activities does not admit of any such absolutist pre-emption. Management and workers have become social partners. In the educational arena teachers have been at the fringe of decision-making in schools. In the present state of society it is right that teachers be concerned with the whole operation and policies of the school in which they operate and join with school boards, parents and students in the decision-making process.”⁽¹⁾

The Superior Council had already stated in a former report ⁽²⁾ that the pedagogical administration must allow teachers their say in school government in a structure that is collegial in nature, by which teachers are full-fledged members of the educational team.

II. The rights of school administrators

There is a parallel to be established between the rights of teachers as employees and the rights of school administrators, as employers.

In the area of work relations, administrators have the rights to associate and to negotiate and the right to lock-out. Problems of a special nature develop when one of the negotiating parties is the State because it has, at the same time, its rights as Legislator. It is not the Council’s purpose here to examine the whole and very complex question of labour relations in the public sector. What it would like to do is to offer certain guidelines to help improve negotiations in the educational sector.

The State, in school affairs, has a right to supervise the overall organization of education because it is its duty to see that resources are distributed in a fair and equitable way. It would be impossible, for instance, to revert to the past and accept the unjustifiable disparities that existed in the regional working conditions of teachers. The school boards, on their part, have a legitimate management function in their respective school territories. This right corresponds to the duty they have to their school population to provide quality educational services that adequately answer its specific needs. At the school level, this management right can be shared in different ways with the teachers⁽³⁾.

⁽¹⁾ “Consultation, Planning and Decision Making”, in *ATA Magazine* 52 (1971) 21-26, p. 25.

⁽²⁾ Annual Report 1965/66 and 1966/67, N°. 54, p. 41 and N°. 67, p. 48.

⁽³⁾ For a legal look at co-management, see P. GARANT, *op. cit.*, pp. 248-250

III. Child and Community rights

All children (or young persons) have certain basic rights that are located within the human rights of all individuals. Every child is entitled to an education that is conducive to his personal development, and to his gradual management of his own education so that he may grow into an independent thinking adult, capable of exercising human freedom. In a society that possesses sufficient resources, a child is entitled to an efficient system of education, to quality educational services and to an educational environment that stimulates individual growth.

Modern societies are well aware of the importance of a good system of education and of educational policies that enable as many of their members as possible to achieve their full potential, thus, to increase the productivity level of their human resources. Our own society devotes a considerable part of its finances to education — nearly one quarter of the budget. The community has the right to know that its teachers and school administrators are working in harmony to permit the optimal utilization of these resources.

The public interest is always affected by the collective agreements of teachers, just as it is by all other public or parapublic labour agreements. The pressure tactics used by either side for defending its various positions sometimes have a serious impact on the lives of many people who have relatively little to say in the disputes. When a school system has become paralyzed by disruptive elements stemming from work relations problems, the system is no longer responding to the educational needs of its clients.

Obviously, a collective agreement is not a law. It will always remain a contract binding only on the employers and employees concerned. As normal as it may be for the parties to the negotiation to be concerned about their own interests, it is nevertheless inconceivable, in today's context where human solidarity is growing at an ever-increasing rate, that a provincial collective agreement should ignore its potential impact on the economic, social and political life of the community ⁽¹⁾.

This does not mean to say that a negotiated agreement must never have negative repercussions on society, for it sometimes happens that in the legitimate exercise of some rights, the rights of others are encroached on. In such cases, the question to ask ourselves is to what extent are some rights legitimate when the damage to the public interest by a collective agreement seriously outweighs the interests of the negotiating parties.

⁽¹⁾ One of the first responsibilities of the State is to protect the public interest. In the area of labour relations, the State does this by imposing limits on strikes in the public services. However, this fact does not exempt the syndical party from some amount of social responsibility.

Part three: TOWARDS A SOLUTION

We are still a good distance away from having found the successful formula for collective bargaining with teachers. Proof of it was the imposition of a Decree after twenty months of negotiations. In no way, therefore is the Superior Council pretending to offer solutions to all of the difficulties that are inherent in teacher contract negotiations. However, after having examined the situation over the past years, consulted the views of the participants, and examined the recent literature on the subject, the Council feels itself to be in a position to comment on some of the problems involved.

I. Attitudes and Techniques

Whenever a problem develops in the negotiations, our first impulse is to hunt for structural or technical defects in the bargaining process and to suggest reforms solely at this level. A change in the mental outlook and attitudes of the participants is something that is rarely mentioned. And yet, the key to many of the problems often lies here, for structural reforms, to be successful, urgently need a commitment on the part of the participants to modify their outlook and behaviour. Thus, this section contains observations on certain positive attitudes that are in some ways crucial to orderly and constructive negotiations.

A. Attitudes

A negotiation is a dialogue, in spite of its conflict situation, that must emphatically lead to an agreement. It follows that the interlocutors must reflect certain essential qualities, such as sincerity, fair play, respect for others and realism.

It is easy enough to list such attitudes but it is more difficult to translate them into specific rules of the game. Yet, negotiations that are lacking in these attitudes often wind up with negative results, in spite of the validity of the issues in the negotiations and their important implications for a certain group of the public. This emphasizes the importance of negotiating teams that are composed of responsible and objective individuals who never show any hesitation about their real responsibilities to both the students and to the organization they represent.

B. Rules of the Game

Because of the complexity of contract negotiations, mechanisms are needed if the process is to function without too many stumbling blocks or if problems that could imperil the basic discussions are to be avoided. The Labour Code is very vague on the subject of negotiating procedures. As a result, it is up to the parties involved to decide their own rules of procedure prior to the negotiations, which should be publicly made known and respected by both

sides when formulating their respective tactics. George W. Angell has suggested the following guidelines or basic rules of procedure:

- to establish deadlines and to respect them
- to accept no publicity unless by joint agreement
- to settle the agenda of the next meeting in advance
- to spell out the role of each participant, eg. spokesman, consultant, etc. ⁽¹⁾.

C. Strategy

Negotiations are also based on a set of tactics whereby each party tries to persuade the other side to accept its proposals. Angell, who made a survey in 1971 of 25 colleges in the State of New York, has compiled an interesting list of strategic procedures ⁽²⁾ but it is not the intent of the Council to define such strategies here. What should be remembered, nevertheless, is whatever the tactics used on either side be, they are legitimate only in so far as they are reconcilable with the rules of the game adopted at the outset.

II. Levels of negotiation and negotiating parties

In the first part of this report, we dealt with the weaknesses of the present system. The Council would now like to suggest the following format in an effort to improve the situation.

A. The Preparatory Phase

Given, on the one hand, that it is the National Assembly, or the elected representatives of the people, which approves the budget of the State, its priorities and the amounts to be distributed to the various Departments, and that it is the Government, on the other hand, who pays out from the public purse the salaries of the teachers of the province's school boards, we would suggest that, prior to any negotiations, the State should summon together the central syndicates and the school board associations for the purpose of showing them, with books in hand:

- what percentage of the budget it intends to allot to education and how fast it wishes to proceed in the growth of public spending;
- what sort of priorities it has adopted for education for the forthcoming years.

This does not mean that the salary mass for teachers must be determined once and for all in advance and is no longer open to negotiation. Rather, it allows the parties concerned to gain a better understanding of the sort of

⁽¹⁾ "Improving Collectives Negotiations on the Campus", *Educational Record*, 53 (1972) 169-176, p. 172.

⁽²⁾ *Ibid.*, pp. 173-174.

impact any future agreed-to change in, for example, the salary policy would have on the education budget as a whole.

Always with a view to avoiding undue ambiguity at the outset of negotiations, all of the parties involved — Department of Education, teachers and school boards — should share whatever information they possess on the actual school situation that is pertinent to the negotiations: demographic school population present figures and forecasts, present and future estimates of available human resources, school policies and orientations, etc.

The public itself must be kept well informed about the school situation, for in the last resort, when negotiations have reached an impasse, particularly in the public and parapublic sectors, the first thing both sides start seeking is the approval and support of the public. To wait until the last minute when the confrontation has reached a deadlock for furnishing the public with the information it needs to form an intelligent opinion is unrealistic. At that moment, it is just as difficult for the parties involved to give full and fair information as it is for the general public to review the information objectively because at this point, the public itself is often under severe stress.

B. The Negotiations per se

a) Timing

As demonstrated in the preceding pages, teacher contract negotiations are a lengthy and complex process. Therefore, it is desirable that the official negotiations should start at least three months prior to the expiration of the contract in force at the time, so the new agreement can take effect as promptly as possible after the last one has expired.

b) Levels

There was a time in Quebec when all negotiating was done at the local level between the school boards and the certified syndical units. With the enactment of Bill 25, and more precisely Bill 46 in 1971, negotiations were established on a provincial basis. The Council, in agreement with certain beliefs expressed in its consultations, now proposes that the negotiations be conducted at *two different levels*.

1. Why two levels?

- Each of the two negotiating levels presents its own exclusive advantages. For example, it is easier to promote uniformity in salaries at the provincial table in order to do greater justice to everyone. On the other hand, the local level makes it possible to define the working conditions of teachers in such a way as to take local needs better into account.
- The State cannot content itself with merely paying the deficits of the school boards, whether they be justified or not. It must be able to foresee and to control, at least indirectly, the subsidies that are allotted to education. Within a well-coordinated system of education, national or provincial in scale, it

would be difficult to imagine a department of education without any possible check on the negotiation of the principle working conditions of its teachers, particularly considering the important size of the education budget that is devoted to this post.

- On the other hand, it is much easier for provincial administrations who are not in direct and daily contact with teaching to lose sight of the pedagogical aspects of education. Therefore, sections of the agreement pertaining very closely to teaching would best be negotiated at the school board level.

2. Two possible formulae

- All real negotiating would be done at the provincial level. In principle, it is at this level where the majority of the issues would be settled. Nevertheless, deliberate openings could be left to the local levels on very specific and restricted subject matters, on which they would be instructed to achieve an agreement among themselves, with a basis for settlement even recommended to them by the provincial table. They might also be left free to suggest different and even contradictory measures to those of the provincial table, but they would have to be approved by the latter ⁽¹⁾.
- Both levels would have strict powers of negotiation, with all of the conditions provided for in the law, by both having their own specific responsibilities and areas of jurisdiction. This is the formula advocated by the Council which is defined more fully in the following pages.

c) *Negotiating Parties*

1. At the provincial level ⁽²⁾

Within our selected perspective of two distinct and separate jurisdictions, only salaried items would be negotiated at the provincial table, as it shall be explained in greater detail later on in our discussion of the contents of the negotiations. It is, therefore, recommended:

- that the State, through the medium of the Department of Education and with the federations of the school boards, constitute in the negotiations the Employer Group. The Council would like to stress that it must really be the Department of Education negotiating in the name of the government because it is more competent to judge the validity of teachers' demands, even if it may consult the government about the possibilities for satisfying these demands. The Council would also like to see the school board associations playing a dynamic role in the negotiations by working in closer association with the Department of Education instead of simply observing. They are in an excellent position to understand how a collective agreement can affect the daily business of teaching in their own sectors. They are also well placed

⁽¹⁾ Article 9.3.02 of the 1972 Decree provides for a similar mechanism.

⁽²⁾ When a Common Front of central unions has been established, the whole of the negotiations at the provincial level would be assumed by the central table without the presence of the sectorial tables at this level.

for advising the Department of Education in matters pertaining to a reshuffling of the budgetary posts contained in the clauses of a collective agreement.

- that the teachers be represented at this table by their respective associations (C.E.Q., P.A.P.T., P.A.C.T.) which should work together to decide on mechanisms for achieving agreement among themselves, without anyone of them having to insist on the right to veto.

2. At the local level

Here, the negotiations would be assumed by the administrative team (school board) and the certified syndical unit. Since their regrouping in 1971, school boards are now more structurally able to assume this task⁽¹⁾. Eventually these negotiations should be extended to the level of a regional school board. If ever the elementary and secondary levels are merged under one administration, as frequently advocated by the Council, it will be easier to regionalize local negotiations and to profit from the benefits to be gained by it, particularly in the form of improved educational services that should be coordinated at this level.

What should be understood here by local (or regional) negotiations, are negotiations in the true sense of the word, with all of the pressure or defence tactics provided for in the labour laws. Of course, such negotiations should attempt to foster dialogue, participation and agreement, but in the case of a conflict, it is best for both parties to resort to conciliation, to a strike or a lock-out than to other more subtle forms of pressure which can sometimes prove more disastrous to the orderly operation of the schools than either a strike or lock-out.

III. Contents of the agreement

If it is easy enough to obtain agreement on the right of teachers to negotiate freely, on the necessity of a collective agreement, and even a certain consensus on the need for negotiating concurrently at both levels, the case is different when it becomes a matter of deciding what items should be included in or omitted from the collective agreement. We shall therefore take a look at the main aspects of a collective agreement on both the provincial and local planes.

A. Object of a Collective Agreement

According to the Labour Code, a collective agreement is "an agreement in writing respecting conditions of employment made between one or more associations of employees and one more employers or employers' associations"⁽²⁾. If this definition is interpreted literally, one has to admit that a col-

⁽¹⁾ Q.S. 1971, Ch. 67 (former Bill 27)

⁽²⁾ R.S. 1964, ch. 141, Art. 1 (e)

lective agreement is basically economic in character and applies only to the conditions governing the practice of the professional work itself, eg. salaries, welfare benefits, leaves of absence, time tables, work hours, grievance procedures.

However, experience proves that it is very difficult in education to draw a hard and fast line between what is economic and pedagogic where the working conditions of teachers are concerned.

Pedagogy cannot be negotiated. This seems to be a commonly accepted principle — on the employer and syndicate side alike. Thus, everything directly related to pedagogy or teaching (objectives, methods, principles or practices) cannot be subject to negotiation, whereas the conditions of work affecting the practice of teaching are negotiable items (number of pupils per class, classroom facilities, teaching assistants).

The juridical status of a profession is strictly defined by laws and not by agreements. In Quebec because teaching is not a profession in the official sense by common consent of the teaching force, the syndicate has taken upon itself to play the roles that are normally assumed by professional groups.⁽¹⁾ Therefore, one should not be too surprised if the syndicate seems to be using the collective agreement as a means for procuring or protecting the occupational integrity, autonomy and control of the professional work of its members. In a well documented article, Archie KLEINGARTNER has attempted to show, by confirming the characteristics and goals of professional employees, how the demands of professional employees for extending the scope of their collective agreements is logically embodied in the notion of professionalism⁽²⁾. It is within this perspective that the syndicates are trying to negotiate the exercise of their rights to consultation and participation, for teachers can no longer be considered merely as paid help. They have a very real part to take along with school boards, parents and students, in the global responsibilities of education.

The collective agreement was conceived and designed as an instrument for protecting the rights of the worker, even as an instrument for promoting socio-economic change. Today, owing to their size and their solidarity, it is difficult for the syndicates to remain unconscious of their political influence when negotiating with the State and to refrain from playing this card in the course of the negotiations. If they do not refrain, they can expect the State to retaliate with some similar form of pressure. With this said, it nevertheless remains that, in principle, teachers' negotiations and collective agreements should not

⁽¹⁾ Garant, op. cit., p. 148

⁽²⁾ "Collective Bargaining between salaried Professionals and Public Sector Management", *Public Administrative Review*, 33 (1973) 165-172; see also Aimé NAULT "Teachers' Militancy and the changing Teacher-School Management Relationships", *Relations industrielles*, 24 (1969) 167-191.

be used as a pretext for political action and the State, on its part, should sit in the negotiations over teachers' salaries and working conditions always as an employer and not as a legislator.

B. Application ⁽¹⁾

a) Provincial level

Only monetary items shall be negotiated at this level, i.e. salaries and other welfare or fringe benefits.

This formula, first of all, makes it possible to establish greater uniformity on a province-wide scale in the remuneration of teachers, and secondly, enables the State to exercise some measure of control over the educational budget.

b) Local level

Having situated ourselves within the context of a progressive decentralization of all matters directly related to pedagogy so as to ensure that local conditions or characteristics are respected, we recommend exclusively local negotiations for: ⁽²⁾

- the distribution of teachers and differentiation of teaching duties;
- settlements about the objectives and the mechanisms to be used in the exercise of the rights to consultation and participation;
- teacher improvement plans.

We would also suggest that permanent joint committees be set up at both levels to study ways and means for facilitating the implementation of certain clauses of an agreement, and to evaluate the after-effects of this agreement so that suitable recommendations can be made towards improving the next one. However, these committees would be prohibited from touching an already signed agreement or from holding up certain clauses for further debate to unduly prolong the negotiations.

Conclusion

In any negotiation, it is necessary to take care that the collective agreement does not turn into a confused mixture of claims or demands or regulations on points of detail. Such matters generally lead to the creation of rigid attitudes on both sides, and to situations for grievances which can be wasteful of enormous time and detrimental to the peaceful climate that is essential to the

⁽¹⁾ Here, we have restricted ourselves to only a broad description of the contents at both levels, provincial and local, without taking a stand on the nature, characteristics or limits applying to the above contents — aspects which have already been discussed by the Superior Council in some of its former opinions.

⁽²⁾ See page 72, Bb.

orderly operation of schools. There is little doubt that a less centralized school system with greater confidence in the people working at the base would make contract bargaining a lot easier and less subject to its present quibbling and hair splitting.

No matter how much the clauses of a collective agreement or the process of negotiating them are amended and improved, we will not yet have solved all of the problems associated with the working conditions of teachers for there are many other factors that enter into the picture: i.e. the managerial style of the administration, the degree of autonomy at the local level, the rules and regulations of the system, role of the syndicates, degree of humanization of the system, etc.

On the other hand, even if collective bargaining by teachers has as its first object the working conditions of the latter, it cannot be denied that these negotiations often have a considerable impact on the pedagogical life of the school. That is why, as it was explained at the outset, the Superior Council of Education was prompted to study this question.

This brief analysis of the situation and the remarks and suggestions that were made may perhaps be of some use if each party involved is willing to give them the benefit of a bit of reflection and discussion. The Superior Council therefore concludes by summing them up in the following recommendations:

1. THAT BOTH SIDES MAKE IT A POINT OF PUTTING THE GREATEST CARE INTO THE SELECTION OF THEIR NEGOTIATING TEAMS;
2. THAT PRIOR TO ANY PROVINCIAL NEGOTIATIONS IN THE EDUCATION SECTOR, THE GOVERNMENT, THROUGH THE DEPARTMENT OF EDUCATION, AND AFTER CONSULTATION WITH THE SCHOOL BOARD ASSOCIATIONS, STATE PRECISELY HOW MUCH OF THE EDUCATION BUDGET IS TO BE ALLOTTED TO THE ELEMENTARY AND SECONDARY SECTORS;
3. THAT AS A PRELIMINARY PHASE TO PROVINCIAL NEGOTIATIONS, THE DEPARTMENT OF EDUCATION, SCHOOL BOARD FEDERATIONS AND TEACHERS' UNIONS:
 - a) DECIDE THE RULES OF PROCEDURE THAT ARE CRUCIAL TO SMOOTH NEGOTIATIONS;
 - b) EXCHANGE INFORMATION OF A STATISTICAL OR DESCRIPTIVE ORDER IN REGARD TO THE CURRENT SCHOOL SITUATION;
 - c) KEEP THE PUBLIC WELL INFORMED ABOUT THE CURRENT SCHOOL SITUATION AND ABOUT THE RULES OF PROCEDURE THAT HAVE BEEN ADOPTED BY THE NEGOTIATING PARTIES.
4. THAT THE NEGOTIATION OF A COLLECTIVE AGREEMENT START AT LEAST THREE MONTHS PRIOR TO THE EXPIRATION OF THE AGREEMENT THEN IN FORCE.

5. THAT THE NEGOTIATIONS BE CARRIED OUT AT TWO SEPARATE LEVELS, EACH HAVING ITS OWN AND EXCLUSIVE AREA OF JURISDICTION:
 - PROVINCIAL LEVEL — NEGOTIATION OF SALARIES AND OTHER WELFARE BENEFITS;
 - LOCAL LEVEL — TEACHER DISTRIBUTION AND DIFFERENTIATION OF TEACHING DUTIES, POLICIES AND MECHANISMS PERTAINING TO THE RIGHTS OF CONSULTATION AND PARTICIPATION, TEACHER IMPROVEMENT PLANS; IN BRIEF, ANYTHING THAT SETTLES AND DEFINES THE WORKING CONDITIONS OF TEACHERS.
6. AT THE PROVINCIAL NEGOTIATING TABLE,
 - THAT THE STATE BE REPRESENTED BY THE DEPARTMENT OF EDUCATION, WHICH IS BEST ABLE TO KNOW WHAT THE NEEDS OF EDUCATION ARE, AND TO SEE THAT THE RESOURCES ALLOTTED TO THIS SECTOR ARE DISTRIBUTED IN AN EQUITABLE WAY;
 - THAT THE SCHOOL BOARD FEDERATIONS PLAY A MORE ACTIVE PART IN THE NEGOTIATIONS SINCE THEY DO CONSTITUTE ONE OF THE PARTNERS OF THE EMPLOYER GROUP;
 - THAT THE TEACHERS BE REPRESENTED BY THEIR RESPECTIVE ASSOCIATIONS AND THAT NO ONE BE ENTITLED TO ACT AS AN INDEPENDENT FORCE THROUGH THE RIGHT TO VETO.
7. AT THE LOCAL LEVEL, WHILE AWAITING THE UNIFICATION OF THE ELEMENTARY AND SECONDARY LEVELS, THAT THE NEGOTIATIONS BE BETWEEN THE LOCAL ADMINISTRATIVE UNIT (SCHOOL BOARD) AND THE CERTIFIED SYNDICAL UNIT.
8. THE CONTEXT SURROUNDING A LOCAL NEGOTIATION SHOULD BE THAT TEACHERS ARE NOT JUST PAID HELP AND THEY HAVE A VERY REAL PART TO PLAY, WITH SCHOOL BOARDS, PARENTS AND STUDENTS, IN DEFINING THE EDUCATIONAL POLICIES OF THEIR SCHOOL DISTRICTS.
9. THAT JOINT COMMITTEES BE SET UP AT BOTH LOCAL AND PROVINCIAL LEVELS HAVING AS THEIR MAIN RESPONSIBILITIES:
 - a) TO SUGGEST WAYS AND MEANS FOR FACILITATING THE IMPLEMENTATION OF CERTAIN CLAUSES OF AN AGREEMENT;
 - b) TO EVALUATE THE AFTER-EFFECTS OF AN AGREEMENT AND TO RECOMMEND IMPROVEMENTS, WHERE APPLICABLE, AT THE NEXT NEGOTIATIONS;
 - c) TO ACT AS INTERMEDIARY AGENTS BETWEEN BOTH LEVELS OF NEGOTIATION.

APPENDIX 1

Mandate of the Study Committee ⁽¹⁾

“To prepare an opinion for the Superior Council based on the following elements:

- the implications of collective agreements
- procedures in negotiations
- effects of school stoppages on the quality of education and on the school climate
- relations among the participants in education (administrators, teachers, parents, students)
- spirit in which the clauses of an agreement are to be interpreted
- the starting point in the development of an agreement (the right of the student)
- a concept of syndicalism appropriate to the teaching profession
- a reference to specific problems which stem from the impossibility of measuring, according to conventional criteria, a teacher’s workload or the effectiveness of his teaching.”

⁽¹⁾ S.C.E., Minutes of the 128th meeting, June 2nd 1972, Art. 13c.

APPENDIX 2

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⁽¹⁾ Numbers between () refer to pages in the 1970 *Compilation of Statutes on Education*.

3. THE ADULT EDUCATION TEACHER TRAINING, DUTIES AND STATUS ⁽¹⁾

⁽¹⁾ Recommendations adopted at the 163rd meeting of the SCE, January 16th & 17th 1974.

In its twofold role as an interested watcher and active participant in the progress of education in Quebec, the Superior Council of Education fulfils two types of functions: on the one hand, it responds to whatever incidental questions may arise and, on the other hand, it devotes its constant attention to the progress of the entire system and to reasonable expectations for the future.

Viewed in a certain light, the question of the adult education teacher would seem to demand an immediate solution but, however satisfactory such a solution might be at the present time, it could not conceal the fact that any change in the duties or status of the adult education teacher must be adapted to the general trend of our present education system. In fact, whether we use the term "recurring", "continuing" or "permanent" education, it is inevitable that, in the near future, education will be considered as part of the normal, uninterrupted development of the individual. Thus it goes without saying that there is a strong need for a new breed of educator.

Some of these comments were published earlier by the Superior Council in its report on *The Education of Disadvantaged Adults* ⁽¹⁾. One of the recommendations requested the Department of Education to "grant professional status to the adult education teacher." The Council's reasons for discussing this same question in the present opinion are the following: to stress the importance of the matter and, above all, to point out the qualities that the adult education teacher must possess and to describe the individual training these teachers must receive. With this in mind, we would like to first outline the present situation and then to indicate the best procedure to be followed in future.

A. The present situation

Educational reform in Quebec was begun in several directions simultaneously and accomplished in a relatively short time. It was a truly collective undertaking — society as a whole, with the state's collaboration, showed great interest in changing the school structures and in renewing their educational content. The greater needs of society coupled with a new collective awareness which emerged during this period gave rise to a new phenomenon that the reformers attempted to integrate into the overall movement. As more and more young people sought to receive an education or to continue their studies for extended periods of time, so too adults began to return to school in ever-increasing numbers. The latter consisted mainly of people who had been deprived of an education and who were forced to acquire either new or greater skills and knowledge if they were to compete on the labour market in modern society. Once the new education service got well under way, the adults soon realized that they had two alternatives: to improve their knowledge or face demotion at work.

⁽¹⁾ Opinion adopted at the 149th meeting of the Council on November 8th and 9th, 1973.

The school system responded to the adults' new needs in making its institutions available for use in adult education. It was easy to find the teaching personnel necessary to cope, as they saw fit, with the overabundant demand. While, on the one hand, many teachers seized this as a welcome opportunity to earn extra income, on the other hand, a considerable number, aware of the needs and motivations of their new students, adopted new attitudes towards teaching and discovered a new vocation which ought to have been encouraged. The adults' requests for services could not be so quickly complied with since the specialized personnel in this branch was in such short supply that it was unable to satisfy the needs of their day students.

On the whole, the school system received this influx of population very well and attempted to offer it more and better service. At the same time, new ways of teaching and learning evolved in popular organizations and private associations which co-operated with the official bodies or worked simultaneously on the same projects. In the school institutions, the continuing education and adult education services (unfortunately, these two types of education were often mistaken one for the other) soon began to function with a certain amount of autonomy, at least in theory. However, the personnel provided for these services was assigned almost essentially to administrative duties. Although this was understandable, these persons worked mainly in budget-managing and in deciding upon the programmes and courses to be offered in response to the various regional needs. Eventually, the Adult Education Branch of the Department of Education gave some assistance in these administrative responsibilities. ⁽¹⁾

Until now, the principal characteristic of most of the work accomplished in the adult education field has been the almost total transfer to the adult sector of the teaching structures ordinarily destined for youth. Insufficient account was taken of the fact that the adults were returning to school for very definite reasons and with more experience of life behind them. Consequently they were subjected to the same methods as their juniors. On the whole, it is true that no adaptation was made of programmes, requirements nor even of methods of evaluation. In these circumstances, night school teachers had only to pass on to the adults the same courses as they taught the day students. This resulted in a considerable loss of time for the adults since their experience and aims were not acknowledged; in addition, such an easy solution did nothing to encourage research into appropriate teaching methods for adults.

We have noticed, however, that, in certain areas, some efforts were made towards adaptation but little was done in the way of forming a group of teach-

⁽¹⁾ We do not wish to give the impression here that the Adult Education Branch was responsible for the shortcomings which accompanied the development of the system. On the contrary, there are grounds for believing that this Branch, given a freer hand, would be able to take positive action in step with the goals pursued.

ers concerned with satisfying the real needs of the adults. We also question to what extent steps were taken to reinforce and increase the numbers of local and regional groups in charge of administrating the new sector. We would like to stress the fact that, in the first stages, in order to promote the Adult Education Branch, it is of prime importance that a special body of educators be set up which can define its own objectives and be guaranteed both sufficient security plus appropriate training methods. At the present stage, the population's needs must be met in terms of upgrading, re-training and self-improvement. Secondly, the changes which have been taking place (namely, the development of an educational environment emerging as the limitless requirements of the individuals involved become known) demand that prompt action be taken to institute new types of instruction and training and to prepare educators and future educators to work in this field.

B. Future Expectations

The future prospects tend to indicate the type of education that should be implemented in our society. Corresponding to this new type of education, there must evolve a new breed of teacher similar, in some ways, to the type of teacher now present in the adult education field. In order to establish some continuity with the progress made up to this point, we believe it essential to ensure that those who have been working satisfactorily in this sector as teachers or animators be enabled to continue in this new direction which education is taking. At the same time, care must be taken to respond adequately to the interest shown by future candidates having both the desire and the necessary ability to work in this profession.

Whether it be in the sphere of general education, the adult is already on the way to personal fulfilment, at least insofar as his motivations and aspirations are concerned. Nevertheless, he may encounter great difficulty in formulating his objectives; also, he may find it very difficult to obtain the necessary resources to carry out his plans. Naturally, this is not the case of all adults. While such problems may affect individuals to different degrees, at the group level such difficulties can become more serious.

Given such conditions, it is obvious that the adult education teacher must be equipped with a very understanding nature (this is an essential pre-requisite) and a highly creative mind. Through his close association with the adults, in an atmosphere of total confidence, he comes to represent the resource planner for the education of his students. The basic characteristic required of any adult education teacher is that of a strong interest in the work at hand and an inclination for team work. This is indispensable if he is to recognize the numerous and varied needs of the individuals he serves. Furthermore, he must be able to collaborate easily with others in order to make the best use of the educational resources available and to initiate the various activities at his students' disposal. The following list of resources show to what

point their full exploitation is beyond the abilities of one individual: individualized pedagogical assistance; preparation of teaching material; teaching; research; group animation; animation and reinforcement of part-time teacher groups; participation in planning and operation of adult education services. From this we may conclude that team work is the "sine qua non" of the adult education service; in fact, adult education can only be carried out through team work.

As explained earlier, those persons working full time in the Adult Education Branch, especially at the regional school board level, are mainly fulfilling an administrative role and are there to answer the most urgent demands. In view of the limited personnel and the poor conditions, the quality of the educational services to which the adults are entitled stands to suffer. There is reason, too, to question the possibility of finding a longer-term solution to the numerous and varied needs of the adults. We believe it expedient to increase the size of the teams already in existence so that they may conform to the model outlined above and benefit from permanent status and from the continuity necessary for any coherent plan for expansion. ⁽¹⁾ These new teams, composed of administrators, teachers and consultants, will make up the nucleus of the adult education services and be empowered to utilize any resources needed for specific purposes, for whatever length of time desired. In short, the teams will be responsible for the general educational duties of the adult education services.

Besides administrators, the team which we propose will include teachers whose task will consist of passing on knowledge in a given subject and of initiating the adult into the learning process. This, of course, requires that the teacher be competent in a given field but, above all, he must be familiar with the psychology of the adults who are there to learn, to upgrade themselves or to be re-trained. The job of the animators or consultants also on the team is to work, to various degrees, to set up and make use of the educational resources available and, also, to assist the groups and individuals in defining their needs and objectives. It is evident that all of these duties demand excellent professional training; at the same time, it is essential the adult educator display an open mind to any wishes or expectations expressed by the adults. Consequently, he must be dynamic, have a strong will to communicate and, above all, be mature enough to accept his responsibilities whatever the circumstances.

The foregoing description of the adult education teacher, although brief, shows to what heights he must aspire in order to provide adequate service to the public. Moreover, in stressing the importance of the position and the requirements entailed, we wish to illustrate the respect which society owes the adult educator in consideration of his usefulness and of the part he plays

⁽¹⁾ It should be pointed out that the colleges and universities are already in a position to form permanent groups of adult educators.

in the advancement of the profession and of education in general. The respect shown should go beyond mere esteem for there is no reason why society should not give full recognition to the adult educator's profession. There must be an end to the situation whereby the adult educator is restricted to a marginal role in the system, in negotiations and in collective agreements or decrees. First, it is up to the interested parties to show a spirit of cooperation in their attitudes and activities and, thus, cultivate their own best interests in a reasonable manner. These conditions must be met before official recognition is possible. There always remains the possibility of exerting pressure on the State as well as on society. Progress is rarely the result of one generation's spontaneity and is less often achieved gratuitously.

It is clear from the above remarks that the adult educator should possess a solid education plus the knowledge, ability and social ease judged appropriate for the population he will serve and for the future offered by the numerous experiments done in this area. In view of the teaching duties, i.e. the communication of knowledge, it is imperative that the adult educator receive the best possible education from establishments recognized by the proper authorities. Since such knowledge is a renewable resource, the teacher must be prepared to constantly further his education. As far as training for the positions of animator or consultant is concerned, the main resources are supplied in the milieu and through experience gained on a personal level or in team work. Whatever the case, we are well aware of the intrinsic value which the educational resources provided by the milieu represent for the training of adult educators; of equal value is the university's assistance in offering training programmes designed in consultation with the educators themselves. Neither can we ignore the contribution made by the research centres. While the subject under discussion concerns the development of the education system, we emphasize the importance of the adult educators becoming investigators in the progress of education in hopes that education will eventually play a major role in society.

Admittedly, the innovative nature of the model proposed for training educators is very apt to provoke reservations since it runs counter to the traditional system whose prime tenets were based on the evaluation of knowledge and on the number of years of scholarship. But, past experience proves that, in adult education, the system does not consist solely of communicating knowledge. In order to satisfy the demand, this type of education must devise methods and formulae of which, more often than not, there are no precedents. These new "teaching masters" should bear no resemblance to those who worked under the old system. Although their duties will undoubtedly include the communication of knowledge, their prime concern will be to act as auxiliaries to the adults who, obviously have acquired widely diversified experience in life and who are generally highly motivated. With this in mind, the training as well as the evaluation of the adult education teacher must receive

special attention. If, for practical purposes, we recognize the fact that their education should not be limited to one specific subject, as was the case traditionally, an appropriate procedure must be found to evaluate their qualifications and to admit into the profession only those candidates who are capable in the relevant fields and who possess suitable personalities. The salary scale should be determined by the nature of the duties and by the quality of the work performed. In our opinion, years of scholarship should not be an overriding condition for scholarship alone is no indication that the adult educator possesses any of the necessary attributes described above.

In conclusion, we would like to point to the urgency of taking all necessary measures to grant professional status and all it involves to adult educators. Those already working in the field should receive preferential recognition provided that a satisfactory evaluation of their abilities and performance has been made. In order to rectify the present situation and to set in motion the appropriate means for guaranteeing the advancement of the profession, we propose the following recommendations.

First recommendation

THAT THE BODIES IN CHARGE OF PUBLIC INSTRUCTION OFFERING ADULT EDUCATION SERVICES BE AUTHORIZED TO ENGAGE A CERTAIN NUMBER OF ADULT EDUCATION TEACHERS TO FORM A STABLE NUCLEUS WHOSE SIZE WILL BE DETERMINED BY THE CHARACTERISTICS AND SIZE OF THE POPULATION THEY WILL SERVE.

Second recommendation

THAT THE ROLE OF THE ADULT EDUCATOR BE DEFINED IN RELATION TO THE FOLLOWING DUTIES: INDIVIDUALIZED PEDAGOGICAL ASSISTANCE; PREPARATION OF TEACHING MATERIAL; TEACHING; RESEARCH; GROUP ANIMATION; ANIMATION AND REINFORCEMENT OF TEAMS OF PART-TIME EDUCATORS; PARTICIPATION IN THE PLANNING AND OPERATION OF ADULT EDUCATION SERVICES.

Third recommendation

THAT THE CONDITIONS FOR ADMISSION TO THE PROFESSION OF ADULT EDUCATION TEACHER BE AS FOLLOWS: 1) ABILITY IN THE FIELD OF LEARNING REQUIRED BY THE ADULTS; 2) PERSONAL ATTRIBUTES NECESSARY FOR THIS TYPE OF WORK.

Fourth recommendation

THAT, WITH A VIEW TO PROVIDING ON-THE-SPOT TRAINING FOR ADULT EDUCATION TEACHERS, THE EDUCATIONAL RESOURCES OF THE RESPECTIVE MILIEUX (WHEN NECESSARY, INCLUDING THOSE AVAILABLE IN THE UNIVERSITIES) BE PUT AT THE TEACHERS' DISPOSAL.

Fifth recommendation

THAT OFFICIAL RECOGNITION BE GIVEN TO THE TRAINING OF ADULT EDUCATION TEACHERS AND THAT AN EVALUATION PROCEDURE BE INSTITUTED FOR THIS PURPOSE.

SIXTH RECOMMENDATION

THAT PROFESSIONAL STATUS BE GRANTED TO ADULT EDUCATION TEACHERS.

SEVENTH RECOMMENDATION

THAT A SALARY SCALE BE ESTABLISHED FOR ADULT EDUCATION TEACHERS AND BE BASED MAINLY ON THE NATURE OF THE DUTIES AND THE QUALITY OF THE WORK PERFORMED.

4. DRAFT-REGULATION ON THE COLLEGE EDUCATION CURRICULUM ⁽¹⁾

⁽¹⁾ Opinion adopted at the 164th meeting of the Council, February 13th & 14th 1975.

In response to a request received December 19, 1974, the Superior Council of Education has initiated a study of the draft-regulation on the pedagogical regime of college education. Considering the present situation of college education, the Council is convinced that it would be premature at present to grant the status of a regulation to the text on the pedagogical regime which was submitted to the Council and published in the *Handbook of College Education, 1974-1975*.

The Council's opinion is based primarily on the following reasons.

A survey of the application of the pedagogical regime now in use was undertaken by the "Commission des directeurs des services pédagogiques des collèges" (May 1974) and points out that the regime's application varies from one college to another according to their particular requirements. The act of granting regulation status to the draft submitted would provoke the disappearance of the flexibility which seems indispensable to the colleges.

In other respects, it must not be forgotten that the College Education Branch of the Department of Education, in 1972, presented a pedagogical regime many features of which have been incorporated into the present draft-regulation. At that time, there was strong reaction from the teaching milieu and, in view of that experience, it would seem unwise to set forth now a draft which is identical along several lines to the previous one.

It should also be added that, in reply to a request received in February 1973, the Council is in the process of carrying out a study on the state and needs of college education. This study, which, among other things, deals with the pedagogical regime has not yet been completed. Consequently, the Council deems it expedient to recommend that all decisions concerning the college pedagogical regime be deferred until publication of the report on the above-mentioned study.

5. PROTECTION FOR STUDENT TRAINEES-IN-INDUSTRY ⁽¹⁾

⁽¹⁾ Recommendation adopted at the 164th meeting of the Council, February 13th & 14th 1975.

- At present, student trainees-in-industry are not eligible, in the case of injury, for compensation or benefits such as those allocated for regular workers in the Workmen's Compensation Act.
- As a result of the resolution passed by the Workmen's Compensation Commission at its meeting of December 18, 1974, and wherein it was proposed to make trainees eligible for the provisions of the said Act, the Superior Council of Education hopes that steps will soon be taken to guarantee greater protection to student trainees.
- The Council is in agreement with the Workmen's Compensation Commission regarding the proposed objective but considers that it is up to the Minister of Education, with the collaboration of his colleague, the Minister of Labour, to decide on the best means for ensuring the desired protection.

6. DRAFT-REGULATION RELATIVE TO KNOWLEDGE OF THE LANGUAGE OF INSTRUCTION ⁽¹⁾

⁽¹⁾ Opinion adopted at the 166th meeting of the Council, March 13th & 14th 1975.

Introduction

When opinions were being sought regarding proposed legislation No. 22 on the official language, the Superior Council of Education submitted its opinion to the Minister on the sections dealing with the language of instruction.

This opinion was founded mainly on the following principles:

- a) *affirmation of French as the language of instruction in Québec;*
- b) *affirmation of the criterion of the mother tongue to allow children having English-speaking parents to be educated in English, should the parents so choose;*
- c) *rejection of the principle of using tests to determine the child's language of instruction.*

The Official Language Bill has since been assented to and the Superior Council has noted that one solution recommended by the Council has been included in the Act — namely that which retained the criterion of the mother tongue for dealing with eventual modifications in the teaching of English in educational institutions (Section 40).

On the other hand, the Superior Council has remarked that, with respect to the language of instruction, the legislator has introduced into the law two different criteria — the first bearing on linguistic aptitude as gauged by the tests, the second on the mother tongue of pupils already enrolled in English classes. Whereas the criterion of linguistic aptitude (which, in the legislator's opinion, sets a limit on the freedom of choice of the language of instruction) applies in the case of the enrolment of each pupil, the condition regarding the mother tongue applies to the school boards in the event of a change in the number of pupils qualified for English language instruction.

The Council would have preferred to recommend that the Minister apply the law in such a way as to bear in mind solely the condition concerning the mother tongue as specified under section 40, especially since section 43 regarding the tests is not binding upon the Minister.

However, the assertion, under sections 40 and 41, of two different criteria render this recommendation ineffectual since their double presence introduces incoherence and ambiguity into the text of the Official Language Act and, thus, makes its application difficult.

Moreover, in the absence of one unique criterion, which would be that of the mother tongue, the Council considers that application of the third paragraph of section 40 of the Act involving limitation of the number of enrolments in English language school boards would institute an arbitrary system which would be difficult both to justify and to administer.

Impact of the draft-regulation

Regarding the draft-regulation relative to knowledge of the language of instruction, the Superior Council reiterates that the principle of tests to determine the language of instruction of children is unacceptable for the following reasons:

1. The Council first refers to the reason previously given in its opinion to the Minister on Bill 22 which emphasized that “ . . . the use of tests as admissibility criteria for instruction in English is a questionable pedagogical solution to a problem that is more social and political in nature.”
2. The Superior Council deems it essential that the French language education sector give a warm welcome to non-Anglophone children in order to ease their adjustment to the Quebec milieu. This implies that special steps be taken by the Department, by the milieu and the school boards to foster an environment conducive to the adjustment of these children and to the full development of their personalities.

In actual fact, the application of the tests will not favour the harmonious adjustment of non-Anglophone immigrants to the French language education system. This measure amounts to a rather arbitrary rule the results of which appear highly dubious in view of the considerable human and financial resources involved.

In addition, the application of the tests assumes an odious quality in the children's minds and it can only result in conflict and negative attitudes in reference to both language and the Quebec image. Finally, school integration carried out according to this method acquires a punitive character that runs counter to the pedagogical spirit of the Quebec education system.

3. The Superior Council is aware that the testing formula is already producing negative reactions throughout the population; in groups most affected, this formula is even provoking intensive English instruction to children who will have to take the tests. Obviously, there is a risk that this already tense situation may deteriorate. The plan provided for by law would only serve to multiply already numerous conflicts at different levels — between linguistic groups; school boards and the schools; parents and school administrators.

Recommendations

In the face of the new context that has evolved in Quebec since publication of the draft-regulation concerning knowledge of the language of instruction, the Superior Council is submitting the following recommendations to the Minister which it regards as acceptable solutions for the implementation of just legislation governing the language of instruction.

First recommendation

That the sections of Act 22 concerning the language of instruction be revised in the following manner as previously proposed by the Superior Council in its opinion on Bill 22 (Official Language Act), notably in rejection of the principle of the testing of aptitude or performance to determine the choice of the language of instruction:

- a) *Chapter V, Section 48, paragraph 2 — Bill 22, First Reading Corresponding to Chapter V, section 40 — Bill 22, assented to 31st July 1974.*

Replace this paragraph by another one which states clearly that instruction shall be provided in the English language to children whose mother tongue is English, if their parents so choose.

- b) *Chapter V, Section 48, paragraph 3 — Bill 22, First Reading Corresponding to Chapter V, section 40 — Bill 22, assented to 31st July 1974.*

Replace this paragraph by another one which permits all Indian and Inuit peoples of Quebec to receive instruction in the mother tongue, if they so choose.

- c) *Chapter V, sections 49 and 51 — Bill 22, First Reading Corresponding to Chapter V, sections 41 and 43 — Bill 22, assented to 31st July 1974.*

Repeal of sections 49 and 51 of Chapter V.

- d) *Chapter V, section 52 — Bill 22, First Reading Corresponding to Chapter V, section 44 — Bill 22, assented to 31st July 1974.*

Replace this section by another one which stipulates that the course of studies in the schools of Quebec must ensure that secondary school graduates have a working knowledge of the second language.

Second recommendation

That the human and financial resources contemplated for the production and application of tests for the purposes defined in the present regulation be used for the immediate development of a policy to receive into the French language school sector children whose mother tongue is neither French nor English; also, that the school boards be assigned the responsibility of effectively carrying out the reception of these children.

Third recommendation

That the Department of Education allocate adequate resources for the establishment of French immersion classes designed to receive children whose mother tongue is neither French nor English into the French language school sector.

Fourth recommendation

- a) That courses for the training and professional improvement of teachers, study courses, and teaching material be planned and put into operation to improve the learning of *French as the mother tongue*.
- b) That courses for the training and professional improvement of teachers, study courses, teaching material, inter-school board exchange programs and immersion classes be also set forth to improve the learning of *English and French as second languages*.

7. BILL 50 REGARDING HUMAN RIGHTS AND FREEDOMS ⁽¹⁾

⁽¹⁾ Recommendations adopted at the 167th meeting of the Council, April 10th & 11th 1975.

In order to exercise the mandate assigned it by law to make recommendations to the Minister on any matter relating to education, the Superior Council of Education studied in depth those sections of Bill No. 50 on human rights and freedoms which refer to rights in the field of education. The Council collated these sections with those of the existing school legislation, in particular, with the preamble to the Education Department Act which also undertook to define the rights of groups and of individuals with regard to education. Following this study, the Council submits the following remarks and recommendations.

1. The Right to Education

“Every person has a right, to the extent and according to the standards provided for by law, to free public education.” (Section 37)

On one point in particular the above section shows progress over previous legislation — instead of referring to the child, as does the preamble to the Education Department Act (R.S. 1964, c. 233), the above section states that “every person has a right . . .” Thus, it recognizes the adult’s right to education. Until now, a recent amendment to the Education Act (Section 573a) granted the school boards alone the *permission* to provide for courses of study “for persons other than those contemplated by section 43”, “with the authorization of the Minister.”

Where it might give cause for great satisfaction, section 37 creates the opposite effect by including the incidental phrase “to the extent and according to the standards provided for by law.” We conclude that, as it stands, this section limits the scope of the legislator’s declaration since it leaves room for numerous possible restrictions. In addition, the use of the expression “public education” denotes only the system administered by the Department of Education. However we are well aware that the Department does not constitute the sole educational resource. Moreover, the Education Act is not the only determinant of the activities of the education authorities in the Quebec milieu.

For these reasons, the wording of section 37 is unsatisfactory; in spite of appearances, this section is narrow in scope. For instance, it lacks the precision to be found in the International Pact on economic, social and cultural rights adopted by the United Nations’ General Assembly. On the other hand, this affirmation on the right to education provides no details about what this might entail. By way of correcting these shortcomings, the Council proposes to replace section 37 of the Bill by two sections, the first of which adheres closely to the preamble of the Education Department Act and the second of which emphasizes the need to establish a system that will promote truly equal access to education.

“Every person is entitled to the advantage of an education conducive to the full development of his personality, on the physical, intellectual, emotional, social, moral and religious planes.”

“Education shall be made available to every person according to individual capacity, by all appropriate means and full equality, through the progressive extension of free education.”

2. Moral and Religious Instruction (MRI)

“Parents or the persons acting in their stead have a right to require that, in the public educational establishments, their children receive a religious or moral education in conformity with their convictions, within the framework of the curricula provided for by law.” (Section 38)

This section deals exclusively with the child’s right to receive a religious education in public institutions in conformity with the convictions of the parents or of persons acting in their stead. This section gave rise to a number of comments founded on points of prime importance.

Upon analysis, it seems apparent that the principle enunciated in this section, as valid as the intent may be, cannot by itself reflect the school law of Quebec and its basic underlying principles.

It is expedient to compare this section with the first two clauses of the preamble to the Education Department Act. The preamble states that the child is entitled to the advantage of a *system of education* conducive to the full development of his personality. It is also stated that parents have the right to choose the *institutions* which ensure the greatest respect for the rights of their children. It is obvious that this preamble was written with the intention of affirming the parents’ right to choose a *school* in conformity with their religious convictions. This provision definitely surpasses the declaration of the right to receive *religious instruction* in conformity with one’s convictions within a school which could be common to all.

Section 38 falls far short of the measure of freedom granted by the laws of the Department of Education (S.R. 1964, c. 234). 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. He shall also exercise the powers of the deputy minister within the spheres determined by the Minister.” (Section 8)

The Superior Council of Education Act (section 22) grants its Confessional Committees much greater powers than the right enunciated in section 38 of the proposed legislation.

It should also be noted that section 38 of the Bill is less assertive than the Universal Declaration of Human Rights which maintains that “parents have a prior right to choose the kind of education that shall be given to their children.” (Section 26.3) In order to correct the basic defects contained in sec-

tion 38, it is essential that we have recourse to the second clause of the preamble to the Education Department Act which truly characterizes our school system.

In this perspective we therefore propose to replace section 38 by the following two sections:

“Parents or the persons acting in their stead have a right to choose the public or private establishments which, according to their convictions, ensure the greatest respect for the rights of their children.”

“Parents or the persons acting in their stead have a right to require that, in the public educational establishments, their children receive a moral *and* religious education in conformity with their convictions.”

It should be noted that we have eliminated the phrase “within the framework of the curricula provided for by law” from section 38, of the bill. In our view, this provision is unnecessary and would be difficult to apply; not all curricula are provided for by law.

3. Private Education

“Parents or the persons acting in their stead have a right to choose private educational establishments for their children, provided such establishments comply with the standards prescribed or approved by virtue of the law.” (Section 39)

Regarding section 39, it's important to compare this section with the third clause in the preamble to the Education Department Act which is complemented by the two preceding clauses. Obviously, the aim of this preamble is to ensure a choice between educational institutions. It asserts the right of persons and groups 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.”

The difference between the wording of this preamble and of the Bill is very clear. In the first case, means are set forth to guarantee the true viability of the private institutions whereas in the second case the Bill simply outlines a theoretical right and an abstract formula.

Bill No. 50 should reflect the spirit of the law of Québec relating to private education and affecting all levels of education in accordance with the preamble of the Education Department Act which shows no partiality toward levels. This same position was adopted by the Superior Council of Education in the opinion it submitted to the Minister upon study of the Private Education Act in 1968. (See *Annual Report 1967-1969*, page 171 ss.)

Therefore, the Council proposes to replace section 39 of the Bill by the following:

“Persons and groups have the right to establish and to operate private 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.”

4. Interpretative Provisions

“This Charter shall not be so interpreted as to suppress or limit the enjoyment or exercise of any human right or freedom not enumerated herein.

Nor shall it be so interpreted as to extend, limit or amend the scope of a provision of law; however, if a doubt arises in the interpretation of such provision, it shall be resolved in keeping with the intent of this Charter.”
(Section 45)

The role of the Charter within the whole Quebec legislative structure is principally determined in Section 45. We find the first paragraph satisfactory; it sets forth the respect of all rights and freedoms. Concerning the second paragraph, we believe it should be replaced by another; in our opinion, it is more important to protect the Charter against the restrictions of other laws than to protect other laws against the provisions of the Charter. In this respect, we propose the terms used in the Canadian Bill of Rights:

“Every law of Quebec shall, unless it is expressly declared by an Act of the National Assembly that it shall operate notwithstanding the Human Rights and Freedoms Act, be so construed and applied as not to suppress, limit or infringe any of the rights or freedoms herein recognized and declared, nor to authorize the suppression, limitation or violation of such rights or freedoms.”

Conclusion and recommendations

The Superior Council of Education would like to express its satisfaction with the legislator’s intention to provide Québec with a law on human rights and freedoms. The Council nevertheless considers it essential that this law be more in keeping with the letter and the spirit of the Education Department Act, in particular, with the preamble to this act. The Council is making two recommendations in hopes of contributing to the improvement of the Bill.

I. In replacement of Section 45 of the Bill, the Council suggests the following:

Section 45 — This Charter shall not be so interpreted as to suppress or limit the enjoyment or exercise of any human right or freedom not enumerated herein.

Every law of Quebec shall, unless it is expressly declared by an Act of the National Assembly that it shall operate notwithstanding the Human Rights and Freedoms Act, be so construed and applied as not to suppress, limit or infringe any of the rights or freedoms herein recognized and declared, nor to authorize the suppression, limitation or violation of such rights or freedoms.

II. In replacement of Sections 37, 38 and 39 of the Bill, the Council proposes the five sections below:

Section 37 — Every person is entitled to the advantage of an education conducive to the full development of his personality, on the physical, intellectual, emotional, social, moral and religious planes.

Section 38 — Education shall be made accessible to all in total equality by virtue of the gradual institution of free scholarship and, according to each individual's abilities, by all suitable means.

Section 39 — Parents or the persons acting in their stead have a right to choose the public or private establishments which, according to their convictions, ensure the greatest respect for the rights of their children.

Section 40 — Parents or the persons acting in their stead have a right to require that, in the public educational establishments, their children receive a religious and moral education in conformity with their convictions.

Section 41 — Persons and groups have the right to establish and to operate private 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.”

8. THE PROFESSIONAL IMPROVEMENT OF SECONDARY SCHOOL VOCATIONAL TEACHERS ⁽¹⁾

⁽¹⁾ Opinion adopted at the 167th meeting of the SCE, April 10th & 11th 1975.

Introduction

There are approximately 7,000 teachers involved in vocational education at the secondary level of the public schools, ⁽¹⁾. Most of these teachers either taught in the former trade schools, which were integrated into the comprehensive secondary schools during Operation 55, or have left the labour market to join the profession ⁽²⁾.

Although competent in their professional field, a large number of them have no teaching certificate ⁽³⁾; this factor places them in an insecure and unstable situation. Moreover, as is the case for all teachers, they need to improve their teaching in order to make it more useful, more valuable and, also to improve their professional status and increase their salary. *In all fairness then, these teachers cannot be dismissed if they have never been offered the opportunity to improve their qualifications; nor can they be retained without some guarantee of added stability.*

In their profession

The Department of Education has taken stock of the needs of these teachers and, in the intention of solving them, has drawn up two *master plans*.

- The first of these is entitled “The Education of Secondary Vocational Teachers.” It was published in 1973 and its policies have since been implemented; its aim is to give initial *educational training* to the teachers already on the job. This training will be the equivalent of a university degree and teaching certificate (p. 7).
- The title of the second plan is “The Professional Improvement of Secondary School Vocational Teachers”. Its objective is to offer teachers in the profession “*professional improvement* adapted to the requirements of education . . . (by) more specialization in the subject matter to be taught or in related fields . . . (and by) broadening the individual’s culture” (p. II). The Plan specifies four methods of improvement which will lead to a diploma or a university degree (Bachelor’s or Master’s) (p. 17).

This second plan for professional improvement has already been the object of consultation with external bodies (see the calendar of operations under appendix I of the Plan). However, before officially approving it and setting it in operation, the Minister of Education has requested official opinions from

⁽¹⁾ According to a survey made of the regional offices in 1973-74, there were 6,976 of these teachers in the regional school boards (*Teacher Professional Improvement Plan*, 1974, appendix II)

⁽²⁾ The trend over the last few years has been to recruit approximately 700 new teachers each year from the labour market to become vocational teachers (secondary level). (*Teacher Education Plan*, 1973, p. V)

⁽³⁾ The Teacher Probation and Creditation Service counted over 3,000 of them in 1973 (*ibid*; p. V). Many predict that there will be 4,000 of these teachers in 1975, i.e. 2,500 in the Montreal area and 1,500 in the Québec area.

the Committee of Teacher Education, the Council of Universities and the Superior Council of Education ⁽¹⁾.

1. Vocational education

Prior to submitting its opinion on the contents of the Master Plan, the Superior Council of Education would like to make one *important preliminary comment*.

Both of the Department's Master plans (on training and improvement) are implicitly confined to those policies and structures which are already in existence in vocational education at the secondary level. They take for granted that the principal aim of vocational education, even at the secondary level, is to prepare the pupil for the labour market. With this intention in mind, both plans are designed to help the teachers in this sector to better adapt themselves to the system defined in Regulation No. 4 and to find a satisfactory answer to their training and improvement needs.

While this approach was well-intended, our *concern* was aroused by the *fundamental questions* which were left unanswered, especially since the solution of the questions which have arisen in the area of vocational education at the secondary level is apt to have a strong effect on the preparation of teachers. The questions referred to can be resumed as follows:

- Is it still essential that the traditional type of vocational education be offered at the secondary level?
- If so, what goals should it pursue? general culture or trades? polytechnical training or a major in one technical field?
- What type of teachers are needed? Should preference be given to education or the technical specialists who are familiar with teaching?⁽²⁾
- In what direction is progress in this field apt to lead?

The Superior Council of Education is concerned about these problems and intends to give them fuller coverage in the near future in its report on college education⁽³⁾. As far as the Superior Council is concerned, it would have been preferable had the Department, upon presentation of these two plans, undertaken a study of the above-mentioned questions or at least made some *reference* to them and thus stimulate the *reaction* of the interested parties.

⁽¹⁾ In reponse to the request made by the Minister on January 29, 1975, the Superior Council of Education, at its February 13-14 meeting, appointed a study committee to prepare a draft opinion. On March 5th, the Committee had completed its work and, two days later, it submitted its draft to the Commissions of Higher Education and of Secondary Education. The Committee's draft as well as the reactions and recommendations of the above commissions were passed on to the Council for discussion at its March 13-14 meeting. Final approval was given on April 10th.

⁽²⁾ The M.C.S.C. touched on these same questions three years ago but, unfortunately, no follow-up was done ("Lise BISSONNETTE, d'enseignement professionnel ou l'école livrée à l'entreprise", in *Le Devoir* supplement of April 9, 1975; p. XIV)

⁽³⁾ Consequently, the present opinion does not compromise the positions that the Council will take on basic questions that arise in reference to vocational instruction.

Apart from its preliminary comment, the Superior Council of Education has no choice but to support the principles outlined in the Teacher Professional Improvement Plan since, on the one hand, it recognizes an *undeniable right* of these teachers and, on the other hand, it is consistent with the general long-range policy for training and improvement that the Council recommended for all teachers in its 1968 and 1970 opinions.⁽¹⁾

II. Objectives of the master plan

At the outset, the Master Plan states some of the objectives of improvement with the intention of applying Regulation No. 4 and satisfying the legitimate needs of the teachers on the job. While the provisions of Regulation No. 4 are well known, much remains to be learned about the needs of vocational teachers at this level. It would have been useful, also, to have been informed of the results of the survey which no doubt preceded the Plan and was used in its elaboration; this would have allowed us to evaluate *the nature and scope* of the teachers needs for improvement and to assess the *reasons behind the Plan*. The Plan would definitely take on a different meaning if it were revealed in the survey that a large number of vocational teachers at secondary level are not especially interested in taking improvement programmes at university but resign themselves to so doing since it is their only means of ensuring better working and salary conditions.

The Plan's general objective for improvement is to produce "high quality vocational education which takes the needs of the working world and the requirements of the school system into account" (Page 1). We fully endorse this initial position since, from this view-point, the professional improvement of the teachers is *focused on the quality of the teaching, and, therefore, on the well-being of the students rather than solely on the credits necessary for an increase in salary*. However, in reference to the general guideline of the Plan wherein improvement is acquired only by means of traditional university programmes, we have the following comment to make to the Department: high quality vocational education is not necessarily the product of vertical improvement but may be acquired when the teacher *improves his techniques and becomes more attuned to the students' talents, interests and motivations*. The latter can be achieved very well without university improvement.

The Plan also outlines various *specific objectives* apt to motivate teachers to enrol in university improvement programmes. The Council considers it advisable to make the following remarks regarding some of these specific objectives:

1. In most cases, *training sessions in the working milieu* are just as valid as university studies in keeping the teaching in step with technology (1st objective).

⁽¹⁾ "A Policy Respecting Teacher Education", in the 1967 / 1968 Annual Report, pp. 252-263 and "In-Service Training for Teachers", in the 1970 / 1971 Annual Report, pp. 280-292. Some of the positions taken in these two opinions are relevant to the object of the present opinion; see appendix No. I.

2. In view of the difficulty of recruiting the most promising candidates for vocational teaching in sufficient numbers, they ought to be offered the chance to continue on to higher learning (4th objective). Although this is a valid objective, it is not so much by obliging candidates to have university degrees that more and better candidates will be attracted to this teaching field and choose to remain there. Offering them the facilities to study towards university degrees would be a better idea. More likely incentives would be working conditions, salaries and improvement conditions that would be at least as attractive as those offered in the technical working field.
3. In order to enhance the professional status of these teachers, it is expedient that they be extended the opportunity to receive training comparative to that received by other teachers, regardless of their level or teaching specialty (3rd objective). Again, the first step to take should not be to oblige these teachers to take university courses at all costs but, rather, to give them *an identity all their own* and to make legal provisions allowing them to *improve their technical and teaching qualifications* by means of programmes that are in line with their needs and previous education — whether it be at university, CEGEP, in the working milieu, etc. . .
4. The Superior Council of Education believes that much can be done at once in this direction to improve the professional status of these teachers without necessarily subjecting them to university studies, as is required by the present system whereby *scholarship and teaching experience alone* constitute the criteria for evaluating the teachers' status and determining their salaries. The Council is of the opinion that, henceforth, *much less faith should be placed on these restrictive criteria*.

The professional and personal abilities acquired outside the school should carry as much weight as the credits obtained in official education institutions.

The teacher's ability can be assessed at two different *but complementary levels* as a teaching professional and as a human being. In the first case, it should be noted whether:

1. he has assimilated well the contents and the spirit of one specialty. i.e. that he has acquired a definite amount of theoretic and practical knowledge in his given field and mastered the necessary skills;
2. he has learned the psychology of the student so as to be familiar with the student's learning process;
3. he has mastered the various means of communicating his knowledge and skills.

As a human being, the teacher should show a great appreciation for the value of civilization and culture and have a well-balanced personality enabling him to establish normal and fulfilling relationships.

As is to be expected, many people would like the university to retain its *privileged role* in the training and improvement of teachers. It should be admitted, nevertheless, that the university is *not the only* place nor the best one for vocational teachers at the secondary level. For example, competence in a trade such as that of a mechanic, plumber or electrician, is acquired to a much greater extent on the job than at university. Therefore, as a first step in improving the status of these teachers, the Council recommends that the experience gained in their professional fields become a more important factor in the evaluation of their professional ability.

III. The University's Role

The Master Plan sets forth four plans for professional improvement, which when completed, will give the vocational teachers either

— a diploma (Plan "A"),

or

— a Bachelor's degree (Plan "B1" and "B2")

or

— a Master's degree (Plan "C")

The Plan designates the university as the ideal place for the professional improvement of all of these teachers. The university's role consists of: designing programmes after having consulted with the parties concerned; administering these programmes, sometimes in conjunction with outside facilities; evaluating the programmes and, finally, conferring diplomas or degrees on those who have successfully completed the above programmes.

The Superior Council of Education has *few objections in principle* to the university undertaking the professional improvement of this class of teachers, particularly regarding those candidates foreseen by Plans "B2" and "C" (p. 17) since the latter fill the university entrance requirements. Such is not the case for the candidates foreseen by Plans "A" and "B" who, *generally, are unlikely to profit from programmes* designed and taught by the university in their respective professional fields. Actually, there remains a considerable number of vocational teachers at the secondary level who have *no basic university training at the Bachelor level* or, who have not the *recognized equivalent* of 13 years of scholaryity usually necessary for admission to university studies⁽¹⁾. There will be no change in the situation because the regular supply

⁽¹⁾ According to the statistics supplied by the Department of Education's Data Processing Service (cf: appendix no II), approximately 22% of vocational teachers at the secondary level have 12 years of scholaryity or less. Unfortunately, this data is incomplete, accounting for only 5,191 teachers in the public and private sectors as opposed to the figure of 7,715 arrived at by the survey of the regional offices (*Teacher Professional Improvement Plan, 1974, appendix No II, tables 1 & 2*). The reason for these two contradictory figures is that the first statistics were compiled from reports sent in by the teachers themselves at the end of September 1973 and that not all forms were returned to the Department.

of able technical specialists needed at the secondary level will continue to come from the working milieu ⁽¹⁾. They will have followed the usual process. Upon leaving secondary school, most of them will have followed training sessions in industry before becoming vocational teachers.

Thus, in view of the present circumstances, the Superior Council of Education does not consider it realistic or advisable to give the university the exclusive responsibility for planning and putting into operation all improvement programmes destined for all of the vocational teachers at the secondary level and particularly for those who do not fill the university entrance requirements (i.e., 13 years of scholary or their equivalent).

To be sure, it would be most desirable if the universities were to make long-range plans to extend their scope beyond the campus, to open their doors to a broader cross-section of society and to begin teaching fields from which technicians, professionals and workers could benefit.

However, in view of the present situation in the universities, the Superior Council of Education has based the above-mentioned reservation on the *following considerations*:

1. The *present university structures and services* are not adapted to the candidates who are to follow Plans "A" and "B". This is especially true for professional improvement in the technical field since university instruction is too scientific for the needs of these teachers. In addition, the latter have acquired an education which is *far too heterogeneous* for them to take advantage of such university courses as the psychology of education unless the university were to set up *parallel, adapted schools* which would then be *less apt to be of university calibre*.
2. University education falls within a *certain continuity* and requires all entrants to have completed 13 years of study; furthermore, these prior studies must have been followed in a different perspective than that which characterizes the regular training which vocational teachers have received.
3. The university should offer these teachers "made-to-measure" programmes organized in a framework of "*on-the-spot*" teaching, etc . . . All of the foregoing suggestions are scarcely practicable, given the present university structure unless, as mentioned above, the university sets up and administers special schools which would no longer conform to the traditional conception of the university.
4. Even if the university made an attempt towards decentralization of its services, it would still be too far removed from the concerns and activities of the teaching and working milieux which have such an effect on this category of teachers.

⁽¹⁾ In its Master Plan concerning the training of vocational teachers, the Department of Education made the following statement:

"The future vocational teachers will generally be recruited from the labour market and not in the education institutions upon completion of their studies." (p. 2)

5. The university is not in the best position to afford these teachers the internal and external resources needed to perfect their technical knowledge.

Conclusion: A compromise

Despite our reservation regarding the inflexibility with which the Plan advocates compulsory university courses for the professional improvement of a *present* category of teachers, the Superior Council of Education *is in no way promoting low-cost training* for any of the vocational teachers at the secondary level; earlier opinions dealing with teachers in general will testify to this. However, in the present case and in the best interests of unity, perhaps there are certain grounds for *entrusting the university* with the professional improvement of teachers foreseen in Plans "A" and "B" of the Master Plan but in following a different approach and respecting the conditions set out below:

- that, concerning programmes, the university relinquish direct responsibility and entrust the task of elaborating and administering them to *specialized schools* while still maintaining a *certain amount of control* over the quality of the courses. The university's role in this case would be somewhat similar to its earlier association with the classical colleges and the affiliated schools and also to the part the university now plays in the extension programme service;
- that this training be available to all teachers now in the profession or all qualified technicians who wish to transfer from the technical working milieu to vocational teaching but who are not yet able to fill the present university entrance requirements;
- that such training not be evaluated in relation to university credits but rather be *recognized by the Department of Education for purposes of teaching classification and salary*.

The Council arrived at the above compromise in hopes that it might on the one hand, *maintain the quality of higher education* and, on the other hand, provide a satisfactory answer to the improvement needs of the teachers without requiring them to obtain university credits.

Our position is *summarized* in the following *recommendations*:

1. That the temporary measures advocated in the Master Plan for a present category of vocational teachers at the secondary level not be viewed as a substitute for any further reflection on the basic questions surrounding vocational education at the secondary level.
2. That professional improvement be recognized as an undeniable right of each and that it be included in the general policy for teacher improvement that the Council proposed in its official opinion in 1970.
3. That teacher improvement, in conformity with the general policy of the Master Plan, be focused constantly on the quality of the teaching-learning

process — thus, on the well-being of the students rather than solely on the number of credits needed for an increase in salary.

4. That, in order to attract and to maintain candidates for vocational education at the secondary level, more importance be placed on their working conditions and on fairer criteria for remuneration than on the compulsory obtaining of university degrees.
5. That, as soon as possible, this category of teachers gain a proper identity and that their professional status be improved immediately so that their salary scale will be based on personal and professional abilities often acquired outside the school context, than on the credits obtained in official education institutions.
6. That, while considering the university as a special place for the professional improvement of teachers in general, we recognize that it is not the only such place, nor the best, in particular, for secondary school vocational teachers.
7. That in view of the present circumstances and mainly owing to the structures, teaching and administrative policies in our institutions of higher learning, it be recognized as inadvisable to give the universities sole responsibility for the planning and administration of *all improvement programmes* designed for secondary school vocational teachers, especially those who do not fill the university entrance requirements.
8. That if, for practical reasons and in the best interests of unity, it is thought best to entrust the professional improvement of teachers foreseen in Plans "A" and "B" of the Master Plan to the university, this be done in accordance with the following conditions.:
 - that, concerning programmes, the university relinquish direct responsibility and entrust the task of elaborating and administering them to *specialized schools* while still maintaining a *certain amount of control* over the quality of the courses. The university's role in this case would be somewhat similar to its earlier association with the classical colleges and the affiliated schools and also to the part the university now plays in the extension programme service;
 - that this training be available to all teachers now in the profession or all qualified technicians who wish to transfer from the technical working milieu to vocational teaching but who are not yet able to fill the present university entrance requirements;
 - that such training not be evaluated in relation to university credits but rather be *recognized by the Department of Education for purposes of teaching classification and salary.*

APPENDIX NO. I

Former positions of the Superior Council of Education on teacher training and improvement

I. On training

In its opinion to the Minister of Education on a policy respecting teacher education (Annual Report 1967/68, pp. 252-263), the Superior Council of Education recommended that the following proposals be applied.

1. A full undergraduate course should normally be required of all teachers no matter what the level at which they will be asked to teach (rec. II).
2. The universities are the intellectual authority responsible for determining the entrance requirements for their teacher training institutions and the regular education programmes (rec. III).
3. That the professional education of teachers of vocational subjects at the secondary level should be provided in university-level institutions (rec. XIX).
4. Whereas the technical training of teachers responsible for job preparation can be received in the colleges, their pedagogical training must be received at university (rec. XVIII).

II. On teacher improvement

1. That teacher improvement generally be reserved for studies leading to a Master's degree or a Doctorate (loc. cit. pp. 261-262 H; see also the report on the same topic contained in the 1970/71 Annual Report, pp. 280-297, p. 282).
2. For a certain period of time, professional improvement should continue to apply to those teachers who hold a teaching diploma but who do not hold a university degree, i.e. a Bachelor's degree (Annual Report 1970-1971, p. 283).
3. In the latter case the university shall be responsible for teacher improvement programmes and for conferring final uniform degrees of the same calibre as those given regular students (ibid. passim).

APPENDIX No. II

Vocational teachers at the secondary level in the public and private sectors for 1973/1974 ⁽¹⁾

According to years of scholarship

Sector	<9	9	10	11	12	>13	Total
Private	—	2	2	10	28	228	270
Public	18	26	61	129	872	3815	4921
Total	18	28	63	139	900	4043	5191
%	1/3%	1/2%	1.2%	2.6%	17.3%	77.8%	100%

⁽¹⁾ Figures provided by Mr. Jean Valois of the Statistics Division of the Department of Education's Data Processing Service.

9. TEXTBOOKS AND REFERENCE BOOKS IN USE IN THE FRENCH-LANGUAGE UNIVERSITIES OF QUEBEC ⁽¹⁾

⁽¹⁾ Recommendations adopted at the 167th meeting of the SCE, April 10th & 11th 1975.

The sales figures for a four-month period at the Laval University Press indicate that Laval University students, on the average, use almost as many English textbooks ⁽¹⁾ as French ones. Upon reflection, the most likely reasons for this appear to be the abundant choice of books; the high quality of the editions which are frequently revised and corrected; and, above all, the composition and layout of books that are better adapted to our North American mentality, etc. From this, there is good reason to presume that all French-language Universities in Quebec find themselves in a situation similar to that at Laval University.

This influx of books is disquieting when one reflects on the way in which their use may contribute to the progressive anglicization of our university students and to altering the French character of our higher education institutions.

Of course, efforts are being made to write and publish French university textbooks. However, the publication of these books represents a very difficult endeavour owing to too few authors, the limited demand and above all to high production costs. Added to this is the fact that textbook publication is not subsidized by any specific bodies, nor by the state, with the exception of the Franco-Quebec agreements which are still too limited in scope.

Naturally, *original editions* must be promoted but it is nevertheless expedient to fulfil a pressing need by translating into French and publishing the better texts available in other languages. And yet, such a proposal cannot solve all the problems however advantageous it may seem; one advantage, for example, would be the possibility of referring in French to the most highly recommended and approved textbooks.

The problems are listed below.

- The sale of translated books would necessarily fall short of the sales for American editions and, as a result, with regard to publishing costs, translated versions could in no way compete with the original texts.
- Re-issues of the original books — often published in rapid succession — would soon outdate the translated version.
- Translated textbooks are not subsidized, etc.

Considering the very real threat which this situation presents to the French character of our Universities in Quebec, the Superior Council of Education deems it advisable to submit *certain recommendations* to the Minister of Education.

1. That the Government accept to subsidize the publication, in French, of both original and translated textbooks destined for the use of undergraduate university students.

⁽¹⁾ In this paper, "textbooks" refers to manuals or basic textbooks that are normally accessible to university students, particularly at the undergraduate level. (Editor's note)

2. That the Government provide the funds necessary to fulfil the needs and demand in this field.
3. That the Government promote the publication, in French, of scientific textbooks ⁽¹⁾ with or without simultaneous publication in foreign languages.
4. That, bearing the above recommendations in mind, the Government establish a Provincial Evaluation Committee to act as a consultative body on the following matters.
 - the advisability of publishing various textbooks in French;
 - the quality of the French translation;
 - the conditions for re-imbursement whenever a profit is made;
 - any other questions pertaining to this type of publishing.

The foregoing recommendations were motivated by the following considerations.

1. Considering that the State of Quebec has accepted French as the official language, this language must become the most frequently used language in education, especially in French-language institutions, and also in connection with the working materials available to the student.
2. The French-language Universities of Quebec must be able to attract foreign students, not only by means of the quality of instruction but also by their authentically Francophone character.
3. All French-speaking university graduates should be able to work professionally in their mother tongue.
4. Our French-language Universities are being overrun by American books; this factor threatens to impoverish our French and Quebec culture.
5. French university textbooks published outside of Quebec cannot always adequately fulfil the needs of French-speaking university students in Quebec.
6. Some publishing houses that have attempted to publish original French and Quebec university textbooks or French translations of well-known works have run into considerable debt.
7. The Quebec Department of Education is already subsidizing certain scientific periodicals and could foreseeably extend this assistance to include the publishing of university textbooks.

While the measures proposed in this opinion may not be the cure-all for the many difficulties that surround the writing and publication of basic textbooks and reference books for higher education, they will have the merit, on the one hand, of encouraging our French-speaking authors to publish reference books in French and, on the other hand, of substantially increasing the number of French textbooks available to our university students.

⁽¹⁾ The expression "scientific textbooks" includes all reference books used for study or research purposes at the university. (Editor's note)

10. THE CURRENT ISSUE OF TEACHER DISMISSALS BECAUSE OF SURPLUS PERSONNEL ⁽¹⁾

⁽¹⁾ Recommendations adopted at the 168th meeting of the SCE, May 8th & 9th 1975.

In the course of the last three years, a new issue — a pattern of systematic dismissals — has emerged in the school system following application of the provisions contained in the *Decreed Collective Agreement between the Teachers and the School Boards* ⁽¹⁾ which refer to non-re-engagement because of surplus personnel.

Every year, the public faces this problem which, for the time being, affects mainly the elementary level. The school boards in the large urban centres were the first to be hit by teacher surpluses since the decrease in the number of pupils was greater there. At present, all areas affected by a decrease in population are experiencing this same problem.

During regular meetings with different school milieux throughout Quebec, the Commission of Elementary Education of the Superior Council of Education has remarked that, while the scope and acuteness of this occurrence vary from place to place, it still constitutes a threat to teachers, particularly for the newcomers to the system, to such a point that their motivation and ability to become involved in their educational work are hindered.

Hence, whereas the elementary level continues to proclaim the need for new and varied resources so that it may pursue its development, the enacting of the dismissal procedure defined in the decree to deal with surplus personnel creates a complex situation with serious repercussions.

Upon the opening of new negotiations towards collective agreements for the teachers, the Superior Council considers it desirable to draw the Minister's attention to the various implications of the measures regulating the dismissal of surplus personnel and to make recommendations aimed at improving the situation.

Description of the situation

Although studies carried out by the Department of Education concluded that there was no wide-spread surplus of teaching personnel at the elementary level in Québec and that training of new teachers should be continued every year, there are dismissals due to local surpluses of personnel in several school boards annually. In order to illustrate this point: throughout the Province in May 1974, 519 surplus kindergarten and elementary teachers were dismissed; 521 had been discharged in May 1973. In the school boards under regional school administration number 04 alone, i.e. Trois-Rivières, 113 elementary teachers were released in May 1974 while 112 were dismissed in school boards in Region 04, Quebec City. Meanwhile, the "Commission des écoles catholiques du Québec" forecasts a 24,2% decrease of elementary pupils

⁽¹⁾ *Decreed Collective Agreement between the Teachers and the School Boards*. Order-in-Council No. 3811-72, December 15th, 1972.

within the next five years. This latter factor will no doubt account for the dismissal due to surplus personnel of a proportional number of teachers. ⁽¹⁾

Here, we must emphasize the fact that besides some five hundred teachers actually dismissed in each of these two years, between three and five times as many teachers have been placed on draft and temporarily put in a very uneasy situation.

In fact, the Decreed Collective Agreement ⁽²⁾ stipulates that the school boards shall place on draft, according to seniority, between three and five times the total number of teachers forecast as surplus. This number then forms a pool or body of teachers from which the school boards, in conformity with their own requirements, will later designate those to be dismissed.

The Superior Council sees the need to assess the causes of these dismissals and of the difficulties they create and also to seek solutions apt to remedy the situation.

2. Causes of the situation

The causes of the situation are of a fundamental and a technical nature.

2.1 The Fundamental Aspect

Decline of Student Population

One direct result of the decrease of the birth rate in Québec is an overall, province-wide decrease in the student population. In fact, a recent study of the "Fédération des commissions scolaires catholiques du Québec" revealed that:

"La clientèle du niveau élémentaire continuera de décroître durant la prochaine période quinquennale. Par rapport aux inscriptions de 1972-73, cette baisse peut être estimée entre 123 602 et 150 152. Les estimations de 1977-78 comparées aux clientèles inscrites en 1970-71 situent cette diminution entre 237 457 et 264 007, soit une baisse se situant entre 16% et 19% pour l'ensemble de l'élémentaire. Mais alors, ces chiffres tiennent compte de la réduction du cours élémentaire de 7 à 6 ans."⁽³⁾

However, the gravity of the situation varies regionally as it is affected by the development and mobility of the population. Thus, certain areas of Quebec, such as the Gaspé, have a progressively diminishing population which produces a considerable decrease in the student population also. Regarding this case, a recent Department of Education study⁽⁴⁾ advanced the following

⁽¹⁾ *Plan quinquennal de réaménagement de la carte scolaire à l'élémentaire*: CECQ; January 1975.

⁽²⁾ *Decreed Collective Agreement between the Teachers and the School Boards*; section 5-6.04A; p. 19.

⁽³⁾ FCSCQ; *Pour une politique nationale de population*; Document no. 1; January 1975.

⁽⁴⁾ Dufour, Desmond et Lavoie, Yolande: "La fréquentation scolaire dans la région du Bas-St-Laurent-Gaspésie, 1966-1986"; Documents démographie scolaire 9.21; Direction générale de la Planification; MEQ; July 1974; p. 75.

figures for the elementary level: 41 597 pupils in 1971; 25 760 in 1976 and 21 300 in 1981. On the other hand, the decrease in the student population will be much less marked in the Outaouais region: a similar study⁽¹⁾ in this area predicted the following statistics: 40 625 elementary pupils in 1971; 30 350 in 1976 and 29 450 in 1981. Over and above these regional variations, we must not overlook the incidence of population migration from downtown areas towards the suburbs. The "*Commission des écoles catholiques du Québec*" is presently faced with this very problem⁽²⁾.

2.2 The Technical Aspect

2.2.1 Inefficiency of Means of Predicting the Student Population and the Teachers Required

The fact that dates for

— dismissal of personnel

— resignation for the following year

— request for leave of absence without pay and leave of absence with pay are all set for May 1st forces administrators to calculate the number of teacher dismissals without taking account of departures without notice. There is little the school boards can do in this matter for the school law and the "Decreed Collective Agreement" are very clear on this point.

2.2.2 Estimates based on variable factors

Sick leave or maternity leave and their possible duration are two more unforeseen factors that only add to the imprecision involved in determining the number of teachers to re-engage.

Another extremely variable element which enters into the calculation of the human resources required is the need to determine the school boards' requirements by basing them on the student population forecast for the following September 30th. To a large extent, this problem seems to be the result of a lack of rigidity in the enforcement of the March 1st deadline for pupil enrolment for the following year.

Hence, administrators, while attempting to maintain a modicum of security, are called upon to make estimates and carry out dismissals, where necessary, by relying on extremely variable factors. Unfortunately, for these reasons, a greater number of teachers are dismissed than is truly necessary.

2.2.3 Criteria for dismissal and non-re-engagement

As mentioned above, the criterion for dismissal is the seniority of the teacher employed by one or several school boards within the jurisdictional territory

⁽¹⁾ Dufour, Desmond et Lavoie, Yolande: "*La fréquentation scolaire dans la région de l'Outaouais, 1966-1986*", Doc. 9.27; p. 75.

⁽²⁾ Op. cit., p. 3.

of the regional school board ⁽¹⁾; however, in the process of non-re-engagement, the school board shall also take its own specific needs into account.

Actually, it is possible that, in absolute numbers, a school board has no surplus personnel whereas a surplus may appear when the specific needs of the board in each sector of activity are considered. For instance, a surplus in regular classes may be accompanied by a shortage of resources in classes for exceptional children. The same situation may arise when the needs of kindergarten and of the elementary level are estimated separately or, similarly, when specialized education is compared to general education and vice versa.

In like circumstances, it is not always possible for administrators to re-assign surplus teachers from one particular field to completely different duties. In fact, some very specific qualifications are not applicable to positions requiring general training; the contrary is also true.

2.2.4 Possible repercussions of the Official Language Act

In view of the fact that Chapter V of the Official Language Act and the regulation on the language of instruction apply to the elementary and secondary levels of public schools, certain opinions maintain that, in some milieux already affected by the dismissal issue, a considerable number of children will transfer from public to private schools. This would result in a decrease in the public school population and make the problem more difficult for school boards.

3. Consequences of the situation

3.1 Insecurity

During their visits throughout the school milieu, the members of the Commission of Elementary Education heard evidence of the insecurity experienced by many teachers as May 1st approaches. This feeling is the most pronounced among those who have the least seniority for they are most liable to be relieved of their duties. The executive personnel in the schools is also affected since the calculation of the number of persons eligible for a position and the fixing of salaries are determined in direct proportion to the number of students enrolled in each school. It goes without saying that this kind of insecurity necessarily is detrimental to the work performance of the persons involved; moreover, the involvement of the latter in their duties must unavoidably slacken prior to May 1st and in the weeks following receipt of the dismissal notice.

From another vantage point, it cannot be denied that the teaching profession annually loses some very worthy candidates who, despite their interest in this vocation, seek other lines of work due to the insecurity prevalent in the sector.

⁽¹⁾ "Decreed Collective Agreement"; section 5-7.01 a); p. 25.

3.2 Rise in the Average Age of the Personnel

Decreases in student populations at the elementary level over the last few years have brought about a falling off in the presence of new teaching and executive personnel. In addition, dismissals because of surplus personnel affect teachers having the least seniority who tend to be the youngest members of the profession.

If this tendency prevails, for any length of time, it could favour a rise in the average age of the personnel. Although no direct connection should be established between a person's age and his capability, it would seem preferable to maintain some balance in the age distribution of the personnel.

3.3 Limitations on the mobility of personnel

As the situation now stands, seniority is becoming more or less synonymous with job security and, consequently, teachers are more hesitant to relinquish their positions in a specific school board. In some extreme cases, teachers seem to view a change of school or level of teaching, even within the same school board, as a threat to their seniority, i.e., of losing their seniority.

There is also the example of some teachers who would like to take a temporary leave of absence but who renounce their intentions since they are unwilling to lose their seniority and fearful of being unable to resume teaching later.

It was concluded from the observations made during the visits in the school milieu that such attitudes impede flexibility and mobility within the system; furthermore, they create an undesirable atmosphere in the school leading to the proliferation of work habits that are not aimed at truly educational objectives but rather at establishing stable conditions. This stability then tends to foster a conservative and reticent outlook on the implementation of new ideas.

3.4 Educational and Administrative Consequences

The limitations of the present system often produce serious consequences on the educational and administrative level and, in some cases, may even be responsible for the disappearance of valid structures. The following situations are evidence of this.

- Dismissals result in the redistribution of teachers' assignments which can in turn upset team work and handicap the pursuit of beneficial experiments undertaken the previous year.
- The calculated surpluses restrict administrators in the planning and implementation of new services and undertakings insofar as the necessary additional resources have the effect of augmenting the forecast surpluses and thereby increasing the number of dismissals. The above conditions further limit the possibility of innovation.

— Finally, all the restraint involved in dealing with these problems and attempting to minimize their effects encourages school boards to use administrative rules to solve the difficulties rather than to respond to real needs. For example, the structures for exceptional children are not used to classify the children according to their handicap but rather to take advantage of the lowest possible ratio.

The Superior Council views the situation created by the system of dismissal because of surplus personnel defined in the Decreed Collective Agreement as open to criticism for the following reasons: the insecurity in which it plunges many teachers; the serious consequences created at the educational level and the administrative measures taken by certain school boards in order to solve the problem.

For the foregoing reasons, the Council proposes recommendations designed to modify the present administrative norms and procedures and, consequently, reduce the number of dismissals and alleviate their effect.

First recommendation

That the Department of Education examine new administrative formulae to evaluate the demand for elementary teaching personnel and to equip school boards with more precise and adequate methods intended to limit the number of teachers placed on draft.

Second recommendation

That the Department investigate thoroughly the present application of the dismissal criteria and, in particular, the seniority criterion, in order to offer options which may allow for more flexibility in the allocation of resources and the mobility of personnel on the regional level.

Third recommendation

That the Department of Education revise the teacher/pupil ratio at the elementary level, basing this revision on an assessment of a new role to be developed in this sector; that this revision include ad hoc in-service training leading to a greater diversification of educational resources.

Conclusion

Society's rapid evolution has created a multitude of new and often pressing needs at the elementary level. New concepts of education have pointed to the need for animation among pupils and parents as well as teachers. Those in charge of teaching at the different levels feel the need to continue with more comprehensive research in pedagogy and curricula. In another respect, teachers hope that additional human resources will be assigned to kindergarten and also to the specialized areas of teaching, namely to fine arts,

the second language and physical education. The same need for supplementary human resources has also been expressed by those teaching in disadvantaged areas. Moreover, teachers deeply regret the lack of a definite policy for in-service training.

Other needs might also be enumerated here. However, at present, it is obvious that an appropriate solution is yet to be found for these needs in spite of all the efforts made in this direction.

In view of these facts, the Superior Council considers it a positive step to regard the decrease in the student population as an opportunity to reassess and identify the present needs of the elementary level with the intention of allocating diversified resources to this sector.

Therefore, it is the hope of the Superior Council that this entire situation be reconsidered from an open vantage point focused on the quality of education to offer the population.

11. THE PUPIL'S SCHOOL CALENDAR AND SCHOOL OPENING ⁽¹⁾

⁽¹⁾ Opinion adopted at the 171st meeting of the SCE, July 10th & 11th 1975.

1. General observations

1.1 The Superior Council of Education would first like to make known its views on the general objectives proposed by the Department of Education in the present revision of certain sections of Regulation No. 7. Over the past few years the Council has often reiterated the desirability of school decentralization; therefore, the Council fully supports the first two objectives as defined in the explanatory document which accompanies the present amendment plan, namely

- that the school boards assume a more important role in fulfilling their own responsibilities;
- that the school calendar be designed more in line with the needs and peculiarities of each milieu.

1.2 Moreover, it is precisely for these reasons that the Council disapproves of some of the proposed amendments as is stated further on in this opinion.

1.3 Concerning the third objective, i.e. of promoting more effective use of the calendar days, it must be noted that this proposal may run counter to decentralization if it leads the Department to take the place of the local authorities. Lastly, regarding the fourth objective advanced by the Department, the Council is of the opinion that any provisions touching on school board management and labour relations should be deleted from Regulation No. 7.

2. Specific observations on the proposed amendments

2.1 The Pupil's School Calendar ⁽¹⁾

2.1.1 It would appear that the substitution of the expression "jours entiers" for the term "jours" in the above sections was motivated by the wish to avoid "des difficultés considérables tant du point de vue de l'organisation de l'enseignement que du point de vue de l'organisation du financement du transport scolaire". However, the Council considers that these difficulties are in fact the responsibility of the school boards. Actually, it was with the intention of solving such problems that some school boards instituted timetables

⁽¹⁾ "The pupil's school calendar shall include at least 200 days between the first of September and the thirtieth of June, of which at least 180 days must be devoted to the activities specified in SECTION 10. The other days shall be used especially by the professional teaching and non-teaching personnel for planning and evaluation of work and for meetings with parents." (Section 5, Kindergarten and Elementary Level).

The pupil's school calendar shall include at least 200 days between the first of September and the thirtieth of June, of which at least 180 days must be devoted to the activities specified in SECTION 32. The other days shall be used by the professional teaching and non-teaching personnel especially for planning and evaluation of work and for meeting with parents. These other days may also be used for student activities." (Section 28, Secondary).

Regulation No. 7, Department of Education, Order in Council No. 1497, April 27, 1971; Order in Council No. 1344, May 16, 1972.

designed to suit the demographic nature and the particular needs of their areas; this was done without deducting from the minimum required in minutes per week. A “general framework” should by definition be flexible and it is up to the school boards to act in a responsible manner and, thus, ensure the most logical use of time allowed for educational activities. No legislation should be allowed to prohibit the various milieux from pursuing interesting educational experiments. Therefore, the Council recommends that the regulation retain the present term “jours”.

2.1.2 Regarding the days to be devoted to planning, evaluation and meetings with parents, the Council deems it important that Regulation No. 7 assert the need for these days without, however, supplying any details such as those relating to the working conditions of teachers.

Planification, evaluation and meetings with parents form an indispensable part of the “general framework for the organization of education” dealt with in Regulation No. 7.

2.1.3 It is the Council’s wish that no confusion arise between the pupil’s school calendar and the teacher’s working calendar.

2.1.4 It should be made clear in sections 5 and 28 that the pupil’s school calendar must include a maximum of 200 days and a minimum of 180 days devoted to the activities described under sections 10 and 32 for the elementary or secondary levels respectively. A calendar thus defined should consider the number “180” as a minimum to be exceeded whenever resources may allow.

2.2 School Opening ⁽¹⁾

2.2.1 The Council, like the Department, deems inappropriate practices whereby school boards require pupils to be present for only a minimal period of time on the first day of school and also whereby the school opening is often extended over a period of several days and, in some instances, of weeks.

If we add to this problem the school days lost at examination time, especially in Secondary IV and V, we may fall far short of the 180 days stipulated in the present regulation.

2.2.2 For the above reasons, several school milieux have expressed the wish to have teachers return to school around August 26 in order to plan for the return of the pupils, thus, hopefully avoiding any delay in the school opening. This would of course be subject to agreements with the teachers. As for the pupils, instead of lengthening their summer holidays, it would be

⁽¹⁾ “School opening for pupils shall be the Wednesday following Labour Day. The school days for pupils shall be established for the duration of the school year by mutual agreement between the school board responsible for secondary education and the school board or boards of the same territory responsible for elementary education.” (section 6 — Kindergarten and Elementary Level — Section 29 — Secondary)

more beneficial to space out their school calendar. Neither should we overlook the fact that these "180" days constitute a minimum number that can be exceeded — either in the form of conventional school days or of days devoted to various extra curricular activities which may be of true educational value.

2.2.3 Regarding the present need to determine in advance the dates of school days for the entire year, the Council cannot help but acknowledge the fact that one hundred fifteen (115) school boards have requested that between one (1) and ten (10) days be reserved for planning and evaluation. The reasons given justify the greater latitude that the Department plans to grant the school boards by virtue of the present amendments to sections 6 and 29 of Regulation No. 7.

2.2.4 The Council is equally satisfied with the Department's proposal to delete the second paragraph of sections 6 and 29. The Council endorses the Department's wish that "le travail de planification et d'évaluation soit centré sur l'école." Furthermore, according to the Department, Regulation No. 7 by no means aims to limit the number of days of school transportation nor to reduce the resulting costs.

2.2.5 If at all possible, the Council does not wish to see any further delay of the school opening, although, at the same time, the Council believes it would be preferable to let each school board decide, as the case may be, upon the steps most apt to provide the best educational services to the public; consequently, the Council approves the new wording of sections 6 and 29:

"La rentrée des élèves s'effectue au plus tard le lundi suivant la fête du travail."

3. Conclusions

3.1 The recent working paper on school decentralization which the Department of Education is about to submit to wide-scale consultation will provide an opportunity to visualize the implications of decentralization on an education system which has been highly centralized ever since the first reforms were made.

3.2 This opinion has been intentionally confined to the specific questions arising from the present plan to amend Regulation No. 7. It is possible that various questions involving administration or pedagogy will soon come up for discussion in a different context. Finally, the Council would like to direct its utmost attention to studying the decentralization policy that the Department of Education is about to put forward to the school milieux.

PART TWO

Administrative report

Section one

Activities of the
Superior Council of Education

1. Meetings

In 1974/75, for the period extending from September 1st 1974 to August 31st 1975, the Council held fourteen (14) meetings for a total of twenty-seven days of study. The Superior Council of Education Act obliges the Council to meet at least once a month.

The Committee of Chairmen, a standing committee of the Council composed of the President and Vice-President of the Council, as well as the Chairmen of its two confessional committees and five commissions, held thirteen (13) meetings for a total of thirteen (13) days of study.

2. Members ⁽¹⁾

a) Renewal of Terms

The terms of office of Mr. Bernard Bonin and Mrs. Madeleine Ryan were renewed at the start of the year by the Lieutenant-Governor in council.

b) New members

The following persons were appointed to the Council by the Lieutenant-Governor in council for a first term of office of four (4) years beginning September 1st 1975:

Mr. Jean-M. Beauchemin in replacement of Mr. Claude Benjamin, Mrs. Constance Middleton-Hope in replacement of Mr. John Perrie and Mr. Jules Lord in replacement of Mr. Fernand Daoust.

Mr. Jean-M. Beauchemin was also appointed President of the Council in replacement of Mr. Léopold Garant and Mrs. Constance Middleton-Hope Vice-President in replacement of Mr. Marcel F. Fox. However, both Mr. Garant and Mr. Fox retained their seats as members of the Council.

The office of President of the Council normally occupied in the past on a part-time basis, has now become a full-time occupation with the appointment of Mr. Beauchemin.

c) Departures

The seats of Messrs. Paul Guertin and Fernand Paradis became vacant during the course of the year.

3. Work

A. Report on the State and Needs of Education

To better fulfill the requirements of the Law which obliges the Council to submit an annual report on its activities and the state and needs of education

⁽¹⁾ For a list of members of the Council, its commissions and confessional committees, see Appendix to this report.

to the Minister of Education, who shall communicate it to the Legislature, the Council invited its commissions and confessional committees to investigate the state and needs of education in their respective sectors. Their surveys resulted in a report on the state and needs of education that was submitted to the Minister of Education and which constitutes Section One of this annual report.

B. Opinions and Recommendations to the Minister

In July 1975, the Council completed its in-depth study on the state and needs of college education. This study, conducted in follow-up to a request from the Minister for advice addressed to the Council February 15th 1973, necessitated a considerable number of work sessions as well as consultation sessions in all of the colleges, in which Council members actively participated. The Council devoted the major part of four (4) of its meetings to the study of documents that had been drawn up by its special committee responsible for the study. The final report "*Le Collège*" was adopted by the Council and submitted to the Minister on July 21st 1975. It was made public several weeks later. It is being published as a separate report in both languages, French and English.

This year the Council received four (4) requests for advice from the Minister of Education, three (3) of which dealt with departmental regulations and one with a professional improvement plan for teachers.

On its own initiative or on that of one of its commissions, the Council also studied other questions which led to special reports with recommendations for the Minister.

Table

List of Superior Council Opinions and Recommendations to the Minister of Education Year 1974/75

Subject of opinion ⁽¹⁾	DATE OF		
	Minister's request	Council's reply	Publication
Draft Regulation on the College Education Curriculum	19/12/74	07/03/75	nil
Draft Regulation relative to Knowledge of the Language of Instruction	16/12/74	25/03/75	08/04/75
The Professional Improvement of Secondary School Vocational Teachers	29/01/75	15/05/75	06/06/75
Report on the State and Needs of College Education	15/02/73	21/07/75	07/08/75
The Pupil's School Calendar — School Opening (Proposed Amendment to Regulation 7 on the structure and organization of Kindergarten, Elementary, and Secondary Education	06/05/75	23/07/75	nil

⁽¹⁾ An *opinion* constitutes the response of the Council to a request received from the Minister.

Table (cont'd)

Subject of recommendation ⁽¹⁾	DATE OF		
	Initiative	Submission to Minister	Publication
The Collective Agreements of Teachers and School Boards	02/06/72	19/12/74	03/02/75
The Report of the Council of Universities on the "Objectifs généraux de l'enseignement supérieur et grandes orientations des établissements" (CUE) ⁽²⁾	04/10/74	28/01/75	12/02/75
The Adult Education Teacher, Training, Duties and Status (CAE)	17/10/73	20/02/75	10/03/75
Protection for Student Trainees-in-Industry (CCE)	10/01/75	07/03/75	nil
Bill 50 regarding Human Rights and Freedoms	13/02/75	17/04/75	02/05/75
Textbooks and Reference Books in use in the French-language Universities of Quebec (CUE)	07/03/75	24/04/75	07/05/75
The Current Issue of Teacher Dismissals because of Surplus Personnel (CEE)	17/10/75	02/07/75	nil

⁽¹⁾ A *recommendation* is a text submitted to the Minister of Education by the Superior Council on its own initiative

⁽²⁾ The initials refer to the Commission that proposed and drew up the recommendation.

CCE: Commission of College Education

CEE: Commission of Elementary Education

CUE: Commission of Higher Education (University)

CAE: Commission of Adult Education

C. Other Studies

a) Information Programme on Birth Control

The Department of Social Affairs' information programme on birth control was carefully studied not only by the Catholic Committee but by the Commission of Secondary Education as well and it was also brought up for discussion within the Council itself.

b) Socio-politico-economic Aspects of Education

Publication of the "manuel du 1er mai" by the Centrale de l'enseignement du Québec immediately moved the Council to lay the groundwork for a study on political and economic aspects of education. This study would, furthermore, comply with a request from the Minister who has recently asked the Council to look into the questions that are being raised by the public on this issue.

4. Relations with the Department of Education

The Council has systematized its relations with the Department of Education by means of more sustained exchanges of information and more frequent meetings of the President and Vice-President of the Council with the Minister and Deputy Minister, and of the Committee of Chairmen with the Deputy Minister and his associates. It has been agreed that the Department and Council will from here on keep each other mutually informed about their respective plans and activities. It is also the Council's intention to evaluate its performance on a continuing basis and the Department will keep it informed about the sort of action it has taken on advice and recommendations received from the Council.

5. Plenary Session of the Council

The plenary session of the Council was held at Lac Delage on June 12th, 13th and 14th. It consisted of a gathering of the members of the Council, the commissions and confessional committees, various invited guests and officials of the Department of Education including the Deputy Minister, Mr. Pierre Martin and the Minister, Mr. François Cloutier who presided over the opening session Thursday evening, June 12th.

The following day, June 13th, was devoted to a discussion of three current topics in Quebec education, which were presented to the assembly in the form of affirmative hypotheses ⁽¹⁾:

- Our schools serve the ruling class;
- The school should prepare for the work world;
- Parents are the best interpreters of children's needs.

⁽¹⁾ Nine panelists presented their viewpoints. Their presentation papers have been published in a brochure entitled "Convergences et divergences".

Saturday's session consisted of a presentation of reports by the confessional committees and commissions on the state and needs of education in their respective sectors, and of an address delivered by Mr. Pierre Martin, the Deputy Minister on the role of the Council as he perceived it in today's context.

6. Meeting with OECD (Organization for Economic Cooperation and Development)

On June 16th, 1975, the members of the Superior Council met with a team of OECD experts within the framework of a study this organization is pursuing in conjunction with the Council of Ministers of Education for Canada, on Canadian education policies. The meeting permitted these experts to learn something about the situation of education in Quebec as seen through the eyes of the Council.

7. News Bulletin

One long cherished project of the Council was finally realized this year with the publication of a news bulletin. So far four issues have been printed on a trial basis while awaiting a firmer decision as to the final format of the bulletin; this will depend on such factors as its essential purpose and range of circulation that have yet to be decided. Except for the fourth issue that was openly distributed at the Plenary Session, distribution has been restricted to within the Council. It may be assumed the news bulletin will take on more definite shape and wider circulation when the Council is able to count on the services of a Communications Officer.

8. Reorganization of the Secretariat

In order to better fulfill its responsibilities towards the school community and the general public within the meaning of the Superior Council Act, the Council decided to reorganize its Secretariat this year, which entailed the creation of several new posts.

Two new posts, those of Executive Assistant to the President and Director of Communications have been added to the two existing posts of Joint Secretary, as provided for in the 1975/76 budget. The positions of Secretary to the Commissions had normally been occupied in the past by two professionals, one of each responsible for two commissions. The fifth commission (Adult Education) had been assigned to a Secretary of the Council. Five Commission Coordinator positions have now been created so that the work of each of the commissions may be coordinated by one fulltime professional who is also a specialist in education. Another researcher position has been established, mainly for providing assistance to the Secretary of the Catholic Committee. The Council hopes to have one more position recognized in the forthcoming budget — that of Director of Studies and Research. Several of these post are still vacant, however, as of the end of this activity year 1974/75.

In addition to its Head Office in Quebec city, the Council now has at its disposal, since April 1975, an office in Montreal at 600 Fullum Street, consisting of three meeting rooms and private office space for the secretariat and presidency of the Council. These new facilities permit the Council to operate more efficiently, and what is more, allow it to provide for its indispensable presence in the Montreal area.

9. Conclusions

The activity year 1974/75 was marked by a reorganization of the Council's Secretariat, due in part to a reshuffling of some posts and the creation of new ones, and also to certain sudden and even tragic departures, such as that of one of the Council's coordinators who was killed accidentally in January 1975.

The year was also marked by a reorientation within the Council itself which would now like to devote greater efforts to a periodic review of the state and needs of education at all levels of instruction. In conformity with the role assigned to it by the Law, the Council intends to provide the Minister of Education and the Quebec public in the coming years with a better overview of the state and needs of education. Its intention is confirmed in Part One of this annual report which consists of such a review, though it might be said it is more of a first attempt than what the Council actually has in mind for its forthcoming annual reports.

STUDY COMMITTEE ON COLLEGE EDUCATION

Members:

Jean-Guy Nadeau (Council member and Chairman of the Committee)

Constance Middleton-Hope (Vice-President of the Council)

Paul-A. Fortin (Council member)

Paul-Émile Gingras (Council member)

Rémy Gagné (Member of Commission of Adult Education)

Roger Langlois (Member of Commission of College Education)

Conrad Johnson (Special Consultant)

Gilbert Desrosiers and René E. Pelletier, successive secretaries of the committee.

In 1974-75, the Study Committee on College Education held twenty-one meetings for a total of twenty-six days of study. To this total should be added eight more days spent in four joint meetings with the Superior Council of Education and the Commission of College Education.

As part of its vast consultation project initiated the previous year, the Committee spent the period from September 1974 to February 1975 meeting with some twenty provincial organizations (associations, syndicats, federations). Moreover, on December 16, 1974 it met as a group about fifty delegates from a large number of organizations for the purpose of submitting to them the major conclusions of its work.

The results of the Committee's work were submitted in stages to the Superior Council and its special guests — mainly the Commission of College Education. The Committee first submitted the drafts of the chapters of its future report for discussion at the Council's meetings of December 14-15, 1974 and February 27-28, 1975. Next, the final text of its report was presented to the Council at its meeting on May 22-23, 1975 where it was reviewed and discussed. Study of the report was resumed at the following meeting of the Council on June 5-6, 1975. (The report was finally adopted by the Council at its meeting in July, 1975).

It should be noted that on May 22nd, 1975 the Committee also submitted a synthesis report on its vast consultation, which had been prepared for the Committee by an independent research team ⁽¹⁾.

⁽¹⁾ Ten research studies had been commissioned by the Council within the framework of the above study. This research is mentioned in an appendix to the report "*Le Collège*"; the majority of these studies are to be published shortly as separate reports.

COMMITTEE ON THE COMPOSITION OF THE CONFESSIONAL COMMITTEES

Members:

Jean-M. Beauchemin (President of the Council)

Constance Middleton-Hope (Vice-President of the Council)

Léopold Garant (Committee chairman & Council member)

Arthur Lermer (Council member)

William M. Munroe (Council member)

Lucien Perras (Council member)

This committee had originally been formed to study the implications of appointing non-Catholics and non-Protestants to either of the two confessional committees. Its attention was later drawn by the Council to other questions related to some extent to the question of the composition of the confessional committees, by virtue of the role that is assigned to them by the Law. These questions concerned:

- *the interaction of language and confessionality in education;*
- *the relations of the Council with its confessional committees;*
- *the impact of the regulation for recognition of Catholic schools on non-recognized schools.*

After many meetings devoted to studying various documents — the Education Act, in particular — and one special meeting held with the representatives of the Catholic and Protestant Education Services, the Committee was able to submit a report to the Council.

Now that the rights of all concerned have been clearly identified in terms of the Law, the Council would like, as a second step in this study, to find out what sort of problems actually exist for non-Catholic and non-Protestant groups in our school system as it presently exists. This will be the object of further undertakings scheduled for next year.

Section Two

Activities of the Commissions

The Superior Council of Education Act instituted five commissions that are responsible for making suggestions to the Council with reference to their respective branches. These commissions, which are composed of nine to fifteen members, are obliged to meet at least four times a year. Actually, the commissions meet much more frequently in an effort to fulfill their duty to the best of their ability towards the Council which is in constant need of their collaboration when preparing advice and recommendations for the Minister of Education.

COMMISSION OF ELEMENTARY EDUCATION

1. Meetings

In 1974-75, the Commission of Elementary Education held 10 regular meetings, for a total of 20 days of study.

In addition to this, eight members of the Commission attended 12 special meetings.

2. Members

There were no changes in the composition of the Commission relative to the previous year. Mr. Louis Bouchard's mandate as Chairman was renewed and Mr. André Roy was named Deputy Chairman.

3. Work

A. Report on the State and Needs of Education

One of the major tasks of the Commission this year was its preliminary survey of the state and needs of elementary school education.

With a view to preparing a report for the Council, the Commission visited a large number of schools in different areas. Meetings were also organized with teachers, school principals and administrators, and with parents as well.

Certain specialists in teaching methods were also consulted and a special visit was made to the "Centre de développement en environnement scolaire de Trois-Rivières".

B. Participation in the work of the Council

a) Regulation relative to knowledge of the language of instruction.

The Commission of Elementary Education devoted some of its efforts at the start of the year to studying the draft regulation relative to knowledge of the language of instruction within the framework of Bill 22 so that it might present its comments and recommendations to the Council.

b) Proposed amendment to Regulation 7.

The Commission also collaborated in the preliminary work behind the opinion on the proposed amendments to Regulation 7 by studying the implications of the Minister's suggested amendments for elementary school education as a whole.

C. Recommendations to the Council

The Commission of Elementary Education considered it advisable to notify the Council about some of the ill-effects of the system in force for dismissing teachers because of surplus personnel, as per application of the "decreed collective agreement between teachers and school boards — Order-in-council No. 3811-72 of December 15th, 1972". A report on the subject entitled "The Current Issue of Teacher Dismissals because of Surplus Personnel" was submitted to the Council. It was revised and adopted by the latter and forwarded to the Minister of Education.

COMMISSION OF SECONDARY EDUCATION

1. Meetings

In 1974-75, the Commission of Secondary Education held 10 regular meetings, for a total of 17 days of study. Some commission members also attended two meetings of the Council which were held to study the report prepared by the Study Committee on College Education.

2. Members

Mrs. Joan Lafortune, a representative of the parents' committee of Chambly Regional School Commission replaced Mr. Francis Biron, and Miss Jeanne-Marie Gingras, a professor at the Faculty of Education of the University of Montréal replaced Mr. Lucien Lambert. The terms of office of Messrs. Biron and Lambert expired August 31st, 1974.

3. Work

A. Report on the State and Needs of Education

The members of the Commission devoted special attention to the accomplishment of their last mandate — to describe the state and needs of secondary school education.

Thanks to the services of a research agent, the French-language press of the past four years was reviewed with reference to the public's perception of secondary school problems. A report was then presented to the Council describing the public's perceptions, recalling the goals of the "reform" and identifying some of the major needs of secondary education.

As part of this special study, the Commission met with the Director of the Elementary and Secondary Education Branch, Mrs. Kathleen Francoeur-Hendriks on two occasions. In search of new teaching experiments able to lend support to the reform, Commission members visited Antoine-de-Saint-Exupery school under the School Commission of Jérôme-Le-Royer where they were permitted to participate in the experience of the "flexible modular timetable" for a few hours.

The final report on the state and needs of secondary education should be submitted to the Council in June 1976.

B. Participation in the work of the Council

a) Possible repercussions of the report "Le College" on secondary school education.

Members devoted some twenty hours to studying the above report of the study committee on college education. Two documents were submitted to the Council containing the Commission's questions as to the possible repercussions of the recommendations of this report on secondary school education.

b) Regulations relative to Bill 22.

Members of the Commission met with Messrs. Claude Beauregard, Deputy Minister and Jean-Guy Godbout, Director of the Measurement and Evaluation Service in order to learn more about the Bill 22 regulations applying to student registrations and the language of instruction.

This information session permitted members to submit their observations to the Council. These were used by the latter in the preparation of its advice to the Minister.

c) Amendment to Regulation 7

At the request of the Council, the Commission conducted a brief survey among 25 directors-general of school boards to discover their reactions to a proposed modification of the school calendar, within the frame of Regulation No. 7. The survey was conducted by Telex service, thus permitting the Commission to prepare an opinion for the Council on the above amendment with a minimum of delay.

d) Plan for the professional improvement of secondary school vocational teachers.

As requested by the Council, the Commission studied a plan for the professional improvement of secondary school vocational teachers and submitted its comments to the committee responsible for drawing up an opinion.

C. Special study

Film-slide presentation of the Department of Social Affairs.

Members of the Commission made it a point to meet certain representatives of the Department of Social Affairs for obtaining greater information about the

latter's film-slide presentation destined for secondary III, IV and V students as part of a sex education programme for secondary schools.

COMMISSION OF COLLEGE EDUCATION

1. Meetings

In 1974-75, the Commission devoted ten days of work to its activities in the form of six regular meetings. Four of these six meetings were, for the most part, held jointly with the Superior Council and the Study Committee on College Education. Many Commission members also participated in some fifteen meetings that had been organized by the latter committee for consulting a number of provincial organizations (corporations, syndicates, etc.).

2. Members

The Superior Council appointed Mrs. Azilda Marchand to a second term as Chairman of the Commission for the 1974-75 year.

On October 10th 1974, Miss Lise Riopelle and Mr. Sylvio Lebrun were appointed to the Commission for a first term of office as successors to Miss Pauline Provençal and Mr. Claude Fortier.

On February 25th 1975, Mr. Roland Arpin resigned from the Commission.

3. Work

A. Participation in the study on the State and Needs of College Education.

During the course of the year under review, the Commission collaborated in various ways in the Council's study on the state and needs of college education. Many members played an active part in the consultation sessions with various organizations. The Commission, moreover, devoted eight days to special joint meetings with the Council and its study committee on college education. The purpose of these meetings was to study different documents that would eventually allow the Council to adopt, as it did in July 1975, a report on college education for presentation to the Minister.

It may be said that the Commission devoted the greater part of its efforts to this study as the chief collaborator of the study committee responsible for the project.

B. Participation in the work of the Council

In January 1975, the Commission presented the Council with a report on "the draft-regulation on the college education curriculum". The report was revised and adopted by the Council who submitted it to the Minister of Education in the form of an opinion.

C. Recommendation to the Council

Protection of Student Trainees-in-Industry

After having been sensitized to this question, the Commission presented a brief opinion to the Council which was endorsed by the latter and submitted to the Minister of Education.

COMMISSION OF HIGHER EDUCATION

1. Meetings

The Commission of Higher Education held nine regular meetings of one day's duration each during the 1974-75 year. In addition to this, commission members participated in the study sessions organized by the study committee on college education in the different universities of Quebec.

2. Members

On September 1st 1974, the Commission numbered twelve members with its Chairman, Mr. André Archambault, who was reappointed to a third term of office. However, three seats were vacated during the course of the year — the first two owing to the resignations of Mr. Stanley French on October 3rd 1974 and Mr. Dennis Healy on December 2nd 1974 and the last one due to the sudden death of Mr. Georges Hall, on May 30th 1975 who had been Deputy Chairman of the Commission since 1971.

3. Work

A. Report on the State and Needs of Education

The Commission made a preliminary study of the state and needs of education in its own sector and it will be continued throughout the coming year.

B. Participation in the work of the Council

This Commission collaborated in the work of the study committee on college education by examining and commenting on the latter committee's working documents at three of its regular meetings.

The Commission submitted observations on a report which had been drafted by a special study committee dealing with the Plan for the Training of Secondary School Vocational Teachers.

C. Recommendations to the Council

a) General objectives of Higher Education and major orientations of the Establishments.

The Commission spent one of its meetings examining a report by the Council of Universities on the general objectives of higher education. It decided to

forward a recommendation to the Council which was adopted by the latter and submitted to the Minister of Education.

b) Academic and scientific textbooks in Quebec universities.

Concerned about the lack of university textbooks and reference works in the French language, the Commission submitted recommendations to the Council aimed at promoting the publication, sale and use of university textbooks in the French language. Its recommendations were adopted by the Council and forwarded to the Education Minister.

D. Other studies

During the course of the year, the Commission focussed special attention on the subject of basic foundation education at the undergraduate level. By next year it should have something more definite to say on this subject which shall be presented to the Council in the form of recommendations.

COMMISSION OF ADULT EDUCATION

1. Meetings

In 1974-75, the Commission of Adult Education held nine meetings for a total of sixteen days of study.

2. Members

Mr. Paul-A. Fortin's mandate as Chairman of the Commission was renewed. The office of Deputy Chairman was assigned to Mr. Georges Picard.

Only one new member was appointed to the Commission: Mr. Erich Knitel, an engineer with the Department of Public Works for the City of Montreal.

3. Work

A. Report on the State and Needs of Education

The Commission presented a report on the state and needs of adult education at the Plenary Session. The main lines of its report may be found in the first section of the present annual report.

B. Participation in the work of the Study Committee on College Education

Two Commission members, Messrs. Paul-A. Fortin and Rémy Gagné also served on the Study Committee on College Education whose final report was presented in July 1975.

The Commission devoted a good number of its meeting hours to a study of the Committee's working documents mainly concerned with matters pertaining to adult education.

C. Recommendations to the Council

The Commission completed its report on the status of the adult education teacher which was the result of a study initiated the previous year. It was presented to the Council, adopted by the latter in January 1975, and submitted to the Minister.

D. Other studies

The Commission began study of a global adult education policy for Quebec.

With a view to increasing the quality of its research and other work, the Commission also began work on an analytical device to be used for evaluating needs and accomplishments in the Quebec field of adult education.

Section Three

Activities of the Confessional Committees

CATHOLIC COMMITTEE

1. Meetings

In the course of the year 1974/75, the eleventh year of its existence, the Catholic Committee held eleven regular meetings for a total of twenty one days of study sessions.

2. Members

a) Renewed Terms of Office

Mgr. Guy Bélanger, one of the five representatives of the Church, and Mr. André Léveillé, one of the five representatives of educators, whose respective terms of office expired August 31st 1974, both accepted a new mandate of three years, taking effect September 1st 1974.

b) New Members

Three new members were appointed to fill the vacancies on the Catholic Committee created by expired terms of office on August 31st 1974: Rev. Father John McConnell, a representative of the Church, Mr Thomas A. Francoeur, a representative of educators, and Mr. Jean-Marie Brassard, a representative of parents.

Mr. André Rousseau, the Associate Deputy Minister for Catholic Education has been filling, since June 1st 1975, the vacancy created by the departure of Mr. Jean-Marie Beauchemin. The Associate Deputy Minister is an associate member of the Catholic Committee but without the right of vote.

c) Departures

Mr. André Naud, Mrs Marthe Legault and Mr. Marcel Ouellet completed their terms on August 31st 1975.

3. Work

The year 1974/75 marked the start for the Catholic Committee of the implementation of its major christian education policies for the Catholic schools of Quebec. The orientations of these policies were formulated by the Committee in its special regulation governing Catholic schools and in a number of public communications, such as VOIES ET IMPASSES (Vols 1, 2, 3) in particular.

This year the major work of the Catholic Committee first of all consisted of identifying the Catholic schools of Quebec, analyzing their needs in terms of Christian education by means of regional hearings for educators responsible for Christian education, informing the milieu through contacts with various provincial agencies, and submitting recommandations to the Minister

of Education on certain aspects of Christian education. Several special studies were also effected by the Committee.

a) Recognition of Catholic educational institutions

Availing itself of the power and the duty invested in it by the Superior Council of Education Act, the Catholic Committee first set about by establishing the legal structure of Catholic education. The Committee accomplished this by officially recognizing the confessional character of certain categories of institutions.

In the public sector, by declaratory act, all elementary and secondary schools under the jurisdiction of school corporations established for Catholics as of June 19th 1974, were automatically recognized as Catholic by the Catholic Committee. The declaration of the Catholic Committee, accompanied by the reasons which led it to take such action, reads as follows:

WHEREAS the Superior Council of Education Act (Revised Statutes of Quebec, 1964, c. 234, art. 22, para. b) charges the Confessional Committees — Catholic and Protestant — to recognize all confessional schools of the province of Quebec as either Catholic or Protestant, as the case may be, and to revoke such recognition, when necessary;

CONSIDERING that within the present school situation of Quebec, the elementary and secondary schools under school corporations established for Catholics are commonly reputed as Catholic and generally perceived as such by the population;

CONSIDERING the continuity of the confessional character of Quebec's public school system since the founding of the Council of Public Instruction in 1859;

CONSIDERING that the Catholic Episcopate of Quebec has always recognized the confessional character of the said public schools;

CONSIDERING that the Quebec Government, in its education policies, has always taken into account the confessional character of the said public schools;

CONSIDERING that the Quebec Department of Education Act (Revised Statutes of Quebec, 1964, c. 233, art. 8) makes provision within the organizational structure of this Department for the presence of an associate deputy minister who is responsible for the guidance and general direction of Catholic schools and that the said Department has endowed itself with a Catholic Education Service;

CONSIDERING that, in conformity with the Education Act of Quebec (Revised Statutes of Quebec, 1964, c. 235, art. 203, para. 4) the courses of study given in the schools of school corporations established for Catholics comply with the curricula authorized by the Catholic Committee of the Superior Council of Education for Quebec's Catholic public schools and also with the special regulations made or approved for such schools;

CONSIDERING that, since promulgation of the regulation governing Catholic school institutions in Quebec, these schools must fulfill the conditions listed under Article 3 of the Regulation (1974 edition) of the Catholic Committee of the Superior Council of Education concerning recognition of the confessional character of Catholic educational establishments;

CONSIDERING that, on two occasions, by resolutions unanimously passed by its members and respectively recorded in the Minutes of its 32nd and 40th meetings, the Catholic Committee of the Superior Council of Education has officially declared "that public schools under the control of school commissioners or trustees of school corporations which give courses of study complying with the curricula and regulations made or approved for Catholic public schools, by virtue of Article 203, para. 4 of the Education Act (R.S.Q. c. 235) shall continue to be considered as Catholic schools";

CONSIDERING that the scheme of school legislation in Quebec requires the Catholic Committee of the Superior Council of Education to give legal recognition to Catholic teaching institutions in conformity with the law;

The Catholic Committee of the Superior Council Education, on a motion by Mr. Marcel Ouellet, seconded by Mrs. Marthe Legault and unanimously resolved as per Article 22, paragraph b) of the Superior Council of Education Act, recognizes as Catholic those schools providing elementary and secondary education on the nineteenth day of September 1974 under the jurisdiction of school corporations established for Catholics according to the provisions of the law concerning the regrouping and management of school boards and those of the law for fostering school development on the Island of Montreal. These schools are identified and listed in an appendix to the Minutes of its one hundred and thirteenth meeting.

The Catholic Committee also officially recognized the confessional character of Catholic schools under the school boards of "Côte Nord du Golfe St-Laurent" and "Nouveau-Québec".

With respect to recognition of the confessional character of other categories of catholic educational institutions governed by the Private Education Act or the General and Vocational Colleges Act, the Catholic Committee is proceeding at the individual request of the competent authorities. This year, approximately twenty elementary, secondary or college institutions were recognized as Catholic by the Catholic Committee.

b) Public hearings and information

With a view to obtaining the necessary information for analyzing school needs in terms of Christian education, the Catholic Committee spent three days in

public hearings with school principals, Christian Education consultants and animators of pastoral services.

The object of these hearings is to enlighten the thinking of the Catholic Committee in its study of the various requirements of Christian education in Catholic schools. Meetings and exchanges such as these with educators who work directly with school students, professional educators and educational services are productive and necessary to the Catholic Committee in that they permit it to discover true problems, real aspirations and expectations, and to grasp better what is urgent where religious instruction is concerned.

As a complement to its hearings, the Catholic Committee sought to reach a larger public by increasing its contacts with the different provincial agencies that are directly or indirectly concerned with Christian animation in the school sector. As an example, the Catholic Committee took part in the study conference organized this year by a dozen or so of these agencies. Its participation took the form of information and discussion sessions about the implications of its newly established policy for Christian education. The various categories of educators encountered by the Catholic Committee — in addition to a large number of parent's associations — included pedagogical consultants for religious and moral instruction, the provincial Committee for religious instruction, the provincial committee for secondary school pastoral services, religion and moral instruction teachers, school nurses, college pastoral services workers, school board directors, school commissioners, associations of secondary and elementary schools, the "Association des collèges du Québec", and local parish priests.

c) Recommendations

Two important questions related directly to the needs of Christian education in the school sector were particularly studied by the Catholic Committee this year — the training of religious instruction teachers and the function of the religious instruction teacher. The Committee considered it advisable to submit certain recommendations to the Education Minister on these questions that were formulated in the following terms:

- 1) RECOMMENDATIONS of the Catholic Committee of the Superior Council of Education to the Minister of Education pertaining to certain aspects of Quebec's teacher education program.
 - I. THAT the Catholic Associate Deputy Minister be requested to explain without delay to the different agencies of the Department of Education and to the Quebec school community the philosophy of the Catholic Committee as expressed in the various installments of "Voies et Impasses" and in the committee's regulation governing the recognition of Catholic school establishments.

II. THAT for education

A. *at the Elementary School level*

1) It is necessary to inform the university teacher training centres about the needs of Catholic schools pertaining to religious instruction.

This responsibility belongs to the Quebec Department of Education for schools in general and to each school board for the schools of its territory.

2) Given the importance of an integrated educational process at the elementary level, it is essential for school boards to require that all new teachers be sufficiently familiar with the nature of religious instruction that is given at this level of studies.

School boards should therefore require all new teachers to hold at least three credits in the methods of teaching Catholic religious instruction courses, or the equivalent.

3) School boards must give consideration to the religious education needs of their schools when engaging or assigning school teachers, by making it a point to find out whether the teachers involved are available or qualified for religious instruction.

4) When engaging new teachers, school boards should emphasize the confessional status of the school and the contents of the regulation that applies to Catholic schools.

5) School boards should establish measures for organizing and promoting the professional improvement of their religious instruction teachers.

6) It is up to the school principal to ensure a Christian orientation or perspective to the pedagogical function of the probation committee, with the assistance of the committee members and the Christian educational consultant or educational consultant for religious instruction.

7) When schools are being selected for the training experience of student-teachers, school boards should take into account the school's capacity for training qualified teachers from the viewpoint of Christian education.

B. *At the Secondary School level*

1) The employer must require from its religious instructors at least the following qualifications, or the equivalent:

- a secondary education teaching degree (major in religious instruction);
- six credits in the methods of teaching religious subjects.

2) It is necessary to inform the university teacher education centres about the needs of religious education and the kind of

training that is desirable for teachers who will be responsible for teaching this discipline.

This responsibility belongs to the Quebec Department of Education for schools in general and to the individual school boards for the schools of their districts.

For a definition of the required training, one should consult the orientations that are contained in Nos. 144-157 of VOIES ET IMPASSES 3.

3) School boards should establish measures for organizing and promoting the professional improvement of their religious subject instructors.

4) It is up to the school principal to ensure a Christian orientation or perspective to the pedagogical function of the probation committee, with the assistance of the committee members and the Christian education consultant or pedagogical consultant for religious education.

5) When recruiting new teachers, school boards should emphasize the school's confessional status and the meaning of the regulation that applies to Catholic schools.

6) When schools are being selected for the training experience of student-teachers, school boards should take into account the school's capacity for training qualified teachers from the viewpoint of Christian education.

N.B.: Recommendations A and B could be made the subject of special directives.

III. THAT meetings be held between the Quebec Department of Education and the universities of Quebec, and also with St-Paul University (Ottawa) and the University of Ottawa for discussing teacher education programs in the light of Quebec's Catholic school regulation and within the perspectives of VOIES ET IMPASSES.

a) The objective of these meetings would be:

— to present the needs of Catholic schools where teacher education programs are concerned;

— to allow for a discussion of university programs in terms of the recommendations of VOIES ET IMPASSES 3.

b) The Catholic Associate Deputy Minister of the Department of Education would be responsible for organizing these meetings.

2) **RECOMMENDATIONS** of the Catholic Committee of the Superior Council of Education to the Minister of Education concerning the teaching function of the religious instruction teacher in the Catholic schools of Quebec.

The Regulation of the Catholic Committee of the Superior Council of Education requires that schools recognized as Catholic provide quality religious instruction. To achieve this objective, it is essential, among other things, that the timing of the religious education courses be appropriately suited to the special pedagogical requirements of this discipline. It is also important that the teaching function of the instructor be translated into worthwhile learning experiences for students. A qualified and stable staff of religious instruction teachers depends to a large extent on how this particular discipline is treated within the system and on the working conditions of those who are called on to teach it. The Catholic Committee would like to draw special attention to certain problems that relate to the teaching function and working conditions of the religious instruction teacher.

The Education Department has already been advised about the special problems of religious instruction teachers in the numerous briefs that were submitted to the study commission set up to examine the task of the elementary and secondary school teacher. Taken as a whole, these briefs have shown that the teaching task of the secondary school religious instructor places this teacher in a professionally difficult and particularly uncomfortable situation. The Catholic Committee was able to confirm the existence of the situation reported in the aforementioned briefs and to observe the serious malaise that has developed, in the course of public hearings and general meetings in which the Committee participated.

Basing itself on the information gained, the Catholic Committee considers it essential to reiterate that the working conditions of a considerable number of secondary school religious instructors place these teachers in a truly difficult position, both professionally and pedagogically. The Catholic Committee would even unhesitatingly state that the present situation of the religion teacher in many school boards is totally incompatible with educational activity. Furthermore, his present situation tends to make the religion teacher's work load a heavier one than that of teachers of other disciplines.

The problem stems from an interplay of a variety of norms that are imposed on the work of secondary school teachers, or on the teacher-pupil ratio, and it is also due to the fact that religious instruction has been included under the Personality Development block and that, generally speaking, only two periods a week are allotted to this instruction.

The location of religious instruction in the subject-period schedule especially creates problems that it would be important to examine. It seems that the present arrangement satisfies computer requirements applying to the layout of the subject-period schedule where the figure 5 is a prime factor, since the calculations are based on 35 teaching periods per week. But it constitutes a rigid framework because it associates religious instruction with courses virtually unrelated to it while, at the same time, prohibits happier associations, notably with the human sciences. It also makes it difficult to hold mixed classes for this course and to plan for more concentrated instruction (eg. 4 or 5 hours a week throughout one semester) because of the fact that the physical education program has to extend over the whole academic year.

It is not within the competence of the Catholic Committee to determine how exactly the above situation can be remedied. However, the Committee believes the Department of Education should overlook nothing in an effort to improve it. The briefs contributed to the study commission on the task of the elementary and secondary school teacher contain certain suggestions worthy of serious consideration which will probably open the way towards possible solutions.

The Catholic Committee would like to recall that it had already recommended that more consideration should be given to criteria of an educative nature when establishing norms such as those governing the work load of a teacher. In the same vein, each discipline should be individually weighted by taking into account the number of courses that have to be prepared, evaluation needs, number of pupils per group, number of groups to be taught, the particular methodology and other requirements that are proper to each discipline. A recent position paper of the Superior Council of Education on the teacher-pupil ratio states that adequate norms must take a number of different factors into account, and furthermore, that the current global teacher-pupil ratio as it now stands is susceptible of producing inequalities in the work loads of different teachers.

In conclusion, the Catholic Committee of the Superior Council of Education believes that the problem created by both the place given to religious instruction on the subject-period schedule and the work load of the religious education teacher is a particularly important problem which would deserve to be carefully investigated by the Department of Education.

d) Communications

In follow up to an opinion forwarded to the Minister of Education on June 4th concerning the implementation of a birth control information program that was not authorized for Catholic school use, the Catholic Committee in the face of an increasingly ambiguous situation in the school sector, decided

to repeat to the Minister and communicate to the public the Committee's official position on this program. Both communications read as follows:

a) Letter addressed to the Minister of Education (November 20th, 1974)

Quebec, November 20, 1974

Mr. François Cloutier
Minister of Education
Government Buildings
Quebec

Subject: *Information on Birth Control*

Sir,

At its November 14th and 15th meeting, the Catholic committee took a second look at the situation created in the Catholic public schools of Quebec by the Department of Social Affairs' decision to implement its "Programme d'information préventive en matière de planification des naissances" in the schools namely by means of a film entitled "Sexe: nom masculin, nom féminin". Following its discussion, the Catholic Committee requested me to inform you of the following comments and decision.

Firstly, the Catholic Committee has come to two important conclusions. The school boards have not been sufficiently informed of the positions adopted by the Department of Education and the Catholic Committee of the Superior Council of Education concerning the abovementioned programme and film. The promotion of the programme and film in the public school milieu has given rise to tension, concern and protest.

In order to resolve this situation and to avoid any further misunderstanding, the Catholic Committee requests the Department of Education to immediately inform the school boards administering schools recognized as Catholic that the aforementioned programme and film have not received the necessary authorization of the Catholic Committee prior to their presentation in these schools and that, consequently, they should not be presented in these schools.

The Catholic Committee wishes to emphasize that its mandate as defined under paragraph e) of section 22 of the Superior Council of Education Act whereby the Committee may "approve, from the point of view of religion and morals, the curricula, textbooks and teaching material in educational institutions" recognized as Catholic is obviously intended to include the programme and equipment envisaged by the Department of Social Affairs. Moreover, the spirit of Regulation No 7 of the Department of Education does not allow for any distinction to be made between the scholastic and extra-curricula fields or between instruction and information.

According to one widely held belief, the Department of Education delayed too long before undertaking the study necessary to

precede the creation of a policy and of proper programmes and educational tools for sex education. Admittedly, this is a relatively new and difficult field but, nevertheless, the Catholic Committee would like to see this situation rectified as soon as its causes have been identified.

In conclusion, the Catholic Committee deems it expedient to state once more, as I did in my letter dated June 11th, that it is by no means opposed to the idea of the school assuming its own responsibilities regarding sex education. It considers of prime importance that certain specific conditions be fulfilled.

1. In a field whose objective is obviously educational, the Department of Education must assume complete responsibility for sex education programmes in the public school sector.
2. The role assigned to the school in this regard must be defined in a very clear policy to be made publicly available.
3. The programme and teaching material for such instruction must be of high quality thus incurring the successful implementation of the programme and the well-being of the pupils and students.
4. Programmes and teaching materials for such instruction must be subject to approval by the Catholic Committee before being implemented or used in schools recognized as Catholic.

Having outlined the above remarks and decisions in all frankness, the Catholic Committee would like to assure you once more of its complete and faithful collaboration in this difficult, but important task.

Yours truly,

André Naud

Chairman of the Catholic Committee

b) Press Release (March 13th 1975)

The Catholic Committee of the Superior Council of Education on Sex Education in the Schools

In the past few weeks, various individuals, groups and a certain percentage of the news media have been referring, in a totally biased and untruthful manner, to the attitude and role of the Catholic Committee of the Superior Council of Education regarding sex education in the schools. On the basis of what has been said and written, it would appear that the Catholic Com-

mittee of the Superior Council of Education is opposed to sex education in the schools and to be held responsible for the delays in this area.

Owing to the fact that it is a public body which exercises a legal mandate in the name of the Catholic schools, the Catholic Committee is bound to publicly establish the true facts of the present situation.

1. The Catholic Committee and Sex Education

The Catholic Committee of the Superior Council of Education has been in operation for ten years, having been instituted at the same time as the Department of Education and the Superior Council of Education. The Catholic Committee has never, in any of its statements or decisions, indicated any reservations whatsoever concerning the advisability of providing sex education in the schools. On the contrary, the Committee has always supported this type of education on condition that it be incorporated into a valid educational programme.

The official opinion published by the Catholic Committee in reference to sex education can be summed up in the following points.

1. The Catholic Committee judges it expedient that the Department of Education act without delay to lay the bases of an overall policy on sex education in the schools and to work out the necessary programmes for the policy's implementation. With this in mind, an especially competent working group should be formed.
2. Obviously, the educational content of sex education is very high. This being the case, the Department of Education must assume full responsibility for the above programme; this, of course, does not exclude the collaboration or contributions of other departments — the Department of Social Affairs, for example.
3. The diffusion in the schools of information on sexuality must be considered in a truly educational perspective and carried out by *educators* having the suitable qualifications.
4. The population of Quebec is entitled to be well informed of the position and intentions of the Department of Education relative to sex education in the schools. Hence, the role assigned to the schools in this respect must be defined in a very precise policy to be made available to the public.
5. The programmes and teaching material used in sex education must be of top quality if they are to be successfully implemented and benefit the students.
6. The Law entrusts the Confessional Committees of the Superior Council of Education with very specific responsibilities. In conformity with the Law, these Committees have every right to base their approval or disapproval of the programmes and teaching material used in sex education on moral and religious grounds.

II. The Slow Pace of the Work on Sex Education

The Catholic Committee of the Superior Council of Education, being well aware of the need for valid programmes and tools in the sex education field, has often urged the Department of Education to accelerate its work in this area. The Committee's correspondence with the Minister over the past few months is proof of the Committee's concern. The Catholic Committee raised this same point again during a meeting with the Deputy Minister of Education on February 21st.

We must remind the public that neither of the Confessional Committees of the Superior Council of Education (i.e., the Catholic Committee and the Protestant Committee) has any legal right to set up programmes dealing with sex education. Therefore, the above Committees cannot be held responsible for the delays that have occurred and which the Catholic Committee deeply regrets.

Various related facts are summarized below.

1. In 1969, the Department of Education sought the Catholic Committee's approval of an experimental sex education programme which was indeed approved and, since then, has been offered in some school boards, on an experimental basis. The Catholic Committee has in no way impeded the expansion or localization of this experimentation.
2. In 1971, the Department of Education submitted an experimental programme entitled "personal, family, civic and economic education" for the Confessional Committees' approval. Many points touching on sex education were contained in the above programme. At the time, the Protestant Committee rejected the experimental programme for reasons which we cannot go into here. For its part, the Catholic Committee approved the experimentation but later modified its opinion somewhat after having conducted province-wide surveys. Much reservation concerning the Department of Education's project was expressed by persons responsible for several other disciplines involved in the programme

Since then, the Department of Education has been working on the final stages of this proposed programme which, on the one hand, seems to be provoking much interest and, on the other hand, creating much hesitation and difficulty. The Catholic Committee has yet to receive the revised project.

It should be pointed out here that the Chairman of the Catholic Committee and other interested parties have often warned the Departmental authorities of the danger which lies in linking the fate of the sex education programme to that of the ambitious and demanding "personal, family, civic and economic education" programme.

In short, the completion of the work on the sex education programme in Quebec is not progressing at the desired pace. Our wish is to show where the responsibility lies.

III. The Information Programme on Birth Control

It is primarily in connection with the information programme on birth control and with the Department of Social Affairs' film, "Sexe: nom masculin, nom féminin", that the Catholic Committee has been directly accused of interfering in the success of these endeavours. It has been said that the Catholic Committee alone opposes this programme. So that the truth may be known and justice done, we feel it our duty to establish the facts as follows.

1. In June 1973, the Department of Education disapproved the showing of the Department of Social Affairs' film in Quebec schools. There can be no doubt as to this fact — the letter written by Mr. Yves Martin, Deputy Minister of Education, to Mr. Jacques Brunet, Deputy Minister of Social Affairs, bears evidence to this. The text of the letter reads as follows: "Regarding the film which was viewed May 2nd for the purpose of submitting it to approval by the Confessional Committees as is required by the Department of Education Act, I regret to inform you that we have decided not to refer the film to the Confessional Committees. We consider it necessary to link the information that the film aims to provide to the educational philosophy and objectives which the Department of Education attempts to promote throughout the school system".

On June 27, 1973, a copy of Mr. Martin's letter was officially forwarded to the Catholic Committee of the Superior Council of Education. In addition to the above mentioned copy, the Departmental spokesman wrote the following: "I feel that this letter contains the reply to your request and clearly demonstrates the Department's position on the programme in question as well as the action it intends to take".

Since then, the Department of Education's position has become less clear. Two facts remain evident, however. In the first place, the Catholic Committee was officially notified that the Department of Education had refused both the Department of Social Affairs' programme and the chosen method of implementation. Secondly, the programme was in fact implemented in the schools despite the assurance to the contrary which the Department of Education had given the Catholic Committee of the Superior Council of Education.

2. In spite of the official notice received from the Department of Education on June 27, 1973, it came to the attention of the Catholic Committee, in the months which followed, that the Department of Social Affairs' programme and film were being presented in the schools of several school boards. The Catholic Committee then requested clarification of the matter and also to be shown the film. The Committee was not able to see the latter until April 1974. On June 11, the Minister was informed of the Catholic Committee's position.

The Catholic Committee's opinion on the advisability of providing information on family planning in the schools is very clear — it is in favor of this type of instruction. As the Minister stated in 1973, he deems it necessary to

furnish this information in an educational context and to incorporate it into an expanded sex education programme. He regretted the necessity of disapproving the quality of the film. (The reasons which motivated this disapproval are explained in an official document available in all school boards).

Conclusion

The Catholic Committee has gone out of its way to present the public with a detailed report of the situation so that the truth may be known and enable the Catholic Committee of the Superior Council of Education, in its role as a public body, to defend its reputation from the biased and unjustified accusations directed at it.

Finally, it is the Catholic Committee's wish that, through the collaboration of all interested parties, the preparation of valid programmes and mechanisms may be carried on at a quicker pace. This objective is surely preferable to the present situation which is characterized by controversy created throughout the Province and at various levels of officialdom; moreover, this state of affairs can only result in more delays and confusion, all to the detriment of the students.

The Catholic Committee also agreed to participate in interviews on radio and television, thereby answering the request of certain information media who sought to offer to the public and to the Catholic Committee an occasion for discussion on the subject of sex education in the schools of Quebec.

e) Studies and Research

Two somewhat lengthy studies will soon be completed by the Catholic Committee. One study deals with moral education in the Catholic schools of Quebec and the other concerns sex education at school. Both of these studies are situated within the frame of a general research program the Committee has traced for itself with a view to expressing itself more fully on some of the key elements of its Christian education policy that has been set up for Catholic schools.

f) Problems Under Study

Many other questions are currently being examined by the Catholic Committee. They deal, in particular, with the Catholic school population of a non-Catholic milieu and the non-Catholic school population of a Catholic milieu; Christian education in college level institutions; the criteria of approval from the viewpoint of religion and morals of audiovisual teaching material for school use; and the public relations (information and publications) of the Catholic Committee.

g) Approval or Authorization of Educational Material

During the activity year under review, the Minister of Education submitted to the Catholic Committee for its approval from the point of view of religion and morals, a large number of text books and curricula intended for use in the elementary and secondary Catholic public schools of Quebec.

Following a study of the material submitted, the Catholic Committee gave its approval for 9 courses of study, 372 teaching aids and 610 text books. ⁽¹⁾

h) Other Activities

Proposed legislation

In follow up to an opinion submitted to the Minister of Education by the Superior Council on the proposed legislation dealing with human rights and freedoms, the Catholic Committee informed the Minister that it supported the position taken by the Superior Council of Education, particularly with respect to the implications of this legislation for confessionality in the school system.

Meetings

During the year, the Catholic Committee had the occasion to meet Mr. Pierre Martin, Deputy Minister of Education, as well as Father Gilles Raymond, Assistant to the Secretary General of the Assembly of the Catholic Bishops of Quebec. Besides this, the Chairman of the Catholic Committee also met the Minister of Education, Mr. François Cloutier, and the Chairman of the Assembly of the Bishops' of Quebec, as well as the Executive of this Assembly and its Commission of Education.

Plenary of the Superior Council

The members of the Catholic Committee attended the ninth plenary session of the Superior Council of Education held June 12th, 13th and 14th 1975.

PROTESTANT COMMITTEE

Introduction

The Protestant Committee welcomes the overtures made by the Council to develop a closer relationship with its confessional committees. It has expressed its appreciation of the inclusion of its secretary as a member of the Council's Board of Management. It was pleased to be represented on the Council's 'ad hoc' committee formed to study Bill 50 — Human Rights. The Protestant Committee commends the President of the Council for initiating the Plenary Session with its opportunities to meet informally with members of the Council, the Catholic Committee and the Commissions so as to exchange views and become better informed.

⁽¹⁾ See Appendix I.

Today, perhaps more than at any time in the past, the Protestant Committee recognizes its responsibility in accordance with Articles 22 and 23 of the Superior Council of Education Act, to safeguard the confessional rights of Protestants in education so that our Judaeo-Christian heritage may be transmitted. Legislation entirely laudable in its objectives can be unintentionally discriminatory. The Protestant Committee intends to bring to the attention of the competent authority instances of inequity. The Protestant Committee will continue to support the maintenance of a confessional system as the best means of avoiding discrimination and injustice.

A Bridge

The Superior Council of Education is one of the few remaining governmental or paragonmental bodies which still has the respect of the multiple confessions associated with Protestant education. It has earned this respect because of its objectivity and its efforts to represent all Quebecers. Thus the Protestant Committee would underline the importance of the Council as a bridge between the majority and the minority in these times of tension and conflict. Dialogue within the "family" of the Council is still possible between the two groups.

The Protestant Committee invites the support of the Council in its efforts to overcome instances of injustice. The Protestant Committee extends to the Council an invitation to have one or two French speaking members attend its regular meetings and to accompany the Committee at public meetings with its constituents. This would be one small way by which the Council might lead the way to promote unity in education among Quebec's diverse peoples.

Contacts with Constituents

During the past year and a half members of the Protestant Committee have met with their constituents — students, teachers, parents, administrators and school commissioners — in all regions of the province. Meetings have been held in the following centres:

1. Eastern Quebec Protestant Regional School Board area

Arvida, La Tuque, Port Cartier, Quebec, Seven Islands, Thetford Mines.

2. Gaspesia Protestant Regional School Board

Gaspé, Murdochville.

3. Lakeshore Protestant Regional School Board

Dollard des Ormaux, Dorion Gardens, Pointe Claire.

4. Laurentian Protestant Regional School Board

Lachute, Shawbridge.

5. New Quebec School Commission

Ivujivick, Payne Bay, Povungnituk, Tasiujac, Wakeham.

6. North Island Protestant Regional School Board

Chomedey, Rosemere.

7. Protestant School Board of Greater Montreal

Regional Parents' Committee, Mountrose, de Roberval, Ogilvie and Wentworth.

8. South Shore Protestant Regional School Board

Beloeil, Boucherville, Otterburn Park, St. Bruno.

9. Western Quebec Protestant Regional School Board

Campbell's Bay, Chelsea, Hull, Noranda, Shawville, Val d'Or.

10. Provincial

- Fédération des parents des écoles protestantes françaises du Québec
- Quebec Association of School Administrators
- Quebec Association of Protestant School Boards
- Quebec Federation of Home and School Associations.

French, English, Inuit Dialects

Meetings have been conducted in French, English and various Inuit dialects to learn about the state of Protestant education.

By such contacts with groups widely representative of people associated with Protestant schools, the Protestant Committee is kept informed of the achievements and the hopes of its constituents as well as the problems besetting our minority schools.

The Role of the Protestant Committee

The Protestant Committee aims to provide sound advice to the Superior Council and to the Minister of Education, in particular, so that the confessional rights of Protestant schools will be respected and that justice may prevail not only within the confessional system, but also in relations between the Provincial Government and Protestant schools. Consequently, the Protestant Committee has had to be much concerned about the confessional and human rights of the minority.

Members of the Protestant Committee

Mr. William M. Munroe served as Chairman of the Protestant Committee. The terms of office of Mr. Munroe, Professor Jones and the Reverend W. Nelson Thomson were renewed for a period of three years. (September 1, 1974 — August 31, 1977.) To fill the vacancies created by the completion of the terms of office of the Reverend Keith H. Eddy and Dr. Allana Reid-Smith, Mr. Gérard Gauthier and Miss Frances B. Wright were appointed by the Lieutenant-Governor-in-Council for the period September 1, 1974 to August 31,

1977. Miss Gwen Lord was also appointed by the Lieutenant-Governor-in-Council to complete the term, September 1, 1974 to August 31, 1976 caused by the resignation of Mrs. Mary Hunter. Mrs Constance Middleton-Hope resigned her position on August 31, 1974 to become Vice-President of the Superior Council of Education. No appointment was made to fill this vacancy.

Meetings

During the course of the year twelve regular meetings of the Protestant Committee were held in addition to twenty-five meetings of representatives of the Committee with constituents. The following subcommittees also met: Research, Administration, Membership, Teaching Materials and 'ad hoc' subcommittees on Bills 22, 50 and 104.

Activities

Sharing Agreements

The Committee approved 19 inter-confessional sharing agreements of Protestant and Roman Catholic school boards for the instruction of Protestant and Roman Catholic pupils.

Study of Departmental Programmes and Textbooks

In accordance with its mandate "to approve from the point of view of religion and morals, the curricula, textbooks and teaching material in Protestant schools", the Committee approved 747 of 752 textbooks received and studied.

Please refer also to "Report on the State and Needs of Education", Part One of this report, for a review of other activities and positions of the Protestant Committee concerning the following matters:

1. Approval of Moral and Religious Programmes
2. Sex and Family Education
3. Parents and Moral and Religious Instruction
4. The Position of the Protestant Committee on Confessionality
5. Parents and Confessionality
6. French as a Second Language and Bilingualism
7. Decentralization
8. Legislation affecting confessional and human rights
9. English language schools
10. French language schools
11. Inuit schools
12. Actions of the Protestant Committee

Appendices

Appendix 1

Table of Study Courses and Textbooks Approved by the Catholic Committee

Catholic committee

Approval of Study Courses and Textbooks

Between September 1st 1974 and August 31st 1975, the Minister of Education 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, 10 courses of study, 610 textbooks and 372 school teaching materials.

The table below illustrates according to subject-matter, the material submitted and evaluated with a view to eventual use in Catholic public educational institutions of the Province of Québec.

Subjects	Courses of Study			Textbooks			Teaching Material		
	S	A	R ⁽²⁾	S	A	R	S	A	R
Arts				36	36		13	13	
Languages:									
English	5	5		216	216		5	5	
French				152	152		225	225	
Mathematics				18	18				
Commercial & Economic Subjects				55	55		2	2	
Vocational Subjects	1	1		21	21		2	2	
Sciences:									
Human	1	1		27	27		5	5	
Physical				73	73		13	13	
Moral & Religious	3	2	1	12	12		107	107	
GRAND TOTAL	10	9	1	610	610		372	372	

⁽¹⁾ Revised Statutes of Quebec, Ch. 234, Art. 22, para. e)

⁽²⁾ S = submitted for approval

A = approved or authorized from the viewpoint of religion and morals

R = refused

Appendix 2

List of Members of the Superior Council of Education, its Committees and Commissions ⁽¹⁾

⁽¹⁾As of August 31st 1975.

Superior Council of Education

President

Mr. Jean-Marie BEAUCHEMIN, Québec

Vice-President

Mrs. Constance MIDDLETON-HOPE, Hudson Heights

Members

Mr. André ARCHAMBAULT, Outremont
Vice-Rector (Academic), University of Montréal

Mr. Bernard BONIN, Outremont
Assistant Deputy Minister, Department of Immigration

Mr. Louis BOUCHARD, Montréal

Mr. Linus CASSIDY, Dollard-des-Ormeaux
Assistant Director, Baldwin Cartier School Commission

Mr. Paul-A. FORTIN, Québec
Student, Laval University

Mr. Marcel R. FOX, Pierrefonds
Director General, P.S.B.G.M.

Mr. Léopold GARANT, Québec

Mr. Paul-Émile GINGRAS, Montréal
Head of Studies and Research, CADRE

Mr. Robert M. KOURI, Montréal
Principal, Baron Byng High School

Mrs. Louise Marcil-LACOSTE, Montréal
Student in Philosophy, McGill University

Mr. Arthur LERMER, Montréal
Dean of the Department of Economics, Sir George Williams University

Mr. Jules LORD, La Sarre
Principal, Polyno Campus

Mrs. Azilda MARCHAND, L'Ange-Gardien
Social Worker

Mr. William M. MUNROE, Granby
Chairman of the Protestant Committee

Rev. Jean-Guy NADEAU, Rimouski
Director & Professor, Faculty of Arts, University of Quebec, (Rimouski)

Mr. André NAUD, s.s., Montréal
Chairman of the Catholic Committee

Mr. Maurice PARENT, Arvida
Assistant Director, Aluminum Company of Canada

Mr. Lucien PERRAS, Beaconsfield
Director-General, Lakeshore Regional School Board
Mrs. Madeleine RYAN, Montréal
Mr. Jean-Marie THIBAUT, Baie-Saint-Paul
Consultant

Associate members

Mr. Pierre MARTIN, Québec
Deputy Minister of Education
Mr. Sylvester F. WHITE, Québec
Associate Deputy Minister of Education
Mr. André ROUSSEAU, Sillery
Associate Deputy Minister of Education
Joint Secretary
Mr. Raymond PARÉ, Québec

Catholic Committee

Chairman

Reverend André NAUD, Montréal
Member of the Superior Council of Education

Members

Religious representatives

Mgr. Lucien BEAUCHAMP, Salaberry-de-Valleyfield
Director, Education Office, Diocese of Valleyfield
Mgr. Guy BÉLANGER, Valleyfield
Bishop of the Diocese of Valleyfield
Rev. John McCONNELL, Montréal
Head, Bureau of Ethnic Communities, Diocese of Montréal
Mr. André NAUD, s.s., Montréal
Professor, Theology Department, University of Montréal.
Mgr. Louis-Albert VACHON, Québec
Supérieur général du Séminaire de Québec

Parents' representatives

Mr. Jean-Marie BRASSARD, Montréal
Advocate
Miss Rita DIONNE, Laval
Administrator, Pouponnière de la Mauricie
Mr. Gilles FORTIN, Lauzon
President, Federation of Catholic School Commissions of Quebec

Mrs. Marthe LEGAULT, Hull
Federal civil servant
Mr. Viateur RAVARY, Montréal
Director, Educational Services, M.C.S.C.

Teachers' representatives

Mr. Jean-Paul DESBIENS, Cap-Rouge
Director, Notre-Dame de Foy Campus, Cap-Rouge
Mr. Thomas FRANCOEUR, Montréal
Head, Department of Catholic Studies, McGill University
Mr. Ludger LAVOIE, Terrebonne
Educational Consultant, Institut de police du Québec
Mr. André LÉVEILLÉ, Gatineau
Principal, Gatineau Polyvalent School
Mr. Marcel OUELLET, Grand Saint-Esprit
Principal, Lac St-Pierre School Commission

Associate member

Mr. André ROUSSEAU, Sillery
Associate Deputy Minister of Education

Secretary

Mr. Paul-Émile DROLET, Ste-Foy

Protestant Committee

Chairman

Mr. William M. MUNROE, Granby

Members

Religious representatives

Reverend Robert S. JERVIS-READ, Lennoxville
Minister of the Anglican Church, Martinville
Mr. John C.T. JOHNSON, Dewittville
President, Provincial Association of Protestant Teachers
Reverend John A. SIMMS, Montréal
Minister of the Presbyterian Church of Canada, Chairman, P.S.B.G.M.
Reverend Nelson THOMPSON, Montréal
Minister of l'Église Baptiste française de l'Oratoire

Parents' representatives

Mr. L.V. FULLER, Trois-Rivières
Principal, Three Rivers High School
Mr. Gerard GAUTHIER, Brossard
Editor of CREDO

Mrs Margaret HOUSTON, Montreal
Mrs. Marion JEFFERIES, Arvida
Teacher, Saguenay Valley High School
Mr. Francis W. SLINGERLAND, Quebec
Professor, Mechanical Engineering, Laval University

Teachers' representatives

Mr. Alan Watkins JONES, Lennoxville
Professor of Education, Bishop's University
Miss Gwen LORD, Montreal
Vice-Principal, Northmount High School
Mr. William M. MUNROE, Granby
Principal, Parkview School
Mr. Lloyd F. SOMMERVILLE, Richmond
Retired school administrator
Miss Frances B. WRIGHT, Pierrefonds
Educational Consultant, Lakeshore R.S.B.

Associate Member

Mr. Sylvester F. WHITE, Québec
Associate Deputy Minister of Education

Secretary

Mr. John Lloyd MacKEEN, Québec

Commission of Higher Education

Chairman

Mr. André ARCHAMBAULT, Montréal
Member of the Superior Council of Education

Deputy-Chairman

VACANT

Members

Mr. Yves-Aubert CÔTÉ, Montréal
Professor and Head of Accounting Department, École des Hautes Études
commerciales, Montréal
Mr. Paul-Émile GINGRAS, Montréal
Member of the Superior Council of Education
Mr. Pierre LABELLE, Ste-Foy
Graduate Student & Assistant Professor, Education Department,
Laval University
Mr. Gilles LAMONTAGNE, Rimouski
Director, Faculty of Arts and Human Sciences, University of Québec at
Rimouski

Mrs. Pauline LECLERC, Montréal
Psychologist, Ste-Justine Hospital
Mr. René J.A. LÉVESQUE, Montréal
Head of Physics Department, University of Montreal
Rev. Armand MARANDA, Lévis
Vice-Rector (Education), Laval University
Mrs. Norma SALEM-BABIKIAN, Montréal
Student, McGill University

Coordinator (ad interim)

Mr. Jean DURAND

Commission of College Education

Chairman

Mrs. Azilda MARCHAND, L'Ange-Gardien
Member of the Superior Council of Education

Deputy Chairman

VACANT

Members

Mr. Roland ARPIN, Saint-Lambert
Director-General, CEGEP de Maisonneuve
Mr. Mathieu GIRARD, Laval
Director-General, Centre d'animation, de développement et de recherche
en éducation (CADRE)
Rev. Guy JALBERT, o.m.i., Sainte-Foy
Professor of Philosophy, CEGEP de Jonquière
Rev. Jacques LAFOREST, Trois-Rivières
Director, Educational Services, Lafèche College
Mr. L. Gonzague LANGLOIS, Sainte-Foy
Director General, Association des Mines de Métaux du Québec Inc.
Mr. Roger LANGLOIS, Montréal
Principal, École polytechnique de Montréal
Mr. Sylvio LEBRUN, Sherbrooke
Director, Guidance Counselling, Sherbrooke CEGEP
Mr. Roger G. MARTIN, Ste-Agathe sud
Vice-president, Sidbec-Dosco Ltd.
Miss Lise RIOPELLE, Ville d'Anjou
Head, Nursing Department, Vieux-Montréal CEGEP
Mr. James H. WHITELAW, Beaconsfield West
Administrator, Concordia University

Mr. William YOUNG, Hudson Heights
Principal, St-Croix Campus, Vanier CEGEP

Coordinator

Mr. René E. PELLETIER

Commission of Secondary Education

Chairman

Mrs. Madeleine RYAN, Montréal
Member of the Superior Council of Education

Deputy-Chairman

Mr. Mathieu SOUCY, Montréal
Director-General, Jerome Le Royer School Board

Members

Mrs. Louise BOULET, Rimouski
Professor, Faculty of Education, University of Quebec (Rimouski)

Mr. Ulric CHAINE, Sherbrooke
School Principal, L'Estrie Regional School Board

Miss Jeanne Marie GINGRAS, Montréal
Professor, University of Montréal

Mr. René GONZALEZ, Dollard-des-Ormeaux
Director of Secondary Studies, Vaudreuil Comprehensive School

Mrs. Joan LAFORTUNE, St-Lambert
Chairman, Parents Committee

Mr. Philippe PARÉ, Sainte-Foy
Director, Student Services, Tilly Regional School Commission

Mr. H. Oscar PURDY, Beaconsfield
Professor, McGill University

Mr. Paul-Henri TREMBLAY, Kénogami
Teacher, Jonquière Comprehensive School.

Mrs. Thelma WESTMAN, Melbourne
Teacher, Richmond Regional High School

Coordinator

Mrs. Monique TURCOTTE-DELISLE

Commission of Elementary Education

Chairman

Mr. Louis BOUCHARD, Montréal
Member of the Superior Council of Education

Deputy-Chairman

Mr. Jean-Guy COUTURIER, Boucherville
Director of Studies and Personnel, School Municipality of De Varennes

Members

Miss Lucie CARDINAL, Valleyfield
Assistant Principal, De Châteauguay School Commission

Mr. Matthew CRAIG, Montréal
School Principal, P.S.B.G.M.

Mrs. Rosa FINESTONE, Montréal
Principal of Salomon Schechter Academy

Mr. Guy FORTIN, Jonquière
Director of Studies and Student Services, Jonquière Regional School
Commission

Mrs. Madeleine GAUDREAU, Rimouski
Professor, Faculty of Education, University of Québec (Rimouski)

Mr. Robert Allan LAVERS, Hemmingford
Professor, McGill University

Mrs. Lucie PERRIER, Vimont
Teacher

Mr. Gaétan REID, Joliette
Education Coordinator (Exceptional Children), Lanaudière Regional
School Commission

Mr. André ROY, Cap-Rouge
Teacher

Mr. René SAUCIER, Montréal
School Principal

Coordinator

Mr. Jean R. DERONZIER

Commission of Adult Education**Chairman**

Mr. Paul-A. FORTIN, Québec
Member of the Superior Council of Education

Deputy Chairman

Mr. Rémy GAGNÉ, Québec
Consultant in administration

Members

Mrs. Denise CHARBONNEAU, Montréal
Secretary, Continuing Education, André-Laurendeau College

Mr. Léo CORMIER, Montréal
Director of Social Services for Saint Henri

Mr. Guy D'ANJOU, Mont-Joli
Advocate

Mr. Alfred JACQUES, Trois-Rivières
Director of Continuing Education, University of Québec (Trois-Rivières)

Mr. Marcel LANDRY, Neufchâtel
Commission and Committee Secretary, "Fédération des Caisses populaires
Desjardins"

Mr. Jean LARSIMONT, Saint-Bruno
Director of Continuing Education, Chambly Regional School Commission

Mr. Georges PICARD, Montréal
Director of Programmes and Education, Adult Education Service, Montréal
Catholic School Commission

Coordinator

Mr. Bernard AUDET

Appendix No. 3

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⁽¹⁾ This report was published jointly with the preceding one.

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⁽¹⁾ This report was published jointly with the preceding one.

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⁽¹⁾ This document has been published as a separate report.

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